

**ADMINISTRATIVE SHORTAGES
IN PENNSYLVANIA'S
PUBLIC SCHOOL DISTRICTS**

JULY 2003

**REPORT OF THE TASK FORCE ON
ADMINISTRATIVE SHORTAGES**



General Assembly of the Commonwealth of Pennsylvania
JOINT STATE GOVERNMENT COMMISSION
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The release of this report should not be interpreted as an endorsement by the members of the Executive Committee of the Joint State Government Commission of all the findings, recommendations or conclusions contained in this report.

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TO THE MEMBERS OF THE GENERAL ASSEMBLY:

The Joint State Government Commission is pleased to present the report of the task force formed under 2002 House Resolution 461 to conduct a study of the shortages of applicants for administrative positions in the Commonwealth's school districts. Representative Thomas L. Stevenson chaired the task force. The task force recognizes with gratitude the cooperation of those school districts that responded to the task force survey relative to administrative vacancies.

Respectfully submitted,

A large, stylized handwritten signature in black ink, appearing to read "Roger A. Madigan".

Roger A. Madigan
Chair

INTRODUCTION

House Resolution 377 of 2001 (Printer's No. 3022) and subsequently, House Resolution 461 of 2002 (Printer's No. 3425) directed the Joint State Government Commission "to conduct a study of the Commonwealth's 501 school districts to determine if there is a shortage of candidates for principal and other administrative positions in urban, suburban and rural districts at [the] elementary, middle and high school levels." House Resolution 377 of 2001 contemplated a study to be performed solely by staff of the Joint State Government Commission. House Resolution 461 of 2002 took a slightly different approach directing the Commission to establish a task force consisting of six members of the House of Representatives to facilitate the study. The six members of the task force were to be the chairman and minority chairman of the House Education Committee, two members appointed by the Speaker of the House of Representatives and two members to be appointed by the Minority Leader of the House of Representatives. In addition, House Resolution 461 of 2002 required the task force "to hold at least one hearing to gather information from the school districts and other organizations which represent administrators." The task force was directed to file a report with the House Education Committee containing recommended solutions to correct problems, if any were found to exist.

On October 8, 2002, the task force held its first meeting to discuss the scope of the study and to develop a plan on how to proceed to gather data. The task force approved the Joint State Government Commission's approach to gathering data, along with anecdotal information, from the Commonwealth's 501 school districts. The task force was concerned that similar problems existed in Area Vocational-Technical Schools (AVTS), and directed the Commission to include AVTS in the study. The task force subsequently met on November 25, 2002 in order for Commission staff to provide an update on the status of the study and again on January 28, 2003 for a further update and to begin planning for the public hearing required by the resolution. A public hearing was held on April 16, 2003 in Room 60, East Wing, of the Capitol. The task force met again on June 10, 2003 to begin discussion of possible recommendations. The final task force meeting was held on June 23, 2003. At this meeting, the task force decided upon the recommendations which appear in this report.

The recommendations of the task force reflect a recognition that the job of the school administrator has become more complex and stressful than ever before and that the compensation offered in exchange, in some districts, may not, in and of itself, encourage an adequate number of individuals to accept the challenges of an administrative position. Thus, by recommending legislative action in some cases and action by the Commonwealth's Department of Education and individual school districts in others, the task force believes it has assembled a package of policy options which, if implemented, will likely attract more individuals to the ranks of school administration in Pennsylvania.

Among the actions that the General Assembly could take, the task force recommended that consideration be given to legislation that would allow administrators to purchase retirement credits at a maximum of .25 credit for each administrative year worked. This would allow an individual with 20 years of administrative service, and 35 years of total service, the opportunity to purchase enough credit to retire with 40 years of total retirement credit. In addition, the task force recommended that the General Assembly consider loan forgiveness or scholarships to encourage graduate study leading to administrative certification and undergraduate study in Career and Technical teacher preparation programs.

The task force also recommended that the Pennsylvania Department of Education (PDE) continue the efforts begun with this study by monitoring the number and quality of applicants for administrative positions in the Commonwealth's school districts and AVTS and making a yearly report of its findings to both the House and Senate Education Committees. In addition, the task force made a series of recommendations to PDE encouraging it to implement various "best practices" for the Commonwealth's public schools.

Recognizing that some school districts and AVTS across Pennsylvania are experiencing shortages of applicants for administrative positions more than others, the task force offered a series of policy options which the school districts and AVTS are encouraged to consider in the effort to alleviate current and future shortages of qualified applicants.

The following report begins with an explanation of the data collection methodology utilized by the task force in its study of the Commonwealth's school districts, as well as a summary of the findings of that study and a synopsis of the anecdotal information that was gathered in the process. Data tables appear throughout the text, and additional tables are included in the appendices to the report. The task force was presented with, reviewed and relied upon this data in reaching its recommendations. Subsequent to the sections of the report on survey methodology and results is a section summarizing the testimony presented at the public hearing held by the task force on April 16, 2003. This testimony, in conjunction with the data collected in the survey, served as the basis for the final

recommendations of the task force which are presented in the final chapter of the report.

SURVEY METHODOLOGY

House Resolution 461 of 2002 (Printer's No. 3425) directed the Joint State Government Commission to "...conduct a study on the shortage of applicants for administrative positions serving the Commonwealth's 501 school districts." Although the Pennsylvania Department of Education (PDE) currently collects data on the total number of administrators in the 501 school districts, it does not collect data on the number of vacancies, the length of time it takes to fill a vacancy or the number of applicants applying for a vacancy. The Joint State Government Commission conducted a survey to collect such information in order that the task force would be properly informed as it studied the issue of the availability of qualified applicants for school administrative positions in the Commonwealth. Additionally, due to concerns that the Area Vocational-Technical Schools (AVTS) may also be experiencing similar shortages of applicants for administrative positions, the survey was later expanded to include AVTS.¹

SURVEY CONTENTS

There are many types of administrative positions, thus, the majority of questions in the survey were asked with regard to specific position titles. The administrative and supervisory positions included on the survey were found in the PDE's *Public Schools Professional Personnel, 2000-01, Appendix B* and included: district superintendent, assistant district superintendent, elementary principal, middle school/junior high principal, high school/senior high principal, elementary assistant principal, middle school/junior high assistant principal, high school/senior high assistant principal, director/assistant director of vocational technical education, coordinator, and supervisor.²

¹ While the survey questions were developed with school districts in mind, AVTS were asked the same questions as school districts; however, AVTS were instructed to answer only the questions regarding the positions they employ (such as directors/assistant directors of vocational-technical education, coordinators and supervisors).

² In addition to these administrative and supervisory positions, the Pennsylvania Department of Education's *Public Schools, Professional Personnel 2000-01* also referred to the following administrative and supervisory position titles: executive director, chief administrative officer, k-12 principal, and k-12 assistant principal. However, according to PDE's data, very few (if any) school districts, utilize such titles. Therefore, these were not included in the survey.

The first question on the survey asked the school districts and AVTS to indicate, by position: “How many filled and unfilled positions did your school district have as of August 31, 2002? Please include all full- and part-time positions...” The purpose of this question was to gain a “snapshot” view of the total number of positions (both filled and vacant) at the beginning of the school year. While the PDE has data on the total number of personnel by position, by school district and AVTS, it does not monitor the total available positions in each school district and AVTS.

The next question posed to the school districts and AVTS was: “Did your school district have any vacancies in administrative positions from September 1, 2001 to August 31, 2002? (For the purpose of this survey, a vacancy is an administrative position that your school district tried to fill from September 1, 2001 to August 31, 2002.)” This question acted as a filter. Respondents that answered “yes” to this question were then directed to reply to a series of questions with regard to the vacancies, while school districts responding “no” to this question were directed to skip the subsequent questions regarding vacancies.

For those school districts and AVTS that answered the previous question in the affirmative, the following questions were posed in regard to each of the aforementioned administrative positions.

- A. “From September 1, 2001 to August 31, 2002, how many vacancies did your school district have in the {position title} position?”

This question was asked so that a yearly turnover rate could be determined for each administrative position by dividing the total number of vacancies during the year by the total number of positions.

- B. “For the {position title} position vacancies, how many applicants did you have for each position? If your district had more than one vacancy, please indicate the TOTAL number of applicants you had for all vacancies in the {position title} position.” (For this question, respondents could choose from the following responses: No applicants; 1-5 applicants, 6-10 applicants, 11-15 applicants, etc. up to 96-100 applicants; over 100 applicants; and not sure.)

While it would have been helpful to have asked each school district and AVTS to record the exact number of applicants it had for each position, it was assumed that some school districts and AVTS may not keep this information. Therefore, the school districts and AVTS were asked to estimate the number of applicants for each position by placing their answers into one of a series of ranges as noted above.

- C. “For the {position title} vacancies, would you categorize the overall applicant pool as: a few or no minimally qualified applicants, some acceptable applicants, many acceptable applicants, some high-quality applicants, many high-quality applicants, or not sure. If your school district had more than one vacancy for the {position title} position, please rate the TOTAL applicant pool for all positions filled or unfilled.”³

This question was necessary because the total number of applicants applying for each of the positions above does not provide any information about the quality of the applicant pool. The intent of this question was to reveal the school districts’ and AVTS’ perception of the quality of the applicant pool for the respective administrative vacancies each incurred.

- D. “For the {position title} position vacancies, would you rate the time it took your school district to fill each {position title} position as: the vacancies were filled within a reasonable time, the vacancies were not filled within a reasonable time, or not sure. If your school district had more than one vacancy for the {position title} position, please give your overall feelings on how quickly all of the vacancies were filled.”

Since the majority of schools in Pennsylvania do not operate year-round, it is presumably less critical to fill a vacancy in an administrative position, such as principal, during the early summer months than it is to fill the position during the school year. Asking the school districts and AVTS to indicate merely the length of time it took to fill a specific administrative position did not seem to be particularly helpful because a two-month vacancy in a principal’s position could present a school with a greater hardship in October than in July. Therefore, school districts and AVTS were asked if a particular vacancy was or was not filled within a *reasonable* time.

- E. “For the {position title} position vacancies, do you believe that there was: a severe shortage of qualified applicants, a mild shortage of qualified applicants, just the right number of qualified applicants, a mild surplus of qualified applicants, a severe surplus of qualified applicants, or not sure. If your school district had more than one vacancy for the {position title} position, please evaluate all vacancies collectively.”

³ The possible responses to this question were taken from a similar question posed to all Connecticut School Districts as part of the Connecticut State Department of Education’s Annual Fall Hiring Survey, 1998-99. A summary of this survey can be found at the following website: http://www.csde.state.ct.us/public/der/databulletins/db_fallhiring_admin_98.pdf, retrieved July 24, 2002.

Although a previous survey question inquired as to the number of qualified applicants for administrative vacancies, the responses did not indicate whether that number was high, low or sufficient for the particular position. Thus, this question asked the school districts and AVTS to rate the number of qualified applicants based on five possible responses ranging from a “severe shortage” of qualified applicants to a “severe surplus” of qualified applicants.

- F. “If you indicated that a shortage of qualified applicants existed for the {position title} position, why do you believe the shortage existed? Please rank up to 3 reasons for the shortage of qualified applicants in the {position title} position, beginning with the most important reason.”

For this question, survey participants were given the following possible responses to choose from: jobs generally too stressful, societal problems make it difficult to focus on instruction, too many hours worked per week, testing accountability pressures too great, difficult to satisfy the demands of parents and/or community, nature of job viewed as less satisfying than previously, inadequate funding for schools, salary/compensation not sufficient as compared to responsibilities, few experienced teachers interested in becoming administrators, continuing bad press/public relations problems for district in general, openings not well publicized, other, and not sure. If a respondent selected “other” he/she, was then asked to explain the response.⁴

In addition to questions A through F, survey participants who noted that they had experienced a shortage of qualified applicants were asked to “... please indicate any policies that you believe would help to increase the pool of qualified applicants for such [administrative position] vacancies in your school district in the future.” The anticipation was that the responses to this question would help formulate solutions for mitigating any actual or perceived administrative shortage.

The final question posed to the survey participants, regardless of whether they indicated they had experienced a vacancy for an administrative position, was: “Do you have any comments on the subject of the availability of qualified applicants for administrative positions in schools in general?” This question allowed the respondents to bring attention to matters they believed were important relative to the issue of filling administrative positions.

⁴ These responses were taken from a national study conducted by the Educational Research Service for the National Association of Elementary School Principals and the National Association of Secondary School Principals. The results of that study are summarized in *Is There a Shortage of Qualified Candidates for Openings in the Principalship? An Exploratory Study*, and was found at <http://www.naesp.org/misc/shortage.htm> (last viewed, June 2, 2003).

SURVEY IMPLEMENTATION

Due to the many school districts in Pennsylvania and the length of the survey, it was determined that the survey should be made available online. In September 2002, an e-mail was sent through PennLink⁵ to all Pennsylvania school district superintendents requesting that each district designate a representative, who is directly responsible for hiring administrators, to enter the survey through a link provided in the body of the e-mail. Due to concerns that the area vocational-technical schools (AVTS) could also be experiencing similar shortages of applicants in administrative vacancies, in October 2002, the survey was expanded to include the 73 AVTS in Pennsylvania. Like the school districts, AVTS were notified of the survey through a PennLink e-mail.

In November 2002, a hard copy memo was sent to all non-responding school districts requesting that each enter the survey as soon as possible, and a similar letter was sent to all non-responding AVTS in December 2002. Additionally, the Pennsylvania Association of School Administrators (PASA) also encouraged its members to respond to the survey between September and November, and the Pennsylvania Association of Vocational Administrators (PAVA) also encouraged its members to respond to the survey between October and December. The results of the survey presented in this report include all school district and AVTS responding to the survey as of February 5, 2003.

RURAL, SUBURBAN AND URBAN SCHOOL DISTRICTS

House Resolution 461 directed “the Joint State Government Commission [to] conduct a study of the Commonwealth’s 501 school districts to determine if there is a shortage of candidates for principal and other administrative positions in “**urban**,” “**suburban**” and “**rural**” districts at elementary, middle and high school levels.” [Emphasis Added]. Thus, Pennsylvania’s school districts needed to be categorized as rural, suburban or urban. The Standard & Poor’s School Evaluation Service’s website utilized the National Center for Education Statistics’ (NCES) Locale Type definitions to place the school districts into 7 different designations of urban status. These 7 designations are:

- (1) **Large Central City** - A central city of Standard Metropolitan Statistical Area (SMSA) with population greater than or equal to 400,000 or a population density greater than or equal to 6,000 persons per square mile.

⁵ PennLink is used by the Pennsylvania Department of Education to disseminate information to various educational entities such as school districts and area vocational-technical schools.

- (2) **Mid-Size Central City** - A central city SMSA not designated Large Central City.
- (3) **Urban Fringe of Large City** - A place within an SMSA of Large Central City and defined as urban by the U.S. Bureau of the Census.
- (4) **Urban Fringe of Mid-Size City** - Any incorporated place, Census Designated Place, or non-place territory within a CMSA or MSA of a Mid-Size City and defined as urban by the U.S. Bureau of the Census.
- (5) **Large Town** – A place not within an SMSA, but with a population greater than or equal to 25,000 and defined as urban by the U.S. Bureau of the Census.
- (6) **Small Town** – A place not within an SMSA, with a population less than 25,000 but greater than or equal to 2,500 and defined as urban by the U.S. Bureau of the Census.
- (7) **Rural** - A place with a population less than 2,500 and defined as rural by U.S. Bureau of the Census.⁶

For the purposes of this report, these 7 categories were re-configured into three categories – “urban,” “suburban” and “rural” as shown in Table 1.

⁶ Standard & Poor’s School Evaluation Services, <http://www.ses.standardandpoors.com/>, (click on “Glossary”), retrieved May 22, 2002.

TABLE 1
DESIGNATION OF SCHOOL DISTRICTS
AS RURAL, SUBURBAN OR URBAN

NCES Locale Type	Survey Classification ¹	Total number of school districts in each classification
Large Central City	Urban	11
Mid-Size Central City	Urban	38
Large Town	Urban	5
Urban Fringe of Large City	Suburban	135
Urban Fringe of Mid-size City	Suburban	113
Small Town	Rural	57
Rural	Rural	141
Unlisted ²	Suburban	1

1. Classification used in the Joint State Government Commission, Quality of Applicants for School Administrators Survey, Fall 2002.

2. Bryn Athyn School District - Classified as suburban because all surrounding school districts were within the Urban Fringe of a Large City (i.e. Philadelphia).

SOURCE: NCES Locale Type found at the Standard & Poor's School Evaluation Services website, <http://www.ses.standardandpoors.com/>, retrieved May 22, 2002.

The Standard & Poor's School Evaluation Services website did not include AVTS. Thus, AVTS were not designated rural, suburban or urban for the purposes of the survey.

SURVEY RESULTS

SCHOOL DISTRICT AND AVTS RESPONSE RATES

As of February 5, 2003, 68.7% of school districts and 53.4% of the AVTS in Pennsylvania had completed the survey. Table 2 includes a summary of the response rates of school districts by their rural, suburban or urban status, and AVTS.

TABLE 2
NUMBER AND PERCENTAGE OF SCHOOL DISTRICTS
IN RURAL, SUBURBAN AND URBAN AREAS AND AVTS
COMPLETING THE QUALITY OF APPLICANTS FOR
SCHOOL ADMINISTRATORS SURVEY
IN PENNSYLVANIA

	Completed Survey ¹	Total Number	Percent of Total Completing Survey
Rural	135	198	68.2%
Suburban	176	249	70.7
Urban	33	54	61.1
Total	344	501	68.7
 AVTS	 39	 73	 53.4

1. School districts/AVTS were considered to have completed the survey if they answered at least one question in the survey.

SOURCE: Joint State Government Commission, Quality of Applicants for School Administrators Survey, Fall 2002.

TOTAL NUMBER OF ADMINISTRATIVE POSITIONS

The first question on the survey was, “How many filled and unfilled [administrative] positions did your school district have as of August 31, 2002?” Many school districts and AVTS misinterpreted this question, and the results were not particularly reliable. However, a close approximation of the total number of positions was able to be discerned using data supplied by the PDE. Table 3 displays the total number of filled positions in all Pennsylvania school districts and AVTS during the 2000-2001 school year.

TABLE 3
TOTAL NUMBER OF POSITIONS IN PENNSYLVANIA SCHOOL DISTRICTS AND AVTS
BY RURAL, SUBURBAN AND URBAN STATUS
IN THE 2000-2001 SCHOOL YEAR

Position	Rural	Suburban	Urban	Total
District Superintendent	198	248	53	499
Assistant District Superintendent	62	135	65	262
High School/Senior High Principals	291	415	180	886
High School/Senior High Assistant Principals	146	393	241	780
Middle School/Junior High Principals	81	150	116	347
Middle School/Junior High Assistant Principals	36	136	121	293
Elementary Principals	369	806	539	1,714
Elementary Assistant Principals	46	77	68	191
Coordinator	33	73	21	127
Supervisor	214	532	176	922
Director/Asst. Dir. of Vocational Technical Education ¹	0	1	4	5
All School District Administrators	1,476	2,966	1,584	6,026
All AVTS Administrators	--	--	--	172

1. The "Director/Asst. Dir. of Vocational Technical Education" category includes those directors and assistant directors of vocational-technical education employed by a Pennsylvania school district. Those employed by AVTS are included under the category "All AVTS Administrators."

SOURCE: Pennsylvania Department of Education, Public Access File for Professional Personnel 2000-01, July 2002.

NUMBER OF VACANCIES

Sixty-one percent of school districts responding to the survey (or 210 out of 344 school districts) indicated that they had experienced at least one administrative vacancy in the 2001-2002 school year. Table 4 provides a detailed breakdown of the number of rural, suburban and urban school districts that experienced vacancies, by administrative position, while Table 5 gives a detailed breakdown of the number of vacancies those school districts experienced, by position, and whether the district is considered rural, suburban or urban. Additionally, AVTS are also included in both of these tables; however, as noted previously, AVTS were not designated rural, suburban or urban for the purposes of this study.⁷

TABLE 4
SCHOOL DISTRICTS AND AVTS COMPLETING THE QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY WITH AT LEAST ONE VACANCY
BY RURAL, SUBURBAN AND URBAN STATUS
DURING THE 2001-2002 SCHOOL YEAR

Position	Rural	Suburban	Urban	Total
District Superintendent	18	21	5	44
Assistant District Superintendent	12	17	5	34
High School/Senior High Principals	10	28	1	39
High School/Senior High Assistant Principals	21	38	9	68
Middle School/Junior High Principals	10	23	3	36
Middle School/Junior High Assistant Principals	12	27	7	46
Elementary Principals	17	46	7	70
Elementary Assistant Principals	8	10	2	20
Coordinator	8	12	1	21
Supervisor	11	25	5	41
Director/Asst. Dir. of Vocational Technical Education ¹	0	1	1	2
All School District Administrators	69	120	21	210
All AVTS Administrators	--	--	--	13

1. The "Director/Asst. Dir. of Vocational Technical Education" category includes those directors and assistant directors of vocational-technical education employed by a Pennsylvania school district. Those employed by AVTS are included under the category "All AVTS Administrators."

SOURCE: Joint State Government Commission, Quality of Applicants for School Administrators Survey, Fall 2002.

⁷ Furthermore, as there were only 13 AVTS, with a total of 14 administrative vacancies, administrators were not distinguished by type of administrative position.

TABLE 5
TOTAL NUMBER OF VACANCIES IN SCHOOL DISTRICTS AND AVTS COMPLETING THE
QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY
BY RURAL, SUBURBAN AND URBAN STATUS
DURING THE 2001-2002 SCHOOL YEAR

Position	Rural	Suburban	Urban	Total
District Superintendent	18	21	5	44
Assistant District Superintendent	12	17	6	35
High School/Senior High Principals	11	29	1	41
High School/Senior High Assistant Principals	26	44	11	81
Middle School/Junior High Principals	10	25	4	39
Middle School/Junior High Assistant Principals	12	28	10	50
Elementary Principals	17	57	12	86
Elementary Assistant Principals	8	10	2	20
Coordinator	10	13	2	25
Supervisor	24	30	11	65
Director/Asst. Dir. of Vocational Technical Education ¹	0	1	1	2
All School District Administrators	148	275	65	488
All AVTS Administrators	--	--	--	14

1. The "Director/Asst. Dir. of Vocational Technical Education" category includes those directors and assistant directors of vocational-technical education employed by a Pennsylvania school district. Those employed by AVTS are included under the category "All AVTS Administrators."

SOURCE: Joint State Government Commission, Quality of Applicants for School Administrators Survey, Fall 2002.

Dividing the total number of schools districts or AVTS with a vacancy (see Table 4) by the total number of school districts or AVTS completing the survey (see Table 2) yields the percentage of school districts or AVTS completing the survey that experienced a vacancy during the 2001-02 school year. Dividing the total number of vacancies (see Table 5) by the total number of positions in school districts or AVTS completing the survey (see Table 6) results in the percentage of positions in school districts and AVTS completing the survey that were vacant sometime during the 2001-02 school year (or the yearly turnover rate).⁸ Table 7 presents the percentage of school districts that had a vacancy as well as the yearly turnover rate in school districts and AVTS that completed the survey.

⁸ The total number of positions in school districts or AVTS completing the survey (Table 6) was used instead of the total number of positions in school districts or AVTS (Table 3) because the number of vacancies is known only for school districts completing the survey.

TABLE 6
TOTAL NUMBER OF POSITIONS IN SCHOOL DISTRICTS AND AVTS
COMPLETING THE SURVEY¹ BY RURAL, SUBURBAN AND URBAN STATUS
IN THE 2000-2001 SCHOOL YEAR

Position	Rural	Suburban	Urban	Total
District Superintendent	135	176	33	344
Assistant District Superintendent	47	106	30	183
High School/Senior High Principals	211	311	74	596
High School/Senior High Assistant Principals	107	269	105	481
Middle School/Junior High Principals	60	108	47	215
Middle School/Junior High Assistant Principals	27	89	41	157
Elementary Principals	264	592	214	1,070
Elementary Assistant Principals	34	55	22	111
Coordinator	24	53	9	86
Supervisor	150	405	104	659
Director/Asst. Dir. of Vocational Technical Education ²	0	1	2	3
All School District Administrators	1,059	2,165	681	3,905
All AVTS Administrators	--	--	--	90

1. School districts were considered to have completed the survey if they answered at least one question in the survey.

2. The "Director/Asst. Dir. of Vocational Technical Education" category includes those directors and assistant directors of vocational-technical education employed by a Pennsylvania school district. Those employed by AVTS are included under the category "All AVTS Administrators".

SOURCE: Pennsylvania Department of Education, Public Access File for Professional Personnel 2000-01, July 2002.

TABLE 7
 PERCENTAGE OF SCHOOL DISTRICTS AND AVTS WITH AT LEAST ONE VACANCY AND PERCENTAGE
 OF VACANCIES DURING THE 2001-02 SCHOOL YEAR IN SCHOOL DISTRICTS AND AVTS COMPLETING
 THE QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY
 BY RURAL, SUBURBAN AND URBAN STATUS¹

Position	Rural	Suburban	Urban	Total
District Superintendent				
Percent of school districts completing survey with at least one vacancy during 2001-02	13.3%	11.9%	15.2%	12.8%
2001-02 turnover rate in school districts completing survey	13.3	11.9	15.2	12.8
Assistant District Superintendent				
Percent of school districts completing survey with at least one vacancy during 2001-02	8.9	9.7	15.2	9.9
2001-02 turnover rate in school districts completing survey	25.5	16.0	20.0	19.1
High School/Senior High Principals				
Percent of school districts completing survey with at least one vacancy during 2001-02	7.4	15.9	3.0	11.3
2001-02 turnover rate in school districts completing survey	5.2	9.3	1.4	6.9
High School/Senior High Assistant Principals				
Percent of school districts completing survey with at least one vacancy during 2001-02	15.6	21.6	27.3	19.8
2001-02 turnover rate in school districts completing survey	24.3	16.4	10.5	16.8
Middle School/Junior High Principals				
Percent of school districts completing survey with at least one vacancy during 2001-02	7.4	13.1	9.1	10.5
2001-02 turnover rate in school districts completing survey	16.7	23.1	8.5	18.1
Middle School/Junior High Assistant Principals				
Percent of school districts completing survey with at least one vacancy during 2001-02	8.9	15.3	21.2	13.4
2001-02 turnover rate in school districts completing survey	44.4 ^a	31.5	24.4	31.8
Elementary Principals				
Percent of school districts completing survey with at least one vacancy during 2001-02	12.6	26.1	21.2	20.3
2001-02 turnover rate in school districts completing survey	6.4	9.6	5.6	8.0
Elementary Assistant Principals				
Percent of school districts completing survey with at least one vacancy during 2001-02	5.9	5.7	6.1	5.8
2001-02 turnover rate in school districts completing survey	23.5	18.2	9.1 ^a	18.0
Coordinator				
Percent of school districts completing survey with at least one vacancy during 2001-02	5.9	6.8	3.0	6.1
2001-02 turnover rate in school districts completing survey	41.7	24.5	22.2 ^a	29.1
Supervisor				
Percent of school districts completing survey with at least one vacancy during 2001-02	8.1	14.2	15.2	11.9
2001-02 turnover rate in school districts completing survey	16.0	7.4	10.6	9.9
Director/Asst. Dir. of Vocational Technical Education (employed by school districts)				
Percent of school districts completing survey with at least one vacancy during 2001-02	0.0	0.6	3.0	0.6
2001-02 turnover rate in school districts completing survey	--	100.0 ^a	50.0 ^a	66.7 ^a
All School District Administrators				
Percent of school districts completing survey with at least one vacancy during 2001-02	51.1	68.2	63.6	61.0
2001-02 turnover rate in school districts completing survey	14.0	12.7	9.5	12.5
All Area Vocational Technical Schools (AVTS) Administrators				
Percent of school districts completing survey with at least one vacancy during 2001-02	--	--	--	33.3
2001-02 turnover rate in school districts completing survey	--	--	--	15.6

1. School districts were considered to have completed the survey if they answered at least one question on the survey.

a. Figure based on less than 30 positions in school districts completing the survey. Therefore, figure may not be representative of the State as a whole.

NOTE: Vacancies include all vacancies reported by school districts from September 1, 2001 to August 31, 2002. The total number of positions includes all positions that school districts and AVTS completing the survey experienced during the 2000-01 school year.

SOURCE: Joint State Government Commission, Quality of Applicants for School Administrators Survey, Fall 2002.

As shown in Table 7, there was approximately a 12.5% turnover rate for all administrative positions in school districts responding to the survey during the 2001-2002 school year. AVTS saw a slightly higher turnover rate of 15.6% during the same school year. The highest turnover rate was found in the position of assistant principal, particularly in the middle school ranks, in which there was a turnover rate of about 31.8% in 2001-02. However, this high turnover rate may be partially attributable to assistant principals using the position as a stepping-stone to the position of principal. Additionally, in nearly all administrative positions, rural school districts had a higher turnover rate than that of the suburban and urban school districts.

LENGTH OF TIME TO FILL ADMINISTRATIVE VACANCIES

As noted previously, the majority of schools in Pennsylvania do not operate on a year-round schedule, thus, it may be less critical to fill a vacant principal's position, for example, during the early summer months when school is not in session, than it is to fill the position during the school year. Therefore, survey respondents were asked if a particular vacancy was, or was not, filled within a reasonable time, rather than how long it took to fill a particular administrative position.

According to the school districts' responses, about 365 of 488 administrative vacancies were filled within a reasonable time (or 78% of all vacancies, disregarding the 18 "not sure" responses to the question regarding the length of time to fill a vacancy). The AVTS responses showed that a significantly smaller percentage of vacancies, 6 out of 14 (or approximately 46% after the one "not sure" response was disregarded), were filled in a reasonable time.⁹

The positions for which school districts stated that vacancies were least often filled within a reasonable time were the positions of coordinator, high school/senior high principal and supervisor.¹⁰ Disregarding the responses of "not sure," 61% of the coordinator, 67% of high school/senior high principal and 68% of supervisor vacancies were filled within a reasonable time. At the other end of the spectrum, 95% of elementary assistant principal vacancies,¹¹ 92% of middle school/junior high assistant principal vacancies, 84% of assistant district

⁹ However, this figure is based on only 14 AVTS vacancies, thus, the percentage may or may not be representative of the actual number of vacancies filled within a reasonable time.

¹⁰ Although the position of director/assistant director of vocational technical education accounted for the lowest percentage of reported vacancies filled within a reasonable time at 50%, there were only two such vacancies among school districts completing the survey.

¹¹ The results for elementary assistant principals are based on only 20 vacancies, and therefore, the 95% of vacancies filled within a reasonable time may or may not be representative of all such vacancies across the Commonwealth.

superintendent vacancies and 83% district superintendent vacancies were filled within a reasonable time. Furthermore, approximately 80% of elementary principal vacancies, 77% of high school/senior high assistant principal vacancies and 76% of middle school/junior high principal position vacancies were filled within a reasonable time, based on the stated perceptions of the school districts responding to the survey.

In regard to all school districts' administrative positions, rural schools saw the highest percentage of vacancies filled within a reasonable time. However, the percentage differences between rural, suburban and urban school districts were relatively small. In rural, suburban, and urban school districts, 82%, 76%, and 75% of vacancies, respectively, were filled within a reasonable time.

Below is a graphical presentation which illustrates the school districts' responses to the survey question regarding the length of time to fill certain administrative vacancies. For a more detailed analysis regarding the survey respondents' assessment of whether administrative positions were filled in a reasonable amount of time, please see Appendix 3.

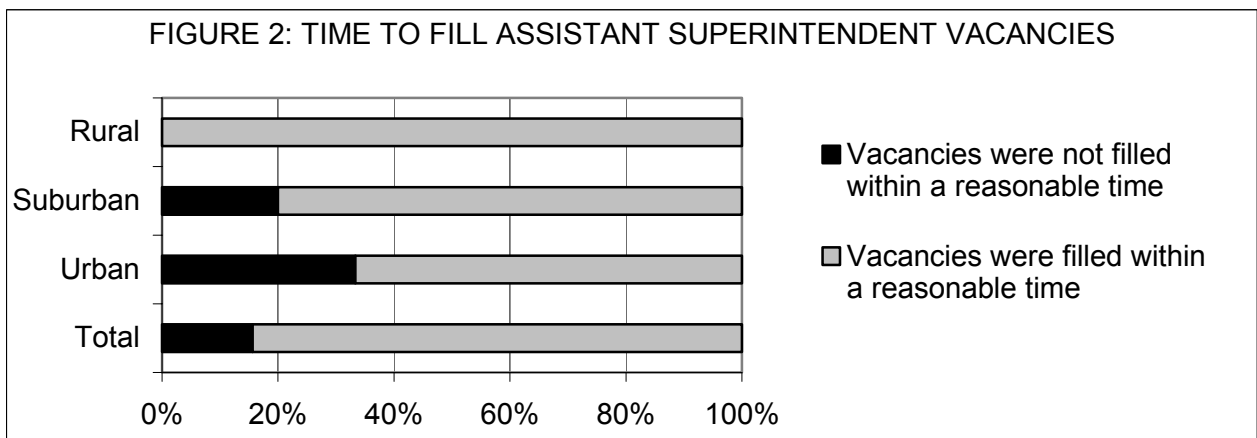
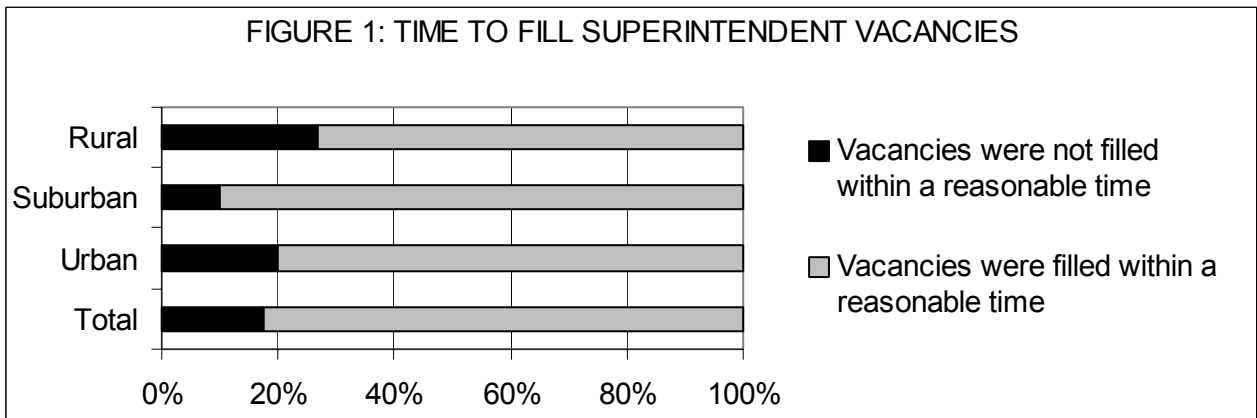


FIGURE 3: TIME TO FILL PRINCIPAL VACANCIES

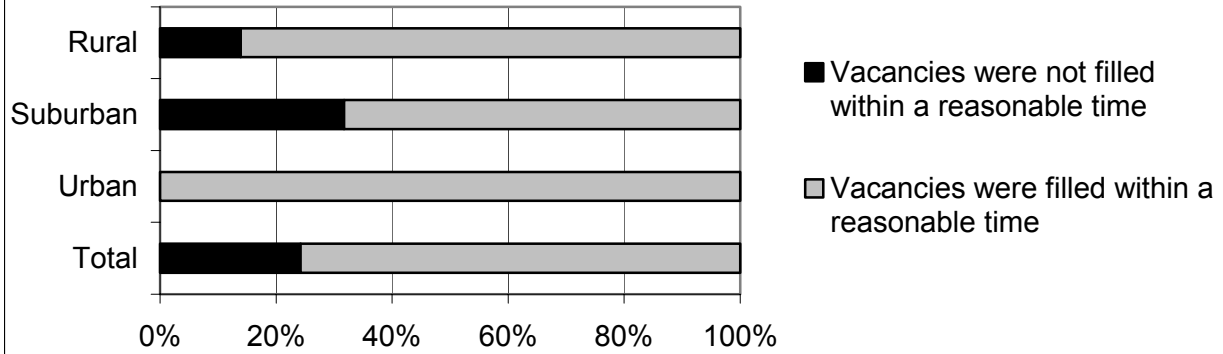


FIGURE 4: TIME TO FILL ASSISTANT PRINCIPAL VACANCIES

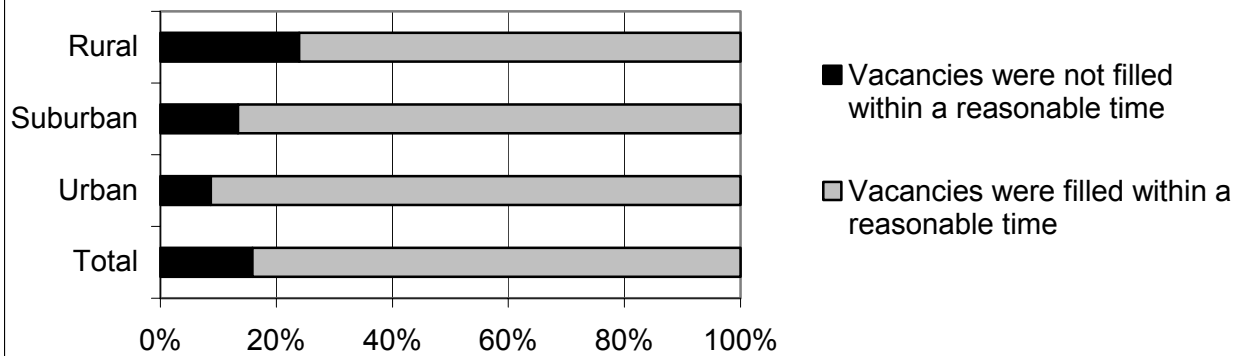
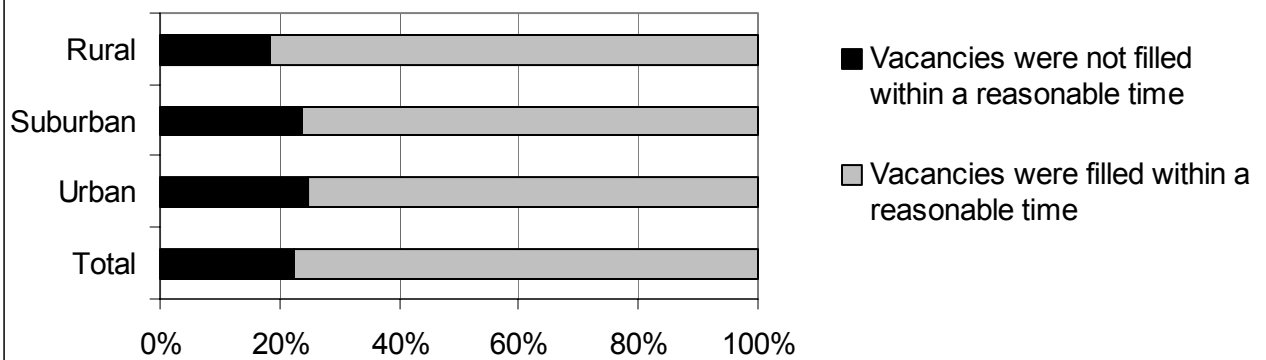


FIGURE 5: TIME TO FILL ALL SCHOOL DISTRICT ADMINISTRATIVE VACANCIES



QUALITY OF APPLICANTS FOR ADMINISTRATIVE VACANCIES

According to the school districts that responded to the survey, in approximately 17% of all administrative vacancies, there were a few or no minimally qualified applicants (disregarding 30 “not sure” responses). AVTS reported few or no minimally qualified applicants for 43% of their administrative vacancies.¹²

The positions of supervisor, high school/senior high assistant principal, elementary assistant principal and middle school/junior high assistant principal vacancies had the greatest percentage of reported vacancies which attracted few or no minimally qualified applicants. Disregarding “not sure” responses, supervisor vacancies attracted few or no minimally qualified applicants approximately 29% of the time, while high school/senior high assistant principal, elementary assistant principal and middle school/junior high assistant principal vacancies attracted few or no minimally qualified applicants 27%, 22%¹³ and 17% of the time, respectively. Considerably fewer school districts indicated that middle school/junior high principal, district superintendent, elementary principal and assistant district superintendent positions attracted few or no minimally qualified applicants.¹⁴ Only 8% of middle school/junior high principal, 9% of district superintendent, 11% of elementary principal and 12% of assistant district superintendent vacancies attracted few or no minimally qualified applicants. Additionally, 15% of high school/senior high principal and 13% of coordinator vacancies attracted few or no minimally qualified applicants.

According to survey results, rural school districts were more likely to lack qualified applicants for administrative vacancies than their suburban and urban counterparts. Rural school districts indicated that 27% of all administrative vacancies attracted few or no minimally qualified applicants, while the percentage of suburban and urban vacancies attracting a few or no minimally qualified applicants was about half that percentage at 14% and 13%, respectively.

¹² Again, these AVTS figures were based on 14 administrative vacancies, and therefore may or may not be representative of the average AVTS vacancy.

¹³ The results for elementary assistant principals is based on only 20 vacancies, and therefore, the 22% of vacancies that had few or no minimally qualified applicants may or may not be representative of all elementary assistant principal vacancies across the Commonwealth.

¹⁴ Although the position of director/assistant director of vocational technical education actually had the lowest percentage of vacancies with a few or no minimally qualified applicants at 0%, there were only two such vacancies among school districts completing the survey.

Below is a graphical presentation of the perception of survey respondents in regard to the quality of the applicant pool for certain administrative vacancies. For a more detailed analysis regarding the responses to this question, please see Appendix 4.

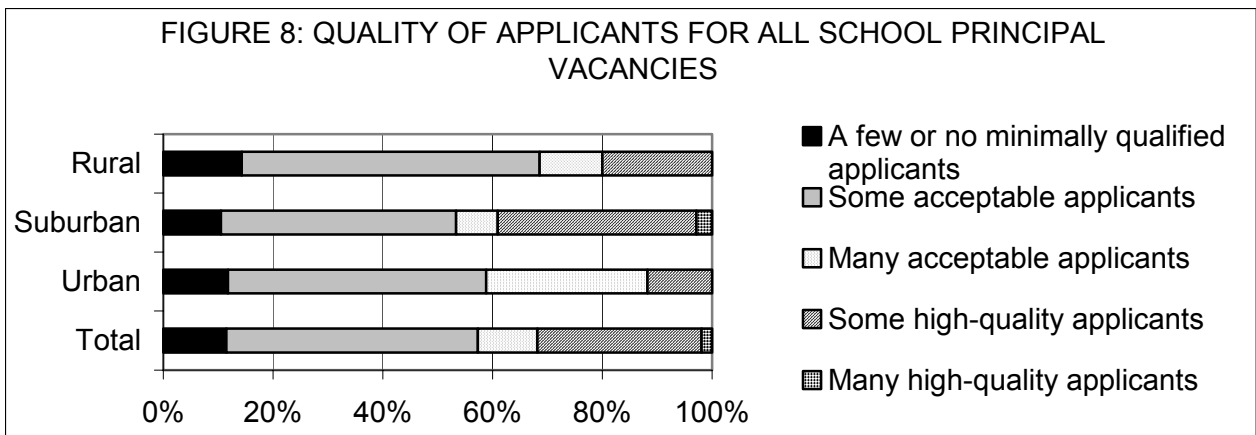
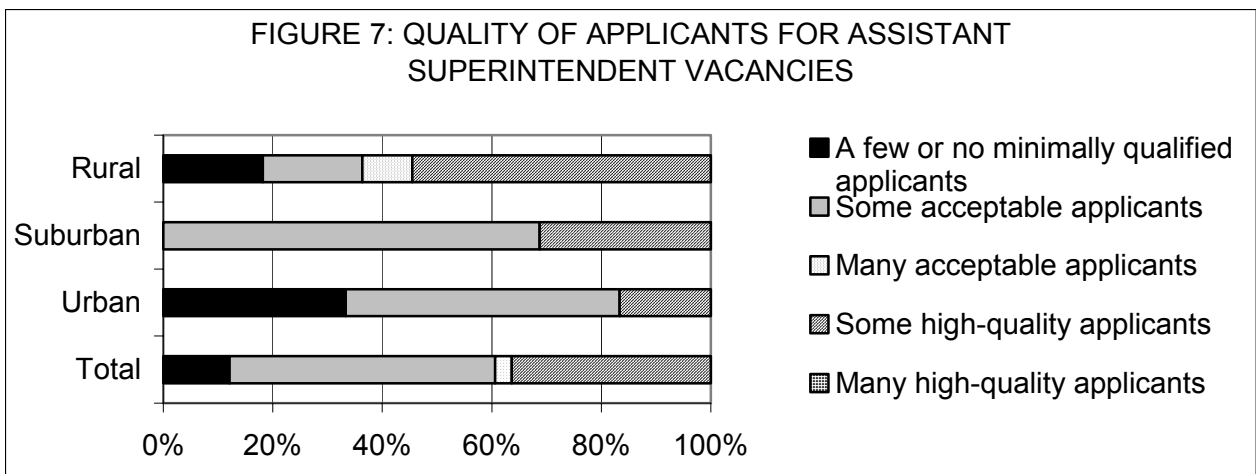
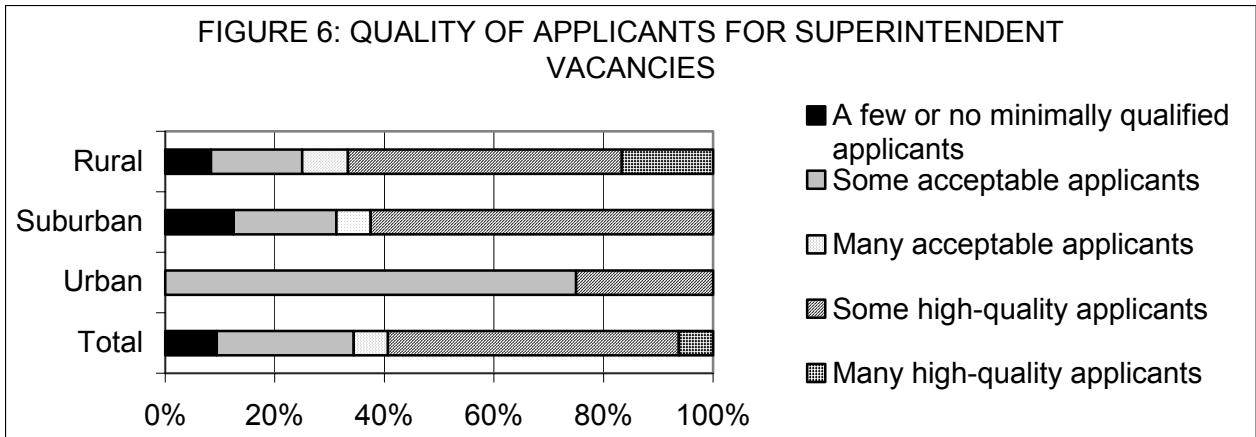


FIGURE 9: QUALITY OF APPLICANTS FOR ALL SCHOOL ASSISTANT PRINCIPAL VACANCIES

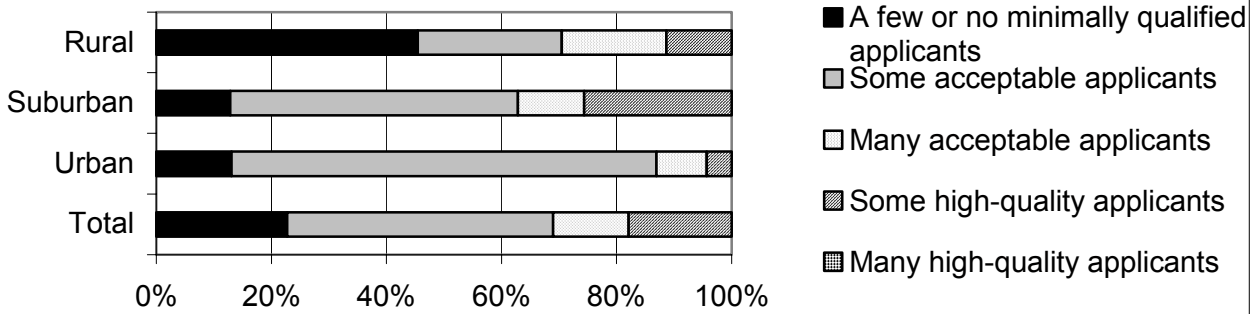
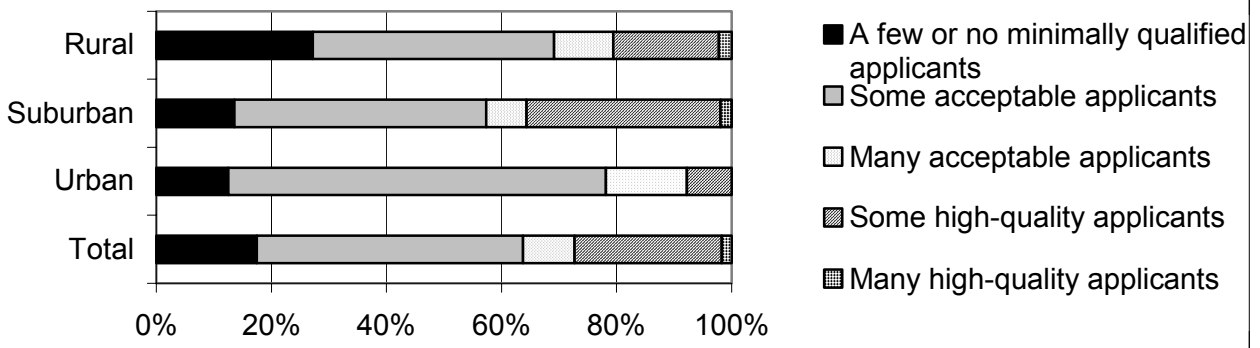


FIGURE 10: QUALITY OF APPLICANTS FOR ALL SCHOOL DISTRICT ADMINISTRATIVE VACANCIES



QUANTITY OF APPLICANTS FOR ADMINISTRATIVE VACANCIES

If a school district or AVTS indicated that it had at least one vacancy within a particular position title, the survey instructed the respondent to record the total number of applicants the school district or AVTS had for all vacancies within that position title, using a series of identified ranges. In general, the survey revealed that administrative vacancies in rural school districts attracted fewer applicants than similar vacancies in suburban and urban school districts. Furthermore, urban school districts tended to attract more applicants than districts in suburban areas.

In addition to requesting the total number of applicants for administrative positions, the survey also asked respondents to rate the severity of any shortage or the extent of any surplus of qualified applicants. Disregarding responses of “not sure,” 37% of all the school districts’ responses and 29% of all the AVTS’ responses indicated a severe shortage of qualified applicants for administrative vacancies.¹⁵ The positions of high school/senior high principal, supervisor and high school/senior high assistant principal were noted by the survey respondents as the positions for which a severe shortage of qualified applicants was experienced most often.¹⁶ The respondents noted a severe shortage of qualified applicants for approximately 54% of high school/senior high principal vacancies, 49% of supervisor vacancies and 40% of high school/senior high assistant principal vacancies. School districts reported less of a problem with a shortage of qualified applicants for the positions of elementary assistant principal, district superintendent and middle school/junior high assistant principal. A severe shortage of qualified applicants was reported in 16%,¹⁷ 24% and 26%, respectively, of the vacancies for each of these positions. Additionally, school districts also reported a severe shortage of qualified applicants in 30% of elementary principal, 33% of assistant district superintendent, and 38% of both middle school/junior high principal and coordinator vacancies.

Among all reported administrative vacancies, school districts in rural areas reported a severe shortage of qualified applicants 42% of the time, compared to 37% in suburban districts and 25% in urban school districts.

¹⁵ As there were only 14 administrative vacancies reported by responding AVTS, 29% may or may not be representative of all AVTS administrative vacancies.

¹⁶ Although school districts reported a severe shortage of qualified applicants for the position of director/assistant director of vocational technical education 100% of the time, there were only two such vacancies reported.

¹⁷ The results for elementary assistant principals is based on only 20 vacancies, and therefore, the 16% of vacancies which experienced a severe shortage of qualified applicants may or may not be representative of all such vacancies across the Commonwealth.

Below is a graphical presentation of responses to the survey question regarding the severity of the shortage of applicants for certain administrative vacancies. For a more detailed analysis regarding the responses to this question, please see Appendix 5.

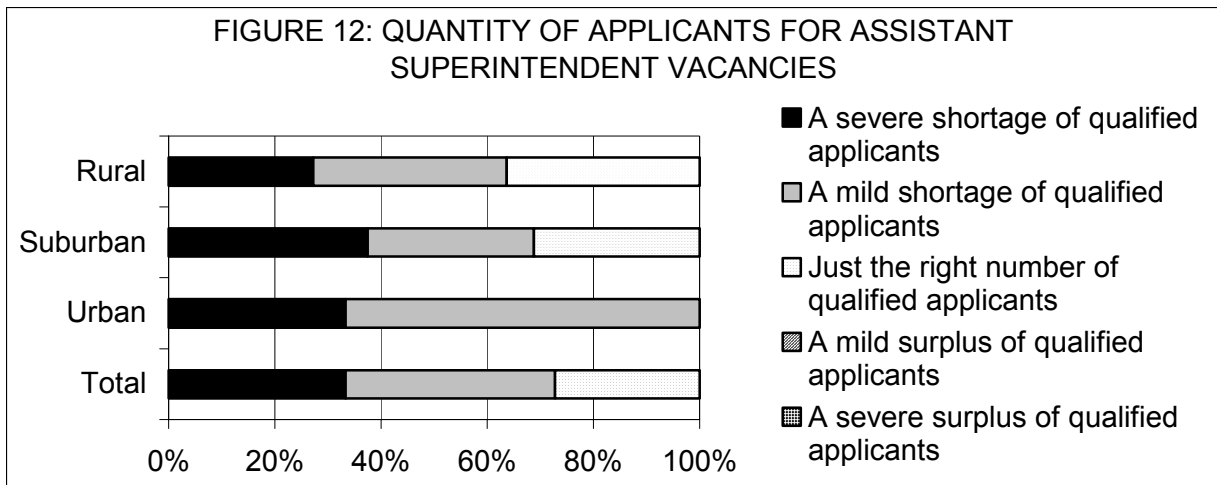
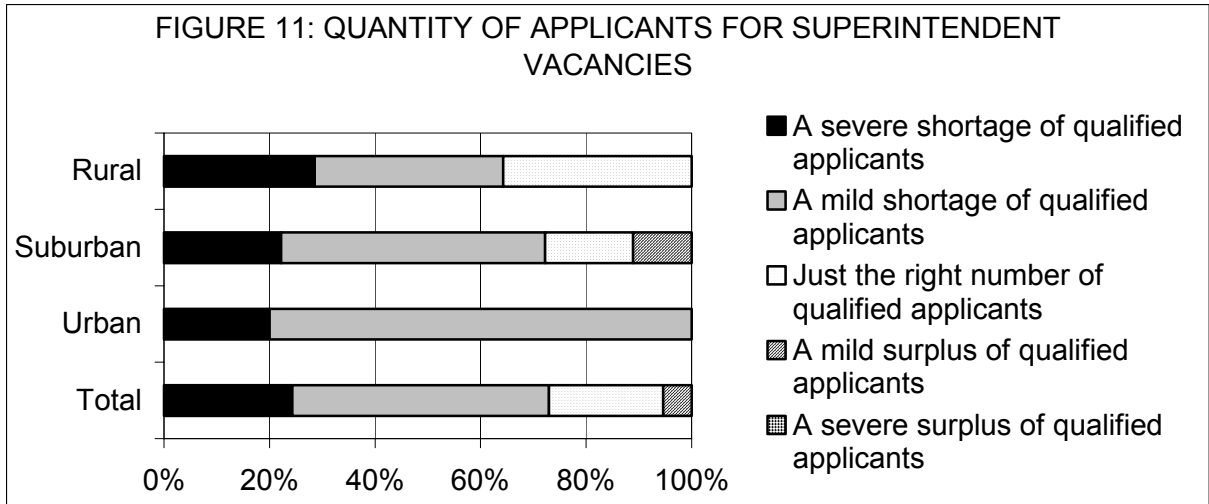


FIGURE 13: QUANTITY OF APPLICANTS FOR ALL SCHOOL PRINCIPAL VACANCIES

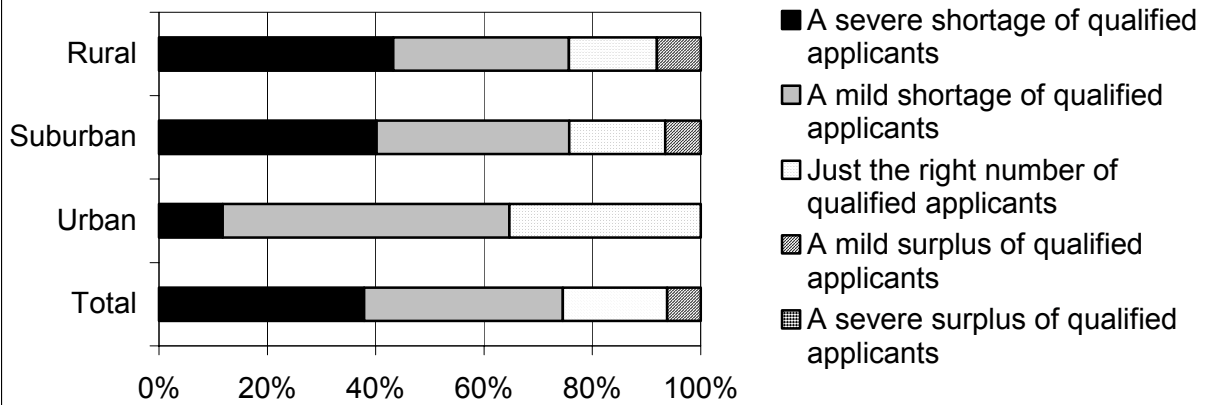


FIGURE 14: QUANTITY OF APPLICANTS FOR ALL SCHOOL ASSISTANT PRINCIPAL VACANCIES

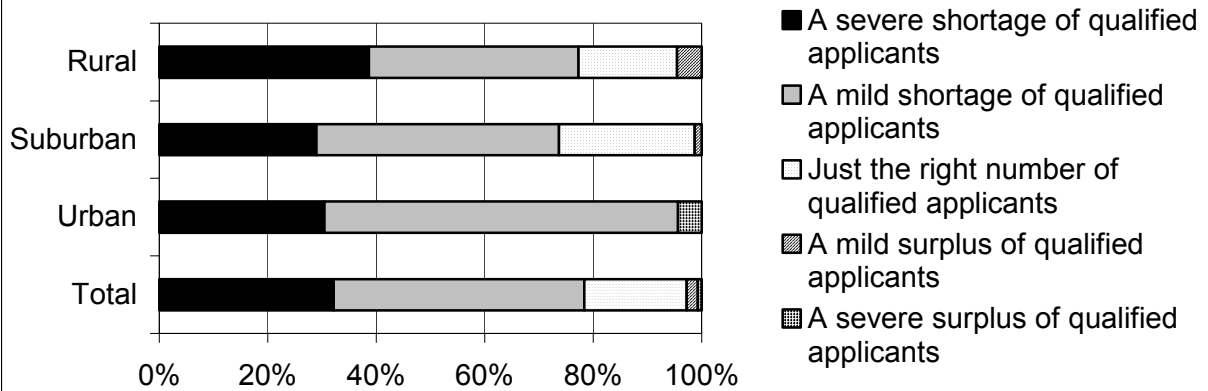
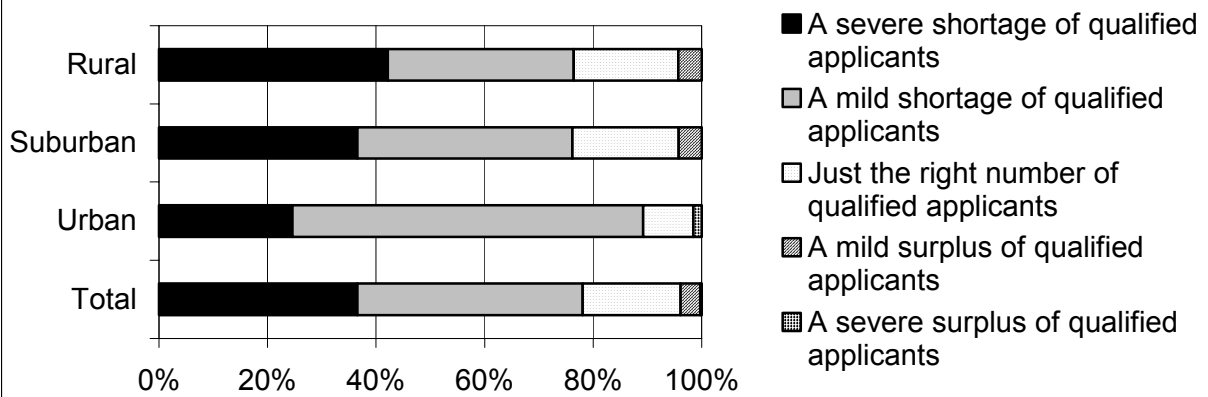


FIGURE 15: QUANTITY OF APPLICANTS FOR ALL SCHOOL DISTRICT ADMINISTRATIVE VACANCIES



PERCEIVED REASONS FOR A SHORTAGE OF QUALIFIED APPLICANTS

If survey respondents indicated a vacancy in a particular administrative position and reported a shortage of applicants for the vacancy, they were asked to provide up to three reasons why they believed such a shortage existed. The top three reasons given by the school districts as to why a shortage of applicants existed were that the salary/compensation for the position was not sufficient when compared to the job's responsibilities; there were few experienced teachers interested in becoming administrators; and that the jobs were generally too stressful. The rural, suburban and urban school districts concurred in this assessment. Although there were very few administrative vacancies reported by AVTS, the top three responses given by AVTS were similar to the responses of the school districts and were as follows: salary/compensation is not sufficient when compared with job responsibilities; few experienced teachers are interested in becoming administrators; and administrators work too many hours per week. Table 8 (which begins on the following page) provides more detail on the perceived reasons for applicant shortages.

TABLE 8
 PERCEIVED REASONS¹ FOR A SHORTAGE OF QUALIFIED APPLICANTS IN SCHOOL DISTRICTS
 AND AVTS COMPLETING THE QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY
 BY POSITION AND RURAL, SUBURBAN AND URBAN STATUS
 DURING THE 2001-2002 SCHOOL YEAR

Position title	Rural	Suburban	Urban	Total	Percentage of total
District superintendent					
Jobs generally too stressful	4	10	4	18	22.5%
Difficult to satisfy demands of parents and/or community	5	8	1	14	17.5
Salary/compensation not sufficient as compared to responsibilities	5	5	1	11	13.8
Few experienced teachers interested in becoming administrators	3	3	2	8	10.0
Not sure	3	2	3	8	10.0
Nature of the job viewed as less satisfying than previously	3	2	2	7	8.8
Too many hours worked per week	1	5	1	7	8.8
Continuing bad press/public relations problems for district in general	1	1	0	2	2.5
Inadequate funding for schools	0	1	1	2	2.5
Societal problems make it difficult to focus on instruction	1	1	0	2	2.5
Testing/accountability pressure too great	0	1	0	1	1.3
Assistant district superintendent					
Salary/compensation not sufficient as compared to responsibilities	5	7	3	15	20.5
Few experienced teachers interested in becoming administrators	3	8	2	13	17.8
Jobs generally too stressful	5	4	3	12	16.4
Too many hours worked per week	3	8	1	12	16.4
Nature of the job viewed as less satisfying than previously	5	2	3	10	13.7
Societal problems make it difficult to focus on instruction	2	1	1	4	5.5
Difficult to satisfy demands of parents and/or community	0	3	0	3	4.1
Inadequate funding for schools	1	1	0	2	2.7
Continuing bad press/public relations problems for district in general	0	1	0	1	1.4
Testing/accountability pressure too great	0	1	0	1	1.4
Elementary principal					
Salary/compensation not sufficient as compared to responsibilities	9	27	6	42	24.9
Few experienced teachers interested in becoming administrators	6	23	5	34	20.1
Jobs generally too stressful	8	18	3	29	17.2
Too many hours worked per week	4	11	3	18	10.7
Nature of the job viewed as less satisfying than previously	6	10	0	16	9.5
Difficult to satisfy demands of parents and/or community	3	7	1	11	6.5
Societal problems make it difficult to focus on instruction	0	7	0	7	4.1
Not sure	0	6	0	6	3.6
Other	0	3	0	3	1.8
Testing/accountability pressure too great	0	2	0	2	1.2
Continuing bad press/public relations problems for district in general	0	1	0	1	0.6

PERCEIVED REASONS¹ FOR A SHORTAGE OF QUALIFIED APPLICANTS IN SCHOOL DISTRICTS
AND AVTS COMPLETING THE QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY
BY POSITION AND RURAL, SUBURBAN AND URBAN STATUS
DURING THE 2001-2002 SCHOOL YEAR (Continued)

Position title	Rural	Suburban	Urban	Total	Percentage of total
Middle school/junior high principal					
Salary/compensation not sufficient as compared to responsibilities	6	11	1	18	26.1
Few experienced teachers interested in becoming administrators	4	8	0	12	17.4
Jobs generally too stressful	3	7	1	11	15.9
Difficult to satisfy demands of parents and/or community	4	2	0	6	8.7
Too many hours worked per week	0	5	1	6	8.7
Continuing bad press/public relations problems for district in general	0	3	0	3	4.3
Nature of the job viewed as less satisfying than previously	0	3	0	3	4.3
Not sure	0	3	0	3	4.3
Other	0	3	0	3	4.3
Societal problems make it difficult to focus on instruction	1	1	0	2	2.9
Inadequate funding for schools	0	1	0	1	1.4
Testing/accountability pressure too great	0	1	0	1	1.4
High school/senior high principal					
Salary/compensation not sufficient as compared to responsibilities	8	13	0	21	21.6
Jobs generally too stressful	5	15	0	20	20.6
Too many hours worked per week	5	11	0	16	16.5
Few experienced teachers interested in becoming administrators	4	11	0	15	15.5
Nature of the job viewed as less satisfying than previously	3	6	0	9	9.3
Difficult to satisfy demands of parents and/or community	2	6	0	8	8.2
Not sure	0	4	0	4	4.1
Societal problems make it difficult to focus on instruction	0	2	0	2	2.1
Testing/accountability pressure too great	0	2	0	2	2.1
Elementary assistant principal					
Few experienced teachers interested in becoming administrators	6	4	1	11	25.0
Salary/compensation not sufficient as compared to responsibilities	4	5	2	11	25.0
Nature of the job viewed as less satisfying than previously	4	0	2	6	13.6
Difficult to satisfy demands of parents and/or community	1	3	0	4	9.1
Jobs generally too stressful	0	2	1	3	6.8
Other	0	3	0	3	6.8
Too many hours worked per week	3	0	0	3	6.8
Societal problems make it difficult to focus on instruction	0	2	0	2	4.5
Inadequate funding for schools	1	0	0	1	2.3
Middle school/junior high assistant principal					
Salary/compensation not sufficient as compared to responsibilities	3	13	6	22	25.3
Few experienced teachers interested in becoming administrators	3	12	6	21	24.1
Jobs generally too stressful	3	9	3	15	17.2
Nature of the job viewed as less satisfying than previously	4	3	2	9	10.3
Difficult to satisfy demands of parents and/or community	1	3	3	7	8.0
Too many hours worked per week	1	6	0	7	8.0
Inadequate funding for schools	0	1	1	2	2.3
Continuing bad press/public relations problems for district in general	0	1	0	1	1.1
Not sure	0	1	0	1	1.1
Societal problems make it difficult to focus on instruction	0	1	0	1	1.1
Testing/accountability pressure too great	0	1	0	1	1.1

PERCEIVED REASONS¹ FOR A SHORTAGE OF QUALIFIED APPLICANTS IN SCHOOL DISTRICTS
AND AVTS COMPLETING THE QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY
BY POSITION AND RURAL, SUBURBAN AND URBAN STATUS
DURING THE 2001-2002 SCHOOL YEAR (Continued)

Position title	Rural	Suburban	Urban	Total	Percentage of total
High school/senior high assistant principal					
Salary/compensation not sufficient as compared to responsibilities	12	22	7	41	24.8
Few experienced teachers interested in becoming administrators	13	18	4	35	21.2
Jobs generally too stressful	6	13	2	21	12.7
Nature of the job viewed as less satisfying than previously	7	8	6	21	12.7
Too many hours worked per week	6	10	4	20	12.1
Difficult to satisfy demands of parents and/or community	2	10	2	14	8.5
Societal problems make it difficult to focus on instruction	2	3	1	6	3.6
Not sure	3	2	0	5	3.0
Continuing bad press/public relations problems for district in general	0	1	1	2	1.2
Director/assistant director of vocational-technical education²					
Few experienced teachers interested in becoming administrators	0	1	1	2	33.3
Jobs generally too stressful	0	1	1	2	33.3
Salary/compensation not sufficient as compared to responsibilities	0	1	1	2	33.3
Coordinator					
Few experienced teachers interested in becoming administrators	3	5	1	9	20.5
Salary/compensation not sufficient as compared to responsibilities	4	4	0	8	18.2
Jobs generally too stressful	3	3	1	7	15.9
Difficult to satisfy demands of parents and/or community	0	3	1	4	9.1
Nature of the job viewed as less satisfying than previously	1	3	0	4	9.1
Not sure	3	0	0	3	6.8
Too many hours worked per week	1	2	0	3	6.8
Inadequate funding for schools	2	0	0	2	4.5
Other	1	1	0	2	4.5
Societal problems make it difficult to focus on instruction	0	1	0	1	2.3
Testing/accountability pressure too great	0	1	0	1	2.3
Supervisor					
Few experienced teachers interested in becoming administrators	5	12	4	21	19.8
Salary/compensation not sufficient as compared to responsibilities	5	12	4	21	19.8
Jobs generally too stressful	4	11	2	17	16.0
Nature of the job viewed as less satisfying than previously	1	7	2	10	9.4
Other	3	6	0	9	8.5
Difficult to satisfy demands of parents and/or community	3	3	1	7	6.6
Not sure	3	3	0	6	5.7
Testing/accountability pressure too great	1	4	0	5	4.7
Societal problems make it difficult to focus on instruction	0	3	1	4	3.8
Too many hours worked per week	1	2	1	4	3.8
Inadequate funding for schools	1	1	0	2	1.9

PERCEIVED REASONS¹ FOR A SHORTAGE OF QUALIFIED APPLICANTS IN SCHOOL DISTRICTS
AND AVTS COMPLETING THE QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY
BY POSITION AND RURAL, SUBURBAN AND URBAN STATUS
DURING THE 2001-2002 SCHOOL YEAR (Continued)

Position title	Rural	Suburban	Urban	Total	Percentage of total
All Administrators					
Salary/compensation not sufficient as compared to responsibilities	61	120	31	212	22.6
Few experienced teachers interested in becoming administrators	50	105	26	181	19.3
Jobs generally too stressful	41	93	21	155	16.5
Too many hours worked per week	25	60	11	96	10.2
Nature of the job viewed as less satisfying than previously	34	44	17	95	10.1
Difficult to satisfy demands of parents and/or community	21	48	9	78	8.3
Not sure	12	21	3	36	3.8
Societal problems make it difficult to focus on instruction	6	22	3	31	3.3
Other	4	16	0	20	2.1
Testing/accountability pressure too great	1	13	0	14	1.5
Inadequate funding for schools	5	5	2	12	1.3
Continuing bad press/public relations problems for district in general	1	8	1	10	1.1
All AVTS Administrators					
Salary/compensation not sufficient as compared to responsibilities	--	--	--	11	31.4
Few experienced teachers interested in becoming administrators	--	--	--	8	22.9
Too many hours worked per week	--	--	--	5	14.3
Nature of the job viewed as less satisfying than previously	--	--	--	3	8.6
Not sure	--	--	--	3	8.6
Jobs generally too stressful	--	--	--	2	5.7
Inadequate funding for schools	--	--	--	1	2.9
Openings not well publicized	--	--	--	1	2.9
Other	--	--	--	1	2.9

1. Each school district had the option of listing up to three reasons per position.

2. The "Director/Asst. Dir. of Vocational Technical Education" category includes those directors and assistant directors of vocational-technical education employed by a Pennsylvania school district. Those employed by AVTS are included under the category "All AVTS Administrators".

SOURCE: Joint State Government Commission, Quality of Applicants for School Administrators Survey, Fall 2002.

SURVEY RESPONDENTS' SUGGESTIONS FOR INCREASING THE POOL OF APPLICANTS FOR ADMINISTRATIVE VACANCIES

School districts and AVTS that indicated they had experienced at least one vacancy in an administrative position, and believed there was a shortage of qualified applicants to fill the vacancy, were asked to suggest policies for increasing the pool of applicants. Below is a summary of the notable themes that surfaced by school district category and AVTS.

RURAL SCHOOL DISTRICTS

Of the survey responses from the rural school districts, there were three, arguably interrelated, primary themes. These themes were relative to salaries, retirement credits and working conditions for administrators. The recommendations in this regard can be distilled into one overarching theme, which is that there is little incentive for teachers to aspire to administrative positions because there are typically nominal, if any, increases in compensation (primarily salary and retirement credits) for the additional stressors and responsibilities associated with being a school administrator. The common refrain among the rural districts was that administrators work year-round, and teachers do not. Thus, salaries, when computed on a per diem basis, often do not adequately compensate administrators for the additional responsibilities they are required to assume. In addition, both teachers and administrators receive equal retirement credit per year. In other words, there is no additional retirement credit for administrators, even though they are required to work more days per year than teachers.

Secondarily, the rural districts noted issues relative to inadequate funding, the need to revise certification requirements for administrators and would-be administrators, and problems relative to working with local school boards – ranging from the need for greater support from the board, to the need to change the attitudes of school board members toward administrative staff, to the need to educate school board members about the unique problems encountered by administrators and the need to compensate administrators adequately. In addition, a handful of rural school districts referenced a need to allow for flexibility in negotiating compensation packages with administrators and prospective administrators.

SUBURBAN SCHOOL DISTRICTS

Much like the rural school districts, the responses from the suburban districts tended to focus on the need for increases to salary and retirement credits so that the compensation of administrators adequately accounts for additional days worked and the added responsibilities of being an administrator rather than a teacher. Also, similar to the rural schools, the suburban districts opined that the working conditions for administrators need to be improved – noting high stress levels and diverse areas of responsibility, from student discipline to oversight of building maintenance, and concerns over issues relative to the school’s or the district’s legal liabilities. Again, many of these recommendations were tied to the perceived need to increase administrators’ salaries and annual retirement credit.

The suburban districts, like the rural districts, indicated that administrative certification requirements are in need of revision by the State (one specific recommendation in this regard was to allow in-house staff who are working on certification to be eligible for appointment to the position of elementary school principal), that overall education funding needs to be increased, and that school boards must be more supportive of their administrators. However, the suburban schools also raised some additional issues with enough frequency to be noteworthy. These issues included the need for prospective administrators to have adequate experience prior to assuming an administrative role, the need to establish programs to develop administrators from within the district’s own ranks, the need for additional support for administrators, (including both moral support and hiring additional assistant administrators) concerns about too many regulations and mandates, and concerns about the unique issues involved with Special Education.

URBAN SCHOOL DISTRICTS

The urban school districts responding to the survey echoed the concern of the rural and suburban schools, recommending that administrator’s salaries be increased to compensate adequately for the additional responsibilities of the job. Once again, those responding to the survey noted that there is an insufficient difference between teachers’ salaries and the salary of administrators, making it difficult for many teachers/would-be administrators to justify accepting an administrative position. Also of primary concern for the urban districts was the issue of current administrative certification requirements. Those noting certification requirements as problematic indicated that requirements need to be “reasonable” and that certification “roadblocks” need to be removed. One district specifically identified problems with securing certification of out-of-state applicants for administrative positions.

Other recommendations made, and issues raised, by the urban districts included the need for a more equitable approach to funding schools throughout the State so that urban schools can compete with suburban schools for qualified administrators, implementing programs to develop current district employees into administrators for that district, tuition reimbursement and loan forgiveness programs to encourage individuals to pursue a career in administration, and an effort of specialized recruitment of undergraduate students with incentives to pursue a career in school administration. In addition, the urban districts raised concerns about the unique and difficult issues presented by Special Education administration and recommended having a sufficient number of administrators per school so that the student-to-administrator ratio becomes, or remains, acceptable.

AREA VOCATIONAL-TECHNICAL SCHOOLS (AVTS)

There were four main areas of concern for those AVTS that responded to the survey. These mirrored the most notable themes in the entire survey. The need for salary increases for administrative positions was noted, as was the need to revise certain current certification requirements (including offering online administrative preparation courses and allowing certification for the position of principal to count toward becoming an assistant director of vocational education) and the need for programs to develop younger teachers into administrators.

In addition, those responding noted that the retirement credit for administrators should be increased and that administrators' working conditions need to be improved (such as by reducing the number of hours that administrators are required to work and/or by providing other incentives, in addition to higher salaries).

SURVEY CONCLUSIONS

Although some school districts and AVTS indicated that there may be a shortage of applicants for administrative positions, the survey results indicate that the severity of the shortages varies greatly across the state. While some areas have seen a significant lack of applicants for administrative vacancies, other areas have not indicated that a problem exists. In general, rural school districts seem to observe more shortages in administrative positions than do urban and suburban districts. AVTS have seen similar shortages to that of the school districts. According to survey respondents, the top three reasons why shortages exist involve inadequate compensation, not enough interest among teachers to move into a leadership role, and high job stress. Respondents also stated that some remedies for shortages could include increasing compensation, decreasing job responsibilities, and restructuring current certification programs to include more hands-on training.

SUMMARY OF PUBLIC HEARING TESTIMONY

Pursuant to House Resolution 461 of 2002, the Task Force on Administrative Shortages held a public hearing to gather information on the existence of a shortage of qualified applicants for school administrator positions and to receive additional input on how best to resolve any such problem in this regard. The hearing was held on April 16, 2003 in Room 60, East Wing of the Capitol, in Harrisburg, and testimony was taken from a variety of stakeholders interested in the issue of administrative shortages in the Commonwealth's public schools. The following is a summary of testimony presented that day.

SUMMARY OF TESTIMONY

Stinson Stroup, Executive Director, Pennsylvania Association of School Administrators (PASA) and Tom Giles, Superintendent, West Branch Area School District

- The reasons people who complete administrative preparation programs do not apply for administrative positions:
 - No intention of applying for these positions (certificate imbedded in advanced degree program that the candidate may otherwise want);
 - Candidates change their minds about pursuing an administrative position during or after the preparation program;
 - Geographic distribution of certificate holders does not necessarily match needs;
 - Administrative positions do not adequately compensate for increased responsibility, decreased job security and increased time commitments and stresses of the job. (A 1999 PASA white paper reported that Pennsylvania principals earn 1.4 times as much as a teacher and superintendents average 1.8 times the earnings of a teacher. This fell below the national average differential of 1.7 times for principals and 2.4 for superintendents);

- Many certificate holders choose not to seek administrative positions because of the difficulty of the work and the impact of its demand on their families. Some have the perception that they are being asked to do the impossible with high expectations and lack of supports necessary to achieve those expectations.
- Some regions of the State are experiencing the shortage more than others. It is more difficult to attract candidates in rural areas.
- Some specialties (e.g., special education directors and secondary school principals) are difficult to fill.
- The Federal “No Child Left Behind” legislation and complimentary State strategies to hold school buildings and school systems accountable for student performance make it more difficult for some schools to attract and retain high quality administrators.
- Recent reports indicate that administrative shortage problems are not unique to Pennsylvania.
- Possible solutions:
 - The market is responding with higher salaries for administrators in some districts;
 - Associations have been responding. For example, PASA offers an academy for new superintendents to support them in their first year and beyond;
 - Districts are responding by attempting to develop talent from within. They are offering practical experiences and internships that allow the candidates to integrate their course work and practical applications. Some are utilizing mentoring programs for new administrators;
 - Some districts are redesigning the work of entry-level positions by making the positions more interesting and more comprehensive and giving incumbents real responsibility for the education program so that the job is more professionally rewarding and more likely to hold people on the career ladder (for example, some districts are relieving assistant principals of sole responsibility for student discipline);
 - Many districts are collaborating with administrative preparation programs offered at Duquesne University, Indiana University of Pennsylvania and The

Pennsylvania State University (Penn State). Penn State offers the “Wednesday Program” in which administrators are released from their respective school districts on Wednesdays to attend classes in this special doctoral program. (The perception of some participants in the Wednesday Program was that within the next three years the administrative candidate pool will be “young, small and inexperienced”).

- Recommendations:
 - Do not remove administrators from tenure or district compensation plans;
 - Change the perception of administrative jobs (e.g. through the development of better marketing of administrative positions);
 - Do not enact legislation that encourages experienced professionals to leave their positions.

Timothy Allwein, Assistant Executive Director, Governmental and Member Relations and J. Curtis Rose, Assistant Executive Director, School Board and Management Services, Pennsylvania School Boards Association, Inc. (PSBA)

- Administrative shortages are not solely a Pennsylvania problem.
- The problem is not a shortage of certificate holders for administrative positions (only 13 percent of superintendent certifications are in use, and only 27 percent of administrative certifications are in use).
- Most common reasons for teachers choosing not to become administrators:
 - Shrinking differential between teachers’ and administrators’ salaries, coupled with longer hours, greater stress, increased responsibilities and decreased job security;
 - Perception that responsibility and accountability have been transformed into blame;
 - School board turnover, often resulting in shifts of a school’s administration, both at the district and school level.
- PSBA efforts to ease the problem for school districts:
 - Executive search service;

- Do-it-yourself executive search kit;
 - Post-search workshop in which PSBA assists the school board and the new superintendent in becoming a “team of 10”.
- Legislative solutions that are acceptable to all stakeholders are difficult to find. All stakeholders must be involved in discussions to find acceptable solutions, remembering that:
 - Increased financial incentives put pressure on already cash-strapped school districts or the Commonwealth;
 - Increased pensions also put pressure on taxpayers of the Commonwealth; and
 - Actions by the General Assembly have both helped and aggravated the current situation (e.g. the mandate waiver program of Act 16 of 2000 which allows districts to apply to the Commonwealth Department of Education for a waiver of many of the traditional requirements for administrators, such as the requirement of six years of professional teaching experience and completion of a department-approved graduate course in education, in order to seek suitable applicants outside the educational arena and “30 and out” legislation which has depleted the ranks of experienced professionals).

Rep. Miller noted that waiving the requirements may lead to the younger and less experienced candidate pool for administrative positions to which Mr. Stroup and Mr. Giles referred in their testimony.

Rep. Stevenson asked about the PSBA’s position on waiving teaching requirements for administrative positions. Mr. Allwein responded that the PSBA is always in favor of more flexibility for school districts.

Dr. George Giovanis, Principal, Boyertown Area School District, on behalf of the Pennsylvania Association of Elementary and Secondary School Principals (PAESSP)

- Leadership of principals is crucial to a school’s success, thus, high quality principals are a critical need in American public education.
- Efforts that reduce job security and potentially politicize the principalship will further erode efforts to maintain quality school leadership ranks.

- Factors impacting the shortage of school building leaders:
 - The role of the principal is changing (e.g. the job is becoming more demanding with increased job stress, inadequate school funding, new curriculum standards, an increasingly diverse student population, and possible immediate termination if schools do not demonstrate instant improvements);
 - Insufficient compensation as compared to job responsibilities. (The work time demands of a principal are typically 42 percent higher than that of a teacher. However, the salary differential does not reflect this);
 - Long work hours;
 - Today's principal is faced with the complex task of creating a school-wide vision, being an instructional leader, planning for effective professional development, guiding teachers and handling discipline.

- Three recommended legislative actions:
 - Index principals' salaries so that they more appropriately reflect the difference in work responsibility between a principal and a teacher;
 - Permit administrators to purchase retirement credits at a maximum of .25 years credit for each administrative year worked. (The retirement differential should be based on a prorated formula);
 - Provisions that improve retirement security are critically important to public school educators, thus, PAESSP proposes legislative modification of Act 93 administrative bargaining provisions to require inclusion of IRS 457b annuity programs, within the terms of local administrative management agreements, to be funded at increasing rates based on the number of years of service as an administrator.

Mr. Giovanis noted that in the Boyertown Area School District, the index between teachers and administrators salaries is above 1.45. Thus, the district has a history of attracting outstanding administrators.

Rep. Harhai recommended looking to the Boyertown school district as an example of what works.

Dr. Robert Burt, Principal, Abington High School (speaking on his own behalf and presenting the written testimony of Marshall J. Wagner, President, Pennsylvania Association of Secondary School Principals)

- Demands placed on principals have changed, but the profession has not changed to meet the demands, and the tension is starting to show.
- Principals increasingly say the job is simply not “doable” and are retiring younger and younger.
- The need for school administrators will increase by 10-20 percent in the next five years, according to the U.S. Department of Labor.
- Schools of the 21st century will require a new kind of principal, one whose role will be defined in terms of instructional leadership, community leadership, and visionary leadership.
- Reasons why those with administrative certificates do not want to become principals:
 - Too little pay;
 - Long workweeks;
 - Overbearing district leadership;
 - The uneven quality of teachers;
 - Demanding parents;
 - The profession’s low status and poor image;
 - Too many responsibilities (from raising student achievement, to addressing “all the problems of society,” to keeping buses running on time);
 - Insufficient recourse for rising expectations;
 - Rising job stress.
- Possible solutions:
 - Increase investment in recruitment and retention efforts;
 - Target recruitment and retention efforts to better reflect the demographics of the student population to be served;
 - Revamp principal preparation programs to focus on institutional, community and visionary leadership roles in improving student learning;
 - Develop higher standards for principals and more rigorous means of credentialing principals to reflect the

raised expectations for school leaders and to acknowledge the centrality of leadership for student learning in the role of principal;

- Improve support systems (professional development, mentoring, coaching, peer support networks and compensation) for principals;
- Provide ongoing, powerful professional development focusing on effective strategies for improving student learning;
- Improve salaries and benefits;
- Alleviate stresses by providing resources and flexibility to delegate some responsibilities, distribute leadership, or allow for school leadership teams as needed;
- Provide frequent, meaningful principal assessments designed to generate information for professional growth and school improvement;
- Establish fair systems of accountability for principals so that accountability becomes a tool for improvement.

Rep. Stevenson asked Dr. Burt what he thought could be done, at the State level, to reduce stress on administrators and still achieve accountability? Dr. Burt said that State student assessment tests and the Federal No Child Left Behind mandates are adding stress to the situation. Dr. Burt stated, at his school, proficiency on the State's assessment test has become a matter of top priority. Dr. Burt added that it would be helpful to be able to return to learning for learning's sake, rather than learning for the sake of passing a test.

Sharon L. Whittle, Ed.D, Principal, East York Elementary School, York, PA

- Why does a shortage exist?
 - The role of an elementary principal has expanded from being a leader of instruction and supervisor of teachers to include a host of managerial tasks (e.g. student safety, staff development, budgeting, grant writing, public relations and social work).
 - Elementary school principals generally do not have assistant principals to whom some tasks could be delegated.
 - Recent legislative initiatives (e.g. Act 48, new curriculum standards, new PSSA tests, safety concerns, No Child Left Behind and new discipline reports and procedures) have added to the task of principals and resulted in increased work time for principals.

- 45-50 more days of work per year than a teacher but without the increased retirement benefits.
 - New constraints such as the proposed removal of tenure and salaries being tied to students' test scores are keeping people from choosing a career as a principal.
- What should be done?
 - Dr. Barbara Rudiak, an elementary principal with the School District of Pittsburgh, provides an example of a formal program to promote the development of new principals: a two-year program designed to encourage instructional leadership, including on-the-job training with a practicing principal.
 - PAESSP will continue to offer workshops for aspiring principals. In addition, PAESSP administers the Professional Development Inventory (PDI), which is a full-day assessment of administrative qualities, with Millersville University. This could be expanded to more colleges if support was offered.
 - Improve principal-to-teacher ratios.
 - Increase the differential in compensation packages between principals and teachers.
 - Require participation in a mentorship program for all first year principals. Retired principals serving as mentors would be extremely beneficial to both beginning principals and principals seeking to improve themselves. A similar program is in place in Albuquerque, New Mexico. Dr. Whittle proposed that teachers in administrative certification programs be required to participate in such a program, and that school districts should pay for it.

Joseph Bard, Executive Director, Pennsylvania Association of Rural and Small Schools (PARSS)

- Some rural districts indicate no problem with the number of applicants for administrative positions. However, those who experience problems, experience them most when attempting to fill principal positions.
- There is less difficulty filling administrative positions in more populous areas. As a general rule, those seeking a principal's job are less willing to move than those seeking work as a superintendent.

- The problem filling administrative positions appears to be as much a problem of distribution of candidates and willingness to apply as it is lack of people with the proper training and certification.
- Respondents to a PARSS survey generally indicated that applicant pools are smaller than they were a generation ago. Some jobs go unfilled, at least temporarily, because the qualifications of the available applicants fall far short of what is desired.
- Working conditions may be perceived as unattractive in some districts (e.g. low salaries, required duties, excessive public scrutiny and criticism, micromanagement by school boards, and unfunded State and Federal mandates).
- Teachers' compensation reflects additional days worked as the total number of such days has increased over the years. On the other hand, principals have largely been required to absorb additional work without receiving additional compensation.
- Some isolated rural or intensely urban locations may be a deterrent to attracting a pool of good candidates for administrative vacancies.
- There is a lack of support for school administrators.
- While superintendents can directly negotiate the terms of their employment with the school board, principals have only the requirements of Act 93 to bring about "good faith" discussions of salary, benefits and working conditions. The law requires that a middle manager's superiors "meet and discuss" their employment with them and that they be given a compensation plan. There are no definitions or standards for either requirement.
- What can be done to improve the situation:
 - Stronger wording in Act 93 that would ensure that public education's middle managers are not at the end of the school district's "food chain" (i.e., often school boards leave principals' salaries to the end of the budgeting process to see what is "leftover");
 - Restructure principals' jobs so that they can be more involved in the creative life of the school and better supported in its other elements such as discipline;
 - Urge and assist school districts to "grow their own," either in conjunction with colleges and universities or

the other entities that offer administrator training, or on their own.

**Frank Meehan, Deputy Secretary Postsecondary and Higher Education,
Commonwealth of Pennsylvania Department of Education**

- Pennsylvania is a surplus state for teachers; annually, colleges and universities in the State prepare about 9,000 teachers, and Pennsylvania's school districts hire approximately 4,000 teachers.
- Many of the State's surplus teachers are not mobile (i.e., they want to teach in their home area or not at all).
- Teaching shortages are primarily an urban issue, although such shortages are problematic in rural areas of the Commonwealth as well.
- Staffing of school districts with administrators reflects a pattern similar to that of teachers; there is not a shortage of people trained and qualified for the positions, but at the same time, certain school districts find it difficult to fill these positions.
- Qualifications for administrative certificates generally require 5-6 years service and extensive academic coursework.
- Reasons for administrative shortages:
 - The overwhelming/all-encompassing nature of the work;
 - Salaries do not adequately compensate for the increased pressures of the job (when compared to teaching).

**Dr. Nancy Herr, Assistant Principal, Landisville Middle School, Landisville,
Pennsylvania**

- The prevailing view of the job of school administrator is negative. Why is this?
 - The salary (on a per diem basis) for an administrator does not compare favorably with a teacher.
 - There are concerns about heavy workload, especially paperwork, after-school meetings and events, and the resulting toll on the administrator's family life.

- 90% of those surveyed, saw the job as a personal and professional challenge, and 75% wanted to make a bigger difference in the lives of students and teachers.
- Suggestions for improvements that would help attract individuals to administrative positions:
 - A salary structure that reflects the level of responsibility;
 - Better health benefits;
 - Tax-sheltered matching funds;
 - Liberal vacation policies;
 - Bonuses for longevity;
 - Benefits after retirement;
 - Buy-backs of unused vacation days;
 - Bonuses for exceptional work;
 - The retirement equity bill proposed in Pennsylvania in 2001, which would provide up to three years of credit toward retirement for school administrators on a twelve-month contract, is one example of a draw for potential administrators;
 - Restructure the job to emphasize curriculum and instruction and de-emphasize budget, legal and district responsibilities by providing adequate support and assistance and delegating some of the current responsibilities to other types of leaders created for such purposes. Positions such as head teacher, team leader, and department supervisor can be restructured to include some of the duties now delegated only to the building administrator;
 - Better preparation programs and on-the-job support;
 - Establish fellowships for those pursuing administrative certification;
 - Preparation programs and administrative certification coursework should put more emphasis on the practical application of skills rather than merely theory;
 - Developing strong liaisons between colleges and universities that provide principal certification programs and Pennsylvania's school districts could help improve preparation for the job;
 - Decrease, eliminate or provide for alternative financing of the cost of taking the State test for administrative certification.

Richard A. Walter, Ph.D., Director, Professional Personnel Development Center for Career and Technical Education, The Pennsylvania State University, on behalf of the Pennsylvania Association of Vocational Administrators (PAVA)

- The salary differential between a teacher and administrator has been significantly reduced, resulting in less likelihood that teachers will leave their positions to become administrators. In addition, the salary differential is unlikely to compensate for the loss of a spouse's income necessitated by a move to accept an administrative position.
- A large portion of those who choose a career in Career and Technical Education (CTE) tend to do so as a career change rather than as their first career, thus, they tend to be older than those entering the teaching profession within other disciplines and, as such, are completely focused upon completion of teacher certification requirements rather than continuing their education to pursue an administrative position. In addition, a minimum of five years of experience as a career and technical educator is a prerequisite for administrative certification. These factors tend to constrict the pool of qualified applicants.
- Loss of administrative positions – From 1993 to 2001, CTE administrative positions shrank from 188 to 161, primarily because of budget reductions. The positions of assistant director and supervisor were foremost among the 27 positions that were eliminated. In the past, those positions served as induction and on-the-job training opportunities for individuals interested in becoming directors. Therefore, a career ladder has also been eliminated.
- Community – CTE teachers hired through the in-service certification route are frequently actively involved with, and are long-term residents of, a community within the service region of the Career and Technical Center in which they are employed. They often choose not to apply for positions at other schools outside of their respective communities.
- Geography – Many of the Career and Technical Centers are separated by long distances, which serves to reduce the pool of applicants who are available without relocation. When applicants choose to relocate, the pattern that has emerged over the last several years is from the western part of the state to the East, in response to larger salary differentials.

- Suggestions:

- Short-term

- 1) Eliminate the requirement for completion of the School Leadership PRAXIS examination, or waive the fee for it.
- 2) Increase the retirement service credit.

- Long-term

- 1) Establish an incentive program for administrators of Career and Technical Centers in rural areas based upon the weighted average used to calculate school subsidies.
- 2) Establish forgiveness loans or scholarships for graduate study leading to director's certification. The waiver of repayment could be based upon active pursuit of an administrative position and/or employment as an administrator.
- 3) Establish forgiveness loans or scholarships for full-time undergraduate study in career and technical teacher preparation.

- Local Measures

- 1) A subcommittee of PAVA members considered the shortage of CTE personnel over one year ago and developed the following recommendations:
 - a) Involve teachers in determining answers to issues of recruitment, induction, and continuing professional growth.
 - b) Develop in-school recruitment efforts to include leadership activities, special projects or shadowing experiences for teachers who show an interest in administration.
 - c) Target the younger degree-holding teacher who may have an interest in administration.
 - d) Design an individualized career development plan for interested teachers.

Rep. Stevenson asked Dr. Walter about the advisability of eliminating teaching requirements for certification to become a vocational-technical administrator. Dr. Walter said that, based on his experience, he would not advise such an approach.

Rep. Stevenson asked if implementing a 12-month school year would help reduce the problem of administrative shortages. Dr. Walter responded that he had not thought of that in terms of resolving the problem of a shortage of administrators but that his own philosophy is that it is time to eliminate summer breaks and to replace the current system with a more consistent educational format.

David Hostetter, Executive Director, Joint State Government Commission

Mr. Hostetter presented the results of the Commission's survey of Pennsylvania's school districts and AVTS, which are included in the "Survey Results" chapter of this report.

RECOMMENDATIONS

At its final meeting on June 23, 2003, the Task Force on Administrative Shortages arrived at a number of recommendations based on input from participants in the study conducted by the Joint State Government Commission as well as testimony received from witnesses at the April 16, 2003 public hearing in Harrisburg. House Resolution 461 of 2002 (Printer's No. 3425) directed the task force to file a report with the House Education Committee "containing recommended solutions to correct problems, if any exist."

The recommendations of the task force reflect a recognition that the job of the school administrator has become more complex and stressful than ever before and that the compensation offered in exchange, in some districts, may not, in and of itself, encourage an adequate number of individuals to accept the challenges of an administrative position. Thus, by recommending legislative action in some cases and action by the Commonwealth's Department of Education and individual school districts in others, the task force believes it has assembled a package of policy options which, if implemented, will likely attract more individuals to the ranks of school administration in Pennsylvania.

Although some of the recommendations of the task force could arguably be implemented by one or more entities, the task force directed each recommendation to the entity it, in its view, believed was most appropriate to carry out the recommendation. The following are the recommendations of the task force, organized by implementing entity.¹⁸

¹⁸ The task force considered the concept of eliminating the teaching requirement for administrators in order to expand the pool of candidates for administrative positions. However, the task force made no recommendation in this regard. Although the task force made no such recommendation, it acknowledged that this approach to expanding the pool of qualified applicants for administrative positions is being utilized in the School District of Philadelphia and is, and has been, utilized in other states. Furthermore, the task force noted the validity of monitoring the success rate of such an approach for possible future consideration.

General Assembly of The Commonwealth of Pennsylvania

The task force recommends the following:

- 1) In order to account for the difference in the work year between administrators and teachers, the General Assembly should consider legislation that would permit administrators to purchase retirement credits at a maximum of .25 years credit for each administrative year worked. Under such a system, an individual with 20 years of administrative service, and 35 years of total service could, through purchase of this additional credit, retire with a total of 40 years of total retirement credit. Because some administrative positions require less than 260 days of work per year, the retirement credit differential should be prorated accordingly to reflect the difference between an individual school district's teachers' and administrators' contract requirements.
- 2) The task force recommends that the General Assembly refrain from advancing legislation that would remove administrators, below the level of superintendent, from tenure or district compensation plans. The task force believes that removing administrators from tenure or district compensation plans will have a chilling effect on the number of qualified applicants who seek out administrative positions and will exacerbate the problem for school districts and AVTS currently experiencing shortages.
- 3) The task force recommends that the General Assembly consider legislation to establish forgiveness loans or scholarships for graduate study leading to administrative certification, with the possible stipulation that the waiver of repayment be based upon the recipient's active pursuit of an administrative position or employment as an administrator in Pennsylvania. Similar forgiveness programs have been passed previously by the General Assembly to encourage individuals to enter occupations for which there has been an important need and for which there has been a corresponding shortage of applicants.
- 4) In order to address the Commonwealth's AVTS' concerns about a shortage of qualified administrators, the task force supports efforts to encourage individuals to pursue a career in Career and Technical Education and ultimately administration. Accordingly, the task force recommends that legislation be considered to establish forgiveness loans or scholarships for full-time undergraduate study in Career and Technical teacher preparation programs.
- 5) The task force heard a number of concerns raised in regard to the additional stressors placed on school administrators by the

Commonwealth's assessment testing and the Federal No Child Left Behind initiative. In light of these concerns, the task force recommends that legislation be considered to ease the pressures associated with State assessment testing and No Child Left Behind. At a minimum, the task force recommends that the General Assembly refrain from enacting legislation that would add to the already onerous pressures on school districts, and ultimately school administrators, caused by State assessment testing and No Child Left Behind.

- 6) Since administrative salaries are typically lower in rural areas of the Commonwealth than they are in suburban and urban regions of the Commonwealth, the task force recommends that the General Assembly consider establishing a subsidy to attract administrators to Career and Technical Centers in rural areas. This subsidy could be structured similar to the current aid ratio formula used to calculate the weighted average daily membership subsidies received by school districts from the State. This will allow Career and Technical Centers in rural areas of Pennsylvania to offer higher salaries to administrators and thus, be more competitive with Career and Technical Centers in suburban and urban areas of the Commonwealth where administrative salaries are typically higher and more attractive.

Pennsylvania Department of Education

There were a number of recommendations that the task force considered and supported which it believed were best implemented by an entity other than the General Assembly. The following recommendations are those that the task force believed should be implemented by the Pennsylvania Department of Education as "best practices" for public education in Pennsylvania.

- 7) The "Quality of Applicants for School Administrators" survey conducted by the Joint State Government Commission, as a part of the task force study, captured a snapshot of data from the Commonwealth's school districts and AVTS for one school year only. The Commission's study was constructed in such a manner that it can be readily replicated to continue to collect data over a period of time. The task force believes that this data should continue to be collected and analyzed on an annual basis in order to determine whether there is an ongoing problem in attracting qualified applicants for school administrative vacancies in Pennsylvania's school districts and AVTS. Furthermore, the continued collection of data will not only allow the Commonwealth to continue to identify whether a shortage exists, it will allow a more accurate determination of which districts may be experiencing the greatest problem in this regard. Thus, the task force recommends that the Commonwealth's Department of

Education continue to study this issue, on an annual basis, using the model developed by the Joint State Government Commission for this study, or a similar model, and that the Department report its findings to the House and Senate Education Committees, on an annual basis, along with any recommendations.

- 8) The task force recommends that the Department of Education consider establishing guidelines for, or at a minimum, encouraging school districts and AVTS to improve their ratio of principals to teachers.
- 9) The task force recommends that the Department of Education encourage the development of mentoring programs for new administrators and efforts by school districts to develop administrative talent from within (possibly in conjunction with colleges and universities).
- 10) The task force recommends that the Department of Education consider encouraging and promoting practical experiences and internships that allow administrative candidates to integrate their coursework with practical applications.
- 11) The task force recommends that the Department of Education encourage school districts and AVTS to design the work of entry-level administrative positions so that these positions are more professionally rewarding and more likely to hold people on the career ladder.
- 12) The task force recommends that the Department of Education encourage school districts and AVTS to collaborate with administrative preparation programs offered at colleges and universities such as those offered at Duquesne University, IUP and Penn State University.
- 13) The task force recommends that the Department of Education revise principal preparation programs to focus on institutional, community and visionary leadership roles in improving student learning.
- 14) The task force recommends that the Department of Education encourage the development of programs and administrative certification coursework that put more emphasis on the practical application of skills rather than on theory alone.
- 15) The task force recommends that the Department of Education consider decreasing, eliminating or providing for alternative financing of the cost of taking the State test for administrative certification.

- 16) The task force recommends that the Department of Education target, or encourage school districts and AVTS to target, for development, younger degree-holding teachers who may have an interest in administration.
- 17) The task force recommends that the Department of Education consider developing higher standards for principals and more rigorous means of credentialing principals to reflect the raised expectations for school leaders and to acknowledge the principal's leadership role in student learning.
- 18) The task force recommends that the Department of Education consider providing, or encouraging others to provide, ongoing, meaningful professional development focusing on effective strategies for improving student learning.
- 19) The task force recommends that the Department of Education consider increased investment in recruitment and retention efforts and/or encouraging such efforts among the Commonwealth's school districts and AVTS.
- 20) The task force recommends that the Department of Education establish fair systems of accountability for principals so that accountability becomes a tool for improvement.

Pennsylvania's Public School Districts and AVTS

The following recommendations were proffered to the task force by the school districts and AVTS participating in the Joint State Government Commission's study as well as by the witnesses who testified at the April 16, 2003 public hearing. The task force determined that these recommendations were likely already within the local districts' ability to implement and as such, the task force encourages the school districts and AVTS to consider the implementation of the following recommendations in the effort to increase the pool of qualified applicants for administrative positions.

The task force encourages the school districts and AVTS to consider:

- 21) Indexing principals' salaries so that they more appropriately reflect the difference in work responsibility between principals and teachers;
- 22) Establishing better health benefits for administrators;
- 23) Establishing tax-sheltered matching funds;

- 24) Establishing more liberal vacation policies for administrators;
- 25) Implementing bonuses for longevity of service as an administrator;
- 26) Involving teachers in addressing issues relating to recruitment, induction, and continuing professional growth;
- 27) Designing an individualized career development plan for interested teachers;
- 28) Improving support systems (professional development, mentoring, coaching, peer support networks and compensation) for principals;
- 29) Alleviating stresses by providing resources and flexibility to delegate some responsibilities, distribute leadership or allow for school leadership teams as needed;
- 30) Providing frequent, meaningful principal assessments designed to generate information for professional growth and school improvement;
- 31) Providing better preparation programs and on-the-job support;
- 32) Supporting, and engaging in, targeted recruitment and retention efforts which better reflect the demographics of the student population being served;
- 33) Restructuring principals' jobs so that they can be more involved in the creative life of the school and better supported in its other elements such as discipline;
- 34) Restructuring the job of principal to emphasize curriculum and instruction and de-emphasize budget, legal and district responsibilities, by providing adequate support and assistance and delegating some of the current responsibilities to other types of leaders created for such purposes. (The task force recommends that the school districts and AVTS consider the use of positions such as head teacher, team leader, and department supervisor to include some of the duties now delegated only to the building administrator);
- 35) Including IRS 457b annuity programs within the terms of local administrative management agreements, funded at increasing rates, based on the number of years of service as an administrator;
- 36) Establishing fellowships for those pursuing administrative certification;

- 37) Improving post-retirement health benefits for administrators, where possible;
- 38) Implementing bonuses for exceptional work by administrators;
- 39) Ensuring that principals' salaries are set earlier in the budgeting process.

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APPENDICES

Appendix 1:
House Resolution No. 377 of 2001, Printer’s No. 302272

Appendix 2:
House Resolution No. 461 of 2002, Printer’s No. 342574

Appendix 3:
Length of Time to Fill Vacancies in School Districts and AVTS78

Appendix 4:
Quality of Applicant Pool for Vacancies in School Districts and AVTS80

Appendix 5:
Quantity of Applicants for Vacancies in School Districts and AVTS84

THE GENERAL ASSEMBLY OF PENNSYLVANIA

HOUSE RESOLUTION

No. 377 Session of
2001

INTRODUCED BY T. STEVENSON, STAIRS, HERMAN, GEIST, PHILLIPS,
PIPPY, GEORGE, CALTAGIRONE, CRUZ, GORDNER, SHANER, VANCE,
SCHULER, LESCOVITZ, READSHAW, YUDICHAK, JAMES, WOJNAROSKI,
GRUCELA, PETRARCA, FRANKEL, THOMAS, SAYLOR, CAPPELLI,
YOUNGBLOOD, STERN, STEELMAN, PALLONE, S. MILLER AND JOSEPHS,
DECEMBER 10, 2001

REFERRED TO COMMITTEE ON RULES, DECEMBER 10, 2001

A RESOLUTION

1 Directing the Joint State Government Commission to conduct a
2 study on the shortage of applicants for administrative
3 positions serving the Commonwealth's 501 school districts.

4 WHEREAS, More than 20 statistical studies conducted in the
5 United States have concluded that the effects of a principal's
6 behavior in various aspects of education made a significant
7 impact on student learning; and

8 WHEREAS, The Bureau of Labor Statistics projects that the
9 need for educational administrators will grow between 10% and
10 20% through the year 2005; and

11 WHEREAS, The average age of principals has risen from 46.8
12 years in 1987-1988 to 49.0 in 2000-2001, with more than 45% over
13 age 50; and

14 WHEREAS, A national exploratory study conducted by the
15 Educational Research Service has concluded that there is
16 currently a shortage of candidates for principal positions in

1 urban, rural and suburban school districts at the elementary,
2 middle and high school levels; and

3 WHEREAS, Pennsylvania school districts anecdotally report
4 similar current shortages in administrative applications;
5 therefore be it

6 RESOLVED, That the Joint State Government Commission conduct
7 a study of the Commonwealth's 501 school districts to determine
8 if there is a shortage of candidates for principal and other
9 administrative positions in urban, suburban and rural districts
10 at elementary, middle and high school levels; and be it further

11 RESOLVED, That the commission hold at least one hearing to
12 gather information from the school districts and other
13 organizations which represent administrators; and be it further

14 RESOLVED, That the commission file a report with the
15 Education Committee of the House of Representatives no later
16 than six months after the date of adoption of this resolution,
17 the report to contain recommended solutions to correct problems,
18 if any exist.

THE GENERAL ASSEMBLY OF PENNSYLVANIA

HOUSE RESOLUTION

No. 461 Session of
2002

INTRODUCED BY T. STEVENSON, CALTAGIRONE, GEIST, GEORGE, GRUCELA,
PIPPY, SCHULER, SHANER, STAIRS, STERN, THOMAS, YOUNGBLOOD AND
STEELMAN, MARCH 14, 2002

REFERRED TO COMMITTEE ON RULES, MARCH 14, 2002

A RESOLUTION

1 Directing the Joint State Government Commission to establish a
2 task force to conduct a study on the shortage of applicants
3 for administrative positions serving the Commonwealth's 501
4 school districts.

5 WHEREAS, More than 20 statistical studies conducted in the
6 United States have concluded that the effects of a principal's
7 behavior in various aspects of education make a significant
8 impact on student learning; and

9 WHEREAS, The Bureau of Labor Statistics projects that the
10 need for educational administrators will grow between 10% and
11 20% through the year 2005; and

12 WHEREAS, The average age of principals has risen from 46.8
13 years of age in 1987-1988 to 49 years of age in 2000-2001, with
14 more than 45% of principals over 50 years of age; and

15 WHEREAS, A national exploratory study conducted by the
16 Educational Research Service has concluded that there is
17 currently a shortage of candidates for principal positions in
18 urban, rural and suburban school districts at the elementary,

1 middle and high school levels; and

2 WHEREAS, Pennsylvania school districts have anecdotally
3 reported similar current shortages in administrative
4 applications; and

5 WHEREAS, On December 12, 2001, the House of Representatives
6 adopted House Resolution No. 377, which directed the Joint State
7 Government Commission to conduct a study on the shortage of
8 applicants for administrative positions serving the
9 Commonwealth's 501 school districts and to hold at least one
10 hearing to gather information from the school districts and
11 other organizations which represent administrators; and

12 WHEREAS, House Resolution No. 377 did not authorize the
13 commission to establish a task force; therefore be it

14 RESOLVED, That the Joint State Government Commission conduct
15 a study of the Commonwealth's 501 school districts to determine
16 if there is a shortage of candidates for principal and other
17 administrative positions in urban, suburban and rural districts
18 at elementary, middle and high school levels; and be it further

19 RESOLVED, That the House of Representatives direct the Joint
20 State Government Commission to establish a task force to
21 facilitate this study; and be it further

22 RESOLVED, That the task force consist of six members of the
23 House of Representatives, which shall include the chairman and
24 minority chairman of the Education Committee, two members
25 appointed by the Speaker of the House of Representatives and two
26 members to be appointed by the Minority Leader of the House of
27 Representatives; and be it further

28 RESOLVED, That the task force hold at least one hearing to
29 gather information from the school districts and other
30 organizations which represent administrators; and be it further

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- 2 -

1 RESOLVED, That the task force file a report with the
2 Education Committee no later than November 1, 2002, containing
3 recommended solutions to correct problems, if any exist.

APPENDIX 3

LENGTH OF TIME TO FILL VACANCIES IN SCHOOL DISTRICTS AND AVTS COMPLETING
THE QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY
BY RURAL, SUBURBAN AND URBAN STATUS
DURING THE 2001-2002 SCHOOL YEAR

Position	Rural	Suburban	Urban	Total
District Superintendent				
Vacancies were not filled within a reasonable time	4	2	1	7
Vacancies were filled within a reasonable time	11	18	4	33
Not sure	3	1	0	4
Total	18	21	5	44
Assistant District Superintendent				
Vacancies were not filled within a reasonable time	0	3	2	5
Vacancies were filled within a reasonable time	11	12	4	27
Not sure	1	2	0	3
Total	12	17	6	35
High School/Senior High Principals				
Vacancies were not filled within a reasonable time	2	11	0	13
Vacancies were filled within a reasonable time	9	16	1	26
Not sure	0	2	0	2
Total	11	29	1	41
High School/Senior High Assistant Principals				
Vacancies were not filled within a reasonable time	11	8	0	19
Vacancies were filled within a reasonable time	15	36	11	62
Not sure	0	0	0	0
Total	26	44	11	81
Middle School/Junior High Principals				
Vacancies were not filled within a reasonable time	0	9	0	9
Vacancies were filled within a reasonable time	10	15	4	29
Not sure	0	1	0	1
Total	10	25	4	39
Middle School/Junior High Assistant Principals				
Vacancies were not filled within a reasonable time	0	3	1	4
Vacancies were filled within a reasonable time	12	25	9	46
Not sure	0	0	0	0
Total	12	28	10	50
Elementary Principals				
Vacancies were not filled within a reasonable time	3	13	0	16
Vacancies were filled within a reasonable time	12	40	12	64
Not sure	2	4	0	6
Total	17	57	12	86

CONTINUED

LENGTH OF TIME TO FILL VACANCIES IN SCHOOL DISTRICTS AND AVTS COMPLETING
 THE QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY
 BY RURAL, SUBURBAN AND URBAN STATUS
 DURING THE 2001-2002 SCHOOL YEAR (Continued)

Position	Rural	Suburban	Urban	Total
Elementary Assistant Principals				
Vacancies were not filled within a reasonable time	0	0	1	1
Vacancies were filled within a reasonable time	8	10	1	19
Not sure	0	0	0	0
Total	8	10	2	20
Coordinator				
Vacancies were not filled within a reasonable time	2	5	2	9
Vacancies were filled within a reasonable time	7	7	0	14
Not sure	1	1	0	2
Total	10	13	2	25
Supervisor				
Vacancies were not filled within a reasonable time	4	8	9	21
Vacancies were filled within a reasonable time	20	22	2	44
Not sure	0	0	0	0
Total	24	30	11	65
Director/Asst. Dir. of Vocational Technical Education¹				
Vacancies were not filled within a reasonable time	0	1	0	1
Vacancies were filled within a reasonable time	0	0	1	1
Not sure	0	0	0	0
Total	0	1	1	2
All School District Administrators				
Vacancies were not filled within a reasonable time	26	63	16	105
Vacancies were filled within a reasonable time	115	201	49	365
Not sure	7	11	0	18
Total	148	275	65	488
All AVTS Administrators				
Vacancies were not filled within a reasonable time	--	--	--	7
Vacancies were filled within a reasonable time	--	--	--	6
Not sure	--	--	--	1
Total	--	--	--	14

1. The "Director/Asst. Dir. of Vocational Technical Education" category includes those directors and assistant directors of vocational-technical education employed by a Pennsylvania school district. Those employed by AVTS are included under the category "All AVTS Administrators".

SOURCE: Joint State Government Commission, Quality of Applicants for School Administrators Survey, Fall 2002.

APPENDIX 4

QUALITY OF APPLICANT POOL FOR VACANCIES IN SCHOOL DISTRICTS AND AVTS
 COMPLETING THE QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY
 BY RURAL, SUBURBAN AND URBAN STATUS
 DURING THE 2001-2002 SCHOOL YEAR

Position	Rural	Suburban	Urban	Total
District Superintendent				
A few or no minimally qualified applicants	1	2	0	3
Some acceptable applicants	2	3	3	8
Many acceptable applicants	1	1	0	2
Some high-quality applicants	6	10	1	17
Many high-quality applicants	2	0	0	2
Not sure	6	5	1	12
Total	18	21	5	44
Assistant District Superintendent				
A few or no minimally qualified applicants	2	0	2	4
Some acceptable applicants	2	11	3	16
Many acceptable applicants	1	0	0	1
Some high-quality applicants	6	5	1	12
Many high-quality applicants	0	0	0	0
Not sure	1	1	0	2
Total	12	17	6	35
High School/Senior High Principals				
A few or no minimally qualified applicants	1	5	0	6
Some acceptable applicants	8	11	0	19
Many acceptable applicants	1	3	1	5
Some high-quality applicants	0	10	0	10
Many high-quality applicants	0	0	0	0
Not sure	1	0	0	1
Total	11	29	1	41
High School/Senior High Assistant Principals				
A few or no minimally qualified applicants	14	5	2	21
Some acceptable applicants	7	24	7	38
Many acceptable applicants	3	6	1	10
Some high-quality applicants	1	8	1	10
Many high-quality applicants	0	0	0	0
Not sure	1	1	0	2
Total	26	44	11	81
Middle School/Junior High Principals				
A few or no minimally qualified applicants	1	1	1	3
Some acceptable applicants	3	8	1	12
Many acceptable applicants	2	4	2	8
Some high-quality applicants	3	9	0	12
Many high-quality applicants	0	1	0	1
Not sure	1	2	0	3
Total	10	25	4	39

CONTINUED

QUALITY OF APPLICANT POOL FOR VACANCIES IN SCHOOL DISTRICTS AND AVTS
 COMPLETING THE QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY
 BY RURAL, SUBURBAN AND URBAN STATUS
 DURING THE 2001-2002 SCHOOL YEAR (Continued)

Position	Rural	Suburban	Urban	Total
Middle School/Junior High Assistant Principals				
A few or no minimally qualified applicants	3	4	1	8
Some acceptable applicants	1	10	8	19
Many acceptable applicants	3	3	1	7
Some high-quality applicants	4	10	0	14
Many high-quality applicants	0	0	0	0
Not sure	1	1	0	2
Total	12	28	10	50
Elementary Principals				
A few or no minimally qualified applicants	3	5	1	9
Some acceptable applicants	8	26	7	41
Many acceptable applicants	1	1	2	4
Some high-quality applicants	4	19	2	25
Many high-quality applicants	0	2	0	2
Not sure	1	4	0	5
Total	17	57	12	86
Elementary Assistant Principals				
A few or no minimally qualified applicants	3	1	0	4
Some acceptable applicants	3	5	2	10
Many acceptable applicants	2	0	0	2
Some high-quality applicants	0	2	0	2
Many high-quality applicants	0	0	0	0
Not sure	0	2	0	2
Total	8	10	2	20
Coordinator				
A few or no minimally qualified applicants	2	1	0	3
Some acceptable applicants	7	6	2	15
Many acceptable applicants	0	0	0	0
Some high-quality applicants	0	5	0	5
Many high-quality applicants	1	0	0	1
Not sure	0	1	0	1
Total	10	13	2	25
Supervisor				
A few or no minimally qualified applicants	7	11	1	19
Some acceptable applicants	16	8	8	32
Many acceptable applicants	0	0	2	2
Some high-quality applicants	1	9	0	10
Many high-quality applicants	0	2	0	2
Not sure	0	0	0	0
Total	24	30	11	65

CONTINUED

QUALITY OF APPLICANT POOL FOR VACANCIES IN SCHOOL DISTRICTS AND AVTS
 COMPLETING THE QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY
 BY RURAL, SUBURBAN AND URBAN STATUS
 DURING THE 2001-2002 SCHOOL YEAR (Continued)

Position	Rural	Suburban	Urban	Total
Director/Asst. Dir. of Vocational Technical Education ¹				
A few or no minimally qualified applicants	0	0	0	0
Some acceptable applicants	0	1	1	2
Many acceptable applicants	0	0	0	0
Some high-quality applicants	0	0	0	0
Many high-quality applicants	0	0	0	0
Not sure	0	0	0	0
Total	0	1	1	2
All School District Administrators				
A few or no minimally qualified applicants	37	35	8	80
Some acceptable applicants	57	113	42	212
Many acceptable applicants	14	18	9	41
Some high-quality applicants	25	87	5	117
Many high-quality applicants	3	5	0	8
Not sure	12	17	1	30
Total	148	275	65	488
All AVTS Administrators				
A few or no minimally qualified applicants	--	--	--	6
Some acceptable applicants	--	--	--	1
Many acceptable applicants	--	--	--	1
Some high-quality applicants	--	--	--	3
Many high-quality applicants	--	--	--	3
Not sure	--	--	--	0
Total	--	--	--	14

1. The "Director/Asst. Dir. of Vocational Technical Education" category includes those directors and assistant directors of vocational-technical education employed by a Pennsylvania school district. Those employed by AVTS are included under the category of "All AVTS Administrators".

SOURCE: Joint State Government Commission, Quality of Applicants for School Administrators Survey, Fall 2002.

APPENDIX 5

QUANTITY OF APPLICANTS FOR VACANCIES IN SCHOOL DISTRICTS AND AVTS
COMPLETING THE QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY
BY RURAL, SUBURBAN AND URBAN STATUS
DURING THE 2001-2002 SCHOOL YEAR

Position	Rural	Suburban	Urban	Total
District Superintendent				
A severe shortage of qualified applicants	4	4	1	9
A mild shortage of qualified applicants	5	9	4	18
Just the right number of qualified applicants	5	3	0	8
A mild surplus of qualified applicants	0	2	0	2
A severe surplus of qualified applicants	0	0	0	0
Not sure	4	3	0	7
Total	18	21	5	44
Assistant District Superintendent				
A severe shortage of qualified applicants	3	6	2	11
A mild shortage of qualified applicants	4	5	4	13
Just the right number of qualified applicants	4	5	0	9
A mild surplus of qualified applicants	0	0	0	0
A severe surplus of qualified applicants	0	0	0	0
Not sure	1	1	0	2
Total	12	17	6	35
High School/Senior High Principals				
A severe shortage of qualified applicants	6	16	0	22
A mild shortage of qualified applicants	4	7	0	11
Just the right number of qualified applicants	1	4	1	6
A mild surplus of qualified applicants	0	2	0	2
A severe surplus of qualified applicants	0	0	0	0
Not sure	0	0	0	0
Total	11	29	1	41
High School/Senior High Assistant Principals				
A severe shortage of qualified applicants	11	15	5	31
A mild shortage of qualified applicants	10	17	6	33
Just the right number of qualified applicants	4	8	0	12
A mild surplus of qualified applicants	0	1	0	1
A severe surplus of qualified applicants	0	0	0	0
Not sure	1	3	0	4
Total	26	44	11	81
Middle School/Junior High Principals				
A severe shortage of qualified applicants	3	10	1	14
A mild shortage of qualified applicants	3	5	0	8
Just the right number of qualified applicants	3	5	3	11
A mild surplus of qualified applicants	1	3	0	4
A severe surplus of qualified applicants	0	0	0	0
Not sure	0	2	0	2
Total	10	25	4	39

CONTINUED

QUANTITY OF APPLICANTS FOR VACANCIES IN SCHOOL DISTRICTS AND AVTS
 COMPLETING THE QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY
 BY RURAL, SUBURBAN AND URBAN STATUS
 DURING THE 2001-2002 SCHOOL YEAR (Continued)

Position	Rural	Suburban	Urban	Total
Middle School/Junior High Assistant Principals				
A severe shortage of qualified applicants	4	6	2	12
A mild shortage of qualified applicants	1	11	7	19
Just the right number of qualified applicants	4	9	0	13
A mild surplus of qualified applicants	2	0	0	2
A severe surplus of qualified applicants	0	0	1	1
Not sure	1	2	0	3
Total	12	28	10	50
Elementary Principals				
A severe shortage of qualified applicants	7	17	1	25
A mild shortage of qualified applicants	5	26	9	40
Just the right number of qualified applicants	2	10	2	14
A mild surplus of qualified applicants	2	2	0	4
A severe surplus of qualified applicants	0	0	0	0
Not sure	1	2	0	3
Total	17	57	12	86
Elementary Assistant Principals				
A severe shortage of qualified applicants	2	1	0	3
A mild shortage of qualified applicants	6	6	2	14
Just the right number of qualified applicants	0	2	0	2
A mild surplus of qualified applicants	0	0	0	0
A severe surplus of qualified applicants	0	0	0	0
Not sure	0	1	0	1
Total	8	10	2	20
Coordinator				
A severe shortage of qualified applicants	2	5	2	9
A mild shortage of qualified applicants	6	4	0	10
Just the right number of qualified applicants	1	3	0	4
A mild surplus of qualified applicants	1	0	0	1
A severe surplus of qualified applicants	0	0	0	0
Not sure	0	1	0	1
Total	10	13	2	25
Supervisor				
A severe shortage of qualified applicants	17	14	1	32
A mild shortage of qualified applicants	4	13	10	27
Just the right number of qualified applicants	3	2	0	5
A mild surplus of qualified applicants	0	1	0	1
A severe surplus of qualified applicants	0	0	0	0
Not sure	0	0	0	0
Total	24	30	11	65

CONTINUED

QUANTITY OF APPLICANTS FOR VACANCIES IN SCHOOL DISTRICTS AND AVTS
 COMPLETING THE QUALITY OF APPLICANTS FOR SCHOOL ADMINISTRATORS SURVEY
 BY RURAL, SUBURBAN AND URBAN STATUS
 DURING THE 2001-2002 SCHOOL YEAR (Continued)

Position	Rural	Suburban	Urban	Total
Director/Asst. Dir. of Vocational Technical Education ¹				
A severe shortage of qualified applicants	0	1	1	2
A mild shortage of qualified applicants	0	0	0	0
Just the right number of qualified applicants	0	0	0	0
A mild surplus of qualified applicants	0	0	0	0
A severe surplus of qualified applicants	0	0	0	0
Not sure	0	0	0	0
Total	0	1	1	2
All School District Administrators				
A severe shortage of qualified applicants	59	95	16	170
A mild shortage of qualified applicants	48	103	42	193
Just the right number of qualified applicants	27	51	6	84
A mild surplus of qualified applicants	6	11	0	17
A severe surplus of qualified applicants	0	0	1	1
Not sure	8	15	0	23
Total	148	275	65	488
All AVTS Administrators				
A severe shortage of qualified applicants	--	--	--	4
A mild shortage of qualified applicants	--	--	--	8
Just the right number of qualified applicants	--	--	--	2
A mild surplus of qualified applicants	--	--	--	0
A severe surplus of qualified applicants	--	--	--	0
Not sure	--	--	--	0
Total	--	--	--	14

1. The "Director/Asst. Dir. of Vocational Technical Education" category includes those directors and assistant directors of vocational-technical education employed by a Pennsylvania school district. Those employed by AVTS are included under the category "All AVTS Administrators".

SOURCE: Joint State Government Commission, Quality of Applicants for School Administrators Survey, Fall 2002.

