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THE HISTORICAL DEVELOPMENT OF THE  
CERTIFICATION OF PUBLIC SCHOOL PRINCIPALS  
IN THE COMMONWEALTH OF VIRGINIA

by

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Dissertation submitted to the Faculty of the  
Virginia Polytechnic Institute and State University  
in partial fulfillment of the requirements for the  
degree of

DOCTOR OF EDUCATION

in

Education Administration

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May, 1988

Blacksburg, Virginia

HGD 7-6-88

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(ABSTRACT)

The development of the certification of public school principals in the Commonwealth of Virginia was investigated. Historical, legal, social, and political issues were considered.

A model of the development of certification was proposed as a result of the pattern of changes, revisions, recommendations, and projections. The model identifies Stage I as the development from 1927 to 1987, the Transition to Stage II as the influence of reform reports from 1983 to 1987, and 1988 as the beginning of Stage II.

A complete chronology of the development is included.

## Acknowledgements

One of the most important things I learned in this whole endeavor is that it is an impossibility without friends. Thank you Sissy, Carla, Ed, Mary, Judi, Carlton, Linda, Mathelle, Jan, and Sue. Special thanks to Nina!!

By the time you finally get to the acknowledgements page of your dissertation, you fully realize the extent of the contributions of your committee members. My committee helped me accomplish something I never dreamed possible. For that and so much more, I am grateful to my chair, Dr. David Alexander, along with Dr. Joan Curcio, Dr. Joann Patton, Dr. Ron McKeen, and Dr. Kenneth Underwood.

I must also express sincere gratitude to those who had a part in bringing this dream to a reality - Trudy, Lynn, and Peggy. And to all of the Oakton Band members and parents - thank you for sticking with me.

And finally, I owe my sanity to Libby. We weathered many a storm and came through it all in good shape. Your prescription of "duck walks" and TCBY saved both of us.

This dissertation is dedicated to the two best teachers I ever had - my parents, Alberta C. and the late Andrew E. Newton. I love you.

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## CHAPTER ONE

### The Problem

All thinking is based, consciously or unconsciously, upon recollections of past experience. Man's unique ability to incorporate into his own personal experience that of other men and women, not only of his own time but of previous generations, is a true second sight that sets him above other species and enables him to better understand the present in order to prepare himself to face the problems of the future (Gray, 1964).

### Introduction

This study was an historical analysis of the development of the certification of public school principals in the Commonwealth of Virginia. The Virginia State Board of Education is the authority which determines the qualifications for certification and is the issuing agent for those certificates. Certification is a means by which the state strives to assure the citizenry of the placement of qualified teachers and administrators in the classrooms and offices of the public schools in the Commonwealth of Virginia. The Code of Virginia states:

No teacher shall be regularly employed by a school board or paid from public funds unless such teacher holds a certificate or provisional certificate issued by the Board of Education. . . . (Code of Virginia 22.1-29.9).

In 1926 the State Board of Education made the decision to amend the certification requirements to include specific criteria for public school administrators.

On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications: A) Collegiate Professional Certificate with two years of successful teaching experience; or B) Collegiate Certificate with three years of successful teaching experience (State Board of Education, 1926).

A review of the subsequent changes in certification requirements for public school principals revealed that revisions to these requirements have been infrequent and sporadic.

According to Gray (1964), "He who seeks to learn anything about the past will profit from a knowledge of the methods by which it is reconstructed for later use." The purpose of this study was to trace the development of the certification of public school principals from its origin to the current requirements, and to determine those events, issues, policies, regulations, or organizations which served to influence changes in that development. "We must learn from the present how to anticipate the future. When we can do that, we will understand that a trend is not destiny; we will be able to learn from the future the way we have been learning from the past" (Naisbitt, 1982).

### Need

This study was very timely in light of the recent spate of research interest in the administration of the public schools.

The most important educational issue of the future is certain to be the most important educational issue of the past: how to improve the performance of children who attend public schools. Within the school there are two important influences upon children's performance: teachers, who work closely with children; and principals, who shape the environment in which children and teachers work. Three primary relationships within a school determine the quality of education: teacher to child; teacher to teacher; and teacher to principal. More and more educational theorists are learning that what teachers teach and what children learn, for better or worse, is heavily influenced by the school principal (Barth, 1983).

Roland Barth (1983), indicated that many studies have revealed a renewed interest in the qualifications necessary for the certification of school personnel and that attention has shifted to the school principal in the quest for improved education.

The National Education Association addressed this concern in its Plan for School Reform (1985). It stated:

To better evaluate the professional skills of educators, we believe the following concern must be addressed: The problem of those few teachers and administrators who do not have sufficient skills to meet the demands of the profession.

The Education Commission of the States recommended improved leadership and management in the schools. One method outlined in the report was that states should set

higher standards for recruiting, training, and monitoring the performance of principals (Commonwealth of Virginia, 1983).

John I. Goodlad (1984) also alluded to state control in his study:

Legislators prefer to select highly specific targets in seeking school improvement and the principalship often is seen as the bullseye. But some have allowed themselves to get caught up in the machinations of those incumbents who do not want to see anything changed. Legislating long lists of paper requirements for credentialling school principals sometimes is the unfortunate result. The status quo is reinforced.

In Virginia's Plan for the Future, the Governor's Commission on Excellence in Education reiterated the need for further research on administrative certification in the Commonwealth of Virginia. The Commission Report stated that the principal is the single most important person in a school, and that there is a need to examine more carefully how principals are selected, prepared, compensated, and recertified (Commonwealth of Virginia, 1986).

The development of a national board to certify educational personnel is an issue which may have a critical impact on the requirements for the certification of public school principals in the Commonwealth of Virginia in the near future. A Nation Prepared, the report of the Carnegie Forum on Education and the Economy, makes a strong recommendation for this type of certification board.

The report of the Holmes Group and the report of the University Council on Educational Administration both agree with the concept of a certification board.

A National Policy Board on Educational Administration should be established. . . . An early agenda item would be the consideration of the establishment of a national academy or board of professional school administration. Certification by the academy would be voluntary. The academy would have direct and beneficial effects on state licensure standards and administrator preparation programs (University Council for Educational Administration, 1987).

This UCEA report also makes strong recommendations regarding the establishment of a state licensure board. Those recommendations include:

Each state should have an administrative licensure board to establish standards, examine candidates, issue licenses, and have the authority to revoke licenses. . . . Where they do not already exist, the Commission recommends that each state establish a school administrator licensure board composed of administrators, professors of educational administration, and school board members. The authority of the board would include establishment of standards for licensure, the thorough examination of candidates, the adoption and enforcement of a code of ethics, and granting and revocation of licenses, based on established procedures.

A Southern Regional Education Board study (1981) recommended that a regional analysis be conducted of certification rules for skilled personnel to staff occupational programs in high demand. In 1986, a Southern Regional Education Board study found that certification depends on the completion of state-approved programs or

series of courses in educational administration. These programs generally do not provide a good match with the skills, knowledge, and behaviors possessed by successful principals. This notion is widely accepted.

### Statement of the Problem

A review of the literature revealed the absence of a chronicle of the certification requirements for public school principals in the Commonwealth of Virginia. This study provides such a chronicle and identifies those issues, events, policies, regulations, or organizations which influenced changes in the development of the certification of public school principals.

The research was completed by providing answers to two questions.

The primary research question was:

What is the history of the certification of public school principals in the Commonwealth of Virginia?

The secondary question was:

What are the issues, events, policies, regulations, or organizations which influenced the development of the certification of public school principals in the Commonwealth of Virginia?

### Significance of the Study

This study was significant because it traced the development of the certification of public school principals in the Commonwealth of Virginia and identified those issues which impacted that development. The study also contributed to the current knowledge base on administrative certification in Virginia. The information gained from this study can help identify trends and thereby form a basis for decisions governing certification for public school administrators. This is a time of re-examination for Virginia regarding administrative certification. This study can influence the direction of that examination.

### Limitations of the Study

Historical research requires the methodical examination of data from events, documents, and human resources in order to provide a focused picture of a particular period in the course of human events. The research for this study was completed using several sources and was divided into five tiers.

The first tier of research included the compilation of data from journals, books, and other library materials concerning the history of education and certification in the Commonwealth. This tier provided a basic historical framework upon which the remainder of the research was built.



The second tier of research included the analysis of documents particular to the Commonwealth of Virginia. These documents included State Board of Education publications, the Annual Report of the Superintendent of Public Instruction, the Bulletins Governing Certification Regulations for Teachers and the Qualifications for Administrators, and the minutes of State Board of Education meetings.

The third tier of research included the determination of the legal background of certification in the Commonwealth. This research involved the analysis of the Virginia State Constitution, the Code of Virginia, and pertinent case law. This section also included the issue of reciprocity as outlined in the Interstate Agreement on Qualifications of Educational Personnel.

The fourth tier of research included the compilation of data from organizations which have impacted the requirements for the certification of public school principals in Virginia. Specifically, these included the Virginia Education Association, the Virginia Association of Secondary School Principals, the Virginia Association of Elementary School Principals, the University Council for Educational Administration, and the National Association of State Directors of Teacher Education and Certification (NASDTEC).

The fifth tier of research included the analysis of headlines and news stories as reported in the Richmond Times-

Dispatch. This provided pertinent descriptions and perceptions of current events and their impact on the people of Virginia.

Upon completion of the research tiers, the data was sorted and summarized in a chronological order representative of the development of the certification of public school principals in the Commonwealth of Virginia. Comparisons of the data from the different sources provided a cross-reference of the facts which served as a reliability factor in the study.

#### Organization of the Study

This study is divided into chapters as defined by the periods of significant change in certification requirements in the Commonwealth of Virginia. For the purposes of this study, significant change involves the addition of collegiate degrees, graduate courses in education, or additional training/experience.

Chapter One is an introduction and outline of the need, significance, organization, and methodology of the study. Chapter Two covers the years 1926 to 1949; Chapter Three covers the years 1950 to 1971; Chapter Four covers the years 1972 to 1982; Chapter Five covers the years 1983 to the present; and Chapter Six includes a summary of the findings regarding the certification of public school principals in

the Commonwealth of Virginia and includes conclusions and recommendations for further research as necessitated by this study.

#### Definition of Important Terms

The following is a definition pertinent to this study:

(1) Certification: a legal sanction by the Board of Education to insure that all teachers meet at least minimum requirements. The purpose of certification is to establish and foster high standards within the field of education (State Board of Education, 1950).

## CHAPTER TWO

1926-1950

The raising of certification standards is a slow and rather difficult process. . . . (State Department of Education, 1940).

### Introduction

The certification of public school principals in the Commonwealth of Virginia is a practice born in the early 1920's out of confusion regarding the role of the public schools and a strong desire to improve the efficiency of the operation of the schools. Prior to the regulation governing the certification of principals, which took effect in September, 1927, certificates were issued on the basis of a state examination rather than on an institutional credit basis. There were no formal requirements other than a satisfactory grade on the state examination (State Department of Education, 1928).

As early as 1906, the Virginia Board of Examiners considered resolutions to govern the certification of principals. In that year, the Board passed two such resolutions. The first resolution provided that high schools should have at least three teachers, of whom one was the principal, if he was not already occupying his position when this section went into effect, should be a graduate of a

recognized institution and should hold a Bachelor of Arts diploma. The teachers should hold certificates of a grade not less than first.

Before this resolution impacted the certification of principals, it was invalidated by the second resolution, which provided that the resolution demanding that principals have a Bachelor of Arts degree be repealed. In place of that resolution, the second provided that the selection of applicants for the position of principals be made by the county and city school boards.

In the early 1900's, business and industry in the United States reached new heights of productivity and size. Cities grew accustomed to the business practices of large industry, and school systems increased in size and organization. In the decade following 1906, the scientific management theory of Frederick Taylor was implemented as a means of increasing productivity in industry as well as reforming then current business practices. Callahan (1962) stated that by 1910, a decade of concern with reform, stimulated by the muckraking journalists, had produced a public suspicious and ready to be critical of the management of all public institutions. It was not long before this criticism fell upon the public schools.

Many states reacted by attempting to centralize certification by placing responsibility in the hands of

larger administrative departments and eliminating local control (Butts and Cremin, 1953). The Commonwealth of Virginia reacted by transferring the responsibility for certification to the State Department of Instruction in 1911. This department was charged with the maintenance of full and complete records of certificates issued. . . . (Buck, 1952).

In 1912, the reaction continued when the Southern Association of Colleges and Secondary Schools established a Virginia Commission on Accredited Schools (State Department of Education, 1970). This commission was charged with establishing and maintaining standards for the accreditation of the public schools in the Commonwealth of Virginia. Superintendent Reamur C. Stearnes referred to the accreditation program as the first serious effort to apply some definite and uniform standard of measurement to the work of all secondary schools of the State (State Department of Education, 1970).

A State Department of Education Report (1970) stated that in 1916, the General Assembly had taken the first step toward the improvement of school administration by adopting regulations which established educational qualifications for division superintendents. The regulations adopted by the State Board required that superintendents participate in educational work for ten years prior to their appointments, and specified that they be college graduates with at least

two three-hour college courses in education, or three years additional experience as a teacher, principal, or supervisor.

Superintendent Harris Hart, a former high school principal, was dedicated to the revision and improvement of the certification process for teachers. In particular, he simplified the process by reducing the number of certificates issued as well as enumerating exact requirements for certification. As a part of these requirements, he implemented a plan whereby no certificate would be renewed without evidence of professional study or other professional development (Buck, 1952). This plan took effect in 1919-1920.

By 1920, the position of the principalship was recognized as one deserving of attention, standards, and qualifications. The Department of Secondary School Principals of the National Education Association was organized in 1916, and the Department of Elementary School Principals of the National Education Association was organized in 1920. Jacobson (1950) quoted an early report which stated that the day had come in many school systems, and was approaching rapidly in others, when demonstrated competence in the classroom was an insufficient qualification to secure a principalship. There was in addition a specialized body of knowledge which the principal must know and use. Ellwood Cubberley (1916) noted:

In the administration of a school system the office of school principal should be magnified. Whatever can be done to add strength and dignity and responsibility to the office should be done, with the view to making each principal feel that his work is large and important, and that he must keep constantly growing if he is to continue to measure up to the demands of the profession.

The emphasis on certification continued into the 1920's. Callahan (1962) wrote that as early as 1921 administrators had complained about boards who hired men who had never taken graduate work in administration, and whose work did not have the endorsement of educational experts.

Through the twenties the complaints continued along with the strong recommendations that certificates with specific requirements for professional work in administration be established and made mandatory. . . . In 1925 a professor of education from the University of California urged the special certificate as a means of professionalizing educational leadership (Callahan, 1962).

#### The Birth of Administrative Certification

On February 23, 1926, the headline read: "CALL FOR RETURN TO THE THREE R'S LOUD IN STATE." Under this, LaMotte M. Blakeley, a reporter for the Richmond Times-Dispatch wrote:

Dissatisfaction with the public school system may or may not reflect the general unseaworthiness of this institution, but it does indicate that more and more people are beginning to distrust the work of the most important department of education. While the friends of higher education are pressing for more funds for Virginia's honored institutions, the proponents of the Three R's are raising all



manner of cain about the instruction of our young in the essentials of learning (p. 1).

This story caused a furor in the General Assembly which led to the headline four days later: "PUBLIC SCHOOL SYSTEM SEEMS TO LACK FAVOR" (Richmond Times-Dispatch, February 27, 1926). In this report, LaMotte M. Blakeley described the intention of the General Assembly to assume control of the school system and give it to the people of the Commonwealth. He reported that the House had already passed a resolution which called for the popular election of school superintendents.

Two weeks later, on March 10, 1926, the headline read: "DELEGATES ADOPT JOINT RESOLUTION FOR INQUIRING INTO EDUCATIONAL SYSTEM BY ASSEMBLY COMMITTEE" (Richmond Times-Dispatch, March 10, 1926). The resolution which was proposed by Major Robert Barton of Winchester read:

Whereas, there is a general feeling of dissatisfaction with the existing system of education in Virginia, and the administration thereof, and

Whereas, it is desirable to ascertain the basic causes for this feeling and the changes and remedies that may be necessary in order that this State may have a satisfactory system of education, free of frills and with the most advantageous expenditure of the public funds; now, therefore,

Be it enacted by the General Assembly of Virginia; that there shall be appointed a legislative committee on the educational system of Virginia, which committee shall have the power and duties hereinafter prescribed.

This proposal met with difficulty in the Senate and was eventually defeated on March 14, 1926. The headline read: "SCHOOL PROBE RESOLUTION IS LOST IN SENATE - HOLD INVESTIGATION IS NOT NECESSARY" (Richmond Times-Dispatch, March 14, 1926). Although the resolution was defeated, the State Board of Education realized the intensity of the feelings toward the school system and established a strategy for improvement. On March 17, 1926, it announced the first step in its improvement plan. "STATE BOARD OF EDUCATION MAKES ITS FIRST MOVE FOR HIGHER SCHOOL STANDARDS - DEEMS PERMANENT REMEDY FOR SITUATION WILL COME ONLY WITH STRICTER REQUIREMENTS FOR CERTIFICATION" (Richmond Times-Dispatch, March 17, 1926).

A Department of Education committee composed of Superintendent Harris Hart, Dabney S. Lancaster, Thomas D. Eason, B. H. Ott, and Sidney B. Hall was organized to study and evaluate the problems confronting the school system in the Commonwealth. According to the Richmond Times-Dispatch, "The committee realizes that the only permanent remedy for the situation is through raising standards for certification . . . and for accrediting of high schools" (March 17, 1926, p.1).

The State Board of Education thus revised the certification requirements for principals and from September 1, 1927, all beginning principals of accredited

high schools were required to possess the qualifications of the Collegiate Professional Certificate with two years of successful teaching experience, or the Collegiate with three years of experience.

Collegiate: The Collegiate Certification is issued to an individual who holds a baccalaureate degree from a standard university, a teachers college, an arts college, or a technical college and who has completed at least one session hours' work in school hygiene, including physical inspection of school children, and one and one-half session hours' work in physical education (physical training); one-half session hours' work in methods of teaching physical education is recommended in addition.

Collegiate Professional: The Collegiate Professional Certificate is issued to an individual who holds a baccalaureate degree conferred by a standard university, a teachers college, an arts college, or a technical college, and who has completed one and one-half session hours' work in physical education (physical training) and at least nine session hours' work in general education (teacher-training courses) . . .

The State Board of Education also defined a session hour in the 1927 Bulletin Governing the Certification of Teachers and Qualifications for Administrative Personnel as equivalent to two semester hours' credit for a class meeting twice a week for eighteen weeks, or three quarter-hours' credit given for a class meeting three times a week for twelve weeks.

On June 15, 1926, the Richmond Times-Dispatch reported: "EXPERTS BUSY ON SURVEY OF STATE SYSTEM" and on August 20, 1926, reported that progress had been made: "SHOW PROGRESS IN

EDUCATION DESPITE RANK." This referred to a low national ranking.

Superintendent Harris Hart (1918-1931)

The most significant accomplishment of the administration of Superintendent Harris Hart (1918-1931) was the revision of the certification process for teachers and administrators. He simplified the process by reducing the number of certificates issued and made great strides toward simplifying the administration of the state school system. The emphasis on simplification was a result of the national interest in efficiency which stemmed from the business community and industry.

This emphasis on efficiency was born in the theory of Frederick Taylor, nurtured by Harry F. Byrd and delivered to the Commonwealth in the form of the "short ballot." This political reform led to the reorganization and simplification of many departments within the state government and had a critical impact on the structure and administration of the certification system in the Department of Education.

### National Emphasis on Efficiency

The preceding discussion must be understood in the light of the national emphasis on efficiency in the early 1900's. Industry was growing and businessmen were held as role models. The theory of Frederick Taylor was the philosophical framework of this emphasis. His "Scientific Management" theory is best described by Raymond E. Callahan (1962) in his book, Education and the Cult of Efficiency:

When Taylor introduced his system into any shop, his first step was to make a careful, detailed, and exhaustive study of the various aspects of the jobs being done. For example, in a machine shop Taylor would observe, time with a stop watch, and record the times of various motions of a group of the most skillful men in the shop. After studying his data, he would then select a worker he regarded as being potentially a first-class man, offer him a bonus for working faster, and experiment. He would combine what he regarded as the best and fastest movements for each phase of the work that he had observed, and eliminate all useless motion. The experimental first-class man would then be taught all the proper motions and Taylor would have him repeat the process until he had satisfied himself that the job was being done in the best and fastest manner. This procedure would then be standardized and one by one the other workers would be taught and required to use this system. His belief was that there was one best way of doing any job and this method could be determined only through the scientific study of that job by experts with proper implements, i.e., a stop watch and recording card.

This scientific study for the purpose of improving efficiency was championed by school officials who saw school efficiency as a tool for the scientific management of the schools (Button and Provenzo, 1983). By the early 1920's,

school efficiency was firmly established as a pattern of reform in which the progressive and productive school administrator used the principles applied successfully in the business community to attack the prevailing problems in the school (Callahan, 1962).

### Governor Byrd's "Short Ballot"

In an effort to increase efficiency in the state government, Governor Harry F. Byrd proposed one method of achieving this desired result. According to the Richmond Times-Dispatch on February 26, 1927:

The Governor likens the State government to a huge corporation without a president, or with a president elected by the stockholders but denied power to do their will. Private business, says the Governor, has been notably efficient, while public business has been notoriously less efficient.

Governor Byrd proposed what he called the "short ballot," in which he would appoint certain officers of the state government rather than have them run as candidates with the inherent campaign expenses. He proposed to appoint the Commissioner of Agriculture, the State Treasurer, and the Superintendent of Public Instruction. He also proposed to eliminate the office of Secretary of the Commonwealth. These appointments would then be approved by both Houses of the General Assembly and would be for four-year terms. According to Governor Byrd, "Instead of taking power away from the

people, power will be given to the people to exact efficiency and just administration, instead of creating autocratic bureaus, through the Governor elected by all the people, an abuse of power by any State department can be promptly checked."

Although Byrd faced opposition to his proposal, it sped through both Houses of the General Assembly and was passed on April 9, 1927, less than two months after it was introduced. On April 10, 1927, the session of the General Assembly was closed, and the Virginia Constitution was ratified by the legislature.

#### The Effect of the Regulations

As a result of the national emphasis on efficiency and minimum requirements as well as the call for reform in the General Assembly, the State Board of Education passed a regulation which stated: "From September 1, 1927, all beginning principals of accredited high schools shall have the qualifications of the Collegiate Professional Certificate with two years of successful teaching experience or the Collegiate with three years of experience" (State Department of Education, 1927).

The Collegiate Professional Certificate was issued on the basis of graduation from a college or university with a baccalaureate degree, and was valid for a period of ten

years. Basic to the issuance of this certificate was the completion of one and one-half session hours of physical training and nine session hours of general education courses. Required courses included practice teaching; school hygiene, including physical inspection of children; and teaching physical education (in elementary or high schools). Elective courses included educational psychology; educational sociology; elementary school organization, supervision and administration; curriculum of elementary school; curriculum of high school; educational and psychological tests; problems in secondary education; and special methods in high school subjects (State Department of Education, 1926).

The Collegiate Certificate was issued on the basis of graduation from a college or university with a baccalaureate degree and was valid for a period of seven years. Basic to the issuance of this certificate was the completion of one session hour in school hygiene, including physical inspection of school children; one and one-half session hours in physical training; one-half session hour in methods of teaching physical education was suggested (State Department of Education, 1926).

The emphasis on increased requirements for the certification of high school principals also generated interest in the salaries paid to principals. This cause and effect relationship was a direct tenet of the scientific



management theory of Frederick Taylor and was in accord with Governor Byrd's reorganization plan. Superintendent Harris Hart was instrumental in revising certification requirements and had a vision for the principalship as part of his own plan for Virginia's schools.

It is gratifying to note that the salaries paid the high school principals are gradually increasing. This is to be expected, in view of the increased requirements for the high school principalship. Just one year ago the State Board of Education passed a regulation requiring all beginning high school principals in the State to be the holders of the Collegiate or Collegiate Professional Certificate, with three and two years of experience, respectively. When men and women spend more time and energy in preparing themselves for a definite position, then it follows that the financial remuneration paid them in turn should be increased. The above regulation of the State Board of Education appears to be working very satisfactorily, and yet in such a way as not to jeopardize the efficiency of any school situation. It is to be hoped that the position of the high school principalship will ultimately become a definite profession in the professional world. With encouragement by the way of increased salaries and with higher requirements, this it to be the expected result (State Department of Education, 1927).

The national trend of special requirements for the certification of principals was a relatively new development in education. Jacobson (1942) stated that it was fair to say that a beginning had been made in the certification of principals. While the requirements were not high when considered as a whole, they represented a desirable tendency

and one which helped to make the principalship a professional career.

This policy of increased requirements for certification also produced the desired effect of securing and maintaining competent school officials in the administration offices of the public schools. To harassed superintendents, beset by political pressures to hire unqualified instructors, and to teachers, victims of capricious certification and employment, such civil service safeguards provided by the State were welcome indeed (Tyack, 1967).

After the certificate was issued by the state, it was endorsed by the superintendent of the school division in which the individual was employed. The division superintendent could refuse to endorse the certificate but was required to report his action to the Superintendent of Public Instruction with the reasons for said action. The division superintendent could also revoke the certificate for cause. The individual could appeal to the Superintendent of Public Instruction within thirty days of the revocation (State Department of Education, 1927).

#### The O'Shea Survey

Prior to the closing of the 1927 session which passed Governor Byrd's "short ballot" proposal, the General Assembly also appointed a statewide survey commission to evaluate the

schools of the Commonwealth. This was done as a part of Governor Byrd's program to redesign the state government by stressing efficiency. The commission was to be directed by Michael Vincent O'Shea of the University of Wisconsin.

It was the responsibility of the commission to evaluate all the programs in the Commonwealth, including higher education and the education of Negroes in both rural and urban situations. The commission designed a survey instrument which was given to administrators, supervisors and teachers. See Appendices A, B, and C.

The commission evaluated the status, requirements and responsibilities of the principalship and arrived at significant conclusions. On the subject of certification, the commission was in complete agreement with the State Board of Education. O'Shea (1928) wrote: Under a recent ruling of the State Board no person may, in the future, become a high school principal unless he possesses a collegiate degree, has received training in the principles of school administration, and has actually had two or more years of teaching experience. The survey staff commends this ruling.

The members of the commission studied all aspects of the principalship including age, background, personal characteristics, experience, and training. According to the median scores in the study, principals were relatively young and inexperienced. The median age for elementary principals,

regardless of the number of teachers, was thirty-seven and the median tenure, regardless of the number of teachers was 3.1 years. For principals of elementary and high school grades, regardless of the number of teachers, the median age was thirty-one and one-half years and the median tenure was 2.8 years. See Tables 1 and 2. (O'Shea, 1928).

Table 1  
Data Regarding Age and Tenure of Principals  
O'Shea Report (1928)

*Data regarding age and tenure of principals of 346 schools of four or more teachers (October, 1927)*

	Median	Full Range	Range of Middle 50 Per Cent
Age of principal:			
1. Elementary grades:			
a. 4-5 teachers	32.0	20-56	28.0-38.0
b. 6 or more teachers	42.0	22-68	29.0-48.5
2. Elementary and high school grades:			
a. 4-5 teachers	26.0	19-53	22.8-32.8
b. 6-10 teachers	30.0	21-66	26.4-35.0
c. 11-15 teachers	33.0	23-68	29.0-39.0
d. 16 or more teachers	34.2	24-61	31.3-39.2
Number years in present position:			
1. Elementary grades:			
a. 4-5 teachers	2.5	0-11	1.7-4.3
b. 6 or more teachers	3.7	1-24	2.8-6.5
2. Elementary and high school grades:			
a. 4-5 teachers	2.0	0-16	0.4-2.8
b. 6-10 teachers	2.7	0-22	1.7-4.6
c. 11-15 teachers	2.9	0-19	2.6-5.3
d. 16 or more teachers	3.7	0-30	1.9-4.5

Table 2  
Data Regarding Experience of Principals  
O'Shea Report (1928)

*Data regarding experience of principals of 346 schools of four or more teachers in grades 1 to 7; grades 8 to 11; and as principal (October, 1927)*

	Median (Years)			Full Range (Years)			Range of Middle 50 per cent (Years)		
	Grades 1-7	Grades 8-11	As principal	Grades 1-7	Grades 8-11	As principal	Grades 1-7	Grades 8-11	As principal
Experience of principals:									
1. Elementary grades:									
a. 4-5 teachers	2.3	2.4	3.5	0-32	0-8	0-16	4.5-14.0	0.5-2.5	2.4-6.5
b. 6 or more teachers	3.1	0.9	5.3	1-49	0-21	0-49	5.8-11.8	0.5-6.0	3.0-9.8
2. Elementary and high school grades:									
a. 4-5 teachers	1.1	1.5	2.0	0-19	0-23	0-23	0.5-5.6	1.0-4.8	0.8-4.5
b. 6-10 teachers	0.8	3.8	4.6	0-20	0-47	0-47	0.4-2.0	1.9-7.5	2.4-8.4
c. 11-15 teachers	0.8	4.7	6.9	0-13	0-35	0-36	0.4-1.5	2.0-8.3	3.2-10.4
d. 16 or more teachers	0.9	4.8	6.6	0-8	0-28	0-30	0.4-1.7	1.5-7.4	4.4-8.6

The data regarding the training of principals was also very significant. The median years of training for principals of elementary schools with four to five teachers was 2.3 years; for schools with six or more teachers, the median years of training was 2.4 years. For principals of elementary and secondary schools with four to five teachers, the median was 3.5 years; with six to ten teachers it was 4.5 years; with eleven to fifteen teachers it was 4.6 years; and with sixteen or more teachers it was 4.9 years. See Table 3 (O'Shea, 1928).

According to the data regarding the training in specific academic and professional areas, the primary area of concentration was "Principles of Education," which included

Table 3  
Data Showing the Amount of Training of  
Principals of 346 Schools of Four or More  
Teachers in Normal School and College  
(1927-1928)

*Data showing the amount of training of principals of 346 schools of four or more teachers in normal school and college (1927-28)*

	PERCENTAGE SPENDING YEARS										
	None	Less Than 1	1 0-1 9	2 0-2 9	3 0-3 9	4 0-4 9	5 0-5 9	6 0-6 9	7 0-7 9	8 0-8 9	9 0-9 9
Normal school training:											
1. Elementary grades:											
a. 4-5 teachers	14.7	14.7	35.3	26.5	5.9	2.9					
a. 6 or more teachers	31.6	10.5	36.8	15.8	5.3						
2. Elementary and high school grades:											
a. 4-5 teachers	64.0	10.0	6.0	20.0							
b. 6-10 teachers	84.1	4.6	2.0	7.9		0.7	0.7				
c. 11-15 teachers	82.8	6.9	1.7	8.6							
d. 16 or more teachers	89.3	3.6		7.1							
College or university training:											
1. Elementary grades:											
a. 4-5 teachers	39.4	24.2	21.2	9.1		6.1					
b. 6 or more teachers	30.0	15.0	25.0	15.0	15.0						
2. Elementary and high school grades:											
a. 4-5 teachers	16.0	6.0	4.0	22.0	12.0	34.0	6.0				
b. 6-10 teachers	0.7	1.3	1.3	10.8	13.3	59.3	11.3	1.3			0.7
c. 11-15 teachers			1.7	5.2	5.2	67.3	17.2	3.4			
d. 16 or more teachers				3.6	7.1	50.0	32.2	7.1			

	YEARS		
	Median	Full Range	Range of Middle 50 Per Cent
Normal, college and university training:			
1. Elementary grades:			
a. 4-5 teachers	2.3	0 0- 5 0	1 5-2 8
b. 6 or more teachers	2.4	0 7- 4 7	1 5-3 2
2. Elementary and high school grades:			
a. 4-5 teachers	3.5	0 0- 5 0	2 6-4 5
b. 6-10 teachers	4.5	1 0-13 0	4 0-4 9
c. 11-15 teachers	4.6	2 0- 7 8	4 3-5 0
d. 16 or more teachers	4.9	0 0- 6 0	4 3-5 0

general and special methods as well as specific courses in supervision. This was followed by educational psychology and school administration.

For principals of elementary schools with four to five teachers, the median hours of training were 17.0 semester hours in Principles of Education, 5.0 semester hours in Educational Psychology, and 1.6 semester hours in School Administration.

For principals of elementary schools with six or more teachers, the median hours of training were 16.0 semester hours in Principles of Education, 5.6 semester hours in Educational Psychology, and 2.6 semester hours in School Administration.

For principals of elementary and secondary grades with four to five teachers, the median hours of training were 9.4 semester hours in Principles of Education, 6.6 semester hours in Educational Psychology, and 1.6 semester hours in School Administration.

For principals of schools with six to ten teachers, the median hours of training were 12.2 semester hours in Principles of Education, 7.0 semester hours in Educational Psychology, and 4.6 semester hours in School Administration.

In schools with eleven to fifteen teachers, the median was 12.8 semester hours in Principles of Education, 7.2

semester hours in Educational Psychology, and 6.6 semester hours in School Administration.

In schools with sixteen or more teachers, the median was 17.0 semester hours in Principles of Education, 7.6 semester hours in Educational Psychology, and 6.8 semester hours in School Administration. See Table 4 (O'Shea, 1928).

After close examination of the training, background, and typical duties performed by school principals, the commission felt that the position demanded parameters and strict requirements for entry level positions in order to maintain competent and fully capable administrators in the schools of Virginia. O'Shea (1928) wrote that in the estimation of the survey staff the office of high school principal should be stabilized and dignified to the end that good men may be secured and then retained in chosen positions for longer periods of time.

The survey staff felt that the school principal must be compelled to enhance his or her training in certain professional areas and recommended that the county superintendents place full responsibility for the administration of a particular school with the individual principal as soon as possible. By doing so, the commission felt that the principal would then be obliged to augment his or her training with additional courses (O'Shea, 1928).



Table 4  
Data Showing Amount of Training in Semester  
Hours in Certain Professional Subjects  
(1927-1928)

*Data showing amount of training in semester hours in certain professional subjects (1927-28)*

	MEDIAN*				FULL RANGE				RANGE OF MIDDLE 50 PER CENT			
	Educational Psychology	Principles of Education, Etc.	School Administration	Other Professional Courses	Educational Psychology	Principles of Education, Etc.	School Administration	Other Professional Courses	Educational Psychology	Principles of Education, Etc.	School Administration	Other Professional Courses
1. Elementary grades												
a. 4-5 teachers	5.0	17.0	1.6	3.6	0-40	0-72	0-24	0-48	1.6-9.0	7.0-26.0	0.8-3.4	1.4-17.0
b. 6 or more teachers	5.6	16.0	2.6	3.0	0-36	0-84	0-6	0-26	3.6-8.6	9.0-25.0	1.2-5.0	1.2-19.0
2. Elementary and high school grades:												
a. 4-5 teachers	6.6	9.4	1.6	1.6	0-60	0-70	0-24	0-76	3.6-9.4	3.0-18.6	0.8-3.0	0.8-4.4
b. 6-10 teachers	7.0	12.2	4.6	1.8	0-36	0-80	0-24	0-116	4.0-9.0	6.4-21.4	1.8-7.2	0.8-8.8
c. 11-15 teachers	7.2	12.8	6.6	2.4	0-108	0-78	0-54	0-36	4.8-13.0	3.0-28.0	2.8-13.4	1.0-8.2
d. 16 or more teachers	7.6	17.0	6.8	4.6	0-24	0-60	0-24	0-60	3.6-13.2	7.6-24.8	2.0-9.0	1.2-7.8

\*Based upon the data for those who have had some such training.

### Principals' Conferences

As standards for certification were scrutinized and revised, so were standards for accrediting high schools. Principals were given more responsibility commensurate with their higher salaries and increased requirements. They were asked for input regarding these standards and were encouraged to participate in work programs for the purpose of studying those standards.

In 1936, principals of accredited high schools were invited to participate in a work session which would lead to the revision of accrediting standards (State Department of Education, 1936). This was the first time that principals had been requested to provide input regarding their schools or their profession. This was another indication of the gradually developing importance of the position of the principalship.

The principals were asked to examine the present standards for accrediting high schools in Virginia and prepare a report on any changes which should be made. The Director of Instruction accepted those reports, and then selected certain principals to participate in a summer session designed to establish a new model for accreditation and to prepare materials for a manual for statewide distribution to all principals (State Department of Education, 1936).

The natural continuation of this process was the development of principals' conferences held each year beginning in 1936-37. The conferences were generally three days in length, during which time the principals discussed topics which they themselves deemed as critical to their profession. These included such topics as curriculum problems, discipline, and certification standards. Seminars were conducted, as were small group study arrangements. Discussions were documented and reports prepared. These reports indicated clearly that the principals of Virginia high schools had been engaged in a systematic and thoughtful study of educational problems, a study which had given them a forward-looking point of view which was highly commendable (State Department of Education, 1937).

These conferences continued and, in the Annual Report of the Superintendent of Public Instruction the following year (1937-38), the Superintendent was satisfied that the principals had made great strides toward the development of a sound and functioning philosophy of education and in the modification of administrative organization and practice in conformity with that philosophy. The discussions at these conferences led to topics which were concerned with administrative skills, standards, and general requirements for entry-level positions. The position of the principalship was becoming established in the world of professional

education, and principals themselves were concerned with standards and skills necessary for accomplishing the task.

### Elementary Principals' Conferences

Following the lead of the Department of Secondary Principals which initiated summer conferences in 1936-37, the Department of Elementary Principals of the Virginia Education Association sponsored a three-day summer conference for principals of elementary schools in June, 1944, at the Farmville State Teachers College (State Department of Education, 1944).

In addition to the obvious problems of administering schools during wartime, the principals discussed topics such as health and recreation problems of younger children, increased pressure on the elementary school, and the basic skills and requirements of the elementary principal (State Department of Education, 1944).

Although certification requirements for the elementary principal were slower in developing than those for the high school principal, the practicing elementary administrators were advanced in their ideas and suggestions concerning the profession and basic requirements for entry and performance.

These conferences continued to provide a forum for discussion of critical issues for elementary principals. In the Annual Report of the Superintendent of Public Instruction

of September, 1946, it was reported that the elementary principals discussed topics such as "What Constitutes a Good Elementary Program?" and "The Role of the Principal in Carrying Forward a Good Elementary School Program."

#### The Employment of Principals on a 12-Month Basis

Realizing the increased demand on the schools and the subsequent responsibility of the principals to administer more complex programs, the Superintendent of Public Instruction, in his Annual Report of September, 1943, recommended that principals be employed on a 12-month basis rather than a 9-month basis as was the current practice. He felt that the increased demand required principals to devote more time to discovering community needs, organizing community resources for meeting those needs, planning the program of the schools with associates and training members of the staffs in carrying out the responsibilities involved (State Department of Education, 1943).

This concern was echoed by the Virginia Education Association in its report of 1944. This report was commissioned by Dr. George H. Denny and directed by Dr. Wilson Gee of the University of Virginia. It was recommended that the state provide the funds necessary to employ principals for twelve months in order to allow them to make preparations for the new session, advise pupils and parents

concerning courses and other school matters, foster proper school and community relationships, and perform many other desirable tasks as assigned (State Department of Education, 1944).

In 1945, the General Assembly held a special session, at which time an appropriation of \$100,000 was made as a form of State aid in order to allow school divisions within the State to employ principals on a twelve-month basis for the purpose of raising the schools to a new and higher level of efficiency (Buck, 1952). During the following summer, 210 Virginia principals were employed on a twelve-month basis.

In 1946, the funding was increased in order to allow 305 principals to be employed on a twelve-month basis and by 1948, \$182,000 was appropriated by the General Assembly allowing 296 high school and 44 elementary principals to be employed on a twelve-month basis (Buck, 1952).

## Chapter Two Chronology

- 1906: Board of Examiners Resolutions
- 1911: Certification Transferred to Department of Public Instruction
- 1912: Southern Association of Colleges and Secondary Schools Established Virginia Commission on Accredited Schools
- 1916: General Assembly Adopted Regulations Governing the Qualifications for Division Superintendents  
 Department of Secondary School Principals of the National Education Association Organized
- 1919: Hart Plan - No Certificate Renewed Without Evidence of Professional Study or Other Professional Development
- 1920: Department of Elementary School Principals of the National Education Association Organized
- 1926: "Call for Return to Three R's Loud in State" (2-23-26)  
 "Public School System Seems to Lack Favor" (2-27-26)  
 "Delegates Adopt Joint Resolution for Inquiring Into Educational System" (3-10-26)  
 Resolution Defeated in Senate (3-14-26)  
 State Board Proposes Increased Certification Requirements (3-17-26)  
 State Board Adopts New Certification Regulations For Principals
- 1927: Governor Byrd's Short Ballot  
 New Certification Requirements in Effect (September, 1927)
- 1928: O'Shea Survey
- 1936: Principals' Conferences
- 1940: Elementary Principals' Conferences

- 1943: Superintendent Proposes Employment of Principals on 12-Month Basis
- 1944: Denny Commission Recommends Employment of Principals on 12-Month Basis
- 1945: General Assembly Appropriates Funds for Employment of Principals on 12-Month Basis



## CHAPTER THREE

1950 - 1971

Great dramatic social events have historical importance not only for their own intrinsics, but also because of their direct and indirect effects on the thought processes and behavior of people and societies (Sufrin, 1963).

### The Changes of 1950

In April, 1948, F. M. Farmer wrote an article for the Bulletin of the National Association of Secondary School Principals (NASSP) entitled "The Public High School Principalship." In it, he described the position of the principalship and the evolution of desirable qualifications for the position. He noted:

The evidence indicates strongly that the public high school principalship is growing into a professional position. In former years the principalship was held by one of the more mature teachers. . . . Efforts of accrediting associations increased the educational requirements for the high school principalship with the result that the position began to assume more importance in the educational field. A Bachelor's degree was ample qualification for the earlier principalship. In fact, there were many principals who did not even have this degree. . . . Not only have the number of principals with higher degrees increased, but many more have also had some educational teaching experience before entering upon the high school principalship. This internship is part of the professional development of the principalship. Prospective principals can view the principalship as a desired position, and in turn be viewed by schools as possible men for the principalship.

In accordance with then current research such as the study done by Farmer for the National Association of Secondary School Principals, and due to the statewide emphasis on increased requirements for the principalship, the Division of Secondary Education of the Department of Education evaluated the criteria for accrediting high schools. This study was accomplished by the work of teachers, principals, and upper level administrators who sought to revise the standards as deemed necessary. As a result of this cooperative effort, new criteria were written and established as the standards for accreditation. These changes were approved and incorporated into State Department of Education policy and published in a State Board of Education Bulletin. This bulletin included critical implications for the certification of public school principals in the Commonwealth.

According to this bulletin, each school was to be under the administrative direction of a principal who had at least three years' successful experience as a teacher, administrator, or supervisor, and graduate study in administration and in supervision of instruction. The principal was required to hold the highest type of certificate issued by the State Department of Education (State Department of Education, 1950).

Three months prior to the publication of the Accreditation Bulletin, the State Department of Education had published the bulletin entitled "Certification Regulations for Teachers and Qualifications for Administrators and Supervisors." This became effective on July 1, 1950, and reflected the considerable changes made to the certification of principals. The officers of the State Department of Education as well as practicing teachers and principals were involved in the process of revising the certification standards. This was the culmination of several years of conferences, workshops, seminars, and discussions which began in the mid-1930's and was supported by the efforts of the Division of Secondary Education in the attempt to revise the standards for the accrediting of secondary schools in the Commonwealth.

Virginia is indebted to many teachers, administrators, and members of the staff of the State Department of Education for their contributions through the years to the development of certification standards, but the plan established under the administration of Harris Hart when he became State Superintendent of Public Instruction in 1918 deserves special commendation. This well conceived plan administered for many years by Thomas D. Eason, the Director of Higher Education, continues in general to meet the needs of the State. The revisions in this bulletin reflect the thinking of many experienced teachers, supervisors, and administrators (State Department of Education, 1950).

Under the provisions of the accreditation standards which became effective in October, 1950, principals of

secondary schools were required to have at least three years of educational experience, additional study in administration and supervision, and to hold the highest certificate issued by the State Department of Education. The new requirements for the certification of principals reflected these criteria. The revised requirements included: 1) the principal should hold the Postgraduate Professional Certificate; 2) the principal must have taken additional graduate courses in administration and supervision; and 3) the principal must have at least three years of successful teaching experience (State Department of Education, 1950). The qualification for principals of elementary schools had not been established and were not included in these changes.

The Postgraduate Professional Certificate was established by the State Department of Education during this period of evaluation and change as the highest type of certificate issued. The bulletin described the recipient of this certificate as:

An applicant who has earned a 'Master's Degree' or a 'Doctor's Degree' from an accredited institution; who has taught successfully for three years and who has qualified for a Collegiate Professional Certificate as hereafter described, is eligible for the Postgraduate Professional Certificate. This certificate is, like the Collegiate Professional Certificate, valid for a period of ten years. . . . (State Department of Education, 1950).

The revisions of 1950 included major changes in the certification of principals. In addition to the requirement

of at least three years of successful teaching experience, the principal was required to take graduate courses in administration and supervision and to be the holder of a Master's Degree from an accredited institution.

#### Requirements for Elementary Principals

During this time, elementary principals continued the practice of holding conferences to discuss issues critical to the elementary program. These conferences were conducted on the local, district, and state levels and included emphasis on the principal's role, responsibility, and qualifications. Elementary principals were especially concerned about placing competent individuals in the position as well as raising the standards for entry into the profession.

In March, 1949, the Division of Elementary Education of the State Department of Education published a bulletin (No. 5, Vol. XXXI) entitled, "The Characteristics of a Good Elementary School." This bulletin addressed many of the concerns discussed in the elementary principals' conferences and included suggestions regarding the certification of elementary principals.

In the good elementary school staff members will not only meet requirements for certification but they will have had special training for the positions they hold. For example, teachers of the primary grades will have had training in work with young children; principals will have had

professional training in elementary education and in supervision and administration.

Elementary principals continued to evaluate elementary programs and to consider revisions to the requirements necessary for entry to the position of principal. In the September, 1950, Annual Report of the Superintendent of Public Instruction, it was noted that the elementary school principals had devoted some time to a study of the specific responsibilities of elementary school principals with a view to making some recommendations concerning the qualifications needed for this position.

Three months later, these recommendations were brought before the State Board of Education. On December 15, 1950, the minutes of the State Board of Education reported:

Superintendent Howard presented for consideration proposed qualifications for the elementary school principalship. He stated that the need for establishing such requirements as a guide in improving the leadership service of this important position has been recognized for some time. It was pointed out that the suggested qualifications are not intended to be retroactive but are suggested as a goal toward which all should work.

Upon recommendation of the Director of the Division of Elementary Education and Superintendent Howard, the Board approved the following qualifications:

Training:

- a) The highest Virginia certificate; and
- b) Endorsement for teaching in the elementary school as prescribed in the 1950 revision of the certification regulations.

Experience:

Three years of professional experience as a teacher, supervisor, or administrator (State Department of Education, 1950).

Although these new qualifications were slow in developing, their acceptance and approval were well received by the elementary principals in the Commonwealth. The necessity for these qualifications became more critical as post-war enrollments increased and consolidation of one- and two-teacher schools became standard practice. In the Annual Report of the Superintendent of Public Instruction of November, 1954, it was reported that:

Greater emphasis on qualifications for elementary school principals is becoming increasingly necessary as large elementary schools are being created and more consolidation of one- and two-teacher schools is taking place. The State Board regulations of December 15, 1950, relative to training and experience which becomes [sic] effective with the 1954-55 session will tend to lessen the acuteness of this problem.

Continued Debate

After the revisions of 1950, the training and qualifications of principals continued to be discussed and evaluated. Professional educators and State Department of Education officials were all concerned with the qualifications and training of the individuals placed in the principalship.

The State Board discussed certification requirements for both teachers and administrators and revised the 1950 regulations on May 26, 1955. The minutes of that meeting recorded:

On recommendation of Superintendent Howard and the Coordinator of Teacher Education, the Board authorized modifications in certification requirements in general education, as set forth in the 1950 bulletin, and readopted the following former provision:

In setting up the baccalaureate degree as a basic requirement for a Virginia teacher's certificate, it is assumed that the course leading to the degree includes a minimum of 60 semester or 30 session hours of general education, including study in the fields of English, Social Science, Physical and/or Biological Science, Mathematics, and Physical and Health Education. If the applicant has secured a baccalaureate degree through a course which does not include this background of general education, the endorsements on the certificate may be limited to some special subject or subjects in which the applicant has majored.

The debate regarding certification requirements continued through the decade of the fifties. On August 6, 1956, the State Board of Education approved a study of the certification requirements for teachers and approved changes in February, 1958. The debate and evaluation were greatly affected by the social events which occurred in the late 1950's. The combination of these events critically impacted the direction of certification in the Commonwealth.



### A Decade of Turbulence

The decade from 1950 to 1960 marked a period of social and educational turmoil in the Commonwealth. The two major factors which contributed to this serious upheaval were the 1954 Supreme Court decision in Brown v. Board of Education and the 1957 launching of the Russian Sputnik.

In his Annual Report of the Superintendent of Public Instruction of September, 1959 (No. 2., Vol. XLII), Superintendent Davis Y. Paschall described the state of the educational program in the Commonwealth.

The future historian will undoubtedly record the 1958-59 school year as a year of crisis in its import for public education in Virginia.

The happenings of this fateful year can, without undue labor, be cited in any objective chronicle. The ebb and flow of inner conflicts and time-honored beliefs that underlie the events, however, are best known to those who live them. This fact is commended to the attention of the future observer lest his interpretations or conclusions fail to assess the hidden recesses of the agonizing crisis.

Whereas there were many factors that impinged on the course of public education, the main focus was two-pronged: the explosive series of events related to integration suits emanating from the Supreme Court decision of 1954, and the birth pangs of a space age that turned critically to education as a determiner in the sudden warfare of ideologies for the capture of the minds of men.

On May 17, 1954, the Supreme Court ruled in Brown v. Board of Education that separate-but-equal is unequal, thus overruling Plessy v. Ferguson (1896). This decision so

shocked the Commonwealth that Governor Harry F. Byrd announced that it would bring implications and dangers of the greatest consequence (Fishwick, 1959). The Richmond Times-Dispatch said on the following day: "Segregation in the South is not about to be eliminated. Final achievement of that objective is years, perhaps many years, in the future" (May 18, 1954).

On August 30, 1954, Governor Thomas B. Stanley appointed a legislative commission on public education, composed of 32 members of the General Assembly, to determine the effect on public education of the 1954 U.S. Supreme Court decision on the school segregation issue. State Senator Garland Gray, of Waverly, was selected to serve as Chairman.

When faced with the order to integrate, Virginia, famed for her moderation and conservatism, lent her prestige of leadership in historic crises of the South to the side of reaction. Senator Harry Byrd called for 'massive resistance' (Fishwick, 1959). The headlines on April 10, 1955 read: "SCHOOLS WILL 'COLLAPSE' IF INTEGRATED AT ONCE, VIRGINIANS TELL COURT" (Richmond Times-Dispatch).

Throughout the spring and summer of 1955 the battle raged against integration. On June 6, 1955, a lawyer offered a new plan, called the "interposition plan," by which the State could maintain separate schools. Fishwick (1959) wrote that this was a plan by which the State attempted to

interpose her sovereign power between the Constitution and alleged usurpation of power by the Supreme Court. The key to this position was that court orders must be directed to someone. If, by interposition, these orders are ultimately issued to the Governor or legislature, how could they be enforced?

On June 23, 1955, the State Board of Education chose to postpone any action concerning desegregation until the General Assembly enacted legislation. The minutes of that meeting recorded:

The problems created by the decision of the U.S. Supreme Court cannot be solved suddenly. The Court recognized that those responsible may well take into account the public interest in the elimination of existing obstacles in a systematic and effective manner. The Court further recognized problems related to administration, physical conditions of school plants, the transportation of pupils, personnel, revision of school districts and attendance areas. Attention was directed to the possible necessity for the revision of State and local laws.

Although the U.S. Supreme Court placed on the school authorities the responsibility for assessing and solving the problems in accordance with the views expressed by the Court, the State Board of Education and the local political subdivisions cannot initiate a plan to accomplish an orderly and logical adjustment within the law until the General Assembly has enacted appropriate legislation. The State Board is of the opinion that hasty action could well result in serious damage to the public school system.

On June 24, 1955 the headlines read: "CONTINUED SEGREGATION DECLARED AS STATE POLICY" (Richmond Times-Dispatch).

The Gray Commission reported its findings on November 11, 1955, and delivered them to the Governor on November 12. The headlines read: "SPECIAL SESSION CALL SEEN AFTER EARLY GRAY REPORT - GRAY COMMISSION - LONG STUDIED PROGRAM TO PREVENT COMPULSORY RACIAL INTEGRATION" (Richmond Times-Dispatch, November 12, 1955). On November 13, 1955, the headlines outlined the two major prongs of the Gray plan: "TUITION AID, PUBLIC SHIFT URGED TO BAN INTEGRATION" (Richmond Times-Dispatch).

The General Assembly acted swiftly with endorsement from Governor Stanley and the State Board of Education to pass a referendum which would allow for a State convention at which Section 141 of the State Constitution would be amended to conform with the Gray plan. According to the Richmond Times-Dispatch on December 6, 1955: "It (the State) will decide whether a convention shall meet to amend Section 141 of the State Constitution so as to permit use of public funds to aid education in non-sectarian private schools. Such aid, via tuition grants to individual pupils, is the keystone of the legislative structure designed by the Gray Commission to prevent compulsory integration in Virginia schools." On December 11, Superintendent Howard was quoted in the Richmond

Times-Dispatch as endorsing the Gray plan. "HOWARD BACKS MOVE TO EFFECT TUITION GRANTS - PUBLIC SCHOOLS CHIEF CITES MERITS OF GRAY PROPOSALS."

On December 13, one week later, the State Board of Education issued a statement concerning the Gray Commission. It said:

The Board strongly favors the proposals of the Commission on Public Education providing for a high degree of local autonomy in the operation of their schools. The Board favors the authorization of the use of powers of assignment of pupils and teachers as proposed. It favors the principle stated in the report of preventing enforced integration of either white or Negro pupils in mixed schools against the wills of their parents.

The Board recognizes the meaning and extreme importance of an efficient system of public free schools throughout the Commonwealth. The future of our system of government depends largely upon the intelligence of all of our citizenry. Any time lost in the life of a child can never be regained. Education for all children is the only way of achieving loyalty to the State and pride in democratic traditions of the people (Minutes of the State Board of Education, 1955).

On December 29, 1955, Governor Stanley was reported as supporting the State school laws: "WILL RECOMMEND ASSEMBLY MEET FULLY SECTION 129: 'The General Assembly shall establish and maintain an efficient system of public free schools throughout the State'" (Richmond Times-Dispatch, December 29, 1955). He was quoted in the paper as saying: "Since the Supreme Court's decision of May, 1954, all of my efforts, those of the Commission on Public Education, and of

the General Assembly have been to ameliorate the effect of the decision and still preserve our public school system."

He also outlined the objectives of the Gray Commission:

1. avoidance of enforced integration of the races in any of our public schools; and
2. maintenance of educational opportunities for the boys and girls in all sections of Virginia despite the wide variation in problems and density of White and Negro population.

The headlines for the next two weeks were all concerned with the vote which was to take place on January 9, 1956. On January 8, the Richmond Times-Dispatch predicted a record turnout of voters. The voters approved the convention on January 9. "CONVENTION IS APPROVED BY 2 TO 1 IN HEAVY VOTE."

### The Russian Challenge

The second factor which created such turmoil in the Commonwealth during the period from 1950 to 1960 was the launching of the Russian satellite, Sputnik, in October, 1957. This event, perhaps even more than the focus on desegregation, had a critical impact on the qualifications and certification of principals. This single event caused the eyes of the nation to turn to education for answers to the questions being asked by all citizens. These questions inevitably concerned the curriculum of the schools.

The successful launching by the Russians of a space satellite in October, 1957, focused the attention of the American people upon education to a larger

and more intense degree than at any other period of our history. The satellite became at once a symbol of competition, of challenge, of threat, and a source of wounded pride. This spectacular scientific achievement provoked loud cries for the emulation of Russian educational methods, and for reappraisals of our American school systems. It was in this atmosphere that the resolution creating the Commission was adopted (State Department of Purchases and Supply, 1960).

In 1958, the General Assembly had passed a Joint Resolution (No. 14) which created a commission to study the curriculum, teacher training and certification, and related matters for the public schools in Virginia (State Department of Education, 1970). This commission was directed by State Senator William B. Spong, Jr.

Resolved by the Senate, the House of Delegates concurring, that a Commission is hereby created to be known as the Commission on Public Education, to make a thorough study and report upon the public school system of Virginia including, among other matters, the effectiveness of the present curriculum and the training and certification of teachers. The Commission shall be composed of eleven members of the whom two shall be appointed by the President of the Senate from the membership of the Senate, three shall be appointed by the Speaker of the house of Delegates from the membership thereof, and six shall be appointed by the governor from the State at large. The Governor shall appoint the chairman of the Commission. All agencies of the State shall assist the Commission in furnishing information when requested to do so (State Department of Education, 1970).

The officials of the State Department of Education became very interested in the Russian education system and how it compared to that of the Commonwealth. Some Virginia

educators even went to Russia to study and compare educational systems.

The minutes of the State Board of Education meeting of August 4-6, 1958 reported:

Mr. M. L. Carper, Superintendent of Martinsville Public Schools, gave a very informative report of his recent visit to schools in certain European countries, and Russia in particular. The trip was made as a planned group visitation under the auspices of the Department of State and under the direction of Columbia University.

His talk was highlighted by the use of pertinent pictures which he had taken of the schools in Russia. His discussion of the organization of education in Russia and the emphasis being given it constituted a stimulating challenge for discussion by the Board. Mr. Carper expressed the summary view that we must in American education take very seriously the tremendous progress being made in this field by a nation dedicated to an ideology that is rapidly becoming a major threat to our way of life.

Perhaps the most passionate response to the Sputnik incident was found in the Annual Report of the Superintendent of Public Instruction in 1959.

The public school operates within a context of events that often occasion [sic] new or strongly revised emphasis in its aims and practices. While this impact harbors the danger of crash pressures on the curriculum and imbalances in instructional processes, it tends to assure a responsiveness to the people who, in the final analysis, determine its support and destiny.

It is the responsibility of those in positions of educational stewardship to exercise the wisdom as will invite a serious consideration of current innovations, reputed panaceas, and new ideas while, at the same time, preserving a sound continuity of learning based on time-proven fundamentals.



The launching of the Russian satellite Sputnik in October, 1957, ignited the fuse of widespread alarm amid the American public. After the first wave of hysteria, which was peppered with vitriolic criticism of the schools, had subsided, the vital importance of the event came to be realized more in what it symbolized than in its basic, intrinsic worth, however strategic and commendable the latter may have been.

It is acutely obvious that the Damocles sword is suspended in one, poignant question: can America, in this race with a professedly atheistic enemy, manage to preserve individual freedom and spiritual values that have nourished and sustained us as a nation in order that an ultimate win on our part will not be, in truth, a hollow victory?

Part of the answer, admittedly, lies in the quality of education we can provide in our schools. The nature of the question also implies that the task of the school exceeds that of producing scientists and mathematicians, however urgent these may be, and demands proportionate attention be accorded the humanities in the preparation of our future citizens.

The report of the Commission, entitled Virginia Schools in the Atomic Age, strongly recommended that certification requirements be revised and strengthened. Accordingly, the State Board of Education took action on February 27, 1958, and revised the certification regulations for teachers and principals. These became effective on July 1, 1960.

#### The Changes of 1960

The launching of the Russian satellite, Sputnik, in 1957, prompted an immediate challenge to the educational systems in all of the United States. The General Assembly of

the Commonwealth responded by adopting Senate Joint Resolution No. 14, in 1958 which established a commission to study the curriculum of the public schools. The report of the commission, Virginia Schools in the Atomic Age (1960), produced strong recommendations for curricular change as well as for revisions in the certification requirements for principals.

In particular, the strongest recommendations were for the State Board of Education. These included, among others:

- a) That elementary school principals be required to have a minimum of two years of teaching experience in the elementary schools;
- b) That a comprehensive test be provided for the localities for the purpose of determining how well each locality is performing the task of elementary education;
- c) That minimum standards and minimum time be prescribed for specified subjects in the curriculum of the elementary schools including the basic skills of reading, writing, and arithmetic (State Department of Education, 1960).

On January 28, 1960, Mr. Fred O. Wygal presented a set of revised certification regulations to the State Board of Education for approval. The minutes of that meeting recorded:

Mr. Wygal presented a report of the present and proposed qualifications for administrative, supervisory, and related instructional positions. On recommendation of the Educational Policies and Objectives Committee, the Board approved the revised qualifications as follows:

High School Principal

1. Postgraduate Professional Certificate;
2. Professional education courses include graduate study in the following areas:
  - a) supervision
  - b) administration
  - c) curriculum\*

\*This new requirement for graduate study in curriculum becomes effective for beginning principals September, 1962. It is not retroactive to those principals who qualified under regulations prior to that date.
3. At least three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the secondary school level;
4. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

Elementary School Principal

1. Postgraduate Professional Certificate;
2. Professional education courses shall include graduate study in the following areas:
  - a) supervision
  - b) administration
  - c) curriculum
3. At least three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary school level;
4. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

These qualifications are effective September, 1961 for beginning principals of elementary schools having ten or more classroom teachers.

In May, 1960, the State Board of Education published a bulletin entitled, "Standards for the Accrediting of Secondary Schools." In this bulletin, the newly adopted certification requirements for principals were addressed as

being a positive step toward the intensification of standards in the Commonwealth.

### Qualifications

The administrative, supervisory, and teaching staff shall be qualified by proper certification and experience as follows:

Principals: Each school shall be under the administrative direction of a principal who has at least three years' successful experience as a teacher, administrator, or supervisor, and has done graduate study in administration, supervision, and curriculum development. The requirement for graduate study in curriculum development will become effective in September, 1962. The principal shall hold the highest type of certificate issued by the State Department of Education.

Persons approved to serve as principals prior the adoption of these standards shall be eligible to serve as principal on eligibility requirements in effect at the time of their appointment.

In the introduction to the Bulletin Governing the Certification of Teachers and the Qualifications for Administrators and Supervisors, the State Board of Education presented a brief history of the development of the revisions. These were the culmination of years of study and discussion.

Virginia statutes, similar to those in other states, require that regularly employed teachers in the public schools hold certificates in accordance with "rules of certification" prescribed by the State Board of Education.

This certification authority reflects the belief that the educational interests of the Commonwealth should be safeguarded by the establishment of requirements for fitness of applicants to teach in the public schools. Such requirements, while not

guaranteeing a good teacher, do assure a minimum preparation regarded as essential for teachers throughout the State.

The standards set forth in this publication are the outcome of a series of actions by the State Board of Education, beginning on August 6, 1956, when it authorized the Division of Teacher Education to make a thorough study of all policies and regulations relating to the certification of teachers, and to propose to the Board such revisions in the regulations as would assure the best possible preparation of teachers for the Virginia public schools. These recommendations, after being screened by a review committee, were adopted by the State Board of Education in February, 1958, to become effective July 1, 1958 with the exception of certain regulations which were to become effective July 1, 1960.

Concurrently with the development of revised rules for the certification of teachers, appropriate committees have reviewed the standards for certain designated educational positions. Standards for these positions were approved by the State Board of Education at its meeting on January 28, 1960, and the qualifications are set forth in Section II of this bulletin.

In his Annual Report of September, 1960, the Superintendent was pleased to announce the revised regulations. "The revised certification regulations become effective tomorrow, July 1, 1960. Under the new requirements Virginia will rank among the top five states in its requirements for a broad, basic education for its elementary and secondary school teachers. It will also rank among the highest states in requirements to be endorsed to teach Math, Science, Chemistry, Biology, History and Government, and

other general education subjects (State Department of Education, 1960).

In November, 1960, the State Commission on Public Education sponsored a series of ten hearings on the problems in the public school system. These hearings were reported in the Richmond Times-Dispatch beginning on November 12, 1960. The headline read: "PHYSICAL EDUCATION EXTENSION IS ASKED." This was the first of the series of ten hearings in which the curriculum was discussed as a problem. According to the Richmond Times-Dispatch:

The State Commission on Public Education says Physical Education should be made a part of the elementary school curriculum. Speakers contended that American prisoners of war in the Korean conflict yielded to Communist brainwashing in many cases because of their poor physical condition. They pointed out that soldiers of some other countries withstood this pressure. Physical education teaches ethics and sportsmanship as well as fitness. The Commission also recommended that regional summer institutes be held for teachers who need refresher courses in basic subject fields (November 12, 1960).

The remaining hearings dealt with concerns such as the price of quality education. Richmond Times-Dispatch headlines read: "VIRGINIA EDUCATORS CITE 'QUALITY COSTS'" (November 15, 1960) and "STATE ASKED FOR MORE SCHOOL FUNDS" (November 18, 1960); educational research: "EDUCATION RESEARCH LAUDED" (November 16, 1960); special teachers for remediation: "SPECIAL TEACHERS PROPOSED" (November 17, 1960); intellectual stimulation: "INTELLECTUAL STIMULATION

OF STUDENTS IS ASKED" (November 19, 1960); emphasis on science: "EMPHASIS ON SCIENCE ASKED BY STUDY GROUP" (November 20, 1960); educational television: "STATE BACKING URGED FOR EDUCATIONAL TV" (November 22, 1960); and class size: "CLASS SIZE PROPOSAL ADVANCED" (November 23, 1960). The reports of the findings of this commission were published in 1961 in Virginia Schools in the Space Age.

On February 3, 1961, the State Board of Education announced a statement of policy concerning elementary education in the Commonwealth. This statement solidified the position and importance of the elementary principal and reinforced the necessity of stringent certification requirements. The minutes of this meeting recorded:

Of all educational institutions, the elementary school reaches the greatest number of girls and boys for the longest period of time. The elementary school represents the nation's most widespread provision for the education of its people.

Education is no stronger than the foundation on which is it built. Quality in education, therefore, at the upper levels is dependent on the soundness of instruction in the elementary school.

The elementary school is the institution charged with the primary responsibility for the development of the skills of learning and of the child's rational powers in keeping with his stage of maturity. It, consequently, must provide the basic education in the skills of reading, writing, speaking, listening, and computing. The elementary school is also the primary institution for developing understandings and appreciations through the first systematic instruction for the child in

the fields of history, government, science, math and the like (State Board of Education, 1961).

"Certification is one of the most important controls governing the entry into the elementary school principalship for public schools. It has a significant influence on both the preparation and selection of elementary principals" (State Department of Education, 1962).

#### Continued Evaluation

The requirements for certification continued to be evaluated by the Certification Committee. On December 3, 1965, Mr. A. Gordon Brooks, Director of Teacher Education, reported to the State Board of Education. The minutes reported that: "Mr. Brooks gave a progress report on the current study of the certification standards. The committee is reviewing all aspects of the present certification program" (State Board of Education, 1965).

Three months later, on March 25, 1966, State Superintendent Wilkerson addressed the issue of certification at a meeting of the State Board of Education. The minutes recorded:

Dr. Wilkerson presented the following statement on teacher certification for consideration: The qualified and dedicated teacher is the most important single essential in any educational program. The State Board of Education establishes the regulations under which teachers' and administrators' certificates and licenses are issued. No teacher can be regularly employed or



paid out of public funds unless he holds a certificate issued under the rules and regulations of the State Board (State Board of Education, 1966).

At the following meeting of the State Board, the qualifications of principals were discussed in relation to the issue of state aid. "Each school approved for State aid shall be under the supervision of a principal who meets the qualifications for the principalship as outlined in Section II of the Bulletin, "Certification Regulations for Teachers and Qualifications for Administrators, Supervisors, and Related Instructional Positions" (State Board of Education, 1966).

The results of the study conducted by the Certification Committee led to a revision of the requirements for the certification of teachers but did not affect the requirements for principals. The 1968 standards represented a further increase in the depth and range of subject matter required for certification in each teaching field (State Department of Education, 1970).

### Standards of Quality

The commitment to quality education in the Commonwealth was solidified by the adoption of the new Constitution in 1970. For the first time in Virginia, quality education was required by the Constitution. The General Assembly . . .

shall seek to ensure that an educational program of high quality is established and continually maintained (Article VIII, Section 1).

This historic legislation established the standard expected by the General Assembly and deserved by the citizens of the Commonwealth. The public school system was challenged to provide the highest quality education possible through the implementation of programs and objectives designed to achieve this end. The Standards of Quality became effective on July 1, 1971. Article VIII, Section 2 of the new Constitution of Virginia, which became effective July 1, 1971, contained the provision that 'Standards of Quality' for the several school divisions should be determined and prescribed from time to time by the State Board of Education, subject to revision only by the General Assembly (State Department of Education, 1970).

Certification was addressed in the personnel standards of the Standards of Quality, stating that there would be additional state-aid positions required to meet school accrediting standards, including principals, assistant principals, librarians, and guidance counselors (1970).

#### Reciprocity

Reciprocity became an issue concerning certification in the late 1960's and on January 16, 1970, Dr. A. Gordon Brooks

presented the proposals regarding legislation on this topic.

According to the recorded minutes on that date:

At the request of the State Superintendent, Dr. A. Gordon Brooks reviewed the background of the Interstate Certification Project and the model legislation proposed under this project. The purpose of the legislation is to enable participating states to enter into contracts for the development and execution of programs of cooperation as will facilitate the movement of teachers and other professional educational personnel among such states. More than twenty states have adopted enabling legislation.

Dr. Wilkerson stated the model legislation had been reviewed with the Attorney General and recommended that the Board approve in principle the program of reciprocity as provided for under the Interstate Certification Project.

On motion duly made and adopted, the Board approved this recommendation (State Board of Education, 1970).

On January 29, 1971, the Board approved and adopted the contract of reciprocity and "authorized the Superintendent of Public Instruction to execute the same pursuant to the Interstate Agreement enacted by the 1970 General Assembly" (State Board of Education, 1971).

#### Endorsement

After more than forty years of evaluation, revision, and discussion, the State Board of Education approved the endorsement of qualified persons for the principalship in the Commonwealth. According to the recorded minutes of the State Board meeting on June 25, 1971:

Dr. Ramsey recommended that the processing and handling of the approval of persons meeting qualifications for positions be consolidated and treated in a manner analogous to the processing and handling of certificate endorsements for teachers. The consolidation of the processing and handling would provide for the Division of Teacher Education and Certification to review the credentials of applicants and assign the position endorsement(s) to individuals who qualify.

Under this procedure, effective July 1, 1971, all persons currently approved for positions would be assigned the endorsement for the position(s) for which they have been approved and new certificates would be prepared with the position endorsements added. In the future the position endorsements would be applied for in the same manner as teaching endorsements.

The positions to be processed in this manner are as follows:

- Elementary School Principal
- Elementary School Assistant Principal
- Secondary School Principal
- Secondary School Assistant Principal
- Director of Instruction
- Elementary Supervisor
- Secondary Supervisor
- General Supervisor
- Visiting Teacher
- Elementary Guidance Counselor
- Guidance Counselor

(State Board of Education, 1971).

## Chapter Three Chronology

- 1950: Requirements revised to include:
- a) Postgraduate Professional Degree
  - b) Courses in administration and supervision
  - c) Three years of successful teaching experience (10-10-50)

Requirements for elementary principals approved by State Board of Education to include:

- a) Highest Virginia Certificate
- b) Endorsement for teaching in the elementary school
- c) Three years of professional experience as a teacher, administrator, or supervisor (10-10-51)

- 1954: Supreme Court decision in Brown v. Board of Education (5-17-54)
- 1955: Clarification of "certificate in full force" (5-26-55)
- 1955: Gray Commission reports findings (11-11-55)
- 1957: Launching of the Russian satellite, Sputnik (10-57)
- 1958: Creation of Commission on Public Education
- 1960: Wygal recommendations presented to State Board of Education (1-28-60)

Requirements revised to include:

High School Principal

- a) Professional courses in curriculum

Elementary School Principal

- a) Postgraduate Professional Certificate

- b) Graduate study in the areas of:
  - administration
  - supervision
  - curriculum

- c) Three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary level

Standards for the Accrediting of Secondary Schools (5-60)

Commission on Public Education hearings (11-12-60)

- 1961: New elementary requirements in effect (7-1-61)

1962: New secondary requirements in effect (7-1-62)

1970: New Constitution

1971: State Board of Education approved reciprocity  
(1-29-71)

State Board of Education approved endorsement for the  
position of the principalship (6-25-71)

Standards of Quality become effective (7-01-71)

## CHAPTER FOUR

1972-1982

The social consequences of professional incompetence are far-reaching and intolerable. It is only natural then, as a profession matures, that the public should demand that membership in the profession be so safeguarded as to constitute a guarantee of competence (Kinney, 1964).

### Introduction

The decade of the seventies proved to be a period of social and moral upheaval in the United States and in the Commonwealth of Virginia. The crisis in the Middle East was a political issue which demanded attention in its infancy. The economic traumas of the oil embargo, rising gasoline prices, and the energy crisis were felt by all citizens.

Perhaps the ultimate disaster was the moral tragedy caused by Watergate. The soul of the American democratic form of government was bared to the rest of the world in an agonizing series of lies and deception. Virginians were urged to set a new, bright example for the rest of the country. "SET EXAMPLE OF INTEGRITY FOR U.S., NEW GOVERNOR URGES VIRGINIANS" (Richmond Times-Dispatch, January 13, 1974).

The same skepticism that swept the country during Watergate was also connected to education. On April 27, 1970, the Richmond Times-Dispatch published an article

concerning the investment in education. According to the reporter, as more and more money was spent for education, public demand for "results" was becoming stronger, especially since student disorders, teacher strikes, new morality and rising drug use caused more and more citizens to wonder if they were getting their money's worth for their investment in the educational system.

The headlines that day read: "WORRIES ABOUT COST, QUALITY OF EDUCATION BOOST NEW IDEA." The new idea was accountability. The article continued to report that accountability was certain to be the catchword for education in the 1970's. This new concept was designed to hold teachers and administrators accountable for how much their students learned as determined by measurable results. It was in this period of turmoil and skepticism that attention was directed to the qualifications of educational personnel.

By 1973, a majority of the states had strengthened their certification requirements for principals by inclusion of the master's degree. The Commonwealth of Virginia initiated this requirement beginning in 1950. In 1967, 49 states issued certificates for principals. By 1973, about two-thirds of the states required a master's degree for certification as a principal, and they tended to require two or three years of teaching experience before a person was considered eligible for a principal's certificate (Jacobson, 1973, p. 46).



### Drug Education

The abuse of drugs, alcohol, and tobacco were social issues which were hotly debated, but soon forgotten in the turmoil of the late 1960's. It was not until 1970 that substance abuse was introduced as an issue to the public school system. In January, 1970, the State Department of Education prepared, published, and distributed a bulletin entitled "Drugs and Drug Abuse" to all school systems in the Commonwealth of Virginia for use by health and physical education teachers in the junior and senior high schools (State Board of Education, 1970).

Two months later on March 6, 1970, Governor Holton issued Executive Order Number 4 which legally established the Governor's Council on Narcotics and Drug Abuse Control (State Board of Education, 1970). In conjunction with this Executive Order, the General Assembly passed House Joint Resolution Number 122 which urged local school boards to intensify their instruction concerning drugs and the harmful effects of drug abuse (State Board of Education, 1970).

In April, 1970, the minutes of the State Board of Education reflected the importance of HJR 122. They reported:

The State Board of Education urged the full implementation of HJR 122 and recommended that local school boards provide in-service training opportunities for all teachers in the fundamentals of drug education. Four workshops in drug

education for teachers have just been completed. These were sponsored by the Department and financed from Federal funds. Most of the localities were represented at these workshops.

In May, 1970, the results of a drug education survey, sponsored by the State Department of Education, were reported to the State Board of Education. Among its recommendations was that the State Department of Education should assist local school divisions in the handling of the problem of drug abuse by mandating drug education as part of the certification process for teachers and administrators (State Board of Education, 1970). The State Board of Education met in Williamsburg, Virginia on August 17-19, 1970, to further discuss this issue. The three-day seminar was entitled "Public Education and the Drug Abuse Problem."

The concern over the drug abuse problem and the emphasis on the drug education programs continued to be studied for the next two years. The State Department of Education continued to conduct drug education surveys and experiments were also conducted with pilot programs. On September 22, 1972, the minutes of the State Board of Education meeting recorded that:

It was reported that the Committee on Drug Abuse had reviewed a proposed State Department of Education Drug Education Program for 1972-1973, a Preliminary Report on Results of Drug Abuse Pilot Projects conducted during the school year 1971-1972, and Reports on Drug Education Surveys made by the department. The Committee recommended approval

by the Board of the 1972-1973 Drug Education Program.

In accordance with this program, training in substance abuse was added to the certification requirements for principals beginning in 1974-1975.

#### 1974 Changes

The minutes of the State Board of Education meeting of August 14-16, 1972, reported that the Board had approved changes in the certification of administrators, supervisors, teachers, and related instructional personnel. These changes were recommended upon the completion of a study conducted by a Statewide Committee authorized by the Board in cooperation with the State Department of Education (State Board of Education, 1972).

The following changes were approved and became effective beginning with the 1974-1975 school year. The new requirements included:

#### Elementary School Principal and Assistant:

- a. Hold the Postgraduate Professional Certificate;
- b. Have demonstrated the leadership qualities and personal characteristics necessary for working effectively with pupils, teachers, and parents as attested to by a division superintendent of schools or the chief administrative officer of a private school or by an official of an institution of higher learning who is in a position to evaluate the applicant's qualifications;

- c. One graduate course in each of the following areas:  
 school administration;  
 supervision of instruction;  
 elementary school curriculum development;  
 school law;  
 school-community relations;
- d. Three years of successful experience as a teacher, administrator, or supervisor, including one year at the elementary level;
- e. Training in drug education, as a separate course or included in "c" above.

Secondary School Principal and Assistant

- a. Hold the Postgraduate Professional Certificate;
- b. Have demonstrated the leadership qualities and personal characteristics necessary for working effectively with pupils, teachers, and parents as attested to by a division superintendent of schools or the chief administrative officer of a private school or by an official in an institution of higher learning who is in a position to evaluate the applicant's qualifications;
- c. One graduate course in each of the following areas:  
 school administration;  
 supervision of instruction;  
 secondary (including intermediate or middle) school curriculum development;  
 school law;  
 school-community relations;
- d. Three years of successful experience as a teacher, administrator, or supervisor, including one year at the secondary level;
- e. Training in drug education, as a separate course or included in "c" above (State Board of Education, 1972).

1973 UCEA Report

In 1973, the University Council for Educational Administration published a report on the preparation and certification of administrators. Although the report offered no alternative to the process of certification, it did propose several changes to improve upon the existing systems.

The findings included:

Origins and Purposes of Certification

1. The certification of educational administrators by state education agencies is an American phenomenon;
2. The growth of certification for educational administrators took place almost entirely in this century;
3. Certification for administrators, as for other educational personnel, is a process of legal sanction by states enabling individuals with credentials to be eligible for positions in schools;
4. A long standing and frequently stated purpose of certification is to protect the public against incompetent personnel.

Certification Issues of More Recent Origin

1. During recent years some scholars have increasingly argued that there are significantly negative societal consequences to "credentialism" in its various forms, including the certification of personnel and the accreditation of institutions of higher education;
2. Societal tendencies toward increased openness have raised new issues about certification and its impact on effective talent flow into leadership positions;
3. The growing emphasis upon performance criteria poses questions concerning the adequacy of traditional certification practices and approved program approaches;
4. Recent court decisions concerned with equal employment opportunities pose the possibility that

the legality of certification procedures will be challenged in the future.

The conclusions included:

1. When current certification requirements are compared with recent trends in preparatory programs, it is evident that the latter are oriented more to the environment of management and leadership while the former are more closely related to curriculum, instruction, and supervision;
2. Even though there is criticism of certification standards and processes both within and outside of education, few critics maintain that these standards and processes should be eliminated;
3. Although certification does place barriers on talent flow, it is not as negative a factor as it was assumed to be when the Commission's work was initiated; further, there seems to be much more flexibility within certification systems than is being capitalized on by the majority of institutions of higher education;
4. While there is visible criticism of current certification practices, there is at the same time considerable motivation to improve these practices;
5. Since criticism is focused largely upon certification practices rather than the concept, per se, the appropriate strategy is not to reject the concept but to direct efforts at improving the practices spawned by it;
6. In any effort to improve certification practices, it should be recognized that the latter can have both negative and positive consequences;
7. State leaders concerned with certification have a growing responsibility not only to protect the public against incompetent school administration through improved preparation and certification, but also to increase the excellence and competence of those entering administrative posts;
8. Effective changes in preparation and certification will require joint leadership of those in state education agencies, professional associations, institutions of higher education, local school systems, and leading citizens;
9. The preparation and certification of educational administrators should be increasingly related to well-defined concepts of effective administrative and leadership performance.

## Recommendations included:

1. State education agency personnel should help prospective program designers see clearly that there is in fact sufficient flexibility in certification to enable the designers to achieve significant experimental programs directed toward leadership performance; such an approach would seem especially pertinent in states having "approved program" approaches;
2. School districts should seek to achieve clearer definitions of administrator performance criteria and better bases for diagnosing performance than those available in most systems; diagnostic data should have immediate value to school systems in staff development decisions and, if used in cooperative studies with institutions of higher education, could shed light on desirable training objectives in resident preparatory programs and the degree to which objectives are being achieved;
3. Field experiences should be used, when feasible, to facilitate needed research for definitions and measures of performance and how these definitions and measures are related to experiences offered in preparatory programs;
4. State certification processes should encourage experimental programs oriented toward pioneering new approaches to recruitment and/or preparation;
5. The progress made by state education agencies in recent years toward developing effective reciprocity arrangements in the certification of teachers should be extended to educational administrators; efforts oriented toward this objective should involve representatives of school districts, universities, and professional associations;
6. State education agencies, in cooperation with school districts, preparing institutions, professional organizations, and other interested groups, should develop and experiment with mechanisms for the periodic review of the performance of administrators already certified; while such reviews should be principally and immediately for diagnostic purposes, such experiments might eventually lead to the abolition of permanent certification and the issuance of credentials for specified periods of time as, for example, five years.

### Reciprocity

Growing enrollments, a critical teacher shortage, and increased demand for accountability necessitated the consideration of employing educational personnel from states other than Virginia. A program of reciprocity would aid in this endeavor and would also allow professional educators to seek employment in the state in which they reside. Such a program was implemented in the Commonwealth of Virginia in May, 1973.

According to Education in Virginia, a bicentennial report by the Virginia Retired Teachers Association, the program specified two different approaches. The first was based on contracts under the Interstate Certification Project which allowed the State Board of Education to enter into an agreement with educators under its provisions. These included specifications for graduates of institutions of higher education without experience as well as for experienced teachers.

According to the Interstate Agreement on Qualifications of Educational Personnel:

The states party to this agreement, desiring by common action to improve their respective school systems by utilizing the teacher or other professional educational person wherever educated, declare that it is the policy of each of them, on the basis of cooperation with one another, to take advantage of the preparation and experience of such persons wherever gained, thereby serving the best interests of society, of education, and of the



teaching profession. It is the purpose of this agreement to provide for the development and execution of such programs of cooperation as will facilitate the movement of teachers and other professional educational personnel among the states party to it, and to authorize specific interstate educational personnel contracts to achieve that end.

The party states find that included in the large movement of population among all sections of the nation are many qualified educational personnel who move for family and other personal reasons but who are hindered in using their professional skill and experience in their new locations. Variations from state to state in requirements for qualifying educational personnel discourage such personnel from taking the steps necessary to qualify in other states. As a consequence, a significant number of professionally prepared and experienced educators is lost to our school systems. Facilitating the employment of qualified educational personnel, without reference to their states of origin, can increase the availability of educational manpower.

The second approach was based on the National Association of State Directors of Teacher Education and Certification (NASDTEC) system. Under this system, the State Board of Education is allowed to issue certificates to those individuals who have completed a preparatory program which meets the minimum standards as established by NASDTEC (Education in Virginia, 1976).

#### 1978 Accreditation Standards

The 1978 Standards for Accrediting Schools in Virginia reinforced the necessity for stringent certification requirements for educational personnel, including principals. "The administrative, supervisory, and teaching staff shall be

qualified by proper certification, endorsement, and experience" (State Board of Education, 1978).

The importance of this process was stated in the introduction to the 1978 bulletin:

Virginia statutes require teachers employed in the public schools to hold certificates in accordance with Certification Regulations for Teachers and Qualifications for Administrative, Supervisory, and Related Instructional Positions prescribed by the Board of Education. This authority reflects the belief that the education of students should be safeguarded by requirements governing qualifications of applicants who want to teach or hold administrative and supervisory positions in the schools. Although these requirements do not guarantee a good teacher, principal, or supervisor, they do assure minimum standards for the profession (State Board of Education, 1978).

The qualifications enumerated in the 1978 Standards were as follows:

Elementary Principal

Each elementary principal shall hold a Postgraduate Professional Certificate with an endorsement for the assigned position;

Assistant Principal

Each assistant principal shall meet qualifications established for the principal, or shall hold a Collegiate Professional Certificate and be enrolled in a program earning six semester hours per year toward meeting requirements specified for the elementary principal;

Secondary Principal

Each secondary school shall be under the direction of a principal who may not teach more than five hours per week. Each secondary principal shall hold a Postgraduate Professional Certificate with an endorsement for the assigned position;

Assistant Principal

The educational requirements for assistant principals shall be the same as those for the principals (State Board of Education, 1978).

Continued Evaluation

The certification requirements and process continued to be evaluated. In March, 1980, the State Board of Education requested that the Teacher Education Advisory Committee review the existing requirements. The minutes of the meeting reported:

Dr. Howerton, Director of Teacher Education, gave a report in response to the Board's request that the Teacher Education Advisory Committee review the existing certification manual. State Superintendent S. John Davis emphasized that this would be a significant change in the certification process, and the revision would be the first phase of what he hoped to see ultimately as certification based on achievement of specific skills (State Board of Education, 1980).

Four months later, Dr. Howerton informed the State Board of Education at the monthly meeting that the initial adoption would probably go into effect on July 1, 1981 (State Board of Education, 1980).

In his Annual Report of the Superintendent of Public Instruction of 1981-1982, Dr. Davis acknowledged the changes in certification as a significant development in education in the Commonwealth of Virginia. According to this report:

One of the most significant developments in public education during 1981-1982 was the adoption by the Board of Education of revised regulations governing the preparation and certification of public school teachers. . . . The revisions, which were the result of a 2-year study, were the first major changes in teacher certification requirements in more than ten years. Almost all of the changes became effective July 1, 1982. . . . The revisions were designed to ensure demonstrated teacher competence in the classroom. The changes reflected three basic concerns: the need for teachers to

take advantage of the "knowledge explosion" during the past decade; the general concern for effective teaching performance; and the growing need for teachers to recognize and deal with unique student differences, such as those evident among exceptional children (the handicapped and the gifted) and among so-called "middle school students."

#### New Requirements

On December 10-11, 1981, the minutes of the State Board of Education meeting recorded that changes in the certification of teachers, administrators, and other educational personnel were approved to become effective beginning with the 1982-1983 school year. The changes reflected the addition of endorsement requirements including coursework in personnel administration and school finance.

The new requirements included:

#### Principals and Assistant Principals

- a. The applicant shall hold a Postgraduate Professional Certificate;
- b. The applicant shall possess leadership qualities and personal characteristics necessary to work effectively with students, teachers, and parents as attested to by a division superintendent of schools, by the chief administrative officer of a private school, or by an individual in an institution of higher learning who is in a position to evaluate the applicant's qualifications;
- c. The applicant shall have completed graduate work in each of the following areas:
  - school administration;
  - supervision of instruction;
  - school curriculum (appropriate for endorsement desired);
  - school law;
  - school-community relations;

- personnel administration;  
school finance;
- d. The applicant shall have had three years of successful, full-time experience as a teacher, administrator, or supervisor, one year of which must have been at the level to be supervised;
  - e. The applicant's course of study shall include, at the graduate or undergraduate level, training in substance abuse education. Such training may constitute a separate course or may be included in one or more of the areas listed under item "c" above.

In July, 1982, the changes in certification requirements discussed and approved in December, 1981, became effective. According to the 1983 Annual Report of the Superintendent of Public Instruction:

The new regulations . . . spelled out more clearly than before the three broad areas of study required for approved teacher preparation programs, include increased requirements governing course content to ensure that new teachers will have more intensive training in their subjects before receiving endorsement, and recognize middle education as a separate area of instruction.

Sewall (1983) concurred with the increased requirements because "like their curriculum directors and department heads, principals need organized courses of study to learn more about law and public policy, school finance, and recent research on effective schooling, a kind of training that few graduate schools of education yet offer."

## Chapter Four Chronology

- 1972: State Board of Education approved changes in certification requirements for principals effective 1974-1975 school year (8-14-72)
- 1973: UCEA Report  
Reciprocity program implemented (5-73)
- 1974: Training in substance abuse added to the certification requirements for principals effective 1974-1975 school year.  
New certification requirements become effective
- 1978: Standards for Accrediting Schools in Virginia reinforced necessity for stringent certification requirements
- 1980: State Board of Education requested that the Teacher Education Advisory Committee review existing certification requirements (3-80)
- 1981: State Board of Education approved changes in certification requirements to become effective 1982-1983 school year (12-10-81)
- 1982: New requirements become effective (7-1-82)

## CHAPTER FIVE

### 1983 - Present

. . . the success or failure of a public school depends more on the principal than any other single person (The Need for Quality, 1981).

#### 1983

In the early 1980's, the country was in a serious state of economic crisis. Employment was down and inflation was up. The impact of this turmoil was felt in each state, including the Commonwealth of Virginia. In response to the economic issue, Governor Charles S. Robb planned strategies designed to provide necessary modifications to the budget. These modifications directly impacted education in the Commonwealth of Virginia. On January 7, 1983, the headlines of the Richmond Times-Dispatch read: "BIG SCHOOL CUTS PLANNED." Education writer Charles Cox described reductions in state aid which amounted to \$20 million and reductions in higher education funds which amounted to \$50 million. These reductions, if realized, would influence disturbing and drastic changes in the operation of the school system, including cuts in busing, lunchroom or academic programs, smaller or no raises for teachers, and the possibility of higher local taxes (Richmond Times-Dispatch, 1983).

Two days later, Joseph Gatins described the political import of the effects of reducing the education budget. "MORE THAN DOLLARS AND CENTS AT STAKE." "The necessity to cut and defer state spending - including, it is more than likely, Virginia's support for public schools and other local aid programs - will define and probably dominate the political course of the 1983 General Assembly session beginning this week" (Richmond Times-Dispatch, January 9, 1983). He also predicted the pending changes in the system of public education which Governor Robb would recommend. "Also expect Robb . . . to lay the groundwork for . . . long-term changes in the state's system of public education."

In late February and early March of 1983, the Richmond Times-Dispatch reported economic gains and improvement in the unemployment rate in the Commonwealth of Virginia. "ECONOMIC GAUGE UP MOST SINCE '50" (Richmond Times-Dispatch, March 3, 1983). Education was still, however, an issue in the news. On March 4, 1983, the headlines read: "EDUCATION COMMISSION PREDICTS BIG CHANGES, PROBLEMS BY 2000." Education writer Charles Cox reported on predictions made by Governor Robb's Commission on Virginia's Future. "Governor Charles S. Robb's blue-ribbon Commission on Virginia's Future took a walk toward the year 2000 yesterday. Peering into their crystal balls, its education experts saw . . . possibilities that by 2000, womb-to-tomb schooling might be put under one body of



state planners." They also saw a teacher shortage, rises in merit pay, higher pay for math and sciences teachers, rising dependence of localities on state money to maintain schools, and the emergence of a national public school curriculum (Richmond Times-Dispatch, March 4, 1983). Virginia Education Secretary John T. Casteen, III was quoted in the same article as saying: "We are not satisfied with school quality in some Virginia localities, and quality is too varied to make judgment easy."

Governor Robb continued to stress the need for quality education in the Commonwealth of Virginia while the press continued to stress the political nature of the issue. On March 20, 1983, the headlines read: "QUEST FOR BETTER SCHOOLS HINGES ON ROBB" (Richmond Times-Dispatch). Reporter Charles Cox wrote: "As often happens, Virginia's quest for higher quality schools and colleges seems mired in politics. The difference this time, perhaps, is that Governor Charles S. Robb's prestige is on the line. If Robb doesn't come out and fight for what he says he wants - better secondary schools and better colleges, particularly teacher colleges - his supporters say the campaign to get them will go down the drain."

Governor Robb countered: "All too often, we address educational problems with compromises brokered for the near term rather than the durable solutions. Too often we

jury-rig trades that give everyone something but no one enough. Virginia simply cannot afford brokered or bartered solutions to 1983's problems" (Richmond Times-Dispatch, March 20, 1983). Governor Robb established a Commission on Virginia's Future to evaluate the educational system of the Commonwealth of Virginia. The report of this Commission was presented to the State Board of Education at its September 13-14, 1984 meeting.

The Richmond Times-Dispatch ran a New York Times report on March 20, 1983 which was under the headline: "EDUCATION CHANGING IN SOUTH." The report continued to describe the changes being made in public education in the southern states. "Sweeping changes in educational policy are being pursued throughout the South by a growing number of political leaders who assert that their states' ability to attract industries hinges increasingly on the educational depth of the work force." The article also referred to the Southern Regional Education Board (SREB), founded in 1949, which includes Virginia. The state services officer of the Southern Regional Educational Board, Mark D. Musick, was quoted as saying: "I doubt that there is another region in the nation that is pursuing quality improvement in education as is the South" (Richmond Times-Dispatch, March 20, 1983).

Education continued to be a major issue in the Commonwealth in the spring of 1983. In April of that year,

the status quo was rocked by the report of the National Commission on Excellence in Education (A Nation At Risk, 1983).

#### A Nation At Risk

On April 27, 1983, the headlines of the Richmond Times-Dispatch read: "'TIDE OF MEDIOCRITY' FOUND IN EDUCATION." This referred to the report of the National Commission on Excellence in Education, A Nation At Risk (1983). This was the initial report of a series of education reform publications and was the first to arouse the interest and awareness of the public in the state of public education.

Although this report did not specifically refer to or make recommendations regarding the certification of public school principals, it did emphasize the leadership role of the school principal and the importance of that role in quality education. "Principals and superintendents must play a crucial leadership role in developing school and community support for the reforms we propose, and school boards must provide them with the professional development and other support required to carry out their leadership role effectively" (A Nation At Risk, 1983, p. 32).

Education Commission of the States

A Governor's Conference on Education, entitled "Action for Excellence," was held in November, 1983. This conference was attended by 500 invited business, professional and political leaders who spent three days exploring ways to strengthen public education (Virginia Education Association record of the State Board of Education meeting, September 13-14, 1984). Again, the report did not specifically address the certification of principals but did allude to it in Action Recommendation Number 7: "Improve leadership and management in the schools." This recommendation included several strategies for its implementation including:

- 1) principals should be squarely in charge of educational quality;
- 2) compensation for principals should relate to responsibilities and effectiveness;
- 3) states should set higher standards for recruiting, training, and monitoring the performance of principals;
- and 4) schools should use more effective management techniques (Action for Excellence, 1983).

A Nation Prepared

The Carnegie Forum on Education and the Economy was established in 1985 to study the relationship between the educational system and the economy in the United States. The first priority of the Forum was to name a task force assigned

the responsibility of examining the teaching profession. A Nation Prepared (1986) was the report of this task force and served as a response to A Nation At Risk (1983).

One of the recommendations of the task force was the creation of a National Board for Professional Teaching Standards. It would be the responsibility of this board to establish high professional standards and to issue certificates to those individuals who attained those standards. "The board is not likely to succeed unless the standards it sets are high, represent a broad consensus of those concerned with public education, and, above all, represent the views of the developing profession itself on the question of what standard of practice can be considered fully professional" (A Nation Prepared, 1986).

Although the task force acknowledged that the states would continue to certify professional educators, it also recommended that the certifying body strengthen the requirements for certification and establish new and higher standards with the cooperation of the practicing professionals (A Nation Prepared, 1986).

While the report emphasized higher standards for the certification of professional educators, it also explained the task force's conception of the certification process itself. According to the report, the process of certification should be voluntary. It said:

The certification process is envisioned by the task force as completely voluntary. There would be no requirement imposed on new teachers or teachers currently in the work force to participate. But the task force expects that many teachers will wish to do so, because the certificate will be an unambiguous statement that its holder is a highly qualified teacher. Certificate holders can expect to be eagerly sought by states and districts that pride themselves on the quality of their schools. Compensation systems would reflect the value of board certification. In time, many states are likely to incorporate the national certification standard into their licensing standards. Some might choose to waive their licensing requirements for people holding a board certificate (A Nation Prepared, 1986).

#### Tomorrow's Teachers

The Holmes Group was originally established in 1983 to study and evaluate teacher education programs but soon recognized that a study of this type must also include a study of the teaching profession itself. The results of this two-pronged study were published in 1986 and entitled, Tomorrow's Teachers.

This report was very critical of current certification practices which consisted of bestowing credentials on individuals without some type of evaluation of the ability to perform professional responsibilities. It was termed "pseudo-credentialism" (Tomorrow's Teachers, 1986). "State-imposed continuing certification requirements routinely benefit teachers and teacher educators financially, with

little regard to the substance of the advanced credentials invested in or awarded" (A Nation Prepared, 1986).

The report cautioned against pseudo-credentialism and the other extreme called "blind credentialism."

We need to be cautious about forcing professionals who have already demonstrated their competence and responsibility to earn additional credentials in order to satisfy well-meaning but dysfunctional certification requirements. Endorsing professional education does not imply that the credentials available through the educational programs will be accepted in lieu of on-the-job assessments of . . . ability (Tomorrow's Teachers, 1986).

#### Effective School Principals

The Southern Regional Education Board established a Commission for Educational Quality assigned to study and make recommendations regarding the development of effective principals. The results of this evaluation were presented to the SREB by the Commission and published in 1986, entitled Effective School Principals. In the foreword to the report, Winfred L. Godwin, President, challenged states to take the lead in developing strategies designed to nurture effective school principals:

Today's educational reforms aimed at raising quality will dramatically change school principals' jobs. Principals will be called on to manage change, a task for which few have been prepared. They will have to create the climate for renewed emphasis on student and teacher performance. If principals cannot do these things, state quality improvement efforts will fall short. For states, higher education, and school districts, this

presents a challenge to develop new ways to select, prepare, and reward school principals. These ways should be built around the essential knowledge and skills of effective principals.

The Commission made very specific recommendations concerning the certification of school principals:

Present certification standards for principals are determined by states. All SREB states require a master's degree in educational administration or a master's degree with a specified number of courses related to school administration. Certification in most states is based on accumulating course credits, not on whether one has the skills and knowledge to be an effective principal. SREB states require that principals have taught from two to five years.

A different system is possible. Certification can be based on the demonstration of knowledge and skills needed to perform well on the job. Certification need no longer be based on the accumulation of paper credits. Evaluation can include written tests, assessment of on-the-job performance, or performance in simulated situations. Certification can be awarded in stages, requiring demonstration of knowledge and skills to move from provisional to permanent certification. Permanent certification may include several levels if the state decides to tie certification to a career ladder for school administrators. A full-time internship, either as part of the master's program or following, would be included. Districts could use administrative aide or assistant principal positions for internships as long as it is a planned experience under the guidance of a skilled principal.

The requirement of at least two years of teaching, which is part of principal certification in all SREB states, raises some questions when the requirements shift to skills and knowledge and away from paper credits and years of experience. There is agreement that being an instructional leader requires the ability to create an atmosphere for learning in a school. One argument for the teaching requirements is that to be an effective "instructional leader" one must have been a



classroom teacher. The counterclaim is that being an instructional leader does not demand in-depth knowledge of teaching techniques learned through years of teaching and that school leadership is akin to leadership in any setting.

The differing roles of elementary and high school principals may be important. Instructional leadership in an elementary school may involve a closer working relationship between the principal and teachers. A high school may have 50 teachers teaching a variety of subject matter - often at advanced levels. The high school principal will have to depend more heavily on master or lead teachers and other administrators in making decisions about curriculum and teaching.

States should certify principals on the basis of demonstrated skills and knowledge rather than on the accumulation of paper credits. Skills can be demonstrated by:

- a. Completion of a "principal's preparation" program, with assessment of knowledge through an examination;
- b. A full-time internship in a school, jointly developed and monitored by school and college faculty.

Beginning principals should be granted provisional certification until they successfully demonstrate on-the-job skills. States should also consider permitting certification for those few who might have acquired the necessary skills and knowledge without completing the usual teaching experience and preparation program. Managerial experience might be substituted for education courses (Effective School Principals, 1986).

#### A Plan for Virginia's Future

In March, 1986, Governor Gerald L. Baliles established the Commission on Excellence in Education, which was assigned the responsibility of evaluating the state of the present

system and making recommendations "for specific actions to make Virginia one of the nation's top states in the quality of education it offers" (Excellence in Education, W. L. Lemmon, Cover Letter). The Commission made specific recommendations concerning the principalship, leadership, and the certification of these individuals:

The principal is the single most important person in a school. We need to examine more carefully how principals are selected, compensated, and recertified. The first priority for principals is to set the tone and expectations for learning. Educational leadership is the most important part of principals' jobs, and, unfortunately, often the part for which they are least prepared.

We therefore recommend that public and private colleges and universities revise graduate programs in school administration to provide more emphasis on assessment of leadership potential of persons who want to be principals and more training in leadership skills and teacher evaluation for those currently employed as principals. To this end, all prospective principals and those principals applying for recertification must satisfactorily complete an approved assessment program.

Performance should be the standard for selecting, preparing, and compensating principals. The skills, knowledge, and behavior characteristics principals need to perform satisfactorily are known. They can be measured and taught. We recommend that by July 1, 1990, revised graduate programs in school administration be in place to enable school divisions to select persons with potential, to develop the qualities necessary for the job, and to evaluate and compensate principals based on performance (A Plan for Virginia's Future, 1986).

Leaders For America's Schools

The University Council for Educational Administration is an organization consisting of representatives from research universities which offer the doctorate in educational leadership. This organization sponsored the Commission on Excellence in Educational Administration which evaluated the status of educational administration programs and made recommendations for improvement. The results of the study and the recommendations were published in 1987, entitled "Leaders For America's Schools."

One of the significant recommendations made by the Commission concerned the certification of principals. It emphasized that licensure programs should be substantially reformed. It found that current practices and procedures did not promote excellence and made several recommendations designed to improve the status of certification.

The recommendations include:

1. Each state should have an administrative licensure board to establish standards, examine candidates, issue licenses, and have the authority to revoke licenses.
2. Part of that empowerment requires that administrators take collective responsibility for setting and enforcing standards of admission to the profession as well as for continuing practice. Where they do not already exist, the Commission recommends that each state establish a school administrator licensure board composed of administrators, professors of educational

administration, and school board members. The authority of the board would include establishment of standards for licensure, the thorough examination of candidates, the adoption and enforcement of a code of ethics, and granting and revocation of licenses, based on established procedures.

3. Licensure should depend on the completion of a state-approved program, demonstration of knowledge and skills, evidence of performance, recommendation by the professional preparation program, adherence to a professional code of ethics, and in the case of principals, teaching experience.

The licensure program must ensure quality in school leadership. The Commission recommends that those permitted to apply for licensure be limited to persons who have completed a state approved program, passed rigorous written and oral examinations, and have shown competence in simulated or actual work settings.

The standards should be written in terms of skills, knowledge, and attitudes considered desirable for educational administrators, not in numbers of courses. Merely accumulating course credits should not be a "back door" entrance to school administration.

4. Licenses for educational administrators should have two tiers: entry level and fully licensed status.

The entry-level license would be granted after completion of a state-approved program but prior to professional practice. A school administrator would become fully licensed only after documenting successful performance in a full-time administrative position for at least three years.

5. Temporary or emergency licensure should not be granted.

Studies by the Commission and others indicate there are two-to-three times as many people currently holding administrator licenses as there are positions. Rather than increase the pool, the objective of state policymakers should be to limit it to only the fully qualified.

6. A license should be issued for a specific time period. Renewal of the license should depend on successful performance and continuing professional development.

Professional knowledge and skills become dated. This is especially true in education now that sophisticated research techniques are making a major contribution to the field. A few states have attempted to keep education leaders up to date, but the Commission generally is unimpressed with the quality and scope of these programs. Moreover, these programs often are disassociated from professional control and preservice preparation; they lack sequence and continuity.

The Commission recommends that school administration licenses require renewal, to be granted on the basis of successful performance and continuing professional development under the quality control of the state licensure board.

7. Licenses should be portable from state to state.

The Commission makes this recommendation because school boards must have the freedom to recruit exceptional administrators from all regions in the United States (Leaders For America's Schools, 1987).

1986 Certification Changes

On April 24, 1985, Superintendent S. John Davis recommended adoption of changes in the certification of teachers and administrators as proposed by the certification committee. The State Board of Education discussed the changes and approved them at their next meeting on May 23, 1985. In addition to the approval of the new certification requirements, it was recommended that the State Board continue to evaluate and receive recommendations and comments relative to certification (Minutes, State Board of Education, 1985).

The changes which became effective on July 1, 1986, reflected the addition of the evaluation of instruction and instructional programs to the supervision criterion. They also specified middle school curriculum as separate and distinct from secondary curriculum. In order to be certified as a middle school principal or assistant principal, it was necessary to complete graduate course work in middle school curriculum.

The changes also modified the experience criterion to include one year of teaching experience at the level to be supervised. This replaced the former experience criterion which dictated three years of successful, full-time experience as a teacher, administrator, or supervisor, one year of which must have been at the level to be supervised.

In Superintendent's Memo Number 141 of June 26, 1985, Dr. Davis introduced the changes to the division superintendents and reinforced the purpose of certification. "The basis and purpose for certification of teachers and other personnel are to maintain standards of professional competence and to ensure a level of training and preparation that will lead to successful practice in the classroom."

The new requirements included:

#### Endorsement Requirements

- a. The applicant shall hold a Postgraduate Professional Certificate;
- b. The applicant shall possess leadership qualities and personal characteristics necessary to work effectively with students, teachers, and parents as attested to by a division superintendent of schools, by the chief administrative officer of a private school, or by an official in an institution of higher learning who is in a position to evaluate the applicant's qualifications;
- c. The applicant shall have completed graduate-level work in each of the following areas:
  - school administration;
  - supervision and evaluation of instruction and instructional program;
  - school curriculum (appropriate for endorsement desired);
  - school law;
  - school-community relations;
  - personnel administration;
  - school finance;
- d. The applicant shall have one year of successful, full-time teaching experience at the level to be supervised;
- e. The applicant's course of study shall include, at the graduate or undergraduate level, training in substance-abuse education. Such training may constitute

a separate course or may be included in one or more of the areas listed under item "c" above.

### Standards of Quality

During the period from 1982 to 1986, the Standards of Quality reflected the necessity of compliance with the certification requirements adopted by the State Board of Education. In 1984, Standard Number 9 (Staff Preparation and Development) stated: "School divisions shall comply with certification requirements adopted by the Board of Education. . . . Each school division shall have a program of professional development for administrative personnel. This program shall be designed to increase proficiency in performing responsibilities related to school management and instructional leadership."

In 1986, the Standards of Quality enacted by the General Assembly revealed a slight modification to Standard Number 9: "All instructional personnel must be properly certified and endorsed for their assignments. . . . Each school division shall provide a program of professional development which encourages the highest standards of performance for administrative personnel under guidelines provided by the Board of Education. This program shall be designed to increase proficiency in performing responsibilities related to school management and instructional leadership."



### The Issue of Certification

In 1976 the report of the Bicentennial Commission on Education for the Profession of Teaching of the American Association of Colleges for Teacher Education, Educating a Profession, predicted that professional certification would be one of the great issues of the 1980's. In so doing, this Commission listed several statements concerning this issue:

1. Certification is not a lifelong license. Permanent certification is an anachronism;
2. The granting of certification should be a shared, professional process;
3. The state must be the source for formal certification; the profession must develop, recommend, and monitor a professional educator's continuing education;
4. Certification implies a "safety-to-the-client" concern.

Ten years later the prediction made by the Bicentennial Commission on Education for the Profession of Teaching was verified. Certification in education is truly one of the great issues of the 1980's. A Nation at Risk (1983) was the catalyst of the reform reports and recommendations made concerning public education. Most reports call for increased requirements for the certification of school principals. In Virginia, the Virginia Education Association adopted a 1987 Resolution which echoed this call:

The Virginia Education Association (VEA) believes that, as a part of the requirements for certification as an elementary or a secondary

principal . . . a person should have a minimum of three years of successful teaching experience at the level for which certification is sought.

The VEA further believes any person who engages in administrative, supervisory, evaluative duties, or in full-time curriculum development activities should be required to spend at least 30 consecutive school days in the classroom every 5 years in order to maintain endorsement in administration and supervision. The individual shall assume all duties and responsibilities of a teacher during this time. Such requirements should be incorporated in the certification regulations.

Other reports call for a national board charged with establishing and maintaining professional standards. The report of the Virginia Commission agreed with this:

One other national development may affect Virginia's decisions about . . . certification. That is the proposal for a national board to license or certify teachers. Currently teachers are certified only by states. The view is that national certification would require higher standards and would raise the professional standing of teachers. Virginia educators and government leaders should participate with other states in the development of national standards (A Plan for Virginia's Future, 1986).

The University Council for Educational Administration also recommended the creation of a National Policy Board. This organization saw the process as voluntary but the board would still have direct and beneficial effects on state licensure standards and administrator preparation programs (Leaders For America's Schools, 1987).

The Carnegie Forum recommended the creation of a National Board for Professional Teaching Standards which

would be organized with a regional and state membership structure (A Nation Prepared, 1986).

Virtually every occupation regarded by the public as a true profession has codified the knowledge and specific expertise required that candidates who want to practice it get the sanction of its members and demonstrate that they have a command not only of the needed knowledge but of how to apply it. That is, the leading members of the profession decide what professionals in that area need to know and be able to do. They capture that knowledge in an assessment or examination and administer that examination to people who want a certificate saying they passed the assessment.

Gross (1985) enumerated the National Education Association's (NEA) Plan for School Reform. One of the major concerns was the problem of . . . administrators who do not possess sufficient skills to meet the demands of the profession. The Excellence in Our Schools report described one plan for alleviating this problem. It recommended a State Teacher Education Agency which was an autonomous, legally established agency, governed by a majority of practicing teachers established in each state to approve teacher preparation programs, using the standard called for in this document, and to initially certificate practitioners.

Some reports made a distinction between licensure and certification:

Certification is usually different from licensure. The profession issues the certificate. The state issues the license. The certificate means the profession itself pronounces the certificate holder fully competent to perform at a high professional

standard. The license indicates that the licensee meets the minimum standard established by the state. It should be noted in passing that, in education, the terminology is unusual, in that what is here described as licensure is generally referred to as certification. The state standard is designed to ensure the public safety; to signify that in the state's judgment the holder of a license will not endanger the safety of a client. In some professions, and some states, the basis for certification and licensure is very different (A Nation Prepared, 1986).

Shulman (1986) offered another distinction:

A licensure examination by definition rests not on a conception of the ideally endowed practitioner, or on a fully professional conception of the role, but on the minimal requirements necessary to public protection. The legal implication of this distinction is that a licensure examination must be job-related, geared typically to an analysis of those tasks most common and critical to the public welfare.

By contrast, certification can aspire to a higher standard. Certification is controlled by the profession itself, and attests to special competence, often on the basis of advanced training in a special area of practice. Certification, however, might as easily attest to a high level of competence as to a specialized skill. If the teaching profession wished to develop a standard for effective teaching based on a shared, normative conception among professionals, then certification would be the appropriate approach (Shulman, 1986).

Rottenberg (1980) categorized licensure in three ways:

Occupational licensing appears in state statutes in three forms. In the strongest and most authentic form, the statutes define the tasks and functions of the occupation, prescribe that these tasks and functions may not legally be performed except by those upon whom the state has conferred a license, and describe the procedures for the acquisition of a license - which are, usually, the passing of an examination by those who are qualified by statute

to be admitted to the examination and who petition for the right to be examined.

In a weaker form, the statutes permit the tasks of the occupation to be done by anyone, but they prescribe that only those who have qualified by examination may use the title of the occupation when services are offered to the public. These are sometimes called "title-protection" statutes.

In a still weaker form, the statutes permit any person to offer services and to perform the relevant tasks, but the state administers an examination periodically and certifies those who have passed. This is sometimes called "certification" (Rottenberg, 1980).

"Education presents the anomaly of a profession without licensure. Certification, which has generally been accepted as licensure in education, was not designed for that purpose, and is not effective in serving it. Since licensure is the process by which a profession controls the quality of its membership and thus determines its efficiency as a profession, the consequences of its lack are serious both for the profession and for the public" (Kinney, 1964).

## Chapter Five Chronology

- 1983: A Nation At Risk  
Education Commission of the States
- 1985: Superintendent S. John Davis recommended adoption of changes in certification of instructional personnel (4-24-85)  
State Board of Education approved changes effective 1986-1987 school year (5-23-85)
- 1986: A Nation Prepared  
Tomorrow's Teachers  
Effective School Principals  
Excellence in Education  
New certification requirements become effective (7-1-86)
- 1987: Leaders for America's Schools

## CHAPTER SIX

### Findings, Conclusions, and Recommendations

Actually, in seeking control over its membership, a profession is asking for a monopoly on the privilege of professional practice. Such a concession is not and should not be granted lightly. It must be based on the conviction, both of the public and of the profession, that the unqualified should be excluded from practice. The need should be clearly established, and the ability and readiness of the profession to meet its obligations should be clearly demonstrated. Before embarking on any ambitious project to establish its control over quality of membership, the professional membership in education must itself be convinced, and be prepared to convince the public, that it is better to leave a classroom unstaffed than to employ a teacher with substandard preparation. If this is not the case, no process of licensure is needed because no profession exists. There is no backdoor entry to a genuine profession (Kinney, 1964).

#### The Problem

A review of the literature revealed the absence of a chronicle of the certification requirements for public school principals in the Commonwealth of Virginia. The purpose of this study was to provide such a chronicle and to identify those issues, events, policies, regulations, or organizations which influenced changes in the development of the certification of public school principals.

The research was completed by investigating the answers to two questions.

The primary research question was:

What is the history of the certification of public school principals in the Commonwealth of Virginia?

The secondary question was:

What are the issues, events, policies, regulations, or organizations which influenced the development of the certification of public school principals in the Commonwealth of Virginia?

#### Summary of Procedures

The research for this study was divided into five tiers. The first tier included the compilation of data from books, journals, and other library materials concerning the history of education and certification in the Commonwealth of Virginia. The second tier included the analysis of documents published by the State Department of Education and the State Board of Education. The third tier included the determination of the legal background of certification through analysis of state documents. The fourth tier included the compilation of data from individual organizations and the fifth tier included the analysis of headlines and news stories as reported in the Richmond Times-Dispatch. Critical information was also obtained from the record of the minutes of State Board of Education meetings.



The data were sorted and presented in a chronological order representative of the development of the certification of public school principals in the Commonwealth of Virginia. Comparisons of the data from the different sources provided a cross-reference of the facts which served as a reliability factor in the study.

### Summary of Findings

The development of the certification of public school principals in the Commonwealth of Virginia can be traced historically to 1926-1927. Since that time, certification has undergone eight changes in development which resulted in revisions in the years 1950-1951, 1954-1955, 1959-1960, 1961-1962, 1962-1963, 1974-1975, 1982-1983, and 1986-1987.

A summary of these revisions includes:

- 1927-1928: Initial qualifications include:  
 Collegiate Professional Certificate with  
 2 years of teaching experience;  
 Collegiate Certificate with 3 years of  
 teaching experience
- 1950-1951: Degree stipulation for H.S. Principals:  
 Master's degree or Doctor's degree from an  
 accredited institution  
 Addition of coursework for principals:  
 Administration  
 Supervision
- 1954-1955: Initial elementary qualifications:  
 Highest Virginia certificate  
 Endorsement for teaching in the elementary  
 school  
 Three years of experience as a teacher,  
 administrator, or supervisor

- 1959-1960: Requirements for H.S. principal include:  
Postgraduate Professional Certificate  
Three years of experience as a teacher,  
administrator, or supervisor
- 1961-1962: Requirements for elementary principal:  
Postgraduate Professional Certificate  
Addition of coursework:  
Administration  
Supervision  
Curriculum  
Three years' experience must include some at  
elementary level  
Leadership qualities and personal  
characteristics
- 1962-1963: Requirements for H.S. principal:  
Addition of coursework:  
Curriculum  
Three years' experience must include some at  
secondary level  
Leadership qualities and personal  
characteristics
- 1974-1975: Requirements for elementary principal:  
Addition of coursework:  
School law  
School-community relations  
Three years' experience must include one  
year at the elementary level  
Training in drug education
- Requirements for H.S. principal:  
Addition of coursework:  
School law  
School-community relations  
Curriculum specification (including  
intermediate or middle)  
Three years' experience must include one year  
at the secondary level  
Training in drug education
- 1982-1983: Requirements for all principals:  
Addition of coursework:  
Supervision and evaluation of instruction  
and instructional programs  
Curriculum specification:  
Middle school as separate from H.S.

Experience must include one year of full-time teaching experience at the level to be supervised.

It is significant to note that the addition of drug education to the certification requirements was the only revision with a developmental history which was fully documented in the recorded minutes of the State Board of Education meetings and other State Board publications. The reasons for additional course requirements can only be deduced based on interpretation of the facts, issues, and events as presented.

The addition of courses in administration and supervision in 1950-1951 followed a quarter century of debate concerning the duties of the principal. The 1928 O'Shea survey presented a clear illustration of the background, qualifications, and duties performed by the principal. These same issues were discussed by the principals themselves in the conferences which began in 1936. The qualifications necessary for the principalship were critical issues. Further study of these issues led to the employment of principals on a twelve-month basis beginning in 1945. This resulted in the addition of courses in administration and supervision for high school principals. The elementary principals' conferences resulted in the addition of elementary certification requirements in 1954-1955.

Shortly after the initiation of elementary principals' certification requirements, the Commonwealth was surprised by the double attack of the 1954 Supreme Court decision in Brown v. Board of Education and the 1957 launching of Sputnik by the Russians. These two events drew attention to the administration and the curriculum of the schools. As a result, the certification requirements for principals were revised to include the postgraduate professional certificate for high school principals in 1959-1960 and elementary principals in 1961-1962. In addition, a course in curriculum was required for elementary principals in 1961-1962 and for high school principals in 1962-1963.

In the decade following these revisions, the schools continued to struggle in the wake of desegregation. Communities were torn by legal and moral issues. In addition, young people were experimenting more and more with illegal substances and responsibility for drug education fell upon the schools. This turbulent period in Virginia history yielded several additions to the certification requirements for principals in 1974-1975. These included the addition of courses in school law, school-community relations, and drug education.

In the mid-1970's, the country and the Commonwealth suffered a critical economic crisis in the form of an energy crisis, an oil embargo, and a crippling gasoline shortage.

In addition, the moral upheaval of Watergate damaged the fiber of the democratic system of government. Accountability became the key word in education and in society. As a result of this concern for personal and financial accountability, certification requirements were revised to include courses in personnel administration and school finance in 1982-1983.

The publication of A Nation at Risk in 1983 prompted a succession of reform reports which offered varied solutions to the perceived problems in education. The recommended reforms necessitated improvement in the manner by which principals, teachers and instruction were evaluated. Assessment replaced accountability as the key word in education. In 1986-1987, the certification requirements were revised to include a course in evaluation of instruction and instructional programs.

### Conclusions

The certification of public school principals in the Commonwealth of Virginia has come full-circle in its development from 1927 to 1987 (Figure 1). The emphasis in 1926-1927 on performance, quality, effectiveness, and efficiency as espoused by Frederick Taylor and championed by Governor Harry F. Byrd resulted in the initial requirements for the certification of public school principals in the

**THE FULL-CIRCLE DEVELOPMENT  
OF THE CERTIFICATION OF PUBLIC  
SCHOOL PRINCIPALS IN THE  
COMMONWEALTH OF VIRGINIA**

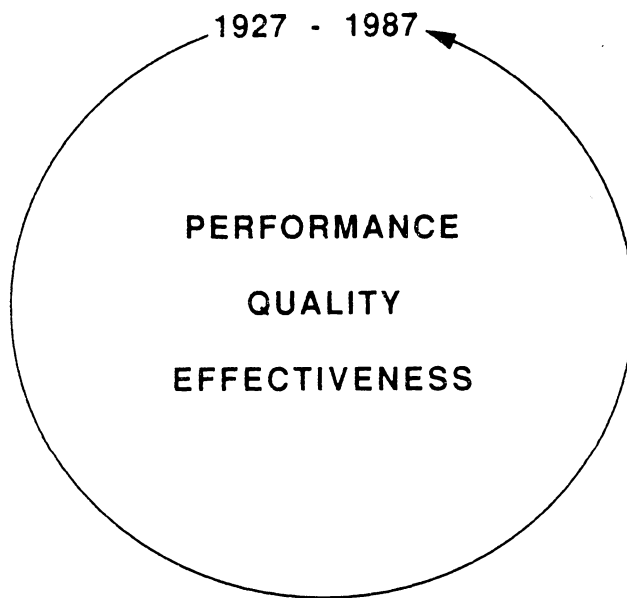


Figure 1

Commonwealth of Virginia. The revisions since that time included the addition of paper credits in the form of coursework, definitions and re-definitions of experience, and degree stipulations.

In 1986-1987, the emphasis was again on performance, quality, and effectiveness as espoused by state and national commissions, organizations, and educational leaders and championed by Governor Gerald L. Baliles. Thus, the development of the certification of public school principals has reached closure in the initial stage of development (Figure 2).

The transition to the second stage of development actually began in 1983 with A Nation At Risk. This initial catalyst was followed by several reform reports which addressed the condition of public education (Figure 3). The results of the data presented in these reports were a heightened awareness of the reality of the past and present conditions of public education and a challenge for the future. The certification of public school principals was a critical area of concern.

State Superintendent S. John Davis referred to 1983 as the first round of reform in education. In the development of the certification of public school principals, the second stage is in its infancy in the Commonwealth of Virginia. The possibilities are endless and include internships for

( 1927 - 1987 )  
**STAGE I DEVELOPMENT OF THE  
 CERTIFICATION OF PRINCIPALS IN  
 THE COMMONWEALTH OF VIRGINIA**

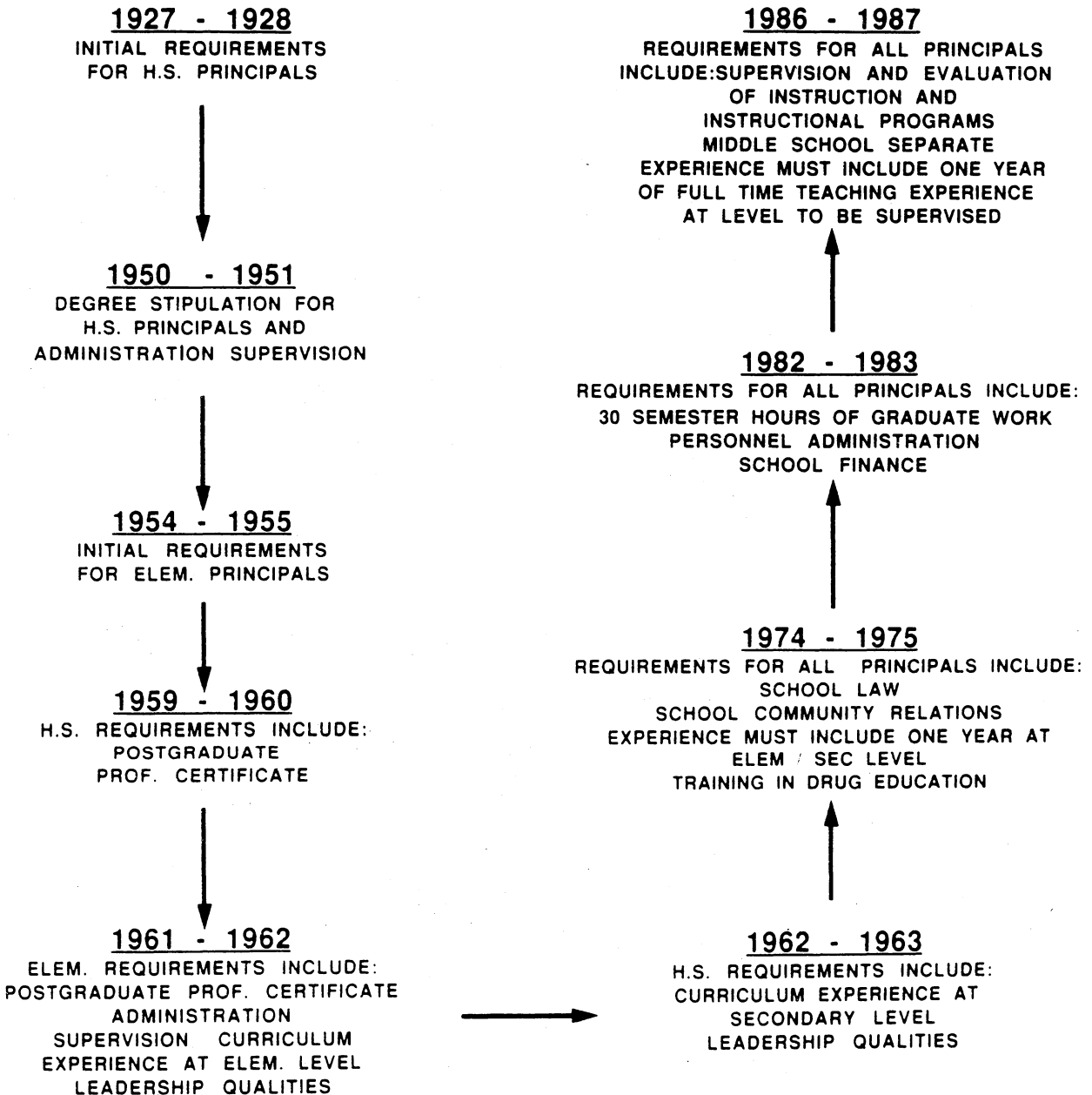


Figure 2



**THE TRANSITION TO STAGE II  
IN THE DEVELOPMENT OF THE  
CERTIFICATION OF PRINCIPALS  
IN THE COMMONWEALTH OF VIRGINIA**

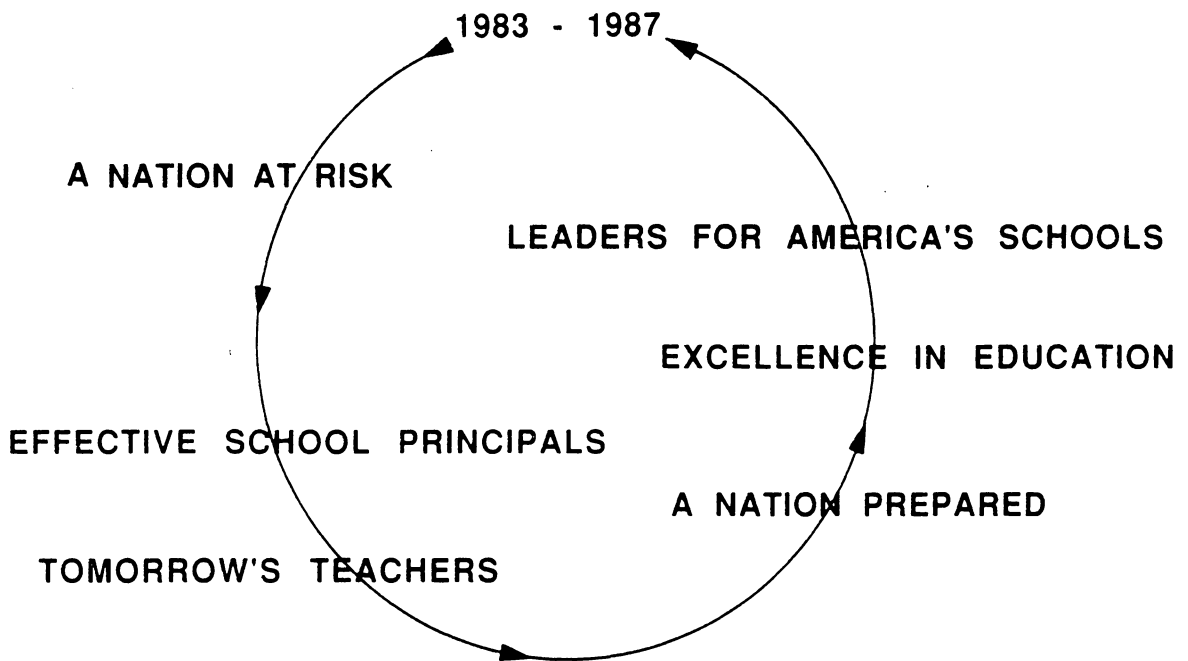


Figure 3

prospective principals, performance-based evaluation, greater emphasis on and use of assessment centers and principals' institutes, provisional certification for new principals, and the creation of state and national licensing boards (Figure 4). The history of the certification of principals in the Commonwealth of Virginia has been a history of reaction rather than pro-action. The administration and educational leadership in Virginia can seize the opportunity to assume national leadership in the certification of principals through the implementation of stage two (Figure 5).

"Revolutions occur because of, not in spite of, leadership" (UCEA, 1987).

The development of the certification of public school principals in the Commonwealth of Virginia is a chronicle of the development of the profession of the principalship. In its infancy, it was hoped that certification would provide legitimacy to the position of school principal. This hope has almost become a reality. Barth (1980) said that serving as school principal was becoming recognized as a legitimate occupation for capable people.

#### Recommendations for Further Study

It is important to understand past and present status of the certification of public school principals prior to implementing the challenge of stage two. A study of the

**STAGE II DEVELOPMENT  
OF THE CERTIFICATION OF  
PRINCIPALS IN THE  
COMMONWEALTH OF VIRGINIA**

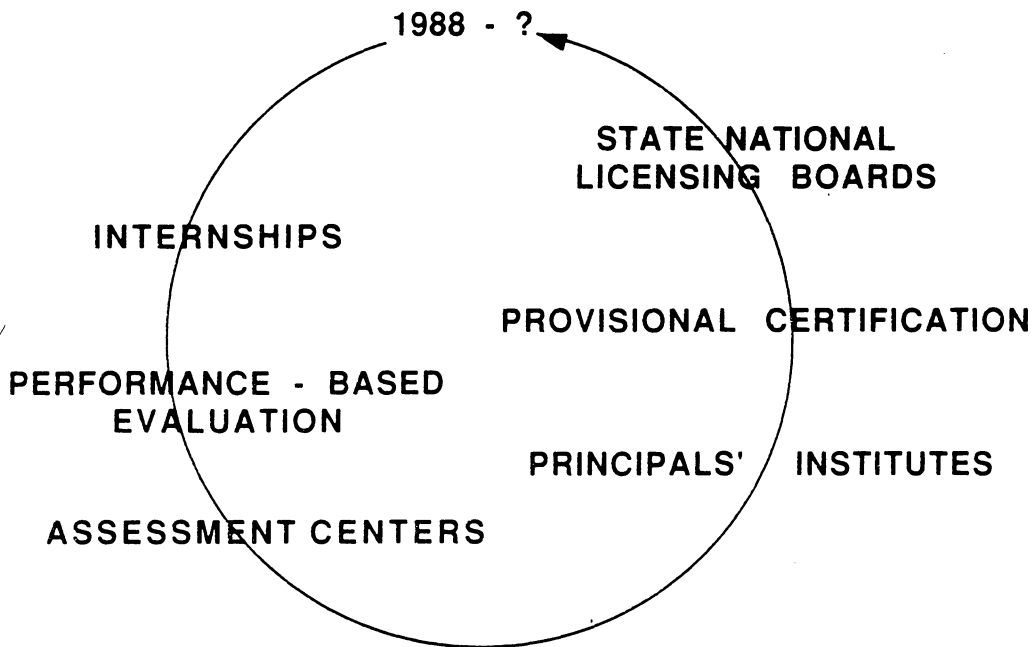


Figure 4

**THE PAST, PRESENT AND FUTURE OF THE  
CERTIFICATION OF PRINCIPALS IN THE  
COMMONWEALTH OF VIRGINIA**

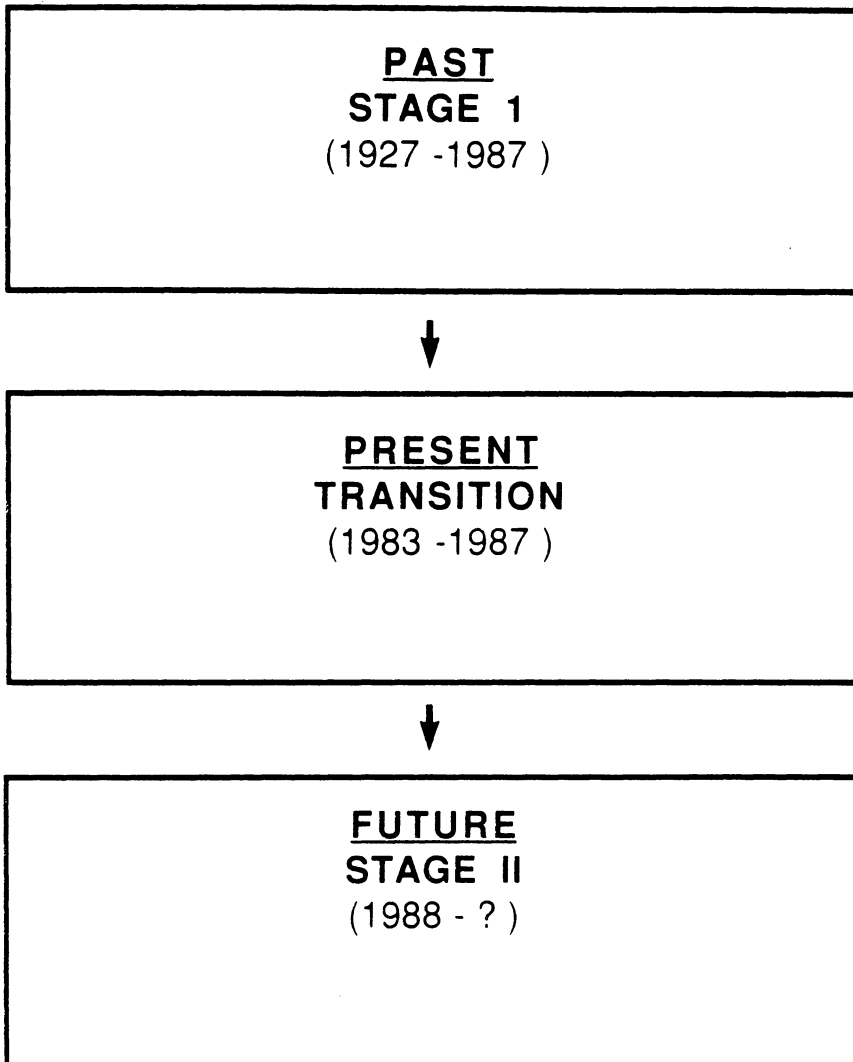


Figure 5

stage one development of certification should be conducted on a state-by-state basis. This would provide the historical framework necessary for consideration of future action.

In addition to a state-by-state analysis of the stage one development of certification, two comparative studies should be conducted. The development of certification should be compared to the development of preparatory programs for principals in institutions of higher learning. It should also be compared to the development of accreditation standards. These studies will provide a more complete history of the certification, training, and qualifications of principals.

Accurate records must be maintained by the State Board of Education, the Superintendent of Public Instruction, and officers of the State Department of Education in order to monitor the development of stage two. This will provide the historical framework for future analyses necessary prior to implementation of other stages and actions concerning certification.

The administration and educational leadership of the Commonwealth of Virginia must assume leadership posture in the certification of principals by consideration and implementation of stage two. This will establish the Commonwealth as a pro-active rather than reactive state and will set the standards by which others are measured.

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APPENDIX A

Sample Questionnaire

Rural Education for Whites: Principals

O'Shea Report (1928)

**Administration and Supervision**

(Prepared by Fred C. Ayer, Department of Educational Administration,  
University of Texas, Austin, Texas.)

**DIRECTIONS**

The list of one thousand administrative duties which follows is made up of duties which have been performed and reported upon by principals and superintendents. Your aid is solicited in making a critical analysis of these duties. Read each duty carefully and check it according to the frequency with which you performed it as an administrator during the year June, 1926, to June, 1927. If you did not hold an administrative position this year, check for the last year in which you held such a position.

Indicate in the most appropriate of the four spaces which appear to the right of each duty the number of times that you performed the duty in question. Check duties not performed with a *O*. A sample check of five duties follows:

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
Duty—				
1. Influence people to vote for school building.....				
2. Circulate petition to bring about legislation.....				
7. Attend board meeting .....				
102. Sort mail for faculty.....				
103. Operate mimeograph .....				

The above checking indicates that *Duty 1* was performed once a year; *Duty 2* was not performed; *Duty 7* was performed two times a month; *Duty 102* was performed once a day; and *Duty 103* was performed two times a week. As you check the various duties, use whatever space is most convenient. A duty performed each regular school day is counted as one per day, and a duty performed each month of the regular school year is counted as one per month.

It should be emphasized that your personal contribution will be kept strictly confidential. *Be careful to include only those duties actually performed in person last year.* Accuracy on the part of the checkers selected is the essence of the success of this research project. Please fill in the personal data on the following page.

**PERSONAL DATA**

(Bearing on the period from June, 1926, to June, 1927, or on the last year in which you served as a public school administrator.)

1. Name.....
2. Position.....
3. City.....
4. State.....
5. (a) Number of weeks in school year..... (b) Total school enrollment.....
6. Check number years education beyond high school: (a) in normal school or teachers college: (1)..... (2)..... (3)..... (4).....; (b) in college or university: (1)..... (2)..... (4)..... (5)..... (6)..... (7).....
7. Number of years in education work: (a) as elementary teacher.....; (b) high school teacher.....; (c) elementary principal.....; (d) high school principal.....; (e) supervisor of.....; (f) superintendent of schools.....; (g) other educational work.....
8. Number of hours per week last year engaged in classroom teaching.....
9. In what grades or subjects?.....
10. Number of teachers under your supervision.....
11. Number of pupils enrolled under your charge.....
12. Number of buildings under your charge.....
13. Indicate the grades included.....
14. Number of office clerks assisting you: Full time..... part time.....
15. Give number and titles of principals or assistant principals who worked under you.....
16. What supervisors assisted with work under your charge?.....

APPENDIX B

Results of Sample Questionnaire

Rural Education for Whites: Principals

O'Shea Report (1928)

Data showing frequency with which certain duties were performed by the principal alone, by the superintendent alone, and by the two together in 346 schools of four or more teachers.

	PERCENTAGE PERFORMED BY		
	Principal	Division Superintendent	Principal and Superintendent
<b>a. Nominating teachers:</b>			
1. Elementary grades:			
a. 4-5 teachers	3 0	54 6	42 4
b. 6 or more teachers	0 0	47 6	52 4
2. Elementary and high school grades:			
a. 4-5 teachers	0 0	96 0	4 0
b. 6-10 teachers	2 8	56 0	41 2
c. 11-15 teachers	1 8	43 6	54 6
d. 16 or more teachers	9 6	40 0	50 4
<b>b. Assigning teachers to particular work in the school:</b>			
1. Elementary grades:			
a. 4-5 teachers	15 1	38 4	48 5
b. 6 or more teachers	25 0	16 7	58 3
2. Elementary and high school grades:			
a. 4-5 teachers	16 0	60 0	24 0
b. 6-10 teachers	39 0	23 0	38 0
c. 11-15 teachers	30 0	33 9	36 1
d. 16 or more teachers	48 2	10 3	41 5
<b>c. Determining teacher's salary:</b>			
1. Elementary grades:			
a. 4-5 teachers	0 0	100 0	0 0
b. 6 or more teachers	0 0	100 0	0 0
2. Elementary and high school grades:			
a. 4-5 teachers	0 0	100 0	0 0
b. 6-10 teachers	0 0	97 7	2 3
c. 11-15 teachers	1 8	94 7	3 5
d. 16 or more teachers	0 0	88 0	12 0
<b>d. Preparing the budget for the school:</b>			
1. Elementary grades:			
a. 4-5 teachers	3 5	93 0	3 5
b. 6 or more teachers	5 5	89 0	5 5
2. Elementary and high school grades:			
a. 4-5 teachers	0 0	93 5	6 5
b. 6-10 teachers	5 1	90 0	4 9
c. 11-15 teachers	1 7	94 8	3 5
d. 16 or more teachers	0 0	95 2	14 8
<b>e. Choosing books for school library:</b>			
1. Elementary grades:			
a. 4-5 teachers	78 2	6 2	15 6
b. 6 or more teachers	35 7	0 0	14 3
2. Elementary and high school grades:			
a. 4-5 teachers	88 0	4 0	8 0
b. 6-10 teachers	86 9	3 8	9 3
c. 11-15 teachers	91 0	3 5	5 5
d. 16 or more teachers	90 0	3 5	6 5
Selecting equipment:			
Elementary grades:			
a. 4-5 teachers	20 0	26 0	54 0
b. 6 or more teachers	39 2	26 0	34 8
Elementary and high school grades:			
a. 4-5 teachers	62 0	20 0	18 0
b. 6-10 teachers	59 8	9 2	31 0
c. 11-15 teachers	45 0	19 0	36 0
d. 16 or more teachers	42 0	19 3	38 7
<b>f. Selecting supplies:</b>			
1. Elementary grades:			
a. 4-5 teachers	37 0	28 5	34 4
b. 6 or more teachers	50 0	41 0	9 0
Elementary and high school grades:			
a. 4-5 teachers	59 7	21 1	19 2
b. 6-10 teachers	58 2	8 5	33 3
c. 11-15 teachers	40 0	29 3	30 7
d. 16 or more teachers	52 0	22 2	25 8
<b>g. Controlling pupils in cases of ordinary discipline:</b>			
1. Elementary grades:			
a. 4-5 teachers	94 0	0 0	5 0
b. 6 or more teachers	100 0	0 0	0 0

	PERCENTAGE PERFORMED BY		
	Principal	Division Superintendent	Principal and Superintendent
2. Elementary and high school grades:			
a. 4-5 teachers	100.0	0.0	0.0
b. 6-10 teachers	98.6	0.0	1.4
c. 11-15 teachers	100.0	0.0	0.0
d. 16 or more teachers	100.0	0.0	0.0
i. Controlling pupils in cases involving suspension or expulsion:			
1. Elementary grades:			
a. 4-5 teachers	3.0	12.1	94.9
b. 6 or more teachers	4.5	22.5	73.0
2. Elementary and high school grades:			
a. 4-5 teachers	32.0	14.0	54.0
b. 6-10 teachers	21.8	8.5	69.7
c. 11-15 teachers	24.5	9.8	65.7
d. 16 or more teachers	40.6	15.6	43.8
Dealing with school league:			
1. Elementary grades:			
a. 4-5 teachers	94.0	0.0	6.0
b. 6 or more teachers	95.5	4.5	0.0
2. Elementary and high school grades:			
a. 4-5 teachers	94.0	2.0	4.0
b. 6-10 teachers	87.8	2.6	9.6
c. 11-15 teachers	83.9	5.3	10.8
d. 16 or more teachers	90.0	3.5	16.5
k. Dealing with other community groups and with patrons:			
1. Elementary grades:			
a. 4-5 teachers	81.2	3.0	15.8
b. 6 or more teachers	36.3	9.0	4.7
2. Elementary and high school grades:			
a. 4-5 teachers	80.0	2.0	18.0
b. 6-10 teachers	75.0	2.8	22.4
c. 11-15 teachers	67.9	5.0	27.2
d. 16 or more teachers	53.1	9.3	37.5
l. Supervision of instruction:			
1. Elementary grades:			
a. 4-5 teachers	27.2	18.3	54.5
b. 6 or more teachers	41.6	4.0	54.4
2. Elementary and high school grades:			
a. 4-5 teachers	52.9	11.7	35.4
b. 6-10 teachers	54.1	5.8	40.1
c. 11-15 teachers	47.5	6.5	46.0
d. 16 or more teachers	56.2	3.0	40.3

APPENDIX C

Sample Questionnaire

Duties of Principals

O'Shea Report (1928)

**Administration and Supervision**

(Prepared by Fred C. Ayer, Department of Educational Administration,  
University of Texas, Austin, Texas.)

**DIRECTIONS**

The list of one thousand administrative duties which follows is made up of duties which have been performed and reported upon by principals and superintendents. Your aid is solicited in making a critical analysis of these duties. Read each duty carefully and check it according to the frequency with which you performed it as an administrator during the year June, 1926, to June, 1927. If you did not hold an administrative position this year, check for the last year in which you held such a position.

Indicate in the most appropriate of the four spaces which appear to the right of each duty the number of times that you performed the duty in question. Check duties not performed with a *O*. A sample check of five duties follows:

Indicate in the appropriate space the number of times each duty was performed				
	Day	Wk.	Mo.	Yr.
Duty—				
1. Influence people to vote for school building.....				
2. Circulate petition to bring about legislation.....				
7. Attend board meeting .....				
102. Sort mail for faculty.....				
103. Operate mimeograph .....				

The above checking indicates that *Duty 1* was performed once a year; *Duty 2* was not performed; *Duty 7* was performed two times a month; *Duty 102* was performed once a day; and *Duty 103* was performed two times a week. As you check the various duties, use whatever space is most convenient. A duty performed each regular school day is counted as one per day, and a duty performed each month of the regular school year is counted as one per month.

It should be emphasized that your personal contribution will be kept strictly confidential. *Be careful to include only those duties actually performed in person last year.* Accuracy on the part of the checkers selected is the essence of the success of this research project. Please fill in the personal data on the following page.

**PERSONAL DATA**

(Bearing on the period from June, 1926, to June, 1927, or on the last year in which you served as a public school administrator.)

1. Name.....
2. Position.....
3. City.....
4. State.....
5. (a) Number of weeks in school year..... (b) Total school enrollment.....
6. Check number years education beyond high school: (a) in normal school or teachers college: (1)..... (2)..... (3)..... (4).....; (b) in college or university: (1)..... (2)..... (4)..... (5)..... (6)..... (7).....
7. Number of years in education work: (a) as elementary teacher.....; (b) high school teacher.....; (c) elementary principal.....; (d) high school principal.....; (e) supervisor of ( ).....; (f) superintendent of schools.....; (g) other educational work.....
8. Number of hours per week last year engaged in classroom teaching.....
9. In what grades or subjects?.....
10. Number of teachers under your supervision.....
11. Number of pupils enrolled under your charge.....
12. Number of buildings under your charge.....
13. Indicate the grades included.....
14. Number of office clerks assisting you: Full time....., part time.....
15. Give number and titles of principals or assistant principals who worked under you.....
16. What supervisors assisted with work under your charge?.....

DIVISION I—GENERAL CONTROL

PART A—BOARD OF EDUCATION POLICY

Indicate in the appropriate space the number of times each duty was performed				
Duty—	Day	Wk.	Mo.	Yr.
<i>Executive Cooperation With Board</i>				
1. Influence people to vote for school building.....				
2. Circulate petition to bring about legislation.....				
3. Study school political situation.....				
4. Arrange to have right men run for board.....				
5. Contrive raising money for school needs.....				
6. Confer with members of board.....				
7. Attend board meeting.....				
8. Prepare report for board.....				
9. Prepare inventory for board.....				
10. Study policies of board.....				
11. Recommend items to board for approval.....				
12. Discuss items of policy in board meeting.....				
13. Petition board for special privilege.....				
14. Act as secretary to board.....				
15. Carry on correspondence for board.....				
16. Examine petition from teachers.....				
17. Examine petition from pupils.....				
18. Examine petition from janitors.....				
19. Examine petition from patrons.....				
20. Advise teachers as to policies.....				
21. Study outside reports for board.....				
22. Educate board toward sounder principles.....				
23. Make friendly call on board member.....				
24. Accelerate procedure at board meeting.....				
25. Oppose board proposal.....				
26. Get board member to sponsor new policy.....				
27. Advise board on legal status.....				
28. Receive lobbying delegations.....				
29. Keep board informed on changes.....				
<i>Survey and Publicity</i>				
30. Gather school publicity data.....				
31. Make community industrial survey.....				
32. Make community financial survey.....				
33. Make survey of foreign-born population.....				
34. Make survey of homes.....				
35. Supervise taking of publicity pictures.....				
36. Answer questionnaire.....				
37. Formulate questionnaire.....				
38. Gather data on school problem.....				
39. Conduct local school experiment.....				
40. Cooperate in research project.....				
41. Organize department of research.....				
42. Collect data for questionnaire.....				
43. Prepare annual report.....				
44. Prepare report on night schools.....				
45. Prepare educational slogan.....				
46. Prepare special bulletin.....				



GENERAL CONTROL—CONTINUED

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
<b>Duty—</b>				
47. Send honor roll to press.....				
48. Arrange local school exhibit.....				
49. Arrange outside school exhibit.....				
50. Arrange pupil performance before civic club.....				
51. Arrange pupil parade.....				
52. Prepare publicity dodgers and posters.....				
53. Supervise taking of publicity pictures.....				
54. Attend to making of publicity cuts.....				
55. Write newspaper publicity article.....				
56. Give interview to reporter.....				
57. Prepare list of teachers for local paper.....				
58. Send list of teachers to State officers.....				
59. Prepare list of graduates for press.....				
60. Prepare athletic schedule for press.....				
61. Send school news home by pupils.....				
62. Advertise for missed census children.....				
63. Report news of school board meeting.....				
<i>Cooperative Agencies</i>				
64. Arrange with city for playgrounds.....				
65. Announce community activities.....				
66. Serve on library board.....				
67. Consult with library board.....				
68. Consult with city librarian.....				
69. Arrange for private school gardens.....				
70. Consult with traffic officials.....				
71. Consult with health officials.....				
72. Consult with musical organization.....				
73. Consult with Boy Scout Board.....				
74. Consult with fire department.....				
75. Consult with cooperative business organization.....				
76. Consult with religious organization.....				
77. Sanction parent-teacher enterprise.....				
78. Administer outside use of school property.....				
79. Arrange for cooperative Christmas giving.....				
PART B—ADMINISTRATIVE ORGANIZATION				
<i>School Board Organization</i>				
80. Supply board with literature.....				
81. Study forms of school board organization.....				
82. Get board to modify organization.....				
83. Prepare rules for board meeting procedure.....				
84. Construct order for business for chairman.....				
85. Persuade board to adopt code of ethics.....				
<i>Educational Organization</i>				
86. Reorganize school (e.g., 8-4 to 6-6 plan).....				
87. Organize a summer school.....				

GENERAL CONTROL—CONTINUED

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
Duty—				
88. Organize a junior high school.....				
89. Organize platoon school.....				
90. Organize night school.....				
91. Organize departmental teaching in grades.....				
92. Organize ability sectioning or grouping.....				
93. Study reorganization plans.....				
<i>Business and Financial Organization</i>				
94. Persuade board to adopt budget plan.....				
95. Organize budget plan.....				
96. Organize new system of accounting.....				
<i>Miscellaneous Rules and Regulations</i>				
97. Prepare rules and regulations.....				
98. Prepare inventory and estimate blanks.....				
99. Prepare school directory.....				
100. Prepare teachers' handbook.....				
101. Prepare principals' handbook.....				

DIVISION II—EXECUTIVE MANAGEMENT  
PART A—OFFICE MANAGEMENT AND ROUTINE

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
Duty—				
102. Sort mail for faculty.....				
103. Deliver mail.....				
104. Open mail.....				
105. Read mail.....				
106. Write letters.....				
107. Dictate letters.....				
108. Sign letters.....				
109. Give instruction to stenographer.....				
110. Assign work to office force.....				
111. Show janitor how to clean mimeograph.....				
112. Show teachers how to operate mimeograph.....				
113. Instruct student assistant in office work.....				
114. Schedule dates for school auditorium.....				
115. Deliver pay to substitute janitor.....				
116. Write announcements.....				
117. Deliver message to teachers.....				
118. Call teacher to phone.....				
119. Use telephone.....				
120. Administer correspondence examinations.....				
121. Use typewriter.....				
122. Cut stencil.....				
123. Operate mimeograph.....				
124. Employ school clerks.....				
125. Assign school clerks.....				
126. File papers.....				
127. Supervise assembling, passing, and dismissing.....				
128. Keep calendar up to date.....				
129. Keep daily program book.....				
130. Assign lockers.....				
131. Make daily program of special duties.....				
132. Keep school-day office hours.....				
133. Keep Saturday office hours.....				
134. Make out honor roll.....				
135. Place visiting teachers.....				
136. Introduce visitor to teachers.....				
137. Take care of lost and found articles.....				
138. Order diplomas.....				
139. Prepare diplomas.....				
140. Sign diplomas.....				
141. Present diplomas.....				
142. Receive callers.....				
143. Make bulletin board.....				
144. Keep charge of bulletin board.....				
145. Go to postoffice.....				
146. Write literary gems on blackboard.....				
147. Send students on errands.....				
148. Make out attendance certificates.....				
149. Make out achievement certificates.....				
150. Give pupils permission to make announcements.....				

**EXECUTIVE MANAGEMENT—CONTINUED**  
**PART B—COMMUNITY MANAGEMENT**

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
<b>Duty—</b>				
<i>Relations with Parents</i>				
151. Read note from parents.....				----
152. Answer note from parents.....				----
153. Visit homes to meet parents.....				----
154. Encourage parents to visit school.....				----
155. Notify parents of visiting day.....				----
156. Report difficulty with parent to board.....				----
157. Notify parents of school opening.....				----
158. Investigate complaints of parents.....				----
159. Adjust complaints of parents.....				----
160. See parents about absent pupils.....				----
161. Make acquaintance of patrons.....				----
162. Notify parents of child's bad habits.....				----
163. Telephone parents regarding pupil's status.....				----
164. Promote fathers' and sons' banquet.....				----
165. Entertain parents during evening.....				----
166. Confer with Mothers' Club.....				----
167. Send "poor work" slips to parents.....				----
168. Help parents choose book sets.....				----
169. Settle parent-teacher disagreement.....				----
170. Secure library books for parents.....				----
171. Organize Parent Teachers Association.....				----
172. Attend meeting of P. T. A.....				----
173. Supervise work of P. T. A.....				----
174. Serve on committee of P. T. A.....				----
175. Speak at P. T. A. meeting.....				----
176. Serve as officer of P. T. A.....				----
177. Secure speaker for P. T. A.....				----
178. Announce meeting of P. T. A.....				----
<i>Welfare Duties</i>				
179. Speak at church brotherhood meeting.....				----
180. Speak at Boy Scout meeting.....				----
181. Speak at Y. M. C. A.....				----
182. Take part in Hi Y work.....				----
183. Take part in Boy Scout work.....				----
184. Confer with leader of Girl Reserves.....				----
185. Help in church music.....				----
186. Teach Sunday school class.....				----
187. Participate in young people's religious meeting.....				----
188. Arrange Red Cross campaign.....				----
189. Arrange bundle day campaign.....				----
190. Help direct child welfare club.....				----
191. Help get clothing for needy children.....				----
192. Attend religious meeting.....				----
193. Get names of poor children.....				----
194. Attend church social function.....				----
195. Assist with summer Bible School.....				----
196. Fill absent pastor's pulpit.....				----

**EXECUTIVE MANAGEMENT—CONTINUED**

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
<b>Duty—</b>				
<i>Civic Duties</i>				
197. Talk before community organization.....				
198. Attend meeting of civic club.....				
199. Cooperate with Farm Bureau.....				
200. Promote community economic enterprise.....				
201. Arrange social entertainment.....				
202. Preside at public meeting.....				
203. Assist citizens prepare papers and addresses.....				
204. Plan gala day decorations.....				
205. Serve on local lyceum course.....				
206. Promote Americanization Week.....				
207. Arrange community picnic.....				
208. Promote Community Day program.....				
209. Take part in community plan.....				
210. Supervise sale of Red Cross seals.....				
211. Schedule events for community hall.....				
212. Promote drive to raise improvement moneys.....				
213. Assist community chest workers.....				
<b>PART C—PROFESSIONAL STATUS AND MISCELLANEOUS DUTIES</b>				
<i>Professional Status and Improvement</i>				
214. Take professional extension course.....				
215. Attend summer school.....				
216. Visit outside schools.....				
217. Take academic extension course.....				
218. Read optional professional literature.....				
219. Do prescribed reading circle work.....				
220. Read religious literature.....				
221. Practice in special fields (e. g., music, speaking, handwriting).....				
222. Write magazine article on school work.....				
223. Study school law.....				
224. Attend local school conference.....				
225. Attend State education meeting.....				
226. Attend county educational meeting.....				
227. Attend superintendent's section of the N. E. A.....				
228. Serve on educational committee.....				
229. Serve as officer in educational organization.....				
230. Apply for new position.....				
231. Investigate new position.....				
232. Prepare paper for educational meeting.....				
233. Hold membership in local and professional organization.....				
234. Hold membership in county professional organization.....				
235. Hold membership in State professional organization.....				
236. Hold membership in National professional organization.....				
237. Improve by travel.....				
238. Keep record catalogue of educational literature and materials.....				
239. Organize a professional library.....				
240. Serve on staff of educational journal.....				
241. Serve on State or county board.....				

**EXECUTIVE MANAGEMENT—CONTINUED**

Indicate in the appropriate space the number of times each duty was performed		Day	Wk.	Mo.	Yr.
Duty—	<i>Miscellaneous Executive Duties</i>				
242.	Solicit tuition pupils.....				
243.	Complete absent teacher's report.....				
244.	Confer with traffic officer.....				
245.	Walk to various schools in district.....				
246.	Drive car on school business.....				
247.	Award trophies.....				
248.	Do detective work.....				
249.	Examine sample of school work sent to office.....				
250.	Confer with superintendent.....				
251.	Confer with elementary principal.....				
252.	Confer with secondary principal.....				
253.	Notify fire department of fire.....				
254.	Conduct visitors through schools.....				
255.	Direct care of school visitors.....				
256.	Entertain visitors.....				
257.	Prepare letter of sympathy.....				
258.	Loan books.....				
259.	Make record of books loaned.....				
260.	Facilitate inspection by county and State officers.....				
261.	Make report for U. S. Bureau of Education.....				
262.	Meet with county board.....				
263.	Confer with State officers.....				
264.	Confer with county officers.....				
265.	Solicit town for prizes.....				
266.	Supervise soliciting among the student body.....				
267.	Conduct thrift campaign.....				
268.	Prevent agent canvassing school.....				
269.	Make report for county superintendent.....				
270.	Make special State report.....				

**DIVISION III—BUSINESS MANAGEMENT**  
**PART A—FINANCIAL ACCOUNTING AND MANAGEMENT**

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
<b>Duty—</b>				
<i>Fiscal Management</i>				
271. Make out tentative school budget.....				---
272. Have budget approved by board.....				---
273. Have school budget printed.....				---
274. Prepare fiscal calendar.....				---
275. Keep budget ledger.....				---
276. Prepare application for regular State appropriation.....				---
277. Prepare application for special subvention (Smith-Hughes, et al).....				---
278. Arrange for loans to school district.....				---
279. Prepare annual financial report.....				---
280. Prepare statement of income and disbursements.....				---
281. Prepare statement showing expenditures by buildings.....				---
282. Prepare statement showing expenditures by functions.....				---
283. Prepare monthly balances of appropriations.....				---
284. Prepare annual report on school property.....				---
285. Estimate tuition rates.....				---
286. Plan bond issue.....				---
287. Have papers executed for bond issue.....				---
288. Post notice of bond issue.....				---
289. Administer sale of bonds.....				---
<i>Payroll and Cash Accounting</i>				
290. Arrange payrolls.....				---
291. Adjust salaries for absences.....				---
292. Keep payroll ledger.....				---
293. Distribute pay checks.....				---
294. Issue warrants.....				---
295. Arrange with banks to cash warrants.....				---
296. Act as treasurer for school cafeteria.....				---
297. Act as treasurer for school clubs.....				---
298. Act as treasurer for school athletic associations.....				---
299. Act as treasurer for school publications.....				---
300. Make bank deposits.....				---
301. Collect rents.....				---
302. Receive and return deposits of bidders.....				---
303. Collect tuition.....				---
304. Check petty cash.....				---
305. Prepare statement of cash income and disbursements.....				---
306. Prepare tuition statement.....				---
307. File vouchers.....				---
308. Keep accounts payable ledger.....				---
309. Handle special funds (e. g., Christmas seal money).....				---
<i>Supervision of Work</i>				
310. Supervise leveling and grading playground.....				---
311. Determine placement of equipment.....				---
312. Install new equipment.....				---
313. Plan additions to stationary equipment.....				---

**BUSINESS MANAGEMENT—CONTINUED**  
**PART B—THE SCHOOL PLANT—FACILITIES AND EQUIPMENT**

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
<b>Duty—</b>				
314. Plan major repairs.....				
315. Supervise major repairs.....				
316. Direct emergency repairs.....				
317. Get school plant in order for new term.....				
318. Record job costs of repairs.....				
319. Check job cost sheets.....				
320. Standardize repair costs.....				
321. Plan summer repairs.....				
322. Purchase equipment replacements.....				
<i>Selection and Purchase of Supplies</i>				
323. Interview salesmen of supplies.....				
324. Order textbooks.....				
325. Report data to book companies.....				
326. Study price and quality of supplies.....				
327. Check receipts of supplies.....				
328. Check bills for supplies.....				
329. Pay bills for supplies.....				
330. Arrange printing and distribution of tickets, programs, etc.....				
331. Look after delayed orders.....				
332. Purchase supplies for home economics department.....				
333. Purchase supplies for manual training department.....				
334. Purchase supplies for lunch rooms.....				
335. Purchase athletic supplies and equipment.....				
336. Secure bids on supplies.....				
337. Submit bids to board of education for selection.....				
338. Keep register for purchases of supplies.....				
339. Charge purchases against available appropriation.....				
<i>Care of Books and Supplies</i>				
340. Inspect textbooks and supplies.....				
341. Collect fines for misuse of books and supplies.....				
342. Report on State textbooks owned by district.....				
343. Look after janitor supplies.....				
344. Take care of musical instruments.....				
<i>Distribution of Books and Supplies</i>				
345. Determine placement of supplies.....				
346. Distribute supplies to teachers.....				
347. Keep record of distribution of supplies.....				
348. Make inventory of school supplies.....				
349. Distribute supplementary reading materials.....				
350. Supply schools with health and play equipment.....				
351. Schedule motion picture exhibitions.....				
352. Administer use of lanterns and slides.....				



**BUSINESS MANAGEMENT—CONTINUED**  
**PART C—THE SCHOOL PLANT—OPERATION AND MAINTENANCE**

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
<b>Duty—</b>				
<i>Inspection and Supervision of Janitorial Service</i>				
353. Inspect janitor work.....				
354. Assist janitor make reports.....				
355. Show janitor how to operate apparatus.....				
356. Help janitor in arrangement of maps, chairs, pictures, etc.....				
357. Employ janitor.....				
358. Discharge janitor.....				
359. Secure substitute janitor.....				
360. Check janitor's report.....				
361. Arrange course for janitors.....				
362. Teach janitor course.....				
363. Notify janitor of special use of buildings.....				
Confer with janitors about:				
364. Legal methods of cleaning.....				
365. Laws regarding condition of buildings.....				
366. Part of building that needs cleaning.....				
367. Keeping playgrounds clean.....				
368. Moving heavy object.....				
369. Leaks in pipes.....				
370. Ringing bells.....				
371. Preparation of building for exhibition or entertainment.....				
372. Condition of rooms.....				
<i>Inspection and Care of Building and Equipment</i>				
373. Supervise heating, lighting, and ventilation.....				
374. Inspect defacement of school building.....				
375. Supervise beautifying of school rooms.....				
376. Inspect service department.....				
377. Inspect toilets.....				
378. Wind and set clocks.....				
379. Regulate clock and signal system.....				
380. Set up or adjust seats.....				
381. Substitute for janitor.....				
<i>Inspection and Care of School Grounds</i>				
382. Assist in cleaning school grounds.....				
383. Supervise cleaning of school grounds.....				
384. Supervise landscaping of school yards.....				
385. Supervise school garden work.....				
386. Care for plants and flowers.....				
387. Supervise Arbor Day tree planting.....				
<b>PART D—EXPANSION</b>				
<i>Building Programs and Surveys</i>				
388. Score existing buildings.....				
389. Prepare report on existing buildings.....				
390. Compute school population growth.....				

**BUSINESS MANAGEMENT—CONTINUED**

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
<b>Duty—</b>				
391. Study transportation facilities.....				
392. Establish boundaries for new schools.....				
393. Secure fire insurance for buildings.....				
394. Estimate size and location of new buildings.....				
395. Secure estimates as to cost of building sites.....				
396. Study building plans.....				
397. Draw tentative plans for buildings.....				
398. Recommend modifications of old buildings.....				
399. Recommend types of new buildings.....				
400. Prepare plan of financing building program.....				
401. Prepare estimate of cost of maintenance.....				
402. Study law on school bond issues.....				
403. Employ architect.....				
404. Consult architect.....				
405. Check architect's plans.....				
<i>Construction</i>				
406. Select building site.....				
407. Obtain options on site.....				
408. Purchase building site.....				
409. Locate building on site.....				
410. Advertise for builders' bids.....				
411. Accept bond of successful bidder.....				
412. Appoint inspector.....				
413. Personally inspect building during construction.....				
414. Keep record of progress of construction.....				
415. Make payments on building.....				
416. Record payments made on buildings.....				
<i>New Equipment</i>				
417. Estimate cost of equipment.....				
418. Make specifications for equipment.....				
419. Prepare bidders' lists.....				
420. Attend correspondence with bidders.....				
421. Open bids—tabulate results.....				
422. Arrange meeting for presentation of samples.....				
423. Recommend bids.....				

## DIVISION IV—THE TEACHING STAFF

Indicate in the appropriate space the number of times each duty was performed		Day	Wk.	Mo.	Yr.
Duty—					
<i>Personal Welfare of Teachers</i>					
424.	Initiate new teacher.....				
425.	Confer with teacher on personal welfare.....				
426.	Assist teacher secure boarding place.....				
427.	Assign teachers.....				
428.	Reassign failing teacher.....				
429.	Look after health of teachers.....				
430.	Encourage worried teacher.....				
431.	Administer teacher's request.....				
432.	Arrange for care of ill teacher.....				
433.	Provide rest-room facilities for teachers.....				
434.	Help teachers improve community standing.....				
435.	Promote cordial relations with teachers.....				
436.	Ask advice from teachers.....				
437.	Entertain teachers.....				
438.	Promote cooperation among teachers.....				
439.	Admonish teachers on sanitary and suitable clothing.....				
440.	Adjust teacher's financial problem.....				
441.	Investigate criticism of teacher.....				
442.	Advise teacher on social and moral conduct.....				
443.	Arrange picnic or excursion for teachers.....				
444.	Encourage teachers to ask for advice.....				
445.	Notify teachers of school opening.....				
446.	Discipline teacher.....				
447.	Check school arrival of teachers.....				
448.	Check extra work done by teachers.....				
449.	Check health certification of teachers.....				
450.	Protect teachers from agent.....				
451.	Meet teacher at train upon arrival.....				
452.	Organize committee to take care of new teachers.....				
453.	Administer teacher's connection with retirement fund.....				
454.	Send Christmas letter or gifts to teachers.....				
<i>Employment of Teachers</i>					
455.	Consider applications.....				
456.	Interview applicant.....				
457.	Examine credentials of applicants.....				
458.	Send inquiry blank concerning applicant.....				
459.	Visit class of applicant.....				
460.	Give examination to applicant.....				
461.	Give intelligence test to applicant.....				
462.	Select principal.....				
463.	Select supervisor.....				
464.	Select regular teachers.....				
465.	Select special teachers.....				
466.	Notify teachers of election.....				
467.	Recommend list of teachers to board.....				
468.	Consult principal in employment of teachers.....				
469.	Consult supervisor on employment of teacher.....				
470.	Transfer teacher.....				
471.	Promote teacher.....				

## THE TEACHING STAFF—CONTINUED

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
Duty—				
472. Demote teacher.....				
473. Secure resignation or discharge of teacher.....				
474. Introduce teacher to board members.....				
475. Restrict number of home and married teachers.....				
476. Notify teacher of dismissal.....				
477. Check certification of teachers.....				
478. File teachers' certificates with proper authority.....				
479. Interpret laws regarding certification.....				
480. Interpret laws regarding retirement.....				
481. Secure substitute teacher.....				
482. Formulate salary schedule.....				
483. Study salary schedule in other cities.....				
484. Issue teachers' contracts.....				
485. Help teacher secure new position.....				
486. Fill in inquiry concerning teacher.....				
487. Recommend bonus for superior teachers.....				
488. Visit teacher training institution.....				
489. Solicit teachers from teacher employment agency.....				
490. Solicit teachers from teacher training institution.....				
<i>Professional Improvement of Teachers</i>				
491. Suggest professional books to teachers.....				
492. Suggest current magazine articles for reading.....				
493. Prepare bibliography for teachers.....				
494. Organize professional library.....				
495. Provide professional magazines.....				
496. Arrange for extension classes.....				
497. Enroll teachers in teacher organization.....				
498. Aid teachers in extension work.....				
499. Rate teachers.....				
500. Explain items used in teacher rating.....				
501. Discuss results of rating with teacher.....				
502. Recommend professional courses to teachers.....				
503. Help teacher prepare professional paper.....				
504. Arrange leave of absence for teacher.....				
505. Advise teachers on team-work qualities.....				
506. Advise teacher on personal appearance.....				
507. Arrange for attendance at institute.....				
508. Conduct institute.....				
509. Encourage teachers to experiment.....				

DIVISION V—THE PUPILS

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
Duty—				
<i>Census and Attendance</i>				
510. Take census of district.....				
511. Make summary of census.....				
512. Supervise taking of census.....				
513. Enroll children of school age.....				
514. Tabulate census information for school use.....				
515. Keep register.....				
516. Instruct teacher in use of register.....				
517. Keep summary record of attendance.....				
518. Make school population map of city.....				
519. Check attendance with enrollment.....				
520. Check enrollment with census.....				
521. Study attendance data from other cities.....				
522. Investigate claim for exemption from attendance.....				
523. Investigate privately tutored children.....				
524. Check attendance in part time schools.....				
525. Make graphs showing attendance.....				
526. Make special drive promoting attendance.....				
527. Classify nonattendance by grades, buildings, etc.....				
528. Check excuses for absence.....				
529. Check excuses for tardiness.....				
530. Check class cuts.....				
531. Interpret compulsory attendance laws.....				
532. Ascertain pupils of school age not in school.....				
533. Investigate pupil attendance in private schools.....				
534. Examine reports of attendance officer.....				
535. Ascertain causes of truancy.....				
536. Employ truant officer.....				
527. Classify nonattendance by grades, buildings, etc.....				
538. Act as truant officer.....				
539. Notify parents of child's truancy.....				
540. Call on parents of truant child.....				
541. Admonish tardy pupils.....				
542. Issue early dismissal permits.....				
543. Issue absence permits.....				
544. Issue tardy permits.....				
545. Sign excuses of pupils.....				
546. Issue permits to get classrooms.....				
547. Examine report from juvenile officer.....				
<i>Classification</i>				
548. Determine eligibility of pupils.....				
549. Schedule pupils.....				
550. Direct students to rooms.....				
551. Assign children to different schools.....				
552. Direct special groupings.....				
553. Redistribute crowded grades.....				
554. Arrange for institutional children.....				
555. Organize ungraded class.....				
556. Organize opportunity class.....				
557. Make preclassification estimates.....				

THE PUPILS—CONTINUED

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
<b>Duty—</b>				
558. Make grade distribution sheets.....				
559. Make special promotions.....				
560. Assign credit for outside instruction (e. g., music).....				
561. Assign credits to entering pupils.....				
562. Investigate need for special classes.....				
563. Assign children to special classes.....				
564. Placate parents of special children.....				
565. Transcribe credits for graduates and leaving pupils.....				
<i>Promotion and Progress</i>				
566. Collect age-grade data.....				
567. Construct age-grade elimination table.....				
568. Construct age-grade enrollment table.....				
569. Construct age-progress table.....				
570. Construct mental age-grade table.....				
571. Compute acceleration and retardation statistics.....				
572. Recommend tutor for backward pupil.....				
573. Issue rules for promotion.....				
574. Pass on doubtful cases of promotion.....				
575. Check double promotions.....				
576. Arrange with pupils to do extra or double work.....				
577. Sanction pupil taking less than regular work.....				
578. Promote drive on reducing failure and retardation.....				
579. Secure employment of "visiting teacher".....				
580. Organize auxiliary teaching.....				
581. Study effects of late entrance and nonattendance.....				
582. Make a record of wage earning opportunities.....				
583. Organize language class for foreign children.....				
584. Secure employment for pupil.....				
585. Issue work permit.....				
<i>Reports and Records</i>				
586. Fill in pupil report cards.....				
587. Sign pupil report cards.....				
588. Send pupil report cards to parents.....				
589. See that cards are signed by parents.....				
590. Construct new type of pupil report card.....				
591. Assemble and file pupil report cards.....				
592. Fill in permanent individual record cards.....				
593. Fill in pupil health records.....				
594. Establish uniform marking system.....				
595. Examine teacher's marks.....				
596. Construct summary table of marks given.....				
597. Assign credits to entering pupils.....				
598. Make transcripts of credits to leaving pupils.....				
599. Fill in transfer cards.....				
600. Make report on employed children.....				
601. Make attendance report.....				
602. Make health report.....				
603. Make retardation report.....				

THE PUPILS—CONTINUED

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
Duty—				
604. Make promotion report.....				
605. Make preclassification report.....				
606. Keep transfer record.....				
607. Compute comparative school records of graduates.....				
<i>Discipline</i>				
608. Investigate disciplinary cases.....				
609. Suspend pupil.....				
610. Expel pupil.....				
611. Administer corporal punishment.....				
612. Adjust pupils' grievances and complaints.....				
613. Interview pupils referred by teachers.....				
614. Interview pupils regarding outside disturbance.....				
615. Adjust class scrap.....				
616. Prevent smoking on school premises.....				
617. Organize gymnasium discipline.....				
618. Organize hall discipline.....				
619. Organize playground discipline.....				
620. Maintain order in assembly.....				
621. Take care of interfering outsider.....				
622. Record cases of punishment.....				
623. Give publicity to traffic laws.....				
624. Instruct teachers in disciplinary procedure.....				
625. Direct general conduct of children on way to and from school.....				
626. Appear in juvenile court with delinquent child.....				
627. Decide disciplinary penalties.....				
628. Adjust difference between teacher and pupil.....				
629. Organize system of student self government.....				

DIVISION VI—THE CURRICULUM AND SPECIAL ACTIVITIES  
 PART A—THE CURRICULUM

Indicate in the appropriate space the number of times each duty was performed		Day	Wk.	Mo.	Yr.
Duty—					
	<i>Aims</i>				
630.	Construct list of general educational objectives.....				
631.	Construct list of special course objectives (e. g., arithmetic, botanical)				
632.	Study community needs for curriculum changes.....				
633.	Ascertain changes desired by school patrons.....				
634.	Eliminate invalid objectives from printed course of study.....				
635.	Keep record of what graduates do.....				
636.	Keep record of what drop-outs do.....				
637.	Study language needs of pupils.....				
	<i>Textbooks</i>				
638.	Examine textbooks for adoption.....				
639.	Select textbooks for adoption.....				
640.	Distribute textbooks to teachers for try-out or examination.....				
641.	Meet with committee on textbooks.....				
642.	Confer with textbook agent.....				
643.	Keep library of sample textbooks.....				
644.	Write textbook.....				
645.	Serve on county textbook commission.....				
646.	Serve on State textbook commission.....				
647.	Write testimonial for textbook.....				
	<i>Schedule Management</i>				
648.	Help principal make out class schedule.....				
649.	Assist principal in making program of studies.....				
650.	Plan examination schedule.....				
651.	Plan schedule for special activities.....				
652.	Arrange schedule to take care of epidemic.....				
653.	Prepare time allotment schedule.....				
654.	Provide teachers sample daily programs.....				
655.	Help teacher make out daily program.....				
656.	Check teachers' classroom schedules.....				
657.	Organize plan for supervised study.....				
658.	Assign extra-curricular activities.....				
659.	Distribute teachers' loads.....				
660.	Assign yard and hall duties.....				
661.	Assign subjects and rooms.....				
662.	Organize plan for home study.....				
663.	Notify staff of school opening.....				
664.	Notify press of school opening.....				
665.	Issue instructions for opening school.....				
666.	Issue instructions for closing school.....				
667.	Instruct teachers in registration duties.....				
668.	Prepare and distribute calendar for school year.....				
	<i>Curriculum Building</i>				
669.	Read literature on curriculum construction.....				
670.	Examine outside courses of study.....				



## THE CURRICULUM AND SPECIAL ACTIVITIES—CONTINUED

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
Duty—				
671. Study local curriculum for defects.....				
672. Prepare list of curriculum construction principles.....				
673. Explain curriculum to principals and teachers.....				
674. Organize teachers for curriculum revision.....				
675. Meet with committee on curriculum revision.....				
676. Secure outside help in curriculum revision.....				
677. Construct course of study.....				
678. Make supplementary course outlines.....				
679. Get course of study approved.....				
680. Modify curriculum to fit teaching staff.....				
681. Review and integrate curriculum revision results.....				
682. Edit writing of courses of study.....				
683. Arrange printing of course of study.....				
684. Correct proof of course of study.....				
685. Organize try-outs of new courses.....				
686. Make plans for continuous curriculum construction.....				
687. Construct list of subjects or grade attainments.....				
688. Construct set of achievement standards.....				
689. Assist in new county or State course of study.....				
<i>Extension</i>				
690. Organize community center activities.....				
691. Supervise community center activities.....				
692. Organize night school.....				
693. Conduct night school.....				
694. Organize summer school.....				
695. Conduct summer school.....				
696. Organize evening entertainment.....				
697. Advertise evening program.....				
698. Supervise school fair.....				
699. Arrange for pupil attendance at public lectures.....				

THE CURRICULUM AND SPECIAL ACTIVITIES—CONTINUED

PART B—SPECIAL ACTIVITIES

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
<b>Duty—</b>				
<i>Student Organizations</i>				
700. Act as faculty advisor.....				—
701. Attend student meeting.....				—
702. Conduct literary society.....				—
703. Organize honor society.....				—
704. Organize boys' club.....				—
705. Organize glee club.....				—
706. Make trip with glee club.....				—
707. Organize debating club.....				—
708. Conduct debating club.....				—
709. Make trip with debating club.....				—
710. Provide for debate officials.....				—
711. Promote outside activities for students.....				—
712. Supervise class organization.....				—
713. Appoint sponsors for classes.....				—
714. Supervise selection of memorial gift.....				—
715. Organize school bank.....				—
716. Organize school store.....				—
717. Restrict secret society.....				—
718. Organize accounting system for student organization.....				—
<i>Athletic Activities</i>				
719. Establish athletic policy.....				—
720. Supervise athletic contest.....				—
721. Attend athletic game.....				—
722. Coach athletic team.....				—
723. Make trip with athletic team.....				—
724. Take part in athletics.....				—
725. Officiate in athletic contest.....				—
726. Secure officials for athletic game.....				—
727. Arrange athletic schedule.....				—
728. Arrange for transportation of team.....				—
729. Serve county athletic association.....				—
730. Devise means of raising athletic moneys.....				—
731. Administer athletic letters for team.....				—
732. Mark athletic grounds.....				—
733. Promulgate county track and field meet.....				—
734. Give talk at pep meeting.....				—
735. Act as host to visiting team.....				—
<i>Social Activities</i>				
736. Attend socials, parties, programs, etc.....				—
737. Supervise conduct of school parties.....				—
738. Chaperone students.....				—
739. Establish rules for class parties.....				—
740. Schedule school parties.....				—
741. Assist student prepare toast.....				—

## THE CURRICULUM AND SPECIAL ACTIVITIES—CONTINUED

Indicate in the appropriate space the number of times each duty was performed		Day	Wk.	Mo.	Yr.
Duty—					
<i>School Publications</i>					
742.	Select editors.....				
743.	Edit school publication.....				
744.	Supervise school publication.....				
745.	Write article for school publication.....				
746.	Read proof for school publication.....				
<i>Assemblies</i>					
747.	Plan assembly.....				
748.	Conduct assembly.....				
749.	Conduct flag raising.....				
750.	Assign seats in assembly.....				
751.	Supervise marching.....				
752.	Give inspirational talk at assembly.....				
753.	Operate moving picture machine for assembly.....				
754.	Get speakers to address assemblies.....				
755.	Introduce speakers.....				
756.	Lead assembly singing.....				
757.	Recite the Lord's Prayer.....				
758.	Entertain school speakers.....				
759.	Secure entertainment for school speaker.....				
760.	Help pupils find material for program.....				
761.	Select students for contest.....				
762.	Supervise decoration of assembly room.....				
763.	Take care of seating arrangements.....				
764.	Attend interschool literary contest.....				
765.	Act as judge in school contest.....				
766.	Administer spelling contest.....				
767.	Speak at special programs.....				
768.	Present prizes to winners.....				
769.	Provide for Special School Day.....				
770.	Provide for Educational Week.....				
<i>Graduation Programs</i>					
771.	Select minister for baccalaureate.....				
772.	Obtain commencement speaker.....				
773.	Have commencement printing done.....				
774.	Drill seniors for graduation exercises.....				
775.	Conduct graduation exercises.....				
776.	Secure music for commencement.....				
777.	Make out program for commencement.....				
778.	Help decorate for commencement.....				

**DIVISION VII—INSTRUCTION**  
**PART A—TEACHING AND TESTING**

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
Duty—				
<i>Teaching Contacts</i>				
779. Teach subject in high school regularly.....				
780. Teach class in elementary school regularly.....				
781. Act as substitute teacher in high school.....				
782. Act as substitute teacher in elementary school.....				
783. Instruct pupils in methods of study.....				
784. Provide for group study classes.....				
785. Direct supervised study.....				
786. Confer with pupils on make-up work.....				
787. Supervise pupil project.....				
788. Supervise laboratory period.....				
789. Teach students how to use new books.....				
<i>Classroom Management</i>				
790. Distribute laboratory materials.....				
791. Distribute classroom materials.....				
792. Adjust desks for individual pupils.....				
793. Inspect rooms as to seating arrangement.....				
794. Study arrangement of materials and equipment.....				
795. Inspect routine of passing materials, moving to blackboard, etc.....				
796. Provide teachers' list of room materials, books, etc.....				
<i>Administration of Tests</i>				
797. Assemble and study sample tests.....				
798. Keep file of sample tests.....				
799. Study test procedure.....				
800. Organize testing program.....				
801. Explain purpose of testing program.....				
802. Train teachers to give tests.....				
803. Train teachers to score and tabulate tests.....				
804. Train clerical help to score and tabulate tests.....				
805. Construct special test.....				
806. Help teachers improve written examinations.....				
807. Arrange examination schedule.....				
808. Supervise giving of test.....				
809. Prepare general examination.....				
810. Select exemptions from examinations.....				
811. Score test papers.....				
812. Grade examination papers.....				
813. Administer individual test.....				
814. Administer group test.....				
815. Administer entrance examinations.....				
816. Serve on county examining board.....				
817. Administer State and county examinations.....				
818. Administer final examinations.....				
819. Supervise and check work of scorers.....				
820. Report results to publishers of tests or test bureau.....				
821. Explain practice tests to teachers.....				

INSTRUCTION—CONTINUED

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
<b>Duty—</b>				
<i>Diagnosis and Interpretation</i>				
822. Make statistical analysis of test results.....				
823. Determine weekly grade averages.....				
824. Make illustrative graphs of test results.....				
825. Classify scores.....				
826. Make comparative study of results in other cities.....				
827. Compute I. Q.'s or similar relations.....				
828. Study types of errors.....				
829. Assemble list of remedial devices.....				
830. Explain remedial devices to teachers.....				
831. Interview pupils about test scores.....				
832. Arrange special and individual instruction.....				
833. Study teaching efficiency as shown by test results.....				
834. Reclassify pupils on basis of testing.....				
835. Organize special classes.....				
PART B—SUPERVISION				
<i>Principals and Supervisors</i>				
836. Serve as principal.....				
837. Prepare set of supervision objectives.....				
838. Prepare plan of supervision.....				
839. Check supervisory results.....				
840. Plan meetings of supervisory staff.....				
841. Direct meetings of supervisory staff.....				
842. Attend meetings of supervisory staff.....				
843. Inspect principal's office and building procedure.....				
844. Consult principal with reference to his work.....				
845. Consult supervisor with reference to work.....				
846. Rate principals and supervisors.....				
<i>Technique of Teaching</i>				
847. Discuss aims of teaching with teachers.....				
848. Show teachers how to achieve aims.....				
849. Show teachers how to guide pupils into purposeful activities.....				
850. Help teachers provide for individual differences.....				
851. Observe teacher's classroom procedure.....				
852. Criticize teacher's classroom procedure.....				
853. Keep record of visits.....				
854. Help teachers improve study habits of pupils.....				
855. Suggest desirable changes as to assigned home work.....				
856. Give instructions how to conduct short drives for mastery.....				
857. Suggest how to conduct various types of lessons (e. g., drill).....				
858. Suggest desirable changes in ways of assigning lessons.....				
859. Suggest improved special devices.....				
860. Make a list of changes in methods to be bought.....				
861. Arrange for demonstration lesson.....				
862. Give demonstration lesson.....				
863. Suggest plan of pupil individual progress.....				
864. Suggest plan of pupils' budgeting work.....				

INSTRUCTION—CONTINUED

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
Duty—				
865. Suggest plan for supervised study.....				
866. Make a study of pupils' study habits.....				
867. Investigate the values of special devices.....				
868. Suggest plan of self-testing by pupils.....				
869. Assist teachers find materials.....				
870. Prepare an outline for lesson planning.....				
871. Look over lesson plans of teachers.....				
872. Prepare an outline of lesson plans for illustration.....				
873. Help teachers plan projects.....				
874. Write abstract of article on teaching.....				
875. Supervise work of private teachers.....				
<i>Conferences and Meetings</i>				
876. Hold conferences with individual teacher.....				
877. Hold group conference.....				
878. Keep a record of conferences.....				
879. Plan outline of teacher meeting topics.....				
880. Conduct teachers' meetings.....				
881. Send out advance brief of topics.....				
882. Arrange for teacher visitation in local schools.....				
883. Arrange for teacher visitation in outside schools.....				
884. Have teacher report on observations.....				

DIVISION VIII—SPECIAL SERVICES

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr
Duty—				
<i>Supervision of Playground</i>				
885. Teach new games.....				
886. Oversee playground equipment.....				
887. Stop fights and quarrels on playground.....				
888. Select healthful games.....				
889. Assign playground duties to teachers.....				
890. Help teachers on playground at recess.....				
891. Promote special contest.....				
892. Engage in play activities.....				
893. Schedule recitation periods for play.....				
<i>Supervision of Lunch Period</i>				
894. Organize lunch period.....				
895. Supervise matron in charge.....				
896. Order milk for pupils.....				
897. Persuade children to eat lunch.....				
898. Observe children during lunch hour.....				
899. Check menu for school lunch.....				
900. Check number of pupils ordering lunch.....				
901. See that pupils use correct manners.....				
<i>Special Health Service</i>				
902. Give first aid.....				
903. Exclude sick pupils from classes.....				
904. Persuade pupils to stay out of doors.....				
905. Supervise health crusade movement.....				
906. Weigh children.....				
907. Measure children.....				
908. Care for ill pupil.....				
909. Give health talk.....				
910. Maintain first aid cabinet.....				
911. Correct posture.....				
912. Discover pupils who need glasses.....				
913. Inspect homes with respect to health.....				
914. Supervise physical examinations.....				
915. Organize nutrition class.....				
916. Inspect for defective teeth.....				
917. Issue weight cards to parents.....				
918. Instruct in sex hygiene.....				
919. Instruct in personal hygiene.....				
920. Make underweight survey.....				
921. Organize medical clinic.....				
922. Organize dental clinic.....				
923. Visit sick pupil.....				
924. Secure employment of school nurse.....				
<i>Cooperation with Health Officers</i>				
925. Report pupils needing care to nurse.....				
926. Send out nurse's report to parents.....				

SPECIAL SERVICES—CONTINUED

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
<b>Duty—</b>				
927. Discuss health program with nurse.....				
928. Report reasons for absence to nurse.....				
929. Facilitate remedy of physical defects.....				
930. Report contagious disease.....				
931. Assist dental clinic.....				
932. Call doctor.....				
933. Help with health tests.....				
934. Report cases of illness.....				
935. File vaccination certificates.....				
936. Help give vaccinations.....				
937. Enforce vaccination regulations.....				
938. Inspect health certificates.....				
939. Supervise health inspection.....				
<i>Library</i>				
940. Organize room library.....				
941. Act as librarian.....				
942. Appoint librarian.....				
943. Supervise work of librarian.....				
944. Prepare set of library rules.....				
945. Organize outside library service.....				
946. Select new library books.....				
947. Search for missing library books.....				
948. Buy books for the library.....				
949. Train pupils in use of library.....				
950. Recommend books for public library.....				
951. Arrange for binding.....				
952. Check attendance in library room.....				
953. Prepare notices for overdue books.....				
<i>Guidance</i>				
954. Advise students concerning election of courses.....				
955. Organize course in vocational guidance.....				
956. Help pupil having special problem.....				
957. Help pupil with moral problem.....				
958. Advise pupils concerning leaving school.....				
959. Pass on request of indigent pupil.....				
960. Advise pupil concerning life work.....				
961. Advise student concerning higher educational training.....				
962. Visit pupil in difficulty.....				
963. Study pupil's vocational record.....				
964. Give vocational test.....				
965. Recommend pupil to vocational counselor.....				
966. Report case to welfare organization.....				
967. Report case to juvenile court.....				
968. Help graduates select colleges.....				
969. Help graduates plan college schedules.....				
970. Help graduates obtain positions.....				
971. Recommend students to college.....				
972. Serve as boys' adviser.....				



**SPECIAL SERVICES—CONTINUED**

Indicate in the appropriate space the number of times each duty was performed	Day	Wk.	Mo.	Yr.
<b>Duty—</b>				
973. Serve as girls' adviser.....				
974. Visit prospective pupils.....				
975. Give instructions to new pupils.....				
976. Write letter of recommendation.....				
977. Help mother secure mother's pension.....				
<i>Transportation of Pupils</i>				
978. Study transportation problem.....				
979. Make preliminary trip over routes for timing purposes.....				
980. Reroute trucks.....				
981. Prepare time schedule.....				
982. Supervise seating of pupils in truck.....				
983. Meet buses in morning.....				
984. Dispatch buses in afternoon.....				
985. Do transportation clerical work.....				
986. Drive bus.....				
987. Order cars for special occasions.....				
988. Supervise repairs and replacements.....				
989. Arrange for supplementary transportation (e. g., street cars).....				
990. Draw up rules for drivers.....				
991. Draw up driver's contract.....				
992. Select drivers.....				
993. Oversee drivers.....				
994. Receive reports from drivers.....				
<i>Miscellaneous</i>				
995. Organize fire drill.....				
996. Supervise fire drill.....				
997. Organize fire-fighting brigade.....				
998. Remove animals from rooms and grounds.....				
999. Organize military drill.....				
1000. Direct military drill.....				

APPENDIX D  
Summary of Changes  
in the Certification Requirements for  
Principals in the Commonwealth of Virginia

Summary of Changes in Certification  
Requirements for Public School Principals  
in the Commonwealth of Virginia

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- 1927-1928: Initial qualifications include:  
Collegiate Professional Certificate  
with 2 years of teaching experience;  
Collegiate Certificate with 3 years of  
teaching experience
- 1950-1951: Degree stipulation for H.S. Principals:  
Master's Degree or Doctor's Degree from  
an accredited institution  
Addition of coursework for H.S. Principals:  
Administration  
Supervision
- 1954-1955: Initial qualifications for elementary  
principals:  
Highest Virginia Certificate  
Endorsement for teaching in the  
elementary school  
Three years of experience as a teacher,  
administrator, or supervisor
- 1959-1960: Requirements for H.S. Principal include:  
Postgraduate Professional Certificate  
Three years of experience as a teacher,  
administrator, or supervisor
- 1961-1962: Requirements for elementary principal include:  
Postgraduate Professional Certificate  
Addition of coursework:  
Administration  
Supervision  
Curriculum  
Three years' experience must include some  
at elementary level  
Leadership qualities and personal  
characteristics

- 1962-1963: Requirements for H.S. Principal include:  
 Addition of coursework:  
     Curriculum  
 Three years' experience must include some  
     at secondary level  
 Leadership qualities and personal  
     characteristics
- 1974-1975: Requirements for elementary principal include:  
 Addition of coursework:  
     School Law  
     School-Community Relations  
 Three years' experience must include one  
     year at the elementary level  
 Training in drug education
- Requirements for H.S. Principal include:  
 Addition of coursework:  
     School Law  
     School-Community Relations  
     Curriculum specification (including  
       intermediate or middle)  
 Three years' experience must include one  
     year at the secondary level  
 Training in drug education
- 1982-1983: Requirements for all principals include:  
 Graduate work must total 30 semester hours  
 Addition of coursework:  
     Personnel Administration  
     Finance
- 1986-1987: Requirements for all principals include:  
 Addition of coursework:  
     Supervision and evaluation of instruction  
       and instructional programs  
 Curriculum specification:  
     Middle School as separate from H.S.  
 Experience must include one year of full-  
     time teaching experience at the level to  
     be supervised
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APPENDIX E  
Certification Requirements for Principals  
in the Commonwealth of Virginia  
(1927-1987)

CERTIFICATION REQUIREMENTS  
1927-1928

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1927).

CERTIFICATION REQUIREMENTS  
1928-1929

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1928).

CERTIFICATION REQUIREMENTS  
1929-1930

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1929).



CERTIFICATION REQUIREMENTS  
1930-1931

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1930).

CERTIFICATION REQUIREMENTS  
1931-1932

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1931).

CERTIFICATION REQUIREMENTS  
1932-1933

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1932).

CERTIFICATION REQUIREMENTS  
1933-1934

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1933).

CERTIFICATION REQUIREMENTS  
1934-1935

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1934).

CERTIFICATION REQUIREMENTS  
1935-1936

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1935).

CERTIFICATION REQUIREMENTS  
1936-1937

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1936).

CERTIFICATION REQUIREMENTS  
1937-1938

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1937).



CERTIFICATION REQUIREMENTS  
1938-1939

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1938).

CERTIFICATION REQUIREMENTS  
1939-1940

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1939).

CERTIFICATION REQUIREMENTS  
1940-1941

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1940).

CERTIFICATION REQUIREMENTS  
1941-1942

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1941).

CERTIFICATION REQUIREMENTS  
1942-1943

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1942).

CERTIFICATION REQUIREMENTS  
1943-1944

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1943).

CERTIFICATION REQUIREMENTS  
1944-1945

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1944).

CERTIFICATION REQUIREMENTS  
1945-1946

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1945).



CERTIFICATION REQUIREMENTS  
1946-1947

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1946).

CERTIFICATION REQUIREMENTS  
1947-1948

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1947).

CERTIFICATION REQUIREMENTS  
1948-1949

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1948).

CERTIFICATION REQUIREMENTS  
1949-1950

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On and after September 1, 1927, all beginning principals of accredited high schools shall have the following qualifications:

- A. Collegiate Professional Certificate with 2 years of successful teaching experience;
- B. Collegiate Certificate with 3 years of successful teaching experience.

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(State Board of Education, 1949).

CERTIFICATION REQUIREMENTS  
1950-1951

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- I. Elementary Principal - Qualifications to be established later.
  
  - II. Secondary Principal
    - A. Master's Degree or Doctor's Degree from an accredited institution;
  
    - B. Professional Requirements - Courses including graduate study in administration and supervision;
  
    - C. Experience - Three years of successful teaching experience.

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(State Board of Education, 1950).

CERTIFICATION REQUIREMENTS  
1951-1952

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- I. Elementary Principal - Qualifications to be established later.
  
- II. Secondary Principal
  - A. Master's Degree or Doctor's Degree from an accredited institution;
  
  - B. Professional Requirements - Courses including graduate study in administration and supervision;
  
  - C. Experience - Three years of successful teaching experience.

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(State Board of Education, 1951).

CERTIFICATION REQUIREMENTS  
1952-1953

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- I. Elementary Principal - Qualifications to be established later.
  
- II. Secondary Principal
  - A. Master's Degree or Doctor's Degree from an accredited institution;
  
  - B. Professional Requirements - Courses including graduate study in administration and supervision;
  
  - C. Experience - Three years of successful teaching experience.

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(State Board of Education, 1952).

CERTIFICATION REQUIREMENTS  
1953-1954

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- I. Elementary Principal - Qualifications to be established later.
  
- II. Secondary Principal
  - A. Master's Degree or Doctor's Degree from an accredited institution;
  
  - B. Professional Requirements - Courses including graduate study in administration and supervision;
  
  - C. Experience - Three years of successful teaching experience.

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(State Board of Education, 1953).



CERTIFICATION REQUIREMENTS  
1954-1955

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I. Elementary Principal

- A. Must hold the highest Virginia certificate issued by the State Department of Education;
- B. Must have endorsement for teaching in the elementary school as prescribed in the 1950 revision of the certification regulations;
- C. Three years of successful experience as a teacher, administrator, or supervisor.

II. Secondary Principal

- A. Master's Degree or Doctor's Degree from an accredited institution;
- B. Professional Requirements - Courses including graduate study in administration and supervision;
- C. Experience - Three years of successful teaching experience.

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(State Board of Education, 1954).

CERTIFICATION REQUIREMENTS  
1955-1956

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I. Elementary Principal

- A. Must hold the highest Virginia certificate issued by the State Department of Education;
- B. Must have endorsement for teaching in the elementary school as prescribed in the 1950 revision of the certification regulations;
- C. Three years of successful experience as a teacher, administrator, or supervisor.

II. Secondary Principal

- A. Master's Degree or Doctor's Degree from an accredited institution;
- B. Professional Requirements - Courses including graduate study in administration and supervision;
- C. Experience - Three years of successful teaching experience.

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(State Board of Education, 1955).

CERTIFICATION REQUIREMENTS  
1956-1957

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I. Elementary Principal

- A. Must hold the highest Virginia certificate issued by the State Department of Education;
- B. Must have endorsement for teaching in the elementary school as prescribed in the 1950 revision of the certification regulations;
- C. Three years of successful experience as a teacher, administrator, or supervisor.

II. Secondary Principal

- A. Master's Degree or Doctor's Degree from an accredited institution;
- B. Professional Requirements - Courses including graduate study in administration and supervision;
- C. Experience - Three years of successful teaching experience.

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(State Board of Education, 1956).

CERTIFICATION REQUIREMENTS  
1957-1958

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I. Elementary Principal

- A. Must hold the highest Virginia certificate issued by the State Department of Education;
- B. Must have endorsement for teaching in the elementary school as prescribed in the 1950 revision of the certification regulations;
- C. Three years of successful experience as a teacher, administrator, or supervisor.

II. Secondary Principal

- A. Master's Degree or Doctor's Degree from an accredited institution;
- B. Professional Requirements - Courses including graduate study in administration and supervision;
- C. Experience - Three years of successful teaching experience.

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(State Board of Education, 1957).

CERTIFICATION REQUIREMENTS  
1958-1959

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I. Elementary Principal

- A. Must hold the highest Virginia certificate issued by the State Department of Education;
- B. Must have endorsement for teaching in the elementary school as prescribed in the 1950 revision of the certification regulations;
- C. Three years of successful experience as a teacher, administrator, or supervisor.

II. Secondary Principal

- A. Master's Degree or Doctor's Degree from an accredited institution;
- B. Professional Requirements - Courses including graduate study in administration and supervision;
- C. Experience - Three years of successful teaching experience.

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(State Board of Education, 1958).

CERTIFICATION REQUIREMENTS  
1959-1960

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I. Elementary Principal

- A. Must hold the highest Virginia certificate issued by the State Department of Education;
- B. Must have endorsement for teaching in the elementary school as prescribed in the 1950 revision of the certification regulations;
- C. Three years of successful experience as a teacher, administrator, or supervisor.

II. Secondary Principal

- A. Master's Degree or Doctor's Degree from an accredited institution;
- B. Professional Requirements - Courses including graduate study in administration and supervision;
- C. Experience - Three years of successful teaching experience.

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(State Board of Education, 1959).

CERTIFICATION REQUIREMENTS  
1960-1961

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I. Elementary Principal

- A. Must hold the highest Virginia certificate issued by the State Department of Education;
- B. Must have endorsement for teaching in the elementary school as prescribed in the 1950 revision of the certification regulations;
- C. Three years of successful experience as a teacher, administrator, or supervisor.

II. Secondary Principal

- A. Master's Degree or Doctor's Degree from an accredited institution;
- B. Professional Requirements - Courses including graduate study in administration and supervision;
- C. Experience - Three years of successful teaching experience.

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(State Board of Education, 1960).

CERTIFICATION REQUIREMENTS  
1961-1962

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I. Elementary Principal

- A. Postgraduate Professional Certificate;
- B. Professional education courses shall include graduate study in supervision, administration, and curriculum;
- C. Three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary level;
- D. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

II. Secondary Principal

- A. Master's Degree or Doctor's Degree from an accredited institution;
- B. Professional Requirements - Courses including graduate study in administration and supervision;
- C. Experience - Three years of successful teaching experience.

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(State Board of Education, 1961).



CERTIFICATION REQUIREMENTS  
1962-1963

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I. Elementary Principal

- A. Postgraduate Professional Certificate;
- B. Professional education courses shall include graduate study in supervision, administration, and curriculum;
- C. Three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary level;
- D. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

II. Secondary Principal

The qualifications are the same as those for the elementary principal, except that the three years' experience must have been at the secondary level.

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(State Board of Education, 1962).

CERTIFICATION REQUIREMENTS  
1963-1964

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I. Elementary Principal

- A. Postgraduate Professional Certificate;
- B. Professional education courses shall include graduate study in supervision, administration, and curriculum;
- C. Three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary level;
- D. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

II. Secondary Principal

The qualifications are the same as those for the elementary principal, except that the three years' experience must have been at the secondary level.

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(State Board of Education, 1963).

CERTIFICATION REQUIREMENTS  
1964-1965

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I. Elementary Principal

- A. Postgraduate Professional Certificate;
- B. Professional education courses shall include graduate study in supervision, administration, and curriculum;
- C. Three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary level;
- D. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

II. Secondary Principal

The qualifications are the same as those for the elementary principal, except that the three years' experience must have been at the secondary level.

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(State Board of Education, 1964).

CERTIFICATION REQUIREMENTS  
1965-1966

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I. Elementary Principal

- A. Postgraduate Professional Certificate;
- B. Professional education courses shall include graduate study in supervision, administration, and curriculum;
- C. Three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary level;
- D. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

II. Secondary Principal

The qualifications are the same as those for the elementary principal, except that the three years' experience must have been at the secondary level.

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(State Board of Education, 1965).

CERTIFICATION REQUIREMENTS  
1966-1967

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I. Elementary Principal

- A. Postgraduate Professional Certificate;
- B. Professional education courses shall include graduate study in supervision, administration, and curriculum;
- C. Three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary level;
- D. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

II. Secondary Principal

The qualifications are the same as those for the elementary principal, except that the three years' experience must have been at the secondary level.

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(State Board of Education, 1966).

CERTIFICATION REQUIREMENTS  
1967-1968

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I. Elementary Principal

- A. Postgraduate Professional Certificate;
- B. Professional education courses shall include graduate study in supervision, administration, and curriculum;
- C. Three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary level;
- D. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

II. Secondary Principal

The qualifications are the same as those for the elementary principal, except that the three years' experience must have been at the secondary level.

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(State Board of Education, 1967).

CERTIFICATION REQUIREMENTS  
1968-1969

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I. Elementary Principal

- A. Postgraduate Professional Certificate;
- B. Professional education courses shall include graduate study in supervision, administration, and curriculum;
- C. Three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary level;
- D. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

II. Secondary Principal

The qualifications are the same as those for the elementary principal, except that the three years' experience must have been at the secondary level.

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(State Board of Education, 1968).

CERTIFICATION REQUIREMENTS  
1969-1970

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I. Elementary Principal

- A. Postgraduate Professional Certificate;
- B. Professional education courses shall include graduate study in supervision, administration, and curriculum;
- C. Three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary level;
- D. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

II. Secondary Principal

The qualifications are the same as those for the elementary principal, except that the three years' experience must have been at the secondary level.

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(State Board of Education, 1969).



CERTIFICATION REQUIREMENTS  
1970-1971

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I. Elementary Principal

- A. Postgraduate Professional Certificate;
- B. Professional education courses shall include graduate study in supervision, administration, and curriculum;
- C. Three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary level;
- D. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

II. Secondary Principal

The qualifications are the same as those for the elementary principal, except that the three years' experience must have been at the secondary level.

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(State Board of Education, 1970).

CERTIFICATION REQUIREMENTS  
1971-1972

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I. Elementary Principal

- A. Postgraduate Professional Certificate;
- B. Professional education courses shall include graduate study in supervision, administration, and curriculum;
- C. Three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary level;
- D. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

II. Secondary Principal

The qualifications are the same as those for the elementary principal, except that the three years' experience must have been at the secondary level.

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(State Board of Education, 1971).

CERTIFICATION REQUIREMENTS  
1972-1973

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I. Elementary Principal

- A. Postgraduate Professional Certificate;
- B. Professional education courses shall include graduate study in supervision, administration, and curriculum;
- C. Three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary level;
- D. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

II. Secondary Principal

The qualifications are the same as those for the elementary principal, except that the three years' experience must have been at the secondary level.

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(State Board of Education, 1972).

CERTIFICATION REQUIREMENTS  
1973-1974

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I. Elementary Principal

- A. Postgraduate Professional Certificate;
- B. Professional education courses shall include graduate study in supervision, administration, and curriculum;
- C. Three years' successful experience as a teacher, administrator, or supervisor, some of which must have been at the elementary level;
- D. Leadership qualities and personal characteristics necessary for working with teachers, parents, and children.

II. Secondary Principal

The qualifications are the same as those for the elementary principal, except that the three years' experience must have been at the secondary level.

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(State Board of Education, 1973).

CERTIFICATION REQUIREMENTS  
1974-1975

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- I. Elementary Principal and Assistant Principal
- A. Postgraduate Professional Certificate;
  - B. Have demonstrated and approved leadership qualities and personal characteristics;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; elementary school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the elementary level;
  - E. Training in drug education, as a separate course or included in "C" above.
- II. Secondary Principal and Assistant Principal
- A. See "A" above;
  - B. See "B" above;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; secondary (including intermediate or middle) school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the secondary level;
  - E. See "E" above.

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(State Board of Education, 1974).

CERTIFICATION REQUIREMENTS  
1975-1976

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- I. Elementary Principal and Assistant Principal
- A. Postgraduate Professional Certificate;
  - B. Have demonstrated and approved leadership qualities and personal characteristics;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; elementary school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the elementary level;
  - E. Training in drug education, as a separate course or included in "C" above.
- II. Secondary Principal and Assistant Principal
- A. See "A" above;
  - B. See "B" above;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; secondary (including intermediate or middle) school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the secondary level;
  - E. See "E" above.

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(State Board of Education, 1975).

CERTIFICATION REQUIREMENTS  
1976-1977

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- I. Elementary Principal and Assistant Principal
- A. Postgraduate Professional Certificate;
  - B. Have demonstrated and approved leadership qualities and personal characteristics;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; elementary school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the elementary level;
  - E. Training in drug education, as a separate course or included in "C" above.
- II. Secondary Principal and Assistant Principal
- A. See "A" above;
  - B. See "B" above;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; secondary (including intermediate or middle) school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the secondary level;
  - E. See "E" above.

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(State Board of Education, 1976).

CERTIFICATION REQUIREMENTS  
1977-1978

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- I. Elementary Principal and Assistant Principal
  - A. Postgraduate Professional Certificate;
  - B. Have demonstrated and approved leadership qualities and personal characteristics;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; elementary school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the elementary level;
  - E. Training in drug education, as a separate course or included in "C" above.
  
- II. Secondary Principal and Assistant Principal
  - A. See "A" above;
  - B. See "B" above;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; secondary (including intermediate or middle) school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the secondary level;
  - E. See "E" above.

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(State Board of Education, 1977).



CERTIFICATION REQUIREMENTS  
1978-1979

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- I. Elementary Principal and Assistant Principal
  - A. Postgraduate Professional Certificate;
  - B. Have demonstrated and approved leadership qualities and personal characteristics;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; elementary school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the elementary level;
  - E. Training in drug education, as a separate course or included in "C" above.
  
- II. Secondary Principal and Assistant Principal
  - A. See "A" above;
  - B. See "B" above;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; secondary (including intermediate or middle) school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the secondary level;
  - E. See "E" above.

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(State Board of Education, 1978).

CERTIFICATION REQUIREMENTS  
1979-1980

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- I. Elementary Principal and Assistant Principal
  - A. Postgraduate Professional Certificate;
  - B. Have demonstrated and approved leadership qualities and personal characteristics;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; elementary school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the elementary level;
  - E. Training in drug education, as a separate course or included in "C" above.
  
- II. Secondary Principal and Assistant Principal
  - A. See "A" above;
  - B. See "B" above;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; secondary (including intermediate or middle) school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the secondary level;
  - E. See "E" above.

CERTIFICATION REQUIREMENTS  
1980-1981

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- I. Elementary Principal and Assistant Principal
- A. Postgraduate Professional Certificate;
  - B. Have demonstrated and approved leadership qualities and personal characteristics;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; elementary school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the elementary level;
  - E. Training in drug education, as a separate course or included in "C" above.
- II. Secondary Principal and Assistant Principal
- A. See "A" above;
  - B. See "B" above;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; secondary (including intermediate or middle) school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the secondary level;
  - E. See "E" above.

CERTIFICATION REQUIREMENTS  
1981-1982

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- I. Elementary Principal and Assistant Principal
- A. Postgraduate Professional Certificate;
  - B. Have demonstrated and approved leadership qualities and personal characteristics;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; elementary school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the elementary level;
  - E. Training in drug education, as a separate course or included in "C" above.
- II. Secondary Principal and Assistant Principal
- A. See "A" above;
  - B. See "B" above;
  - C. One graduate course in each of the following areas: school administration; supervision of instruction; secondary (including intermediate or middle) school curriculum development; school law; school-community relations;
  - D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the secondary level;
  - E. See "E" above.

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(State Board of Education, 1981).

CERTIFICATION REQUIREMENTS  
1982-1983

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Elementary, Middle, or Secondary Principals

- A. Postgraduate Professional Certificate;
- B. Graduate Work (30 semester hours)
  - To include: school administration
  - supervision of instruction
  - school curriculum
  - school law
  - school-community relations
  - personnel administration
  - finance
- C. Have demonstrated and approved leadership qualities and personal characteristics;
- D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the level to be supervised;
- E. Training in drug education, as a separate course or included in "B" above.

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(State Board of Education, 1982).

CERTIFICATION REQUIREMENTS  
1983-1984

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Elementary, Middle, or Secondary Principals

- A. Postgraduate Professional Certificate;
- B. Graduate Work (30 semester hours)
  - To include: school administration
  - supervision of instruction
  - school curriculum
  - school law
  - school-community relations
  - personnel administration
  - finance
- C. Have demonstrated and approved leadership qualities and personal characteristics;
- D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the level to be supervised;
- E. Training in drug education, as a separate course or included in "B" above.

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(State Board of Education, 1983).

CERTIFICATION REQUIREMENTS  
1984-1985

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Elementary, Middle, or Secondary Principals

- A. Postgraduate Professional Certificate;
- B. Graduate Work (30 semester hours)
  - To include: school administration
  - supervision of instruction
  - school curriculum
  - school law
  - school-community relations
  - personnel administration
  - finance
- C. Have demonstrated and approved leadership qualities and personal characteristics;
- D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the level to be supervised;
- E. Training in drug education, as a separate course or included in "B" above.

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(State Board of Education, 1984).

CERTIFICATION REQUIREMENTS  
1985-1986

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Elementary, Middle, or Secondary Principals

- A. Postgraduate Professional Certificate;
- B. Graduate Work (30 semester hours)
  - To include: school administration
  - supervision of instruction
  - school curriculum
  - school law
  - school-community relations
  - personnel administration
  - finance
- C. Have demonstrated and approved leadership qualities and personal characteristics;
- D. Three years of successful experience as a teacher, administrator or supervisor, including one year at the level to be supervised;
- E. Training in drug education, as a separate course or included in "B" above.

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(State Board of Education, 1985).



CERTIFICATION REQUIREMENTS  
1986-1987

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Elementary, Middle, or Secondary Principals

- A. Postgraduate Professional Certificate;
- B. Leadership qualities and personal characteristics necessary to work effectively with students, teachers, and parents as attested to by a division superintendent of schools, by the chief administrative officer of a private school, or by an official in an institution of higher learning who is in a position to evaluate the applicant's qualifications;
- D. Graduate work in each of the following areas:
  - school administration
  - supervision and evaluation of instruction and instructional programs
  - school curriculum (appropriate for endorsement desired)
  - school law
  - school-community relations
  - personnel administration
  - school finance
- D. One year of successful, full-time teaching experience at the level to be supervised;
- E. The course of study shall include, at the graduate or undergraduate level, training in substance abuse education. Such training may constitute a separate course or may be included in one or more of the areas listed under Item "C" above.

\*These requirements also apply to assistant principals.

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(State Board of Education, 1986).

CERTIFICATION REQUIREMENTS  
1987-1988

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Elementary, Middle, or Secondary Principals

- A. Postgraduate Professional Certificate;
- B. Leadership qualities and personal characteristics necessary to work effectively with students, teachers, and parents as attested to by a division superintendent of schools, by the chief administrative officer of a private school, or by an official in an institution of higher learning who is in a position to evaluate the applicant's qualifications;
- D. Graduate work in each of the following areas:
  - school administration
  - supervision and evaluation of instruction and instructional programs
  - school curriculum (appropriate for endorsement desired)
  - school law
  - school-community relations
  - personnel administration
  - school finance
- D. One year of successful, full-time teaching experience at the level to be supervised;
- E. The course of study shall include, at the graduate or undergraduate level, training in substance abuse education. Such training may constitute a separate course or may be included in one or more of the areas listed under Item "C" above.

\*These requirements also apply to assistant principals.

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(State Board of Education, 1987).

APPENDIX F  
State Superintendents of Public Instruction  
(1927-1987)

State Superintendents of Public Instruction  
(1927-1987)

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1918-1931: Harris Hart  
1931-1941: Sidney B. Hall  
1941-1946: Dabney S. Lancaster  
1946-1949: G. Tyler Miller  
1949-1957: Dowell J. Howard  
1957-1960: Davis Y. Paschall  
1960-1975: Woodrow W. Wilkerson  
1975-1975: W. H. Cochran (Acting)  
1975-1979: W. E. Campbell  
1979-Date: S. John Davis

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(State Department of Education, 1984).

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the scanned document**