

**Elected vs. Appointed
Superintendents: **Q**uestions and
Answers**

A Legislative Briefing Paper

**John G. Morgan
Comptroller of the Treasury
Office of Education Accountability
State of Tennessee**

November 2003



STATE OF TENNESSEE

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November 19, 2003

The Honorable John S. Wilder
Speaker of the Senate
The Honorable Jimmy Naifeh
Speaker of the House of Representatives
and
Members of the Education Oversight Committee
State Capitol
Nashville, Tennessee 37243

Ladies and Gentlemen:

Transmitted herewith is a study requested by various members of the House and Senate regarding the selection method of superintendents. The Office of Education Accountability report, in question and answer format, provides information about several issues surrounding the superintendency in Tennessee.

Sincerely,

A handwritten signature in black ink that reads "John G. Morgan".

John G. Morgan
Comptroller of the Treasury

The Office of Education Accountability was created in the Office of the Comptroller of the Treasury by *Tennessee Code Annotated* 4-3-308 to monitor the performance of school boards, superintendents, school districts, schools, and school personnel in accordance with the performance standards set out in the Education Improvement Act or by regulations of the State Board of Education. The office is to conduct such studies, analyses, or audits as it may determine necessary to evaluate education performance and progress, or as may be assigned to it by the Governor or General Assembly.

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Superintendents: *Questions and
Answers***

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November 2003

Executive Summary

The Education Improvement Act (EIA) of 1992 was a comprehensive piece of legislation that affected many facets of Tennessee public education. Several sections imposed greater uniformity in the governance of schools, including the selection process for local superintendents. Before the EIA, Tennessee school systems used three methods of superintendent selection:

- public selection through popular elections;
- county commission appointment; and
- school board appointment.

The EIA designated local school boards as the sole authority in appointing superintendents.¹ The General Assembly passed the wide-ranging EIA legislation in 1992, however, there were (and still are) opponents of the sections of the act which compel superintendent appointment by local school boards. Legislators who opposed the system of appointed superintendents proposed 28 bills to change the selection method between 1992 and 2002.

Members of the House and Senate requested the Comptroller of the Treasury's Office of Education Accountability (OEA) to investigate the issue of elected versus appointed superintendents.

Based on a January 2003 survey, Tennessee's Directors of Schools:

- had average experience as a superintendent of seven years, although 50 percent reported four or fewer years (see pages 12-13);
- had annual salaries ranging from \$30,400 (Bells) to \$216,445 (Memphis) (see page 12); and
- were more diverse in 2003 than in 1992. The number of minorities and women in the superintendency has increased slightly (see pages 11-12).

This report concludes:

The change in selection method was one part of a larger effort to shift the overall authority of the superintendent. The EIA devoted more sections to the superintendency than any other reform area. Seventeen of the act's 88 sections (19 percent) were devoted to transforming the role of the superintendent. Sections with language related to the elimination of elected county superintendents, however, constituted only a small portion of the measures directed toward changing the role of the position. Nine of the 17 superintendent-related sections were devoted to vesting more personnel power in local superintendents. The EIA sought to consolidate accountability into a single person through implementation of a corporate model for school leadership. The superintendent was to assume most responsibility for hiring and other personnel decisions. Previously, the school board had that responsibility. (See pages 5-6.)

¹ See *T.C.A.* § 49-2-203(a)

Forty-one of 127 respondents indicated that they felt no undue pressure to make personnel decisions that were consistent with board member preferences.

Conversely, 24 respondents indicated they felt compelled to make such decisions based on board member preferences. The remaining respondents chose not to respond to this open-ended question. (See page 6.)

The change in selection method primarily affected superintendents in county school districts. OEA survey results indicate that all municipal and special school districts already had appointed superintendents in 1992, but only five county systems had appointed superintendents. (See pages 6-7.)

Of 127 survey respondents 48 (37.8 percent) superintendents reported their district retained its elected superintendent as its first appointed superintendent. Twenty-five (19.7 percent) superintendents reported their district had an elected superintendent prior to the EIA, and subsequently appointed someone different. Forty-four (34.6 percent) superintendents reported their districts already had appointed superintendents prior to the EIA. (See page 7.)

The majority of Tennessee school boards do not use superintendent recruitment organizations / firms. Thirty-four districts (26.8 percent) report having used some form of outside superintendent recruitment services. The Tennessee School Boards Association (TSBA) is the leading provider of superintendent recruitment services to school districts. TSBA superintendent recruitment fees appear to range from \$4,500 to \$18,500 depending on district needs. Other recruiting firms also appear to fall within this range. (See pages 8-9.)

OEA survey responses show that while Tennessee systems may shop for superintendent candidates beyond their borders, a large majority still hire from within. Ninety (71 percent) superintendents reported that they lived within the county they serve when they were hired by the local school board. (See page 10-11.)

Of the superintendents who responded to OEA's survey, 94 (74 percent) favored appointment, 19 (15 percent) supported election, and 14 (11 percent) did not answer the question. In districts where the superintendent had always been appointed, over 90 percent of superintendents reported favoring appointment. In districts with a history of electing the superintendent the percentage favoring appointment drops by 30 percent, but still remains strongly in favor of appointment. (See pages 13-14.)

Other stakeholders (e.g., Tennessee County Commissioners Association, Tennessee County Services Association, Tennessee Education Association, Tennessee School Boards Association) in the elected versus appointed superintendents issue hold a variety of perspectives that are generally consistent with the goals and interests of their membership. (See pages 14-16.)

Since the EIA's passage, the politics of the superintendency has experienced a shift in Tennessee districts where there was a history of electing superintendents. In these districts, the EIA prompted a shift from macro-level politics in which superintendents had to maintain support among voters, to micro-level politics in which each superintendent must maintain support from the elected school board. (See page 16.)

Student performance cannot be attributed to selection method of the superintendent. OEA staff consulted with a number of researchers who indicated that classroom variables account for over half of student academic gain and that all district variables account for only about five percent. In addition, many factors changed at the same time as superintendent selection method including funding, class size, and various support services. (See page 17.)

Electing superintendents occurs only in the South, and is becoming increasingly rare. In 1992, 341 of the nation's 15,000 district superintendents were elected; by September 2000, only 154 were elected. Only four states in the nation have elected superintendents. (See pages 19 - 20.)

The EIA changed the minimum job requirements for the superintendents. Previously, superintendents were required to have: a teacher's professional license with endorsement as principal and/or supervisor of instruction; a master's degree with a major in educational administration; and five years' teaching and/or administrative experience. Local boards of education may now hire superintendents who have only baccalaureate degrees.

Although the minimum job requirements were lowered for superintendents, the EIA greatly increased the pool of qualified applicants. Other Southeastern states have varying job requirements for school superintendents. (See pages 18-19.) A detailed list of regional states' superintendent credential requirements can be found in Appendix F.

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Introduction

Few educational issues in Tennessee evoke the strong, yet varied emotional responses among legislators and the general public as the debate over how school districts should select their directors of schools (known hereafter as superintendents). The Education Improvement Act (EIA) of 1992 was a comprehensive piece of legislation that affected many facets of public education. Several sections imposed greater uniformity in the governance of schools and the selection process for local superintendents. Before the EIA, school systems utilized three methods of superintendent selection:

- public selection through popular elections;
- county commission appointment; and
- school board appointment.

The EIA designated local school boards as the sole authority in appointing a superintendent.¹ The General Assembly passed the wide-ranging EIA legislation in 1992, however, there were (and still are) opponents of the sections of the act which compel superintendent appointment by local school boards.

Charge from the General Assembly

Members of the House and Senate requested the Office of Education Accountability (OEA) to investigate the issue of elected versus appointed superintendents. OEA staff considered several related questions:

1. What major changes did the EIA mandate involving the local superintendency?
2. How did systems transition to appointed superintendents?
3. Of the school systems that had elected superintendents, how many then appointed the same person?
4. How many districts have used an outside organization to assist with superintendent recruitment?
5. How much do school boards who use superintendent recruitment services spend?
6. Where do Tennessee superintendents come from when they are hired?
7. Has the EIA changed the demographics of Tennessee superintendents?
8. What is the salary range for Tennessee superintendents?

¹ See *T.C.A.* § 49-2-203(a)

9. How long do Tennessee superintendents remain in their positions?
10. How do Tennessee superintendents feel about the current selection process?
11. In general, how do other stakeholders feel about the selection process?
12. Has the nature of the politics that surrounds the local superintendency changed?
13. Does the method of superintendent selection have a measurable impact on student achievement?
14. How prevalent is popular election as a method of superintendent selection nationally?
15. How do Tennessee superintendent qualifications compare to other states?

Methodology

The conclusions and recommendations in this report are based on:

1. A review of laws, rules, and regulations concerning superintendents and related issues before and after the implementation of the EIA.
2. A review of relevant literature pertaining to superintendent selection.
3. A review of other states' superintendent selection practices.
4. Interviews with primary stakeholders and persons deemed helpful to the project. (See Appendix A for a complete list of interviewees.)
5. A January 2003 survey of all Tennessee superintendents conducted by the Office of Education Accountability. Of the 138 superintendents surveyed, 127 responded (92 percent). (See Appendix B for a copy of the survey and Appendix C for a list of survey respondents.)
6. A review of Tennessee Department of Education superintendent salary data.

Questions & Answers

Q: What major changes did the EIA mandate involving the local superintendency?

A: The change in selection method was one part of a larger effort to shift the overall authority of the superintendent. The EIA devoted more sections to the superintendency than any other reform area. Seventeen of the act's 88 sections (19 percent) were devoted to transforming the role of the superintendent. Sections with language related to the elimination of elected county superintendents, however, constituted only a small portion of the measures directed towards changing the role of the position. Nine of the 17 superintendent-related sections were devoted to vesting more personnel power in local superintendents.

Exhibit 1

EIA Sections Authorizing Superintendent Power over Personnel

Section 7:

- Upon the recommendation of the superintendent, local boards of education may employ, fix salaries of, and make written contracts with such tenured teachers

Section 13:

- Prescribes specific duties and powers of superintendents including power to employ, transfer, suspend, non-renew, and dismiss all school personnel
- Provides that non-licensed personnel be hired on a year to year contract
- States grounds for dismissal of school employees and requires that they be given written notice of charges and an opportunity for defense

Section 15:

- Recognizes that personnel may be transferred by the superintendent without board concurrence

Section 16:

- Provides that superintendents may assign personnel to schools but not to specific positions within the schools

Section 17:

- Provides that superintendents are to employ principals under a limited written performance-based contract with specified duties, standards, and required evaluations
- Stipulates the principal's tenured right as a teacher is protected

Section 20:

- Deletes the requirement that the school board employ personnel
- Recognizes the superintendent's authority to employ
- Establishes May 15 as the deadline to employ and assign personnel for the following school year

Section 49:

- Authorizes superintendent to recommend to the board teachers who are eligible for tenure

Section 50:

- Authorizes superintendent to employ supervisors of instruction

Section 52:

- Authorizes superintendent to employ attendance officers

Source: legislative staff documents from the 97th General Assembly

The EIA sought to consolidate accountability into a single person through implementation of a corporate model for school leadership. Advocates of superintendent appointment felt that school systems, like corporations, should have one person ultimately responsible for personnel decision-making. This person was to operate as a CEO of sorts, to be held accountable by a board for the staff he or she employed and ultimately for student performance.

An appointed system where superintendents have broad authority over personnel would ideally offer some insulation from undue school board member influence on behalf of job-seeking constituents. Forty-one respondents indicated they felt no undue pressure from board members. One in particular stated, “The board allows the director to run the day-to-day operations, does not interfere with personnel, acts as a policy-making body, and is much more supportive of the director.” Further, some respondents indicated that much of the political involvement has been removed from personnel-related matters.

However, some superintendents who responded to OEA’s survey indicated that while they have statutory authority concerning personnel issues, reality is sometimes different. Twenty-four survey respondents stated that they felt compelled to make personnel decisions that were consistent with board member preferences. One respondent indicated “the director now is more influenced by the wishes of the board, whereas in the past the public was more vocal in its wishes being made known to the superintendent.” The remaining respondents chose not to respond to this open-ended question.

Q: How did systems transition to appointed superintendents?

A: The change in selection method primarily affected superintendents in county school districts. OEA survey results indicate that all municipal and special school districts already had appointed superintendents in 1992, but only five county systems had appointed superintendents before the EIA:

- Anderson County
- Davidson County / Metro Nashville
- Madison County
- McMinn County
- Montgomery County

The remaining county systems elected their superintendents either popularly or through the county commission. The law specified that all systems were to have appointed superintendents by 2000; therefore, 1996 was the last year superintendents could be elected. The following chart

illustrates early transition of Tennessee county systems from elected to appointed superintendents.

Exhibit 2

Early Transition of County School Systems from Elected to Appointed Superintendents						
1992	1993	1994	1995	1996	1997	1998
*Dyer *Haywood *Sumner	Carroll *Crockett Hardeman Humphreys Overton	Rhea Rutherford Weakley	Fayette	Williamson	*Hamilton *Lake *Maury *Obion *Robertson	*Shelby

* County Commissions elected the local superintendent

Source: January 2003 OEA superintendent survey

OEA survey data as well as records obtained from Tennessee Organization of School Superintendents (TOSS) and Tennessee School Boards Association (TSBA) indicated no district transitions from an elected to an appointed superintendent in 1999. All remaining county systems transitioned to an appointed system as required by law in 2000.

Q: Of the school systems that had elected superintendents, how many then appointed the same person?

A: Superintendents reported the following results:

- 48 (37.8 percent) superintendents reported their district had an elected superintendent prior to 1992 and the same person was retained as the first appointed superintendent.
- 44 (34.6 percent) superintendents reported their district already had appointed superintendents prior to 1992.
- 25 (19.7 percent) superintendents reported their district had an elected superintendent prior to 1992, and subsequently appointed someone different.
- 10 (7.9 percent) superintendents reported responses which did not fit precisely into the three above categories (e.g., the superintendent retired before the end of his / her elected term of office and the board appointed an interim).

Q: How many districts have used an outside organization to assist with superintendent recruitment?

A: Selecting and overseeing the system superintendent is one of the most important duties of Tennessee school boards. Since the implementation of the EIA, local school boards have employed a variety of methods to recruit candidates for superintendent. To the question, “Did your system’s school board contract with an outside agency/organization to recruit persons for the Director of School’s position?,” superintendents reported:

- Yes = 34 (26.8 percent);
- No = 88 (69.3 percent); and
- No response 5 (3.9 percent).

Q: How much do school boards who use superintendent recruitment services spend?

A: Tennessee School Boards Association (TSBA) is the leading provider of superintendent recruitment services to school districts. TSBA offers a menu of options to school districts who seek assistance in superintendent recruitment.² TSBA’s services include:

- Identifying board priorities for a new superintendent;
- Conducting a needs assessment with system employees and the community;
- Vacancy notification;
- Application processing;
- Screening applications; and
- Reference checking.

The organization offers three guaranteed package plans for superintendent searches. Prices are \$4,500; \$7,500; and \$18,500; and include various combinations of services. “Guaranteed” means that if a vacancy occurs during the two-year period following the employment of TSBA’s recommended candidate, TSBA will conduct the search again for free. A complete list of services

² Tennessee School Boards Association, Superintendent Search, http://www.tsba.net/services/super_srch.html (accessed April 4, 2003).

and costs is included as Appendix D.³ TSBA does not select the candidate for the school board, but advises the board on contract development. Additionally, TSBA can assist the board in developing the superintendent's performance evaluation.⁴ The Tennessee School Boards Association (TSBA) indicates that a complete superintendent search takes about four to six months. Superintendent searches are not required by law, but according to TSBA, some systems may be under affirmative action plans, court orders, or negotiated contracts that require formal searches.⁵

There are several other recruiting firms working in Tennessee besides TSBA, although not on the same scale. Some of the firms include:

- Cascade Consulting Group (Washington);
- Harold Webb Associates (Texas);
- Hazard, Young, Attea and Associates (Illinois);
- HR Group (Alberta, Canada);
- Midwest Superintendents Search Consultants (Missouri);
- Overton Consulting (Wisconsin);
- Ray and Berndtson (New York); and
- W. Bradley Colwell Consultants (Illinois).⁶

The Rutherford County School Board recently underwent a superintendent search, and employed the recruiting services of Cavalry Consulting, a division of Murfreesboro's Cavalry Bank. The system reportedly paid the firm \$7,405 for their services. Four other consulting firms placed bids for the job: Tennessee School Boards Association; W. Bradley Colwell Consultants; Hazard, Young, Attea and Associates; and Midwest Superintendents Search Consultants.⁷

Large urban systems like Memphis City Schools (MCS), obviously need to conduct a more extensive search. After a competitive bidding process, MCS awarded a contract to Proact Search, Inc. (Wisconsin) for \$48,434.

³ Tennessee School Boards Association, "2003 Rates for TSBA Fee-Based Services."

⁴ Ibid.

⁵ Tennessee School Boards Association, Superintendent Search: Frequently Asked Questions, http://www.tsba.net/services/super_srch_questions.html (accessed April 4, 2003).

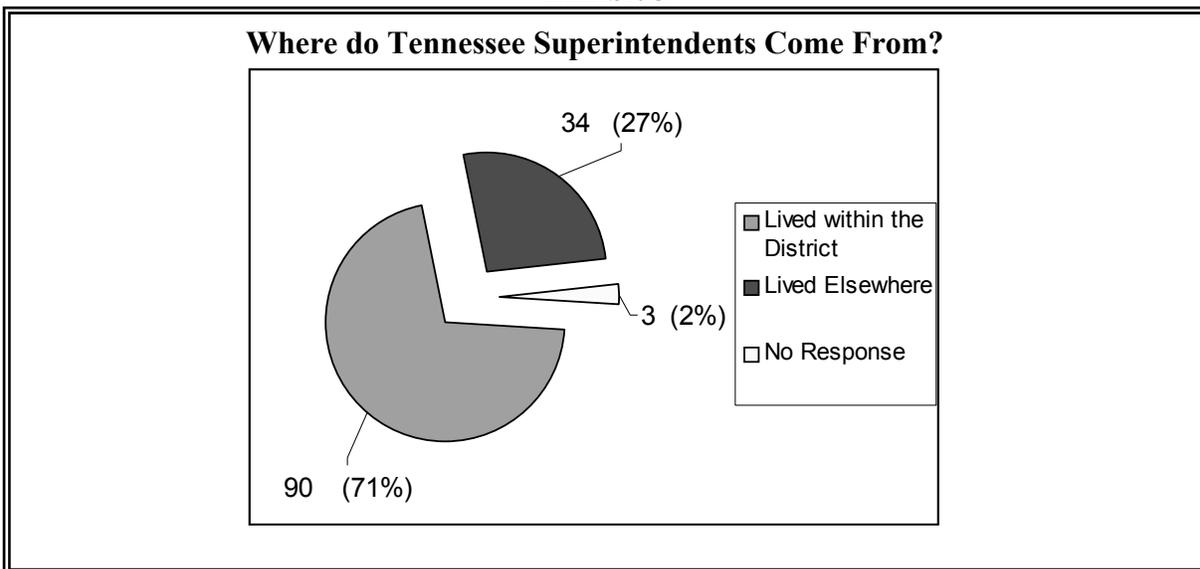
⁶ Margo Rivers, *Tennessean*, "Firm to Thin Applicants for Schools Chief Post," March 14, 2003; and Office of Education Accountability superintendent surveys.

⁷ Ibid.

Q: Where do Tennessee superintendents come from when they are hired?

A: Tennessee school boards do not go far to find their appointed superintendents. The EIA removed the requirement that superintendents had to reside in the district in which they serve. This greatly increased the pool of qualified school leaders from which school boards could search. Even so, OEA survey responses show that while Tennessee systems may shop for superintendent candidates beyond their borders, a large majority still hire from within.

Exhibit 3



Source: January 2003 OEA superintendent survey

Ninety (71 percent) superintendents reported that they lived within the county they serve when they were hired by the local school board, while 34 (27 percent) reported that they lived outside of the district (two percent of the respondents did not answer this question). National data reveals very different trends: school board respondents indicated that 66.2 percent of current superintendents were hired from outside the system they serve, while 33.8 percent were promoted from within the system.⁸

The fact that a majority of Tennessee school boards typically hire superintendents from within their system implies that these systems are generally conservative in selecting superintendents and may associate hiring outsiders with drastic reform. Richard Carlson studied superintendent succession and found that individuals promoted from within the system tend to understand and maintain the district's informal culture. Carlson referred to this as "successor origin." Outsiders often are not aware of informal relationships or existing political agendas within the system, which can lead to instability and greater change within the system.⁹ Some scholars contend that

⁸ National School Boards Association, "School Boards at the Dawn of the 21st Century: Conditions and Challenges of District Governance," 2002, p. 22.

⁹ C. R. Mayo, "The Great Superintendent Search," *American School Board Journal*, March 2003, pp. 26-29.

hiring from outside the system may interrupt continuity as systems work to implement programs or reform efforts. Further, they argue that systems may need to consider developing future leadership within their system.¹⁰ Conversely, hiring superintendents from outside of the system can bring in individuals with fresh ideas and previous experiences from other areas. Also, while systems may have qualified applicants for the superintendency, more qualified persons may live outside of the system.

Q: Has the EIA changed the demographics of Tennessee superintendents?

A: Research indicates that white males have historically held the position of superintendent, typically assuming the role as a result of the “old boy” network.¹¹ Interviewees supported this claim, indicating that minorities and females are more likely to be appointed to the superintendency than elected. A minority or female might be the most qualified person in a system, but may have difficulty being popularly elected to the office.

Historical data is not available of the demographic characteristics of superintendents, so formal analysis was not possible. However, convergent anecdotal evidence concerning minority superintendents in Tennessee indicates that the number of minority superintendents more than doubled between 1999 (when there were two minority superintendents) and 2003 (when there were five minority superintendents).¹²

The number of women in the superintendency has increased slightly since 1989, with the most significant increase occurring between 1993 (when there were 12 female superintendents) to 1995 (when there were 18 female superintendents). The current TOSS directory lists 17 female superintendents.

In an effort to promote diversity among leadership, national literature suggests that systems must make a special effort to recruit and retain female, Hispanic, and African-American educators that have leadership potential.¹³ Further, systems should take steps to not only recruit minority leadership from outside of the system, but should work to develop leadership qualities of existing system-wide staff.¹⁴

In May 2003, the Kentucky Department of Education announced its plans for a new internship program to support and train African-American superintendents in an effort to increase the

¹⁰ Ibid.

¹¹ A. Revere, “Black Women Superintendents in the United States,” *Journal of Negro Education*, 1987, pp. 510-520.

¹² Tennessee Organization of School Superintendents, Analysis of Superintendent Demographic Characteristics, May 9, 2003.

¹³ R.H. Goodman and W.G. Zimmerman, Jr., “Thinking Differently: Recommendations for 21st Century Board/Superintendent Leadership, Governance, and Teamwork for High Student Achievement,” The New England School Development Council,” 2000, http://www.nesdec.org/Thinking_Differently.htm (accessed October 14, 2002).

¹⁴ Ibid.

number of minority school leaders. The program will place three African-American educators in school systems to serve as assistants to the superintendents. The assistantships will provide each with experience in dealing with day-to-day situations.¹⁵

Q: What is the salary range for Tennessee superintendents?

A: Tennessee superintendent salaries for the 2001-02 school year ranged from \$30,400 to \$216,445. In 2001-02, the BEP generated \$82,200 *per county* for superintendent salaries. However, some counties receive additional funding through the *cost differential factor*, which adjusts salary components in some LEAs using a county-level wage index.¹⁶ With this additional funding, the BEP actually generated an average *county* superintendent salary of \$82,905.¹⁷ Research indicates that the size and wealth of systems are the primary factors in determining superintendent salary.¹⁸

BEP-generated funding of superintendent salaries and local spending on superintendent salaries vary considerably. BEP funding ranged from \$4,103 in Etowah City School System to \$98,610 in Davidson County (the \$82,200 base amount increased by 20 percent for the cost differential factor).¹⁹ Actual spending for superintendent salaries (including local contributions) ranged from \$30,400 in Bells City to \$216,445 in Memphis City.²⁰

Of the systems surveyed, 20.5 percent stated that the salary increased by more than three percent the year after the change in the law; 37.8 percent indicated that the superintendent's salary did not change. The remaining 41.7 percent did not respond to the question.

Q: How long do Tennessee superintendents remain in their positions?

A: The mean length of Tennessee superintendent service among survey respondents is seven years; 5.5 percent indicate that their years of service are not concurrent. The national average superintendent tenure is between six and seven years, which is consistent with Tennessee data.²¹

¹⁵ N. Rodriguez, *The Courier-Journal*, "State's Goal: Train Blacks to be Superintendents," May 13, 2003.

¹⁶ Tennessee Code Annotated § 49-3-351(a). The law only requires that the BEP include a "cost of operations adjustment" but does not define the parameters of that adjustment. The CDF multiplies the average wage in each of a set of nongovernmental industries by the proportion of the statewide labor force employed in that industry. Counties with above-average wages according to this index receive a "bump," and counties with average or below-average wages do not.

¹⁷ Tennessee Department of Education, 2001-02 Annual Financial Report and 2001-02 BEP model.

¹⁸ American Association of School Administrators, "The Study of the American School Superintendency, 2000: A Look at the Superintendent of Education in the New Millennium," 2000, p. 15.

¹⁹ Tennessee Department of Education, 2001-02 BEP model.

²⁰ Tennessee Department of Education, 2001-02 Annual Financial Report.

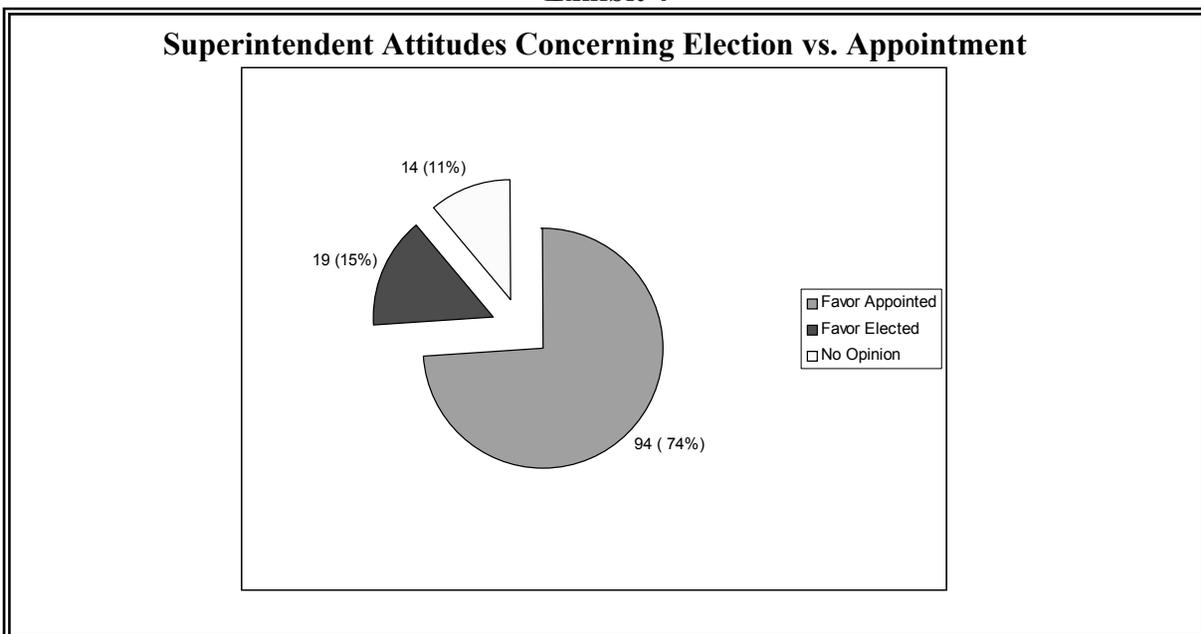
²¹ G.L. Natkin, B.S. Cooper, J.A. Alborano, A. Padilla, and S. Ghosh, paper presented at the Annual Meeting of the American Educational Research Association, "Predicting and Modeling Superintendent Turnover," presented April 2002.

Additionally, Tennessee superintendent survey results indicate that two-thirds of Tennessee superintendents have between one and 13 years of experience, with 50 percent having four years or less.

Q: How do Tennessee superintendents feel about the current selection process?

A: Given that all superintendents are currently appointed, it is not surprising that superintendent attitudes preponderantly favor appointment over election. Of the superintendents who responded to OEA's survey, 94 (74 percent) favored appointment, 19 (15 percent) supported election, and 14 (11 percent) did not answer the question.

Exhibit 4



Source: January 2003 OEA superintendent survey

In districts where the superintendent had always been appointed, over 90 percent of superintendents reported favoring appointment. In districts where there was a history of electing the superintendent the percentage favoring appointment drops by 30 percent, but still remains strongly in favor of appointment.

Tennessee Organization of School Superintendents (TOSS), the statutorily established professional organization for superintendents,²² conceded that while all members are not of one accord concerning superintendent selection, the organization formally supports appointed

²² Tennessee Code Annotated § 49-2-2101.

superintendents.²³ TOSS holds that the general public often votes for the “wrong reasons,” such as friendship and campaign signs, rather than voting on what would be most beneficial for the school system.²⁴ Appointed superintendents are given additional responsibilities and authority, but they are held accountable for their actions and have a clear chain of command. Finally, TOSS indicated that appointed superintendents are not faced with the all-consuming political campaigning that occurs during the election process. The campaign process takes superintendents away from their duties in the school system and forces them to travel the county in an attempt to secure votes.

Exhibit 5

Elected vs. Appointed: Superintendents in their own Words

Supporters of Elected Superintendents

The purpose for appointed superintendents was to reduce politics, but in small counties it made it a lot more political.

Many boards are not equipped or have the skills to conduct a search and interview.

When appointed, the appointment can be controlled by a small number of board members.

Supporters of Appointed Superintendents

Appointed superintendents are held accountable for school improvement, test scores, drop-out rates, etc. There is a chain of command and sanctions/removal if performance does not meet expectations.

If you want a politician controlled by the people, elect one. If you want a professional to lead, hire one.

Appointed superintendents bring a sense of professionalism to the office. It also allows for a comprehensive interview process rather than a popular vote.

Source: open-ended responses from the January 2003 OEA superintendent survey

Q: In general, how do other stakeholders feel about the selection process?

A: Other stakeholders have varied opinions about the appropriate method of superintendent selection.

²³ Interview with Tony Lancaster, Executive Director, Tennessee Organization of School Superintendents, September 9, 2002.

²⁴ Ibid.

Members of the Tennessee General Assembly

Since 1992 the General Assembly has generally reconfirmed its decision for appointed superintendents. However, some members have revealed their dissatisfaction with the EIA by introducing legislation that would change the method of superintendent selection. Specifically, legislators have proposed no fewer than 28 bills since 1992. A list of these bill numbers and sponsors is contained as Appendix E.

Tennessee County Commissioners Association

The Tennessee County Commissioners Association has changed its official position concerning superintendents' selection. The association supported appointed superintendents when the EIA was passed, but the members have since changed their minds. This year is the first time that the association has supported local choice: allowing each district to decide whether they want an elected or appointed superintendent. An association representative stated that appointment increased politics within the school system. Appointed superintendents are at liberty to change personnel quickly, particularly principals, and the board cannot fire the superintendent because of contractual obligations.²⁵

Tennessee County Services Association

Although they have never taken a formal position, the Tennessee County Services Association stated that most of their members would agree that locals should have the option to choose the superintendent's method of selection. The association believes that superintendent appointment has increased politics in many counties. Because they are insulated by the school board, appointed superintendents often develop political agendas contrary to the plans of the county commissions. The board and superintendent are not responsible for raising taxes, so it is easy for them to ask for additional funding from the commission.²⁶

Tennessee Education Association

The Tennessee Education Association (TEA) has a different perspective on the issue. According to a TEA representative, the EIA increased the pool of qualified applicants, allowing school boards to go outside of their systems, and even outside the state if they choose, to find qualified superintendents. Internal applicants may have an in-depth understanding of the system and the students, but may be overlooked as potential candidates for the position.²⁷

Further, people from outside the system may have problems collaborating with existing system employees. TEA staff indicated that superintendents from outside the area may not understand local culture and demographics and the special circumstances of local systems. TEA stated that elected superintendents are generally more responsive to collective bargaining. Overall, TEA's last formal position was a few years ago, and was very narrowly in support of elected superintendents.²⁸

²⁵ Telephone interview with Doug Goddard, Executive Director, Tennessee County Commissioners Association, April 10, 2003.

²⁶ Telephone interview with Robert Wormsley, Executive Director, Tennessee County Services Association, October 16, 2002.

²⁷ Telephone interview with Jerry Winters, Director of Government Relations, Tennessee Education Association, October 16, 2002.

²⁸ Ibid.

Tennessee School Boards Association

The Tennessee School Boards Association (TSBA), an organization created by statute for school board members,²⁹ supports school-board-appointed superintendents. TSBA staff stated that systems are not limited to people who live within the county because the application pool is increased tremendously. Further, the organizational structure established by the EIA requires accountability, encourages superintendents and school board members to have the same goals and objectives for the school system, and allows board members the opportunity to manage the implementation of policy. TSBA staff also indicated that the appointment process removes many political problems from the process, particularly during election time where superintendents and board members have historically “pointed fingers” at one another. Election time also poses a problem for superintendents: it requires superintendents to campaign for office instead of working in the school to prepare for the upcoming school year.³⁰

Q: Has the nature of the politics that surrounds the local superintendency changed?

A: Since the passage of the EIA, the politics of the superintendency has experienced a shift in Tennessee districts where there was a history of electing superintendents. In these districts, the EIA prompted a shift from macro-level politics in which superintendents had to maintain support among voters, to micro-level politics in which each superintendent must maintain support from the elected school board. Early proponents of appointed superintendents argued that the removal of electoral politics from the superintendency would take politics out of education.

In an effort to limit hasty political action on behalf of school board members, the General Assembly created a period in which the school board may not terminate (without cause) or enter into a contract with any superintendent.³¹ Specifically, the period begins 45 days prior to the general election of the school board and ends 30 days following the election. This prevents board members from taking steps to have the appointed superintendent removed immediately before or after the election. Some interviewees suggested that in some instances board members would lose their bid for reelection and take action to have the appointed superintendent removed as a final “statement” before they left office.

Further, state law requires that school boards adopt written policies concerning the method of accepting and reviewing applications and interviewing candidates for the superintendent’s position.³² This is to ensure that the recruitment process remains consistent and is not changed to suit particular applicants.

²⁹ Tennessee Code Annotated § 49-2-2001.

³⁰ Interview with Dan Tollett, Executive Director, Tennessee School Boards Association and Stephen Smith, Director of Government Relations, Tennessee School Boards Association, September 11, 2002.

³¹ Tennessee Code Annotated § 49-2-203(14)(A).

³² Ibid, (B).

Q: Does the method of superintendent selection have a measurable impact on student achievement?

A: OEA staff consulted with researchers at Middle Tennessee State University, Tennessee State University, and Vanderbilt University who confirmed that it is virtually impossible to statistically isolate the effect of superintendent selection method on student achievement.³³ Dr. William Sanders was also contacted based on his knowledge of available Tennessee Value Added Assessment (TVAAS) data.³⁴ Sanders, noted for his pioneering work in isolating teacher effect on student performance, indicated TVAAS data supports his assertion: those individuals closest to the classroom have the greatest measurable impact on student performance while those farther away from the teaching and learning process have less measurable impact. Teachers, according to Sanders, have the most direct influence on achievement. Superintendents have much more influence on the context that surrounds teaching and learning. Sanders estimates that all conceivable district level variables account for no more than five percent of the variation seen in TVAAS scores. Sanders indicated *it matters less how superintendents are selected, but what they do once they are in the position* [emphasis added]. He agreed that a quantitative analysis of superintendent selection on student performance would be fraught with complexities and likely not yield significant results. In addition, many factors changed at the same time as superintendent selection method including funding, class size, and various support services. Each of these changes further complicates efforts to isolate the effect of superintendent selection method on achievement.

Q: How prevalent is popular election as a method of superintendent selection nationally?

A: Electing superintendents occurs only in the South and is becoming increasingly rare.³⁵ Only four other states have any elected superintendents: Alabama, Florida, Mississippi, and South Carolina.³⁶ South Carolina has only one elected superintendent, but the local school board is in the process of amending the governance structure to require that the superintendent is

³³ OEA staff consulted the following individuals for guidance: Dr. Gary Peevely, Research Director, Academic Skills, Tennessee State University; Dr. E. Anthon Eff, Associate Professor, Middle Tennessee State University; and Dr. Thomas Smith, Assistant Professor, Vanderbilt University.

³⁴ Telephone interview with Dr. William Sanders, Research Fellow, University of North Carolina and Manager, Value-Added Research and Assessment, SAS inSchool, February 18, 2003.

³⁵ Email from Gail Gaines, Director of Legislative Services, Southern Regional Education Board to Emily Wilson, October 17, 2002.

³⁶ Education Commission of the States, "Are Local Superintendents Elected or Appointed?" http://www.ecs.org/dbsearches/Search_Info/GovernanceStructuresReports.asp?tbl=table17 (accessed October 14, 2002).

appointed.³⁷ In 1992, 341 of the nation's 15,000 district superintendents were elected; by September 2000, only 154 were elected.³⁸

Q: How do Tennessee superintendent qualifications compare to other states?

A: The EIA changed the minimum job requirements for the superintendent of schools. Prior to the EIA, superintendent applicants had to meet the following requirements: a teacher's professional license with endorsement as principal and/or supervisor of instruction; a master's degree with a major in educational administration; and five years' teaching and/or administrative experience. Local boards of education may now hire superintendents who have only baccalaureate degrees.³⁹ Although the minimum job requirements were lowered for superintendents, the EIA greatly increased the pool of qualified applicants. Prior to the EIA, only residents of the county the LEA serves could run for the office of superintendent. The EIA removed this requirement, allowing boards to conduct nationwide searches. As such, the academic qualifications of appointed superintendents are typically higher than elected superintendents.⁴⁰ A more specific list of requirements of the states below is found in Appendix F.

³⁷ Telephone interview with Dr. Billy Floyd, Senior Consultant for District Services, South Carolina School Boards Association, October 28, 2002.

³⁸ C. Smith, "Focus on School District Superintendents," *Southern Regional Education Board*, February 22, 2000, <http://www.sreb.org/scripts/Focus/focus1.asp?Code=12> (accessed October 9, 2002).

³⁹ Tennessee Code Annotated § 49-2-301(d).

⁴⁰ Tennessee School Boards Association, "What do these have in common? Appointed Superintendents," 1998; and Lowell Patterson, Doctoral Dissertation, "A Study of Perceived Differences in School Administration under Elected or Employed Superintendents," University of Tennessee at Knoxville, 1980.

Exhibit 6

Regional Superintendent Credential Requirements					
	Teaching Certificate	Bachelor's Degree	Master's Degree	Teaching Experience	Administrative Experience
Alabama	√		√		
Arkansas	√		√	√	
Delaware	√		√	√	√
Florida					
Georgia	√				
Kentucky	√	√		√	√
Louisiana	√				√
Maryland	√		√	√	√
Mississippi	√		√		√
North Carolina	√		√		
Oklahoma	√		√	√	√
South Carolina	√		√	√	√
Tennessee		√			
Texas	√		√		
Virginia	√		√	√	√
West Virginia	√		√	√	√

Source: OEA staff research

Conclusion

In closing, the questions arranged in this report yield some answers in the debate over elected versus appointed superintendents. However, some of the answers presented here raise additional questions. Neither selection method can be statistically shown to advantage students or their performance. Perhaps the most important question elevated by the answers found in this report is: If a change cannot be made on behalf of children or their performance, on whose behalf should a change be made?

Appendix A

List of Interviewees

Department of Education

Donnie Jordan, Director of Special Projects, School Approval, Tennessee Department of Education

Bruce Opie, Division of Accountability, Tennessee Department of Education

State Board of Education

Karen Weeks, Research Associate, State Board of Education

Interest Groups

Doug Goddard, Executive Director, Tennessee County Commissioners Association

Dave Goetz, Commissioner, Department of Finance and Administration (former President, Tennessee Association of Business)

Tony Lancaster, Executive Director, Tennessee Organization of School Superintendents

Stephen Smith, Director of Government Relations, Tennessee School Boards Association

Dan Tollett, Executive Director, Tennessee School Boards Association

Jerry Winters, Director of Government Relations, Tennessee Education Association

Robert Wormsley, Executive Director, Tennessee County Services Association

Other

Dr. E. Anthon Eff, Associate Professor, Middle Tennessee State University

Gale Gaines, Director of Legislative Services, Southern Regional Education Board

Jennifer Gardner, Research Analyst, House Education Committee

Rick Nicholson, Research Analyst, Senate Education Committee

Dr. Gary Peevely, Research Director, Academic Skills, Tennessee State University

Dr. William Sanders, Research Fellow, University of North Carolina and Manager, Value-Added Research and Assessment, SAS inSchool.

Dr. Thomas Smith, Assistant Professor, Vanderbilt University

Andy Womack, Former State Senator and Chairman of the Senate Education Committee, Senate sponsor of the EIA

Other States

Bill Billingsley, Assistant Director, Office of Teacher Certification, South Carolina Department of Education

Pat Brandt, Supervisor, Office of Professional Licensure, Arkansas Department of Education

Pat Carlson, Executive Director, Professional Standards Board, Delaware Department of Education

Dr. Billy Floyd, Senior Consultant for District Services, South Carolina School Board's Association

Pamela Fielder, Office of Leadership Development and Enhancement, Mississippi Department of Education

George Jakeman, North Carolina Department of Education

Toni Lewis, Director, Kentucky Education Professional Standards Board

Cindy Marose, Director, Professional Standards Section, Oklahoma Department of Education

Mary Helen McCoy, Section Administrator, Teacher Certification and Higher Education,
Office of Quality Educations, Louisiana Department of Education
Dr. Myer, Director, Office of Administrative Certifications, Alabama Department of Education
Danae Roberts, External Communications Specialist, Georgia Department of Education
Anne Wescott, Assistant Superintendent of Policy and Communication, Virginia Department of
Education

Appendix B
January 2003 Survey Questions sent to Tennessee School Superintendents

STATE OF TENNESSEE
COMPTROLLER OF THE TREASURY
OFFICE OF EDUCATION ACCOUNTABILITY

I. General Information

1. Name of LEA

2. Name of Director of Schools

3. Name, title, and phone number of person completing the survey

4. Number of Years as LEA's Director of Schools (please indicate if years are not concurrent)

5. Have you served as the superintendent in any other systems in Tennessee?

yes no

If yes, please list the systems and the time period you served there.

6. Please select the statement that most closely describes your LEA.

___ Superintendent was appointed by the school board prior to 1992 when the law changed.

[Please go to Section III]

___ LEA had an elected superintendent, and retained the same person as the appointed director when the law changed. **[Proceed to Section II]**

___ LEA had an elected superintendent, but appointed someone different as the director when the law changed. **[Proceed to Section II]**

___ Other (please explain)

II. Transition to Appointed Director of Schools

7. If your LEA had an elected superintendent before 1992, what year did it first appoint the Director of Schools?

8. If your LEA had an elected superintendent before 1992, who elected him or her?

general public county commission
 other

9. Did the salary of the appointed Director increase by more than three percent the year after the change?

yes no

If yes, by how much?

10. Please describe any changes in the superintendent's job resulting from appointment.

11. Has the director's relationship with the school board changed since he or she was appointed instead of elected? (Please describe.)

12. Has the director's relationship with the county commission changed since he or she was appointed instead of elected? (Please describe.)

III. Present Appointed Director Information

13. Did you live within the county that you serve when you were hired by the local school board as the appointed Director of Schools?

yes no

If no, where did you live?

14. Where did you work when you were hired by the local school board as the appointed Director of Schools?

What was your title?

15. In the most recent appointment of the Director of Schools, how did your system's school board handle the recruitment process?

16. Did your system's school board contract with an outside agency/organization to recruit persons for the Director of Schools position?

yes no

If yes, please list the name of the agency or organization the school board contracted with.

If yes, what was the agency or organization paid?

If yes, were there any other outside agencies or organizations in contention for assisting the board with their recruitment efforts? Who were they?

17. How is the Director of Schools given salary increases in your LEA?

18. What is the 2002-03 salary for your system's Director of Schools?

19. In your opinion, which form of superintendent is best for your system: appointed or elected? Please explain your answer.

20. Do you have any additional comments relating to the superintendent selection process?

Appendix C Survey Response

Systems that Responded to OEA's January 2003 Survey:

Anderson County	Dyer County
Clinton City	Dyersburg City
Oak Ridge City	Fayette County
Bedford County	Fentress County
Benton County	Humboldt City
Bledsoe County	Milan Special School District
Blount County	Trenton Special School District
Alcoa City	Bradford Special School District
Maryville City	Gibson County Special School District
Bradley County	Giles County
Cleveland City	Grainger County
Campbell County	Greene County
Cannon County	Greeneville City
Carroll County	Grundy County
Hollow Rock-Bruceton Special School District	Hamblen County
Huntingdon Special School District	Hamilton County
McKenzie Special School District	Hancock County
South Carroll County Special School District	Hardeman County
West Carroll County Special School District	Hardin County
Carter County	Hawkins County
Elizabethton City	Rogersville City
Cheatham County	Haywood County
Chester County	Henderson County
Claiborne County	Lexington City
Clay County	Henry County
Cocke County	Paris Special School District
Newport City	Hickman County
Coffee County	Houston County
Manchester City	Humphreys County
Tullahoma City	Jackson County
Crockett County	Johnson County
Alamo City	Lake County
Bells City	Lauderdale County
Cumberland County	Lawrence County
Davidson County	Lewis County
Decatur County	Lincoln County
DeKalb County	Fayetteville City

Dickson County	Loudon County
Lenoir City	Oneida Special School District
Athens City	Sequatchie County
Etowah City	Sevier County
Macon County	Shelby County
Madison County	Memphis City
Marion County	Stewart County
Richard City Special School District	Sullivan County
Marshall County	Bristol City
Maury County	Kingsport City
Meigs County	Sumner County
Monroe County	Tipton County
Sweetwater City	Covington City
Montgomery County	Trousdale County
Moore County	Unicoi County
Obion County	Union County
Union City	Van Buren County
Pickett County	Warren County
Polk County	Washington County
Putnam County	Johnson City
Rhea County	Wayne County
Dayton City	Weakley County
Roane County	White County
Robertson County	Franklin Special School District
Murfreesboro City	Wilson County
Scott County	Lebanon Special School District

Systems that did not respond to OEA’s Survey:

Franklin County	Overton County
Jefferson County ⁴¹	Perry County
Knox County	Harriman City
McMinn County	Rutherford County
McNairy County	Smith County
Morgan County	Williamson County

⁴¹ Jefferson County returned the survey after data analysis and report writing; therefore, the system’s information is not included in the survey analysis or in this report.

Appendix D

Tennessee School Boards Association: Superintendent Search Services and Costs

The cost of a superintendent search varies according to the level of service desired by the board.

Plan 1: \$4,500

- Advise and assist the board regarding the search process
- Publish descriptive brochure
- Distribute brochure to the following:
 - Each school system in Tennessee
 - Tennessee colleges/universities with teacher training programs
 - State school board associations in the southern region
- Advertising the vacancy via web site
- Recruit candidates who meet the board's criteria
- Receive credentials from candidates
- Respond to inquiries regarding the vacancy
- Conduct checks of credentials and references
- Schedule interview dates with finalists
- Notify candidates who were not selected as finalists
- Provide interview guides for boards
- Assist the board with the development of that an employment contract
- Negotiate the board's contract offer with the candidate

Plan 2: \$7,500

- Provide all services listed in Plan 1
- Conduct up to ten meetings with community groups
- Conduct individual interviews with each board member
- Report results of community meetings to the board
- Recommended criteria to be adopted by the board

Plan 3: \$18,500

- Provide all services listed in Plans 1 and 2
- Include involvement of National School Boards Association
- Distribute brochures to all school board associations

Advertise vacancy through national publications and organizations

Appendix E

List of Proposed Legislation to Change the Appointment of Superintendents

<i>1993-94</i>	<i>Sponsors</i>
SB032	Springer
HB0033	Buck, Winningham, Crain, Mires, Williams, Michael, Jackson, Windle, Boyer, Ferguson, Moore
<i>1995-96</i>	
SB0480	Springer
HB0719	Peach, Ramsey, Windle, Beavers, Gunnels
SB0740	Springer
HB0744	Boyer
SB0742	Springer
HB0585	Boyer, Roach, Williams
SB1334	Burks
HB0898	Windle, Winningham, Williams
SB1335	Burks
HB0899	Windle, Winningham, Williams, Boyer
<i>1997-98</i>	
SB0046	Davis, Burks
HB0053	Windle, Ferguson
SB0048	Burks, Davis
HB0039	Buck, Fowkles, Winningham, Boyer
SB0070	Cooper
HB0054	Curtiss, Windle
SB0776	Burks
HB0319	Winningham
SB0864	Davis
HB0318	Winningham, Buck
SB1395	Williams
HB1005	Boyer, Goins
SB1399	Burks
HB0906	Ferguson, Winningham, Curtiss, Buck, Windle, Stamps, McDaniel

SB1802	Davis
HB1699	Windle
SB2212	Springer
HB2132	Winningham
SB2496	Williams
HB3129	Stamps
SB2784	Burks, Springer
HB2914	Hargrove, Winningham, Boyer, Windle, Cross, McAfee, Buck, Ferguson, Curtiss, Fraley
<i>1999-2000</i>	
SB0872	Burks
HB0605	Buck, Winningham
SB1296	Davis
HB0655	Winningham, Ferguson
SB0087	Burks, Springer
HB1240	Winningham, Windle, Buck, Rhinehart, Ferguson, Boyer, Goins, Curtiss, Baird
SB0086	Burks, Springer
HB1337	Hargrove
SB0085	Burks, Springer
HB1717	Winningham
SB2451	Burks
HB2276	Boyer
SB9082	Springer, Burks
<i>2001-02</i>	
SB1006	Davis
HB0362	Buck, Winningham
SB1004	Davis
HB0363	Buck
SB0841	Williams
HB0440	Boyer
SB2358	Burchett
HB2345	Boyer

Appendix F Regional States' Superintendent Credential Requirements

- **Alabama**⁴²
 - Master's degree required
 - Completion of a state approved program at a regionally accredited institution and hold teaching certificate

- **Arkansas**⁴³
 - Master's degree in Educational Administration
 - Teaching license with four years of professional teaching experience
 - Reciprocity from another state (must have taken Praxis exams)

- **Delaware**⁴⁴

Education Requirements

 - A doctoral degree in educational leadership from a regionally accredited college, or
 - A master's or doctoral degree in education from a regionally accredited college and a current superintendent or assistant superintendent certificate from another state, or
 - A master's or doctoral degree in any field from a regionally accredited college and successful completion of a Delaware approved alternative routes to certification program for school leaders/superintendents.
 - Until approval and implementation of an alternative routes to certification program occurs, candidates completing the standard certificate in accordance with 3.1.3 of this regulation shall provide evidence of graduate course work in the following areas, either as part of the master's or doctoral degree program or in addition to it:
 - Personnel Administration
 - Supervision/Evaluation of Staff
 - Curriculum Development and Instruction
 - School Business Management
 - School Law/Legal Issues in Education
 - Human Resource Management
 - Organizational Management
 - Child or Adolescent Development, if not taken at the undergraduate level.

⁴² Telephone interview with Dr. Myer, Director, Office of Administrative Certifications, Alabama Department of Education, July 24, 2003.

⁴³ Telephone interview with Pat Brandt, Supervisor, Office of Professional Licensure, Arkansas Department of Education, September 23, 2003.

⁴⁴ Email from Pat Carlson, Executive Director, Professional Standards Board, Delaware Department of Education, to Emily Wilson, July 22, 2003.

Experience requirements

- A minimum of five (5) years of teaching experience at the pK-12 level; or
- A minimum of five (5) years of full-time pK-12 leadership experience; or
- Any combination of these types of experiences which totals a minimum of five (5) years.

- Florida⁴⁵

- No state requirements

- Georgia⁴⁶

- Must be certified as teachers

- Kentucky⁴⁷

- Three years of classroom teaching experience, two years of administrative experience, and the completion of a college superintendent certification program; or
- Bachelor's or master's degree, meet university requirements, and have a job offer as superintendent.

- Louisiana⁴⁸

- Valid Type A certificate required
- Five years of administrative/supervisory experience
- 48 semester hours to include:
 - Theory of Educational Administration
 - School Law
 - Supervisor of Instruction
 - School Community Relations
 - Principalship
 - School Finance
 - Electives
 - School Facilities
 - School Personnel and Administration
 - Group Dynamics
 - Office and Business Management
 - Clinical Supervision
 - Practicum or Internship in Administration
 - Program Development and Evaluation
 - Educational Research

⁴⁵ Email from staff at the Florida Bureau of Educator Certification, Florida Department of Education, to Emily Wilson, July 22, 2003.

⁴⁶ Telephone interview with Danae Roberts, External Communications Specialist, Georgia Department of Education, September 24, 2003.

⁴⁷ Email from Toni Lewis, Director, Kentucky Education Professional Standards Board, to Emily Wilson, July 22, 2003.

⁴⁸ Email from Mary Helen McCoy, Section Administrator, Teacher Certification and Higher Education, Office of Quality Educators, Louisiana Department of Education, to Emily Wilson, July 23, 2003.

- History/Philosophy of Education
 - Elementary Curriculum
 - Secondary School Curriculum
 - Administration/Supervision in Business, Political Science, Psychology, Sociology or Speech
- Maryland⁴⁹
 - Must meet the requirements for certification in early childhood education, elementary education, or a secondary education area
 - Have a master's degree from an institution of higher education
 - Have three years of successful teaching experience and two years of administrative or supervisory experience
 - Have successfully completed a two-year program with graduate courses in administration and supervision in an institution or institutions approved by an accrediting agency recognized by the State Superintendent of Schools.
 - Graduate work under § B may be applied toward the requirements of this section, provided that a minimum of 60 hours of graduate work is presented.
 - Mississippi⁵⁰
 - Master's degree in Educational Administration
 - Four years of administrative experience
 - North Carolina⁵¹
 - Advanced six-year degree in school administration
 - Passing score of 155 on the School Leader's Licensure Assessment
 - Oklahoma⁵²
 - Completion of a standard master's degree
 - Completion of a program in education administration approved by the Oklahoma Commission for Teacher Preparation with an emphasis on curriculum and instruction
 - A passing score on the subject area competency examination
 - A minimum of two years successful teaching, supervisory or administrative experience in public schools.

⁴⁹ Maryland Code § 13A.12.04.03.

⁵⁰ Email from Pamela Fielder, Office of Leadership Development and Enhancement, Mississippi Department of Education, to Emily Wilson, July 22, 2003.

⁵¹ Email from George Jakeman, North Carolina Department of Education, July 28, 2003.

⁵² Telephone interview with Cindy Marose, Director, Professional Standards Section, Oklahoma Department of Education, September 29, 2003.

- **South Carolina**⁵³
 - *For In-State Applicants*
 1. Valid South Carolina principal's or teacher's Professional Certificate.
 2. Applicants shall submit a minimum score of 590 on the N.T.E. Area Exam in Administration and Supervision.
 3. Three years experience as a Pre K-12 or post-secondary teacher and two years as a school or school district administrator, post-secondary administrator or school business administrator.
 4. Completion of an advanced program approved for the training of school superintendents. OR
 - *For Out-of-State Applicants*
 1. Valid out-of-state administrator, principal, or other educational leadership certificate.
 2. Submit a qualifying score on a nationally recognized administrator examination.
 3. Submit evidence of five years of experience as a Director or Assistant Superintendent in a school system.

- **Tennessee**⁵⁴
 - Baccalaureate degree

- **Texas**⁵⁵
 - Must hold a Standard Superintendent Certificate
 - For admission to a superintendent preparation program, must hold a Standard Principal Certificate (or the equivalent issued by another state or country)
 - Must satisfactorily complete an assessment based on standards required for the Superintendent Certificate
 - Must successfully complete a State Board for Educator Certification (SBEC) approved superintendent preparation program and be recommended for certification by that program
 - The individual shall hold, at a minimum, a master's degree from an accredited institution of higher education.

- **Virginia**⁵⁶

An individual may be a candidate for the list of eligible division superintendents and the renewable Division Superintendent License through the completion of the requirements in one of the following four options:

- Option one. The individual must:

⁵³ Email from Bill Billingsley, Assistant Director, Office of Teacher Certification, South Carolina Department of Education, to Emily Wilson, August 1, 2003.

⁵⁴ Tennessee Code Annotated § 49-2-301(d).

⁵⁵ Texas Administrative Code, § 19-7-242.20.

⁵⁶ Email from Anne Wescott, Assistant Superintendent for Policy and Communications, Virginia Department of Education, to Emily Wilson, July 22, 2003.

- Hold an earned doctorate degree in educational administration or educational leadership from an accredited institution; and
 - Have completed five years of educational experience in a public and/or accredited nonpublic school, two of which must be teaching experience at the preK-12 level and two of which must be in administration/supervision at the preK-12 level.
- Option two. The individual must:
- Hold an earned master's degree from an accredited institution plus 30 completed hours beyond the master's degree; and
 - Have completed requirements for administration and supervision preK-12 endorsement which includes the demonstration of competencies in the following areas:
 - Knowledge and understanding of student growth and development, including:
 - Applied learning and motivational theories;
 - Curriculum design, implementation, evaluation and refinement;
 - Principles of effective instruction, measurement, evaluation and assessment strategies;
 - Diversity and its meaning for educational programs; and
 - The role of technology in promoting student learning.
 - Knowledge and understanding of systems and organizations, including:
 - Systems theory and the change process of systems, organizations and individuals;
 - The principles of developing and implementing strategic plans;
 - Information sources and processing, including data collection and data analysis strategies;
 - Learning goals in a pluralistic society; and
 - Effective communication, including consensus building and negotiation skills.
 - Knowledge and understanding of theories, models, and principles of organizational development, including:
 - Operational procedures at the school and division/district level;
 - Principles and issues of school safety and security;
 - Human resources management and development, including adult learning and professional development models;
 - Principles and issues related to fiscal operations of school management;
 - Principles and issues related to school facilities and use of space;

- Legal issues impacting school operations and management; and
 - Technologies that support management functions.
 - Knowledge and understanding of the values and ethics of leadership, including:
 - The role of leadership in modern society;
 - Emerging issues and trends that impact the school community;
 - Community resources and partnerships of school, family, business, government and higher education institutions;
 - Community relations and marketing strategies and processes; and
 - Conditions and dynamics of the diverse school community.
 - Knowledge and understanding of the purpose of education and its role in a modern society, including:
 - The philosophy and history of education; and
 - Various ethical frameworks and professional ethics.
 - Knowledge and understanding of principles of representative governance that under gird the system of American schools, including:
 - The role of public education in developing and renewing a democratic society and an economically productive nation;
 - The law as related to education and schooling;
 - The political, social, cultural and economic systems and processes that impact schools;
 - Models and strategies of change and conflict resolution as applied to the larger political, social, cultural and economic contexts of schooling;
 - Global issues and forces affecting teaching and learning; and
 - The importance of diversity and equity in a democratic society.
- Have completed five years of educational experience in a public and/or accredited nonpublic school, two of which must be teaching experience at the preK-12 level and two of which must be in administration/supervision at the preK-12 level.
- Option three. The individual must:
 - Hold an earned master's degree from an accredited institution;
 - Hold a current, valid out-of-state license with an endorsement as a division/district superintendent; and
 - Have completed five years of educational experience in a public and/or accredited nonpublic school, two of which must be teaching experience at the preK-12 level and two of which must be in administration/supervision.
- Option four. The individual must:
 - Hold a master's degree, or its equivalent, from an accredited institution;

- Have held a senior leadership position such as Chief Executive Officer or senior military officer; and
 - Be recommended by a school board interested in employing the individual as superintendent.
- West Virginia⁵⁷
 - Must hold a professional administrative certificate endorsed for a superintendent
 - A superintendent who holds a first-class permit may be appointed for one year only, and may be reappointed two times for an additional year upon an annual evaluation.
 - Any candidate for superintendent who possesses an earned doctorate from an accredited institution of higher education and either has completed three years successful years of teaching in public education or has the equivalent of three years of experience in management or supervision as defined by state board rule, after employment by the county board shall be granted a permanent administrative certificate and shall be a licensed county superintendent.

⁵⁷ West Virginia Code § 18-4-2.

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