
This seminar summary focuses on the underrepresentation of women in educational administration in New York. Its proposed plan of action is comprised of four parts: (1) awareness; (2) access; (3) advancement; and (4) accountability. The first two sections outline the responsibilities of school districts, professional associations, higher education, and state policymakers for implementing awareness and recruitment. The third section reviews strategies for advancement, such as mentoring, networking, and professional development. The fourth part proposes regulations to ensure accountability at the school district, professional, university, and state levels. An afterword lists planned activities to promote gender equity in educational administration and guidelines for identifying areas of concern within individual state administrative policies. (4 references) (LMI)
A View from the Inside: An Action Plan for Gender Equity in New York State Educational Administration

Report of the Select Seminar on Women in Educational Administration

Leadership in Educational Administration Development Center at the Capital Area School Development Association School of Education The University at Albany State University of New York
Copies of this Report are available ($10.00 per copy—including postage) from the CASDA-LEAD Center, Husted 211, University at Albany, School of Education, State University of New York, 135 Western Avenue, Albany, New York 12222.
A View From the Inside:
An Action Plan for Gender Equity in New York State
Educational Administration

Sponsored by:
Leadership in Educational Administration Development Center
at the Capital Area School Development Association
School of Education
The University at Albany
State University of New York
Albany, New York 12222

Published April 1990

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Funding for this publication and the seminar was provided by the New York State Leadership in Educational Administration Development Center and by a New York State Education Department "Transferring Success" Grant.
A View From the Inside:
An Action Plan for Gender Equity
Enhancing Opportunities
for Women in
Educational Administration

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Like each of the previous Select Seminar publications, *A View from the Inside*, this View contains a consensus statement of a group of educators who gathered together for an intense process of sharing on a difficult educational issue. What makes this view different, however, is that this group of educational leaders has presented the educational community with a challenge and an action plan to meet this challenge.

New York State has had a long history of being a leader in setting educational standards. The action plan that you will read on the following pages gives New York State the opportunity to once again assume this leadership role. The bias against women in educational administration has an adverse effect on all members of the educational community, students and educators alike. In an era of increasing emphasis on excellence and accountability, we cannot afford to squander any of our resources, a process we engage in when we consistently overlook a major segment of the skilled educational administrators available for advancement. Women and minorities offer skills, ideas, qualities and viewpoints that are necessary for strengthening the process of education in the challenging decade ahead.

I urge each of you not only to read this plan, but to incorporate applicable ideas into your thinking, to share its tenets with your colleagues, and to take the steps in your educational setting that are needed to make equality in opportunities and employment a reality in this century.

Dr. Lionel Meno
Deputy Commissioner
New York State Education Department
A View from the Inside: An Action Plan for Gender Equity in Educational Administration in New York State was written as a concluding activity to an intense three-day Select Seminar. Held at the Rensselaerville Institute in the fall of 1989, the Select Seminar provided field-based practitioners an opportunity to share with theorists and to bridge the difference between the real and the ideal. The resulting action plan incorporates the reflections of this diverse group of aspiring administrators, successful administrators, policy makers, university researchers, and educational association representatives.

The report of the work of the Seminar is primarily intended for staff, administrators, and school boards of elementary and secondary schools; professional associations; institutions of higher education; and state policy makers. The significance of this report rests on the challenge presented to each of these four groups.

While the focus of this paper is on the under-representation of women in educational administration in New York State, the report also has national implications. New York State LEAD participates on the National Leadership Network Committee on the Status of Women in Educational Administration. Copies of this report will be sent to LEAD Programs in all fifty states.

This report is divided into four components: awareness, access, advancement and accountability. It is an action plan to insure gender equity in educational administration. We are no longer willing to be patient. We can longer afford to waste talent because of bias. Education for the 21st Century requires quality leadership at all levels.

The Seminar participants reached consensus on the issue of under-representation of women in educational administration. The intent is that New York State demonstrate leadership by addressing the issues that prevent women of quality from achieving equal opportunity. The desire is to provide school districts and school children benefits from using the resources, experiences, role models and talents of this untapped leadership pool.
The CASDA Select Seminars follow a very simple structure based upon a set of guiding principles:

1. **Participants need to commit adequate time—to work, to reflect, and to write.**
   This Seminar was designed to promote a renewed commitment to enhancing opportunities for women in educational administration. Education leaders met for three consecutive days at the Rensselaerville Institute. This sequestered setting allowed the participants to commit the appropriate amount of time to their task—to discuss, to debate, and to reach consensus. As consensus was achieved very quickly, the emphasis shifted to the development of this action plan.

2. **A conducive working environment is very important.**
   The Seminars have been conducted in "protected environments"—away from the work site, in quiet and aesthetically pleasing surroundings. We believe this clearly is a first step in communicating to participants that the Seminar is special and there are high expectations that the deliberations of its members will have an important result.

3. **The Seminar participants are the experts.**
   We believe the Select Seminars have been successful because of the high degree of personal and professional respect afforded participants. Participants do extensive reading for the Seminars. The individuals who participated in this Seminar represented years of educational experience and educational training. They constituted the body of experts.

4. **Roles are “checked at the door.”**
   One’s idea must stand on its own, be debated, accepted, or discarded without reference to one’s position, prior experience, or education. This Seminar included school superintendents, principals, supervisors, professors, classroom teachers, and members of CASDA-LEAD Center.
5. **Seminars are self-governing entities with organizers serving the group.**

The coordination of the Seminar was managed by CASDA-LEAD Center staff. After providing the initial structure and on-going logistical support, they worked to transfer the governance and direction from themselves to the participants. By the end of the Seminar it is fair to say that it was self-governed with the coordinators taking direction from the Seminar group.

6. **The experience is as important as the product.**

All Seminar participants agree that the process, the experience, is most important. The report provides an important documentation of the experience and serves to validate for each of the participants the energy and effort they expended.
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Introduction

On a beautiful autumn Sunday in the first week of October, thirty women and men administrators, aspiring administrators, university educators, and policy makers from every corner of New York State gathered at Rensselaerville Institute to discuss the role of women in educational administration. The beautiful setting and weather were the focus of the earliest discussions and plans for the days ahead. Games on the lawn, antiquing, and long walks to the falls figured prominently in conversations as we made our introductions during the dinner hour. However, during our formal introduction to each other, when we gathered around the fireplace after dinner, our priorities changed. The fire was not lit, but sparks of understanding, mutual concern, determination, and a desire to reject the status quo illuminated the room, in a way that a physical fire could have, as this seemingly diverse group of people shared, in example after example, their common frustration with the lack of equal opportunity for and the subtle bias against women in educational administration.

After a very personal introduction of her own about the frustrations and choices leading to her own success, Dr. Emily Feistritzer, the director for the National Center for Educational Information, presented our opening conference address. The demographics she presented, on the representation of women and minorities in administration, reaffirmed the universal truth of the personal statements we had expressed in our introductions: gender equity has not only not been achieved, it has not even improved in any measurable degree.

The next morning dawned rainy and gloomy, but rather than dampening our enthusiasm, it seemed more to reinforce our common commitment to making a difference. The seminar had been structured to help us surface individual concerns, debate differences, and come to consensus. However, we reached consensus so quickly in each of our individual groups that there was no need to debate. Our challenge was not what we could agree on, but how to get where we agreed we needed to go. The focus of the rest of the seminar became how to create an action plan that would not simply voice our common frustrations, but...
would provide a vehicle to make gender equity in educational administration in New York State an achieved reality in the very near future.

The theme of awareness, access, advancement and accountability emerged quickly as we worked to move from the realms of rhetoric to those of realizable action. Our brainstorming produced everything from the impossible to the outlandish, but even here we reached a consensus about what could be accomplished and what could not. Although we did not retain any of the outlandish plans, such as meeting equity through a statewide lottery, we did include in our plan much that might appear difficult to those without our level of commitment to producing change. Our final consensus was that we had achieved a good plan, that we could bring others to our level of commitment and rather than worrying about being nice enough or not offending anyone, we needed to risk equity. We invite you to risk it with us.

"We shared...a common frustration with the lack of equal opportunity for and the subtle bias against women in educational administration."
A View From the Inside:  
An Action Plan

"To All My New Seminar Friends,
Thank you for opening your minds and your hearts, for sharing your thoughts, successes and missed opportunities...to be part of this marvelous process has been a joy, and we leave our Select Seminar Report as a gift to...those who are only now becoming aware, those who are taking the first unsure steps to access, those who find the strength to advance, and those who have the courage to dare to suggest accountability."

It is in the spirit of these remarks that the participants reached consensus on the following action plan, a plan that is perceived as a vehicle to substantially increase the number of women in educational administration positions. In order to accomplish this goal, educators must become aware that there is a severe problem of under-representation. Second, the educational community must encourage and provide access to those women who will make that difficult decision to become the needed leaders of our schools. Third, opportunities to advance must be made available to women so that our education system at the highest levels can take advantage of their strengths. And fourth, all must be held accountable for ensuring that capable women become and stay administrators.

There are four groups which can make the most difference in increasing the number of women administrators: school districts, professional associations, higher education, and policy makers. We offer each of them specific awareness, access, advancement and accountability action steps to use in the process of improving the representation of women in educational administration, a process which we believe will improve education at all levels for our students.
"The opportunity to stretch and grow and prove to myself that I can be what I want to be, in such a supportive environment, is overwhelming."
I. Awareness

Awareness of the issues surrounding equity for women in educational administration is a first concern. Select Seminar participants quickly agreed that women are under-represented in educational administration positions both nationally and in New York State. For example, although women comprise 65% of the national teaching force, only 4% of the superintendents, 10% of the secondary principals, and 30% of the elementary principals are women (Feistritzer et al., 1988). There are fewer women in educational administration today than in the early part of the 20th Century (Shakeshaft, 1987).

In New York State, the figures are comparable. For example, in 1968-69, 2% of the superintendents, 5% of the secondary principals, and 22% of the elementary principals were women. These figures increased in 1987-88 to 4% of the superintendents, 13% of the secondary principals, and 28% of the elementary principals (New York State Education Department, 1988). While the percentages of women in educational administration positions has been increasing, these percentages have not been keeping pace with the percentage of women receiving doctoral and master's degrees or New York State certification in educational administration. Women earned 50% of the doctoral degrees and 54% of the master's degrees from 1984 to 1987, and 50% of School District Administrators certificates in 1985 (New York State Education Department, 1988). The participants agree that women are under-represented in educational administration positions at ALL levels in New York State. Despite their equity in formal training, the percentage of women employed as educational administrators is nowhere near equity. The problem of gender equity in educational administration is hardly better than twenty years ago.

The Select Seminar participants are in agreement that school districts, professional organizations, higher education, and state policy makers all share the responsibility to create an understanding of why there are so few women in educational administration. In addition, this is a societal issue, and educators must take a leading role in bringing about the needed change. The first step is to create an awareness of the problem in the educational community.
Racism is frequently blatant and relatively easy to identify; sexism is subtle, more difficult."

"The first problem for all of us, men and women, is not to learn, but to unlearn." 
Gloria Steinem

School District Responsibilities:
- Provide required in-service opportunities for teachers, administrators, and school board members on issues of gender equity in educational administration
- Meet periodically with other educators on gender equity issues
- Keep abreast of current figures, literature and programs that seek to address gender equity in educational administration

Professional Association Responsibilities:
- Provide sessions at association meetings on gender equity such as the New York State Superintendents Association's workshop on "Moving In/Moving Up"
- Provide in-service opportunities on gender equity for school districts
- Develop a videotape on gender equity in educational administration for distribution around the State
- Disseminate literature on gender equity in educational administration
- Hold joint sessions with other professional associations on gender equity issues in educational administration
- Hold a press conference to publicize this Select Seminar report
- Urge the New York State School Boards Association to publish a position paper on "The Status of Women in Educational Administration"

Higher Education Responsibilities:
- Provide research and data on gender equity in educational administration
- Develop model gender equity programs
- Place gender equity issues in the educational administration curriculum

State Policy Maker Responsibilities:
- Publish data annually on women in educational administration positions
- Sponsor state-wide awareness workshops on gender equity in educational administration for representatives from school districts, professional associations, higher education and state policy makers
- Disseminate literature on gender equity in educational administration, including distributing this Select Seminar report
- Develop a videotape to use in presentations to community and business groups in New York State
"We need to be achieving administrative positions based upon our qualifications/experience and because we are the best person for the job, not because of our gender."
A View From the Inside:

"As an aspiring administrator, I am left with optimism."
First I am a husband and father and also a superintendent of schools, two roles which I take equally and seriously. The topic of women in administration scares me. It's not something I've thought about a great deal.

If women are to overcome the barriers and successfully access educational administration positions, attention must be given to three major areas: 1) recruitment, 2) education and 3) placement. Once again school districts, professional associations, institutions of higher education and state policy makers must take the lead in providing women with access to educational administration positions.

Recruitment

School District Responsibilities:
- Identify women educators who would make strong administrators
- Support women financially and/or through released time so they can continue their education
- Provide recommendations of potential candidates to institutions of higher education
- Invite universities and professional associations to recruit in their district

Professional Association Responsibilities:
- Establish a data bank of prospective women administrators
- Hold seminars on careers in educational administration for women
- Recommend potential candidates to institutions of higher education

Higher Education Responsibilities:
- Provide outreach activities to school districts and professional associations to identify potential women administrators
- Provide advisors who are experienced and sensitive when advising potential women candidates
- Provide financial support for targeted women
- Provide specific activities for the recruitment of women

State Policy Maker Responsibilities:
- Provide financial support for women candidates
- Provide a state-wide data bank of potential candidates and training institutions
The old boy network does not exist for women.

"It is not just men who are the problem. Not enough successful women teachers and administrators support aspiring women administrators."

Education

School District Responsibilities:
- Provide paid internships for women administrators with appropriate mentors
- Work with higher education institutions, school districts and professional associations to support women candidates

Professional Association Responsibilities:
- Provide strong mentors for prospective women administrators
- Provide support groups for prospective women administrators

Higher Education Responsibilities:
- Provide a curriculum which emphasizes strengths of women in administration
- Provide strong internship/mentoring program for prospective women administrators
- Provide support groups for women administration candidates
- Provide a detailed assessment of their strengths and weaknesses to prospective women administrators

State Policy Maker Responsibilities:
- Grant administrative certification only to graduates of certified programs
- Strengthen certification requirements for higher education programs
- Provide incentives for creative approaches to educating women administrators
- Provide support for strong internship/mentoring programs for prospective women administrators

Placement

School District Responsibilities:
- Actively recruit women administrators
- Hire women for administrative positions
- Provide mentor support after placement of women administrators

Professional Association Responsibilities:
- Provide placement workshops
- Provide a placement data bank
- Provide mentor support after women achieve an administrative position
- Provide support groups for women administrators
- Monitor school districts' placement practices
Higher Education Responsibilities:
- Provide active placement services for women graduates
- Hold workshops on securing positions
- Link with school districts and professional associations on placement and support activities
- Hold workshops for school boards and administrators on the benefits of placing women in administrative positions

State Policy Maker Responsibilities:
- Provide support for networking and placement activities for women educational administration candidates
- Provide, along with professional associations, a placement data bank for prospective women administrators
- Monitor placement records of school districts to ensure that the current civil rights laws are being obeyed

"Men, their rights, and nothing more; women, their rights, and nothing less."
Susan B. Anthony
A View From the Inside:

"To be a part of change is, for me, the most rewarding aspect of education."
III. Advancement

Once a woman has gained access to an administrative position, mechanisms need to be in place to ensure retention and advancement. During the Seminar discussions it became clear that the impediments to access may also serve to impede professional development and advancement. The Seminar participants indentified three strategies that need to be supported by school districts, professional associations, higher education and state policy makers in order to support the advancement of women administrators: mentoring, networking and professional development.

These three strategies can be used to facilitate needed restructuring and school improvement. There is increasing evidence that many women have particular strengths in shared decision making and collaboration (Shakeshaft, 1987; Boneu, 1990), which are cornerstones to improving schools. Therefore, supporting strategies that help women with these required skills to advance in educational administration can assist the needed restructuring of schools.

Additionally, these three strategies need to be placed in the context that both men and women have inappropriate stereotypes about what each can accomplish as an educational administrator. For example, women make better assistant superintendents of personnel because they are more nurturing than men. Or men make better assistant superintendents of business because they are better with figures than women. These stereotypes, like many stereotypes, hinder the improvement of education by limiting opportunities for competent administrators to advance in their chosen field. Thus, any recommendations about mentoring, networking, and professional development must incorporate the need to eliminate stereotypes in order to enhance the profession of educational administration.
“I know I need to do more, but what? The best I can offer now is to mentor, to help, to listen. Send me people and I'll do that.”

“Whatever women do, they must do twice as well as men to be thought to be half as good.”

Rosalyn Yalow

Mentoring:
Mentoring is defined as guidance, training and support, and one-on-one counseling that can be both formal and informal.

School District Responsibilities:
- Require that all new administrators have a mentor
- Require mentors to be trained
- Encourage current administrators to become mentors

Professional Association Responsibilities:
- Develop and house mentor programs in regional centers
- Provide mentors to assist school districts

Higher Education Responsibilities:
- Develop training programs for mentors
- Provide research and evaluation data on administrative mentoring programs

State Policy Maker Responsibilities:
- Fund a mentor program for all new administrators

Networking:
Networking is defined as a support system within which one can move from one-to-one relationships to broader relationships. The networks can promote awareness about common issues of women educational administrators, provide support and provide access to information about available positions in educational administration.

School District Responsibilities:
- Provide time and financial support for administrators to network by allowing and encouraging them to attend networking meetings.

Professional Association Responsibilities:
- Invite women to network within the context of their current structure
- Develop networking opportunities specifically for women educational administrators

Higher Education Responsibilities:
- Emphasize the importance of networking to women administration students
- Introduce women students to existing networks

State Policy Maker Responsibilities:
- Provide opportunities for women administrators to link with state policy makers
**Professional Development:**

Professional development focuses on continued personal and professional growth.

**School District Responsibilities:**
- Encourage and provide time and financial support for women administrators to attend professional development activities

**Professional Organizations Responsibilities:**
- Provide access to normal professional development activities to women administrators
- Provide special professional development activities for women administrators

**Higher Education Responsibilities:**
- Provide specific professional development programs for women administrators

**State Policy Maker Responsibilities:**
- Provide financial support for the creation of professional development centers for women administrators

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"I never notice what has been done. I only see what remains to be done."

*Madam Curie*
A View From the Inside:

"Thank you for the opportunity to discuss and develop an issue that desperately needs action. May we make a difference!"

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IV. Accountability

Historically, the issue of sex equity is not new. In New York State, women have been voicing the need for equity since the Seneca Falls Convention in 1848. Seventy-two years after the Convention women were given the constitutional right to vote, and in times of war they were given the right to do "men's" jobs while the men were busy fighting. In the 1960s and early 1970s the issue of sex equity once again became a topic of great debate. Women raised their collective voices requesting more than the right to vote and the privilege of being employed in times of war. Some of the issues raised were addressed on the federal level through Title IX and on the state level in a 1972 Regents' Position Paper. Because the equity issues raised in this Select Seminar have been heard so often in the past, many people think that there is no longer a need to have them raised again. However, especially in education, the attempts to address equity have met with little success as evidenced in the "Awareness" section.

We can not simply raise the issue of gender equity in educational administration one more time; to be successful, a plan that requires school districts, professional associations, higher education, and policy makers to be accountable for making gender equity a reality in the educational administration in New York State is needed.

The Excellence and Accountability Program of the State Education Department has paved the way for the Select Seminar plan through its emphasis on using outcomes as the benchmarks of success. This same program also points to the need for resolving social action issues in a three-step program: first, heightening awareness; then, promoting acceptance; and finally, mandating policy. The mandates of the plan for accountability would take the form of amendments to the regulations of the Commissioner and be a component outcome required by the Excellence and Accountability Program.

School District Regulations:

- Generate a five-year plan delineating their action plan for hiring and retention of women administrators in their district.
- Establish goals for that five-year period based on an aggregate expectation established by the Board of Regents; this aggregate expectation will require by 1994:
  - 40% of the principals and assistant principals in New York State will be women
  - 20% of the superintendents and assistant superintendents will be women
  - 10% of district superintendents will be women
We will make a difference, if we continue in the spirit of cooperation and be persistent in reaching the goals which came out of this seminar.

"We must do the things we think we cannot do."

Eleanor Roosevelt

**Professional Association Regulations:**
- Establish regional Advocacy Centers and Clearing Houses for women administrators
- Establish with school districts and institutions of higher education regional Professional Administrative Mentoring Programs patterned on the Teacher Mentor Program

**Higher Education Regulations:**
- Generate a five-year action plan to support the training of women administrators
- Support the establishment of regional Professional Administrative Mentoring Programs and Advocacy Centers and Clearing Houses for women administrators

**State Policy Maker Regulations:**
- Review and report annually on each school district's action plan for hiring and retention of women educational administrators as a component of the re-registration process
- Review and report annually on the success in hiring and retaining women district superintendents
- Provide a financial aid incentive for each district which meets or exceeds its goal (not to exceed statewide 5% of the salary of women administrators hired as a result of this plan)
- Strengthen the registration process for higher education administration training programs including reviewing and reporting annually on each institution of higher education's action plan for improving the education of women administrators and providing financial aid incentives for each institution which meets or exceeds its graduation goal.
- Fund regional Professional Administrative Mentoring Programs
- Fund regional Advocacy Centers and Clearing Houses for potential women administrators
- Provide support for equity fellowships and internships
- Establish the position of Assistant Commissioner for Educational Equity and charge that office with overseeing the process for providing technical assistance to districts, promoting articulation with professional groups and institutions of higher education, monitoring district and state outcomes, initiating program development, and promoting public awareness to increase the number of women in educational administration positions. Consistent with similar Assistant Commissioner positions, this office would enable the State Department of Education to centralize all the gender and other equity related activities presently diffused through its many offices and would provide a strong program development focus.
It is the hope of this Select Seminar that the issues presented and the action plans offered will ensure that gender equity for women in educational administration will no longer be ignored by any of the constituencies of the educational community. It is further hoped that by being a leader in promoting gender equity, the public education community in New York State will fulfill its fundamental role as a promoter of societal change. Such a role will provide New York State children with the leadership and experience of administrators who are truly representative of the most capable women and men in education in the state.

"Get involved, be vocal, don't be intimidated, be a positive role model. Women don't need just an open door; they need an escalator to move them up, forward, and higher."

References


Acknowledgements

We thank the following people for sharing their thoughts and reactions with us about gender equity in educational administration:

Dr. Emily Feistritzer
Director, National Center for Education Information, Washington, D.C.

Dr. Laura R. Fliegner
District Superintendent of Schools, Ulster County BOCES New Paltz, New York

Dr. Lionel Meno
Deputy Commissioner, New York State Education Department, Albany, New York

We also thank Richard Bamberger, Maxine Giacobbe and the CASDA staff for organizing the conference and reproducing the notes of the proceedings. Without their careful attention to detail, the Select Seminar would not have been such a success.

Lastly, we thank the writing team of Christine Angione, Martha Brown, Dianne Haneke and Theodore Repa for putting our ideas to paper.
The Select Seminar's Report concludes that an action plan is not enough. To emphasize the commitment of both the seminar participants and the CASDA LEAD program, the following activities have been or will be scheduled.

...Presentation to the Commissioner's Statewide Advisory Council on Equal Opportunity for Women, January 1990

...Training Seminar for Aspiring Administrators, April 1-2, 1990

...Statewide Conference, April 6, 1990

...Mentor/Shadowing Fellowship Program

...Participation in the National Study Committee's Development of a Resource Manual, "Strengthening, Support and Recruitment of Women and Minorities in Administrative Positions."

...Collaboration with Massachusetts LEAD to develop a training video for aspiring administrators.

"Whatever you can do, or dream you can, begin it."

(Goethe)

...By using the How to Proceed Page that follows.
A View From the Inside:
Determine what information you want. What questions do you have about administrative staffing in your state?

Possible questions:

- What percentage of females are school administrators? What is the breakdown by administrative positions?
- What percentage of minorities are school administrators? What is the breakdown by administrative positions?
- What have been the staffing trends within the state/regional districts over a period of years?
- How is retirement going to affect future administrative staffing? What are the state retirement projections for the building-level and central office positions?
- What are the characteristics (race/ethnicity/gender) of the emerging applicant pool enrolled in university educational administration programs?
- What percentage of individuals are certified in administration but are not in administrative positions?

Certainly many other questions and areas of concern can be generated. Other studies may facilitate this thinking. Don't do overkill. Start with basic quantitative questions; when they are answered, more complex concerns will arise.