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# 3A

## Information

### *Professional Services Committee*

#### **Recommendations from the Administrative Services Credential Advisory Panel**

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**Executive Summary:** This agenda item presents the recommendations of the Administrative Services Credential Advisory Panel, which was convened to study the preparation of leaders for California schools.

**Recommended Action:** For information only

**Presenter:** Gay Roby and Lawrence Birch,  
Consultants, Professional Services Division

#### **Strategic Plan Goal: 1**

#### **Promote educational excellence through the preparation and certification of professional educators**

- ◆ Sustain high quality standards for the preparation and performance of professional educators and for the accreditation of credential programs

October 2011

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# Recommendations from the Administrative Services Credential Advisory Panel

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## **Introduction**

This agenda item provides recommendations from the advisory panel convened to study the preparation of leaders for California schools. At the January 2010 Commission meeting information was presented (<http://www.Commission.ca.gov/commission/agendas/2010-01/2010-01-2E.pdf>) on the plan for a one-year study of the preparation of leaders for California schools to determine what changes would be appropriate in administrator preparation to meet the needs of today's schools. The Administrative Services Credential Advisory Panel (Appendix A), which was appointed by the Executive Director, began meeting to study this issue in July 2010, and completed its work in July 2011. At the December 2010 Commission meeting an initial update on the panel's work was provided (<http://www.Commission.ca.gov/commission/agendas/2010-12/2010-12-6C.pdf>), followed by a subsequent update at the June 2011 Commission meeting (<http://www.Commission.ca.gov/commission/agendas/2011-06/2011-06-5E.pdf>). This agenda item presents the advisory panel's recommendations for the Commission's discussion and consideration.

## **Background**

Commission staff follows a credential review policy adopted by the Commission based on a ten year schedule. If the need arises due to changes in law or concerns from the field, credentials are reviewed in part or in whole outside of the ten year sequence. In 2009, legislation was proposed by Assembly Member Coto (AB 148) requiring the Commission to undertake a study of administrator preparation with an emphasis on "transformative leadership". The Commission adopted a "Support" position on the measure. However, the bill did not complete the legislative process due to a decision by the Senate Rules Committee to not refer any study bills during that year's legislative session. Subsequently, the Executive Director received a letter from the President Pro Tempore of the California State Senate and the Speaker of the California State Assembly asking the Commission to consider conducting a study in accordance with the bill's intent, without specific legislation asking it to do so. The letter recognized that California schools are in need of systemic change and high quality preparation of school leaders. In response to the letter, the Commission approved a review of the content of preparation programs as well as the structure of the Administrative Services credential. The study would also serve as an important initial step in the reconsideration of program standards for the Administrative Services Credential scheduled for 2013. Additional background information can be found in Appendix B.

## ***Plan for the Study of the Preparation of Educational Leaders***

The major purpose of this study was to review the content, structure and requirements for administrator preparation to ensure that these remain appropriate to the needs of administrators serving in California schools today.

Further considerations guiding the plan for the study were:

1. The study was to provide recommendations concerning how to effectively identify administrators who would be adept in providing instructional leadership and be able to effectively lead transformational change within California schools.
2. The study was to determine whether or not a single administrative credential authorizing all types of administrative service was still an appropriate model to meet the complexity of the demands and expectations of administrators in California.
3. The study was to review the range of role expectations for administrators and determine if the current credentialing structure adequately addressed these expectations.
4. The study was to determine who should prepare administrators for California schools.
5. The study was to look at which aspects of administrator preparation should be required during pre-service and which should be required during the administrator's beginning years of service.

In accordance with Commission policy and past practices, the Commission created a broad-based advisory panel to review the current structure and requirements for the Administrative Services Credential and make recommendations to the Commission regarding the issues and topics for the preparation of school administrators.

### **The Panel's Work and Recommendations**

The advisory panel initially reviewed the applicable Education Code and regulations concerning administrative credentials. For example, the requirements for the preliminary and clear Administrative Services Credential are found in Education Code sections 44270, 44270.1, and 44270.3 and in Title 5 Section 80054. Education Code section 44860 states when a principal is required to hold an administrative credential at a school site. Title 5 Section 80054.5 includes the current regulations governing the authorization of the Administrative Services Credential.

The panel then conducted its own research, as outlined in Appendix C, and concluded that while the current administrative services preparation standards are sound and viable for today's potential and novice administrators, certain changes are needed in the implementation of these standards. It was important to the panel to make clear, both to themselves and to the general public, the underlying assumptions on which its recommendations were built. These assumptions were articulated during the panel meetings and are presented here. Further, the members' comments regarding the panel's work are found in Appendix D.

### ***Basic Assumptions of the Panel Reflected in the Recommendations***

After a year of investigation, research, discussion, and deliberation, panel members present the following assumptions that undergird the recommendations proposed in this agenda item.

#### **Assumption #1:**

The art of leadership develops over time, through reflective practice. The structural changes we propose emphasize the importance of the theory-to-practice connection. We recognize that there is a difference between capability and capacity. We are trying to build capacity and candidates do so through capable leadership that demonstrates their competency. It is our belief that the

design revisions are tightly structured enough to accomplish the programs' outcomes, but loose enough to provide for local context.

**Assumption #2:**

The California Professional Standards for Educational Leaders (CPSELs) represent the multi-faceted skills, dispositions, jobs and duties faced by today's administrators and should be the foundation for the entire system. They provide the basic foundation and subsequent stepping-stones for the clear alignment across both tiers and the many pathways to earning the administrative services credential.

**Assumption #3:**

All program pathways leading to an administrative services credential should participate in the Commission on Teacher Credentialing (Commission), accreditation system to ensure self-analysis and reflection, data based decision-making and a continuous improvement model. The accreditation process is designed to ensure fidelity to the tenets of the program standards through robust and rigorous components and directed actions.

**Assumption #4:**

Ensuring that California has effective leaders is a joint responsibility of the Commission, colleges and universities, employing agencies, and professional organizations. Each entity is expected to support the program's tenets and its fellow stakeholders to ensure a quality preparation experience for each administrative candidate.

**Assumption #5:**

Research needs to be done regarding the outcomes of the preliminary credential pathways. In the absence of factual data regarding the success of any of the current pathways and their candidates the panel could not justify invalidating any of the current paths to a preliminary credential. Believing licensure should be accessible to the diverse pool of potential administrators from a variety of backgrounds and experiences, the panel maintains the goal of developing and supporting multiple pathways to the preliminary credential.

**Assumption #6:**

While multiple pathways should be maintained for the preliminary credential, there should be a common pathway for the clear credential that embodies job differentiation. The preliminary program is foundational, providing knowledge and content for someone seeking an educational leadership position. The clear program is an application of that process, a performance-based model that is both contextualized and job embedded. Both programs should be reliant on a candidate's evidence of competency, expressing the value of applied learning.

**Assumption #7:**

The structure of having an experienced colleague coaching a novice cannot be undervalued. With defined goals and objectives for the coaching relationship, coaching should be the pivotal structure of the clear administrative services credential. Having a well-defined coaching model as part of the program standards helps to ensure that a quality coaching experience is maintained.

### **Assumption #8:**

The responsibilities of today's site administrator are multi-faceted and complex, reflective of today's societal needs and accountability measures. Equipping future administrators in the skills, tasks, and dispositions needed for this key role requires the system to continually adapt in order to promote effective school leaders. The administrative credential program must develop the leaders we need for the future by designing a program that addresses what currently exists while allowing for future changes that are yet unseen.

The recommendations presented below are organized into five categories:

- A. System Structure:** recommendations that address the broad base of the entire structure, from preconditions to credential renewal.
- B. Preliminary Credential Structure:** recommendations specific to earning the first level credential. This is the foundational level that prepares a candidate for an entry-level administrative position whether for the future or a currently held position (internship).
- C. Clear Credential Structure:** recommendations specific to earning the second level credential, with a focus on gaining expertise and hands-on experience in administrative duties.
- D. Preparation Beyond the Clear Credential:** recommendations that address the credential renewal structure.
- E. Stakeholder Responsibility:** recommendations that address the roles played by all parties involved in the credentialing process (e.g., candidates, the institution, employers).

A table displaying how the recommendations align with the specific sections of the Plan for the Study of the Preparation of Educational Leaders is provided in Appendix E.

### **A. System Structure**

#### **Recommendation 1: Ensure that the California Professional Standards for Educational Leaders (CPSELs) serve as the foundation for administrator preparation**

The Advisory Panel recommends that the CPSELs (<http://www.acsa.org/MainMenuCategories/ProfessionalLearning/PromisingPractices/CPSELs.aspx>) should continue to serve as the basis for program development, candidate assessment and analysis of program effectiveness. These standards' focus on student achievement and their breadth and depth of concentration in the skills, knowledge, and dispositions needed by a California education administrator are vital for today's administrators to master.

*Panel Rationale:* The CPSELs outline quality professional practice for school administrators by discussing six standards of the administrator's job responsibilities, all introduced by the phrase "a school administrator is an educational leader who promotes the success of all students by...", followed by six broad areas of leadership (vision, culture, management, collaboration, ethics, and context). Within these six standards are subcategories that provide indicators of leader action that contribute to the individual meeting the standard. These leadership standards provide an overview of what successful leaders do and potential leaders

should strive to attain. As such they provide foundational beliefs regarding the knowledge, skills and dispositions of novice and potential educational leaders and are useful for setting a general course for leadership preparation, professional development activities, administrator certification and district assessments. The CPSELs, which directly align with the national Interstate School Leaders Licensure Consortium Policy Standards (ISLLC), are part of state policy for administrator certification programs.

**Recommendation 2: Maintain a single generalized credential for all administrative roles**

The Advisory Panel recommends that the administrative services credential should continue to authorize the holder to serve in a wide variety of administrative roles. There should not be separate credentials for the principalship or the superintendency. California is the nation’s most diverse state—demographically, economically, socially, and geographically. We need a system that provides maximum flexibility to address these variations. Maintaining the flexibility allowed by the current single administrative credential is critical to meet local contextual needs. Work in the preparation programs should ensure that individuals earning this single credential are adequately prepared for today’s various educational leadership roles.

*Panel Rationale:* A single credential that strongly emphasizes instructional leadership best serves the extensive needs of California schools. Through a single authorization a variety of administrative roles held by one person may be fulfilled, particularly in small districts. The vast majority of Administrative Services Credential holders begin their service in a Principal position at a local school site; therefore, the focus of the preliminary credential program should be to prepare a future or novice candidate for the job requirements of the school administrator, providing a universal foundation that prepares an entry-level candidate for any administrative position. The clear credential program would then provide application and demonstration of the knowledge and skills specific to the administrative position currently held by the candidate (e.g. program director, assistant principal, nursing, school psychologist).

**Recommendation 3: Maintain a two-level credential structure**

The Advisory Panel recommends that the current two-tiered structure of the credential should be maintained. The current administrative credential structure is comprised of two tiers. The preliminary credential program is foundational, providing the candidate with entry-level skills and content knowledge. The clear credential program is intended to provide the candidate with a scaffolded, ongoing professional practicum emphasizing the application of instructional leadership skills focused on improving student achievement.

*Panel Rationale:* The preliminary and clear credential preparation programs represent an integrated two-tier system. The preliminary program should provide foundational and contextual knowledge, while the clear credential program should provide a formative structure to support and develop new administrators as they apply their knowledge and develop the expertise needed to serve our schools and students in their respective roles. The clear credential program should be based upon a well-defined, formal support model that is guided by the CPSELs’ categories, indicators and focus on student achievement.

**Recommendation 4: Maintain the current requirement related to previous experience in the schools**

The Advisory Panel recommends that current requirements should remain unchanged. Education Code section 44270(a)2 specifies that a candidate have completed three years of experience as a classroom teacher or in the fields of pupil personnel, health, clinical or rehabilitative or librarian services upon filing for the preliminary administrative services credential.

*Panel Rationale:* While the panel acknowledges that previous experience in schools is a significant component in the readiness of a potential educational leader, it has been the experience of numerous panel members that specifying the number of years of required experience could be an arbitrary number not closely related to whether the candidate had an appropriate and sufficient set of prerequisite experiences. The school district employing the individual should be responsible for determining if a candidate's experiences, skills and dispositions are appropriate for any potential job and therefore should have some flexibility in this area. Further, with the establishment of the Learning to Lead System (see recommendation 12 below) the issue of prior experience is addressed by incorporating structures during the clear credential program to address gaps in knowledge, expertise, and experience that a novice administrator might have from limited engagement in the teaching field. Within the Learning to Lead system two new structures are employed to target growth areas outlined in the CPSEL: a Transition Plan linking preliminary level experiences to a candidate's clear credential program, and an Individual Induction Plan outlining specific individualized areas for growth through the employment of an inquiry research model. Because each of the CPSELS are addressed during the clear credential program experience, the candidate engages in all leadership aspects of K-12 education and has the opportunity to maximize growth in specific targeted areas.

**B. Stakeholder Responsibility**

**Recommendation 5: Ensure the fidelity of the program standards within the implementation process**

The Commission's accreditation process is the vehicle by which the fidelity of implementation of the standards is assured, and the Panel recommends that the current structure should remain intact with respect to administrator preparation programs. In 2008, the Commission instituted a new accreditation system that incorporated structures for the reporting on candidate competence and on program effectiveness. With its emphasis on reflection and data-driven improvement measures, the system ensures that programs maintain a close alignment to program standards.

*Panel Rationale:* The new Commission accreditation cycle, with benchmarked program assessment, biennial reports, and review periods has proven to be both illuminating and challenging to administrative services credential programs. The new system ensures that programs address both quality and fidelity by creating an evidence-based culture within a continuous improvement cycle.

**Recommendation 6: Ensure that preparation programs prepare new and prospective administrators for the ever-changing roles of site administrators and the needs of California schools**

The Administrative Services Credential Program Standards continue to cover a broad array of topics, and the Panel recommends that these topics be expanded as necessary to explicitly include the role of administrators as change agents, as instructional leaders, as knowledgeable leaders for low-performing schools, and as knowledgeable leaders for schools serving English learner and special needs populations.

*Panel Rationale:* The Administrative Services Credential Program Standards need to be broadly-based enough to incorporate new areas of emphasis as needed to meet future needs of administrators and students, and also to emphasize to a greater degree if necessary areas already included, such as turning around low-performing schools and providing more effective programs and services for English learner students and students with special needs.

**Recommendation 7: Enhance partnerships between administrative services credential preparation programs and K-12 districts, schools, and county offices of education**

The Advisory Panel recommends that for both the preliminary and the clear preparation programs, partnerships should be strengthened through agreements between Institutions of Higher Education (IHEs) and Local Employing Agencies (LEAs). This might be accomplished through a formalization of the partnership (e.g., with a memorandum of understanding that outlines each partner's responsibility to the program and to the candidates). The program sponsor and the employing district/county office of education should share responsibility and increase their participation in preparing the candidate for the credential. Additionally, the Commission's accreditation process now incorporates several structures throughout a seven-year cycle that serve to monitor partnerships and verify the participation of each partner in serving administrative credential candidates.

*Panel Rationale:* Enhancing partnerships leads to better alignment of the preparation and experiences potential and novice administrators need to successfully fulfill the responsibilities of the program and/or its coursework and fieldwork assignments for candidates. Strong partnerships with substantive collaboration between IHE and employing agencies are vital to supporting a multi-tiered system with job-embedded learning (e.g., benchmark points throughout the program linking district assignments with program objectives).

**C. Preliminary Credential Structure**

**Recommendation 8: Continue multiple program pathways to earn the preliminary credential**

The Advisory Panel recommends that multiple program pathways to the preliminary administrative credential should be maintained, providing that each pathway meets the requirements for approval by the Commission and participate in the Commission's accreditation process. In addition, the Certificate of Eligibility would be maintained for those who complete the Preliminary program but do not have a position as an administrator.

*Panel Rationale:* In providing a pathway that best fits individual candidate needs, attention must be paid to a variety of factors such as context, locations (rural, suburban, and urban districts), prior preparation, the immediate needs of the schools and districts, and the individual candidates themselves. Providing a variety of options for earning the preliminary credential helps ensure that the diverse needs of candidates and stakeholders are addressed. At the same time, while options are important, each must meet the same high standards and benchmarks set by the Commission to provide excellence across this broad range of California providers.

**Recommendation 9: Maintain an examination route to earning a credential, and collect data to study the efficacy of the exam option**

Perhaps more than any other recommendation, this recommendation garnered the most discussion and debate among the advisory panel. Candidates have been able to earn a preliminary administrative services credential through the examination route since 2003. California is the only state in the union that provides an examination-only pathway to a preliminary Administrative Services Credential. Prior to June 2011, the examination used was the School Leadership License Assessment (SLLA), a national off the shelf examination from the Educational Testing Service (ETS). In almost all states, the SLLA along with a program were required for the state credential. In California, the examination provided a proxy for the program and thus the examination itself sufficed to qualify a candidate for the credential. The Commission has since developed and begun to administer a California-specific license examination for administrators, the California Preliminary Administrative Credential Examination (CPACE), which was offered for the first time earlier this year. This examination was specifically developed as a program equivalency examination based upon California's program standards for the Preliminary Administrative Services Credential.

The topic of the examination-only option was discussed at each panel meeting. Research was conducted regarding other states' practices, panel members polled colleagues for ideas and opinions, a public forum/webcast discussed the examination, and the stakeholder survey conducted in June/July 2011 included an opportunity to provide input. While personal opinion is strong regarding the test-only pathway to the preliminary credential, the panel discovered there is little actual research regarding the viability and success of this option. The absence of empirical data influenced the panel's opinion and subsequent recommendation. After considerable discussion, review, and input from stakeholders the opinions on the use of examination as a route to a preliminary credential can be characterized as follows:

1. There is some support to eliminate the examination only option completely.
2. There is some support to keep the examination-only option as a viable pathway for the preliminary credential program. The Panel stresses the need to conduct follow-up research on this option (see below).
3. There is some support for an "Examination+" option. This third approach would add additional requirements to this pathway such as prerequisites for taking the examination and/or a required fieldwork experience that is aligned to the fieldwork requirements in the program standards. Prerequisites needed in order to qualify for the Test+ option might be an advanced degree in a related field, verification of a

certain number of years of service under a recognized educational credential (CA or out of state), or letters of recommendation from individuals specifying the candidate's prior leadership experience.

4. There is some support for requiring both the completion of a preparation program and the examination.

Given the lack of a clear direction from the field, from Panel members themselves, and from research relative to the examination option, the Advisory Panel therefore recommends that the examination pathway for the preliminary credential remain for the remainder of the contract with the testing company (approximately 5 years), contingent upon an information gathering element and a revisit of the issue at least two years prior to the ending date of the CPACE examinations contract.

Finally, with respect to an examination pathway for the second level of credentialing, there is consensus on the panel that an examination should NOT be an option for earning the clear credential.

*Panel Rationale:* To determine the future viability of the examination-only option and the test plus option, there is a need to evaluate **all** the standards-based preliminary credential programs and each pathway's relative candidate outcomes to see if employers perceive any difference in the quality of preparation for the job. The following data should be collected and analyzed from all pathways for the preliminary credential during the current five-year implementation of the CPACE. The Panel would like to see future information on items such as:

- How many current administrators earned the credential via the test route?
- How many take the test?
- How many pass the test?
- How many get jobs?
- How old and how many years of experience with an allowable credential is the average test-taker?
- How many activate their preliminary credential within five years of obtaining their Certificate of Eligibility?
- How many administrators who gained their preliminary credential through this pathway are still in an administrative position 5 years later?
- What impact did these administrators have on student academic achievement (including subsets of the student population)?

The panel recommends that at the end of the five-year research, the Commission revisit the viability of all pathways leading to the preliminary credential.

#### **Recommendation 10: Continue the internship credential as a pathway to the credential**

The Advisory Panel recommends that the internship option should continue to be an option for earning the preliminary administrative services credential.

*Panel Rationale:* The intern program is a necessary pathway in many high-need areas in California. It ensures that districts can maintain the flexibility to rapidly meet the need for administrators. It provides on-the-job knowledge and training to gain experience in the position and competency with the CPSELs. The panel recommends that intern programs place emphasis on monitoring the relationship between the internship sponsor and the employing district to strengthen the quality of the program for the candidate.

#### **Recommendation 11: Strengthen fieldwork as a component of the preliminary credential**

The Advisory Panel recommends that the preliminary administrative services credential program should continue to include specified fieldwork designed to blend theoretical and practical aspects of the CPSELs throughout the preliminary program experience. The purpose of the preliminary credential is to build leadership knowledge and skills in potential and novice administrators through leadership practice that demonstrates their competency. Specifically designed fieldwork that reinforces coursework content should be included in the preliminary credential program as we transition to the Learning to Lead System with its performance-based credentialing criteria.

*Panel Rationale:* Fieldwork is an opportunity to blend theory and practice through authentic performance, directed at providing leadership experiences to promote student achievement. The current program standards and the CPSELs explicitly identify the aspects and importance of this experience. While a review of current programs in California might indicate a variance in implementation, the new accreditation process will strengthen the consistency and quality of implementation as programs participate in the accreditation cycle activities.

#### **D. Clear Credential Structure**

#### **Recommendation 12: Establish induction as the sole pathway for the clear credential program**

The intention of the clear credential program is to provide novice administrators with opportunities and support to further develop their knowledge, skills, and abilities. The panel held lengthy discussions around the issues of quality and relevance of the clear credential program experiences for candidates. Panel members had anecdotal information from candidates who feel these experiences are not necessarily sufficiently well-planned and implemented to provide the type of experiences needed most by candidates. Research, expert opinion, collegial input, and panel discussions all led the panel to conclude that addressing the clear program requirements and structures may be the system's greatest challenge and the place where a change in the structure could make the most positive impact on administrative candidates. This conclusion led to the development of the proposed "Learning to Lead System (LTLS)" modeled on the existing "Learning to Teach Continuum" that describes the life cycle of teacher preparation, induction, and professional growth and development. For a detailed and thorough explanation of the LTLS, please see the June 2011 agenda item at (<http://www.Commission.ca.gov/commission/agendas/2011-06/2011-06-5E.pdf>).

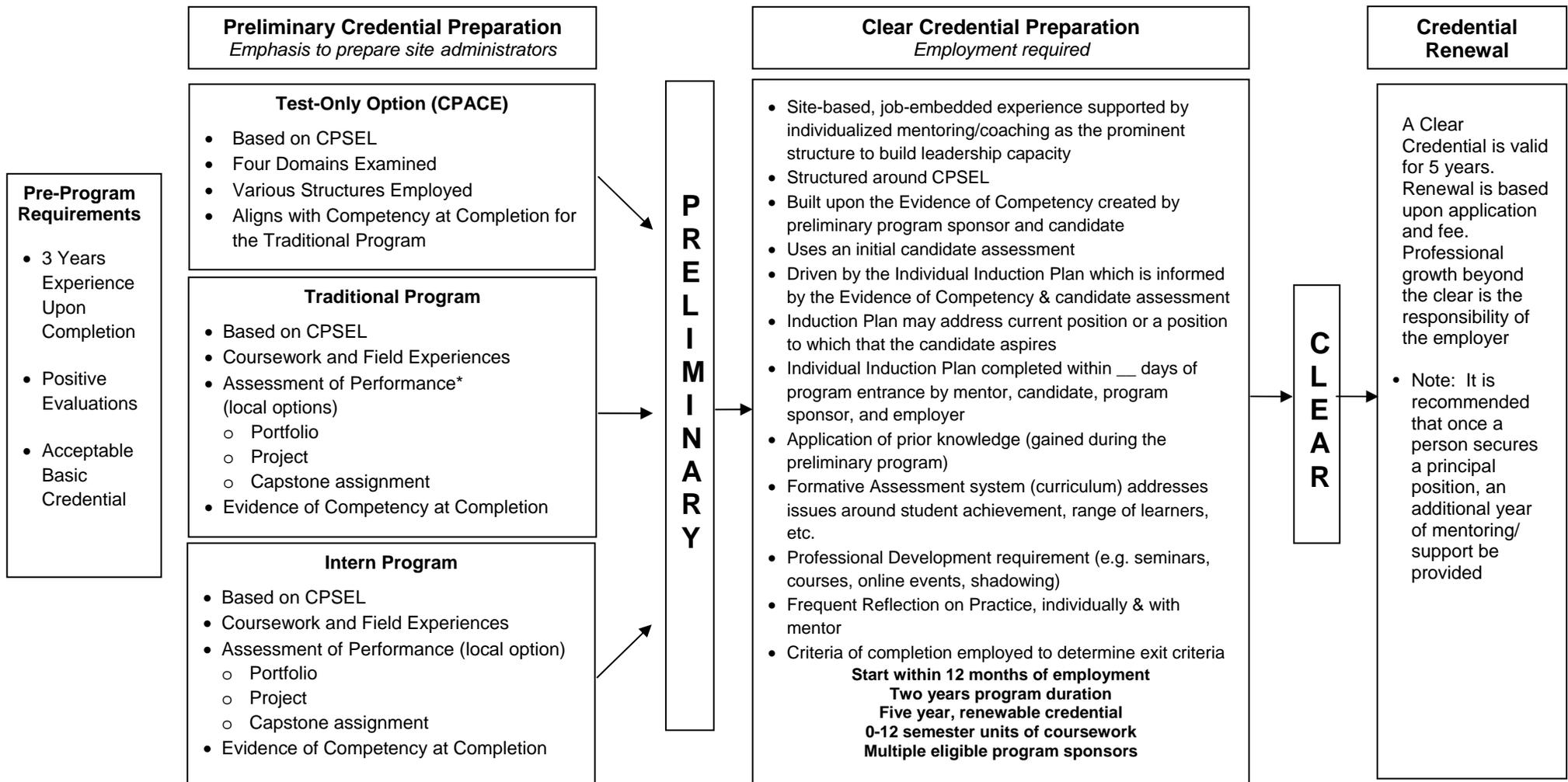
A crucial aspect of the Learning to Lead system is an induction program as the pathway for a candidate to earn the clear credential. The Advisory Panel recommends that the Commission should establish consistent and coherent criteria for the clear credential that require candidates to participate in an induction program that is sustained over time, embedded in the candidate's current administrative work, and guided by quality coaching/mentoring by experienced administrators. Further, it is the Panel's belief that the coaching should occur in the initial years of an administrator's service (see recommendation 13 below).

Provided on the next page is a graphic representation of the proposed Learning to Lead System, as introduced and explained in detail to the Commission in June 2011. The system features four distinct phases of preparation and service (prerequisites, preliminary credential requirements, the induction-based clear program, and renewal requirements). Each phase builds upon the candidate's previous experience and outlines specific requirements that must be met before progression to the next phase. Together, these phases offer a continuum of learning and service, ensuring participant growth throughout the system. Key to the success of the system is the active participation of various education entities working together to prepare our educational leaders. These entities should include stakeholders across the educational landscape--state agencies, teacher education programs, administrative services credential programs, employing districts/county offices of education, and professional organizations. Each plays a critical role in developing successful school administrators for the future. Accountability measures through the Commission's accreditation system (Biennial Reports, Program Assessments, Site Visits, Site Visit Follow-up) monitors the implementation of this dynamic program design and ensures that all entities fulfill their commitment to the program and to the Learning to Lead System.

*Panel Rationale:* An induction experience for novice administrators provides the structures and personnel needed to apply knowledge and skills obtained in the preliminary program to real-life job experiences according to the novice's needs. Based on the CPSELS, an individualized induction experience is created through recognition of past experiences, a discussion of talents and skills brought to the current assignment, observation of job performance, and a reflective conversation with a coach targeting future growth. An inquiry-based induction plan, fulfilled over the two years of an administrator's participation in the clear credential program, provides for professional growth for each administrator. For an induction program to be successful the program sponsor anticipates all situations for which a new leader needs mentoring and designs the type of mentorship appropriate for each situation.

It is the Panel's belief that while state or federal funding would make the establishment of an administrator induction program easier for sponsoring organizations, establishing the induction model as the sole pathway to a clear credential is feasible currently. Tuition costs paid to colleges for university coursework could be channeled to coaching stipends and individualized support, a practice currently being used by some institutions in the state.

# Figure 1: Learning to Lead System



SYSTEM QUALITIES					
<b>MULTIPLE PATHWAYS</b>		<b>ALIGNMENT</b>	<b>ACCOUNTABILITY</b>	<b>INDUCTION</b>	<b>COLLABORATION</b>
<b>Preliminary</b> <ul style="list-style-type: none"> <li>• Traditional Program</li> <li>• Intern Program</li> <li>• Competency Test</li> </ul>	<b>Clear</b> <ul style="list-style-type: none"> <li>• Coaching/Mentoring</li> <li>• Competency Assessed</li> <li>• Standards-aligned AB 430</li> <li>• Experimental standards</li> </ul>	<ul style="list-style-type: none"> <li>• CPSEL</li> <li>• Administrative Services Program Standards</li> </ul>	<ul style="list-style-type: none"> <li>• COMMISSION Accreditation System                             <ul style="list-style-type: none"> <li>○ Biennial Report</li> <li>○ Program Assessment</li> <li>○ Site visits</li> </ul> </li> <li>• Authentic performance-based assessment</li> </ul>	<ul style="list-style-type: none"> <li>• Coaching and mentoring</li> <li>• Individualized program</li> <li>• Performance-based</li> <li>• Evidence-driven</li> </ul>	<ul style="list-style-type: none"> <li>• Program Sponsor and Employers are Co-Providers</li> <li>• Preliminary and Clear Provider Input on IIP</li> </ul>

**Recommendation 13: Maximize the effectiveness of clear credential programs by ensuring that candidates begin in a timely manner**

The Advisory Panel recommends that the Commission should require candidates to begin the clear credential program soon after initial employment as an administrator. This would include identification with a program sponsor and development of an induction plan within six months after beginning an administrative position and securing/obtaining the Preliminary Administrative Services credential.

*Panel Rationale:* The learning curve for new administrators, and particularly for site principals, is fast and steep, often overwhelming for novice administrators. The research on mentoring and coaching indicate that novice administrators need immediate support and the value of the coaching experience can lessen as candidates become more seasoned, gaining expertise through experience. To provide the most benefit, coaching should take place during the first two years of practice.

**E. Preparation Beyond the Clear Credential**

**Recommendation 14: Maintain the current local employer professional growth expectations for credential renewal and strengthen the role of the employer in this function**

The Advisory Panel recommends that the current structure for professional growth requirements should remain as is: Once an individual earns the clear credential, there are no professional growth requirements for renewing the credential. The panel's consensus was this is not the purview of the Commission but is the responsibility of the local district. Professional development over the lifetime of an administrator's career is not a compliance requirement but an ongoing process of growth.

*Panel Rationale:* The literature review and the experience of panel members suggest that professional growth needs to be an immediate process of practice combined with external sources of information, and needs to be driven by the individual and his/her local environment. The responsibility for supporting and evaluating professional growth and performance lies with the employing agency rather than with the Commission.

**Recommendation 15: Maintain the current Superintendent Preparation structure**

In keeping with the Panel's first recommendation, the Advisory Panel recommends there should not be a new credential developed for the role of superintendent.

*Panel Rationale:* It is the responsibility of the school board to match the needs of the district to the experience, skill set and personality of candidates for superintendent. It is important to note that school district superintendents are not required to have an administrative credential.

The process of leading a district is typically learned through experience as assistant superintendents, directors or other positions with district wide responsibility. New superintendents have multiple avenues of support from mentors such as structured collegial programs (e.g. Leading the Leaders, Superintendent Academies) and county superintendents programs. Additionally, an ever-increasing percentage of district administrators are earning advanced degrees (including doctorates) and additional training

in educational leadership. A separate superintendent credential authorization would add little and could have the effect of limiting the candidate pool.

### **Next Steps and Possible Timeline**

If the Commission takes action on any or all of the recommendations of the Administrative Services Credential Advisory Panel at a future meeting, a determination would subsequently be made whether or not statutory or regulatory change is needed to implement each adopted recommendation. Following is a listing of steps that would be necessary and a possible timeline:

- If statutory changes are required, proposed language should be developed and steps should be taken to find an author for needed legislation. Legislation should be introduced in the 2012 legislative session and if successful, could be effective in January 2013. The Commission usually considers legislative proposals at its December meeting.
- Subsequent to legislation, necessary California Code of Regulations, Title 5 changes would be initiated. The regulatory process could be completed during 2013.
- The Commission would appoint a Design Team, subject to available Commission resources, to begin work on revised program standards for both the preliminary and clear credential programs. That work could begin while the legislative and/or regulatory process is moving forward, recognizing that the final work could not be completed if statutory or regulatory changes were to affect the program standards. The work of the Design Team could be completed in one year, possibly during the 2013-2014 year, with program standards being adopted by the Commission in June 2014.
- Programs could elect to be early adopters of the new standards and begin as soon as fall 2014. More likely, fall of 2015 would be the time when most providers would begin offering the new programs. All programs would be expected to meet the new standards by fall 2016.

## Appendix A

### Administrative Services Credential Advisory Panel

Advisory Panel Member	Employer	Representing
Danette Brown, Academic Coach	La Habra City School	CTA
Franca Dell'Olio, Director	Loyola Marymount University	AICCU
Patrick Godwin, Superintendent, retired	Folsom Cordova USD	ACSA
Kristen Hardy, School Psychologist	Ventura COE	AFT
Beth Higbee, Assistant Superintendent	San Bernardino County	CCESSA
Gary Kinsey, Associate Dean	Cal Poly Pomona	CSU
Christopher Maricle, Senior Consultant		CSBA
Nancy Parachini, Principal Leadership Institute	UC, Los Angeles	UC
Richard Bray, Superintendent (retired 6/2011)	Tustin Unified School District	
Chiae Byun-Kitayama, Principal	Los Angeles Unified School District	
Charlene Cato, Teacher	Lancaster Unified School District	
Joseph Davis, Deputy Superintendent, retired	Rialto Unified School District	
Stephen Davis, Professor	Cal Poly Pomona	
Peggy Johnson, Assistant Professor	CSU, Northridge	
Karen Kearney, Director/Leadership Initiative	WestEd	
Randall Lindsey, Emeritus Professor	CSU, Los Angeles	
Judy Moe, Administrator/Special Education	Los Angeles Unified School District	
Viki Montera, Assistant Professor	Sonoma State University	
Thelma Moore-Steward, Professor	CSU, San Bernardino	
Cynthia Pilar, Director Assistant Center	Sonoma COE	
Olivia Sosa, Director/Multilingual Education	San Joaquin COE	
Doris Wilson, Associate Professor	CSU, San Bernardino	
L. Steven Winlock, Director/Leadership Institute	Sacramento COE	
<b>Staff to the Advisory Panel</b>		
Larry Birch, Professional Services Division	Commission on Teacher Credentialing	
Gay Roby, Professional Services Division		
Terry Janicki, Professional Services Division		
Cheryl Hickey, Professional Services Division		
Terri Fesperman, Certification, Assignment and Waivers Division		

## Appendix B

### Background Information on Administrative Services Preparation

Two of the goals of the 1970 Ryan Act were to simplify the credentialing structure and provide options to coursework completion for teaching and services credentials, including administrative services. The previous credential structure included several administrative credentials that were condensed into a single Ryan Administrative Services Credential that authorized all administrative services at any grade level. The minimum requirements were a teaching or pupil personnel services credential, three years of successful teaching or pupil personnel services, and completion of a Commission approved program of professional preparation for the credential. The legislation also allowed for the professional preparation program to be waived by passage of an approved written examination. An examination route for the Administrative Services Credential was initiated in 1974, but the Commission subsequently eliminated that route in 1979.

As part of the implementation of the Ryan Act, the Commission established procedures for the development of a set of professional preparation competencies and for the adoption of specific program approval guidelines for the credential. A representative advisory panel assisted in the development of the guidelines and professional preparation competencies for school administrators that were adopted in 1973. Most programs consisted of 24 to 36 semester units and were closely aligned with master's degree requirements at the university. The candidate earned a 'clear' credential and there was no requirement for any further courses or experiences to serve in any administrative position or to maintain the credential.

Based upon recommendations of advisory groups, in 1984 the Commission initiated a two-level administrative credential structure – the Preliminary Administrative Services Credential and the Professional Administrative Services Credential – and defined the content of the programs at each level. This structure was designed to provide preparation for entry into a first administrative position, and included a plan for advanced preparation and targeted professional growth during the initial years of service, regardless of the administrative position held. Preparation programs under this structure were developed by program sponsors to meet these new Commission requirements.

In 1990, the Commission initiated a comprehensive study of the implementation of these earlier reform measures related to administrator preparation to examine the content and structure of preparation programs, professional development experiences provided to candidates, as well as other credentialing policies for school administrators, and to recommend needed changes. Research was conducted over a two-year period in consultation with an expert advisory panel appointed to represent practicing administrators, higher education, school boards, teachers, parents, and the business community. The report entitled *An Examination of the Preparation, Induction, and Professional Growth of School Administrators for California* presented the findings and resulting policy recommendations that were adopted by the Commission on March 5, 1993. The recommendations included a proposal to retain the two-level structure for the Administrative Services Credential that had been established in the early 1980's, but to modify the structure to eliminate identified weaknesses and respond more effectively to the professional development needs of aspiring and practicing administrators. In adopting these

recommendations, the Commission made structural modifications to the Administrative Services Credential and called for new standards defining the content of programs at both the preliminary and professional levels.

Due to changes in school practices and priorities, including the adoption of student content standards and a call for greater accountability, expectations for California school administrators continued to change. In June 2000, the Commission approved another review of the administrative services credential structure in light of these challenges. In 2000 and 2001, Commission staff conducted a series of forums throughout the state to gather information about the quality of administrative services credential programs, appropriateness of the program standards addressing those programs, and the level to which the programs were meeting those standards. The Commission also assembled a task force of experts in school administration and administrator preparation to analyze the information collected and develop recommendations for possible changes to administrative services credential programs and requirements.

In late 2001 and early 2002, the Commission discussed a number of policy issues related to administrator preparation and created a series of policy objectives for administrative services credential reform to guide staff work in this area. The Commission also sponsored legislation SB 1655 (Chap. 225, Stats. 2002) to partially address these objectives by 1) creating an option for establishing alternative administrator preparation programs at both the preliminary and the clear credential levels and, 2) establishing examination-based routes for qualifying for administrative services credentials.

In March 2002, the Commission adopted an action plan for meeting its objectives for reforming administrative services credential preparation. An Administrative Services Credential Design Team was convened to recommend revisions to the Commission's standards for administrator preparation programs. The Design Team was guided by the Commission's objective to recast administrator standards and preparation to focus on instructional leadership and success for all students, as reflected in the California Professional Standards for Educational Leaders (CPSEL), which had been developed independently by leaders in California's school administrator community.

Although some modifications have been made over the years, as described above, the current (2011) structure and basic authorization of the Administrative Services credential remain largely unchanged since the inception of the single administrative credential in 1970 and the two-tier requirement in 1984.

## Appendix C

### Outline of the Review of Research Completed by Panel

The advisory panel began its work by reviewing current research and practices in the administrative services field through a variety of methods:

- 1) Research articles from a variety of sources, including WestEd, the Wallace Foundation, and the Council of Chief State School Officers (CCSSO) were read and discussed at length (these articles may be found at the panel's website at <http://www.Commission.ca.gov/educator-prep/ASC.html>). Additionally, pertinent articles were identified for the panel's review by Commission staff, panel members, and the Commissioners themselves.
- 2) Throughout the panel meetings, members continuously gathered information from various California professional organizations. Presentation time was offered to the two teachers' unions in the state (CFT and CTA), California's Professors of Educational Administration (CAPEA), and the Association of California's School Administrators (ACSA) regarding their position on the state's administrative services credential and its preparation requirements.
- 3) Educational researchers, including Linda Darling-Hammond from Stanford University and Diane Siri from the Center for the Future of Teaching and Learning, spoke with the panel regarding current patterns and trends seen across the profession, both in California and across the nation.
- 4) Since its home state just completed the revamping of its administrative credential, personnel from the Georgia Leadership Institute for School Improvement held an in-depth discussion with the panel regarding established criteria for its new administrative credential, roles outlined for both colleges/universities and K-12 school districts, and alternative pathways to earning a credential.
- 5) Each panel member committed to contacting five colleagues between each meeting to gather practitioners' opinions around the readings, discussions, and items pertinent to the charge of the panel. During the input phase of the group's work, time was devoted at each meeting to debrief this valuable input from the field.
- 6) As the panel neared its final thinking on the recommendations, Commission staff held a public forum via webcast and then archived the webcast and opened a public survey forum. Public input was gathered live during the webcast and through posts on the survey venue. The panel was presented with all the feedback gathered via the webcast and survey forum and then held discussions on the input before crafting its final recommendations.

## Appendix D

### Panel Member Comments

Knowing that only a few panel members would be attending the October 2011 Commission meeting, the panelists were asked what they would like the Commission to know about the work they engaged in over the past year. Panel members responded with the following comments:

“The conversation was robust; the opinions were diverse; the effort was collaborative.”

“The panel members engaged in a robust dialogue that revealed and expanded a variety of diverse opinions that we used to form our recommendations.”

“[Our recommendations provide] transitions from training to knowledge, linked to performance with the provision of formal help to increase success. Collaborative effort with a wide variety of perspectives.”

“This was a growth-enhancing experience, including difficult conversations, sharpened listening skills, research, reflection, revisiting assumptions, and understanding diverse contexts. This was a powerful involvement.”

“Extensive literary review, input from a range of stakeholders and wide range of professional perspective and experiences. The commitment of the group was to develop a flexible, relevant, and evidence-based system to prepare administrators for the increasingly complex job of leading for student achievement. Feedback from the field was carefully considered. It became evident that research in a few key areas was insufficient to warrant major changes to the current system. The strong recommendation of the group is to collect data in key areas and to revisit these elements within five years.”

“The task was a challenge in ways that we probably didn’t all realize in the beginning but there is a feeling of accomplishment. We all had to build our own foundation before we could comment on the product. The diversity of the group presented many different perspectives that required deep, rigorous, honest, and thoughtful conversations. Yet we were able to reach some common ground and able to move forward as a group. We all ended up realizing that there was no one perfect system and tried to identify what was most critical. All panel members were afforded the opportunity to express and share their beliefs and perspectives. [Commission staff] reminded us to keep returning to our constituents to keep them abreast of our progress and to get their ongoing input.”

“We took our assignment seriously. There were a variety of viewpoints--individual, agency, organization--yet we were unified in the goal to prepare effective leaders and unified in acknowledging the importance of both theory and practice (e.g. Tier I equals building knowledge, while Tier II equals building ability to use knowledge in real settings through focused support/coaching). There are still lingering questions that will benefit from data and research.”

## Appendix E

### Plan for the Study of the Preparation of Educational Leaders

The purposes of the study were to:

- 1) Review the content, structure and requirements for administrator preparation to ensure that these remain appropriate to the needs of administrators serving in California schools.
- 2) Provide recommendations concerning how to effectively identify administrators who would be adept in providing instructional leadership and be able to effectively lead transformational change within California schools.
- 3) Determine whether or not a single administrative credential authorizing all types of administrative service is still an appropriate model to meet the complexity of the demands and expectations of administrators at this time in California.
- 4) Look at the range of role expectations for administrators and determine if these expectations can be met by a single individual regardless of credentialing structure.
- 5) Identify who should prepare administrators for California schools and which aspects of administrator preparation should be required during pre-service and which should be required during the administrator's beginning years of service.

Below is the list of the 15 recommendations from the advisory panel organized by category and referencing how each recommendation responds to the five sections of the charge provided to the panel.

Category	Recommendation	The Charge				
		1	2	3	4	5
System Structure	1. A single generalized credential for all administrative roles	X	X		X	
	2. A two-level credential structure	X				
	3. Previous experience in the public schools	X		X		
	4. The CPSELs as the system's foundation	X	X		X	
Stakeholder Responsibility	5. Ensuring the fidelity of the program standards in regards to implementation	X		X		X
	6. The ever-changing role of site administrators and today's schools	X	X	X		
	7. Enhancing partnerships between K-12 and administrative services credential preparation programs	X	X	X		X
Preliminary	8. Multiple program pathways to earn the	X				X

Category	Recommendation	The Charge				
		1	2	3	4	5
Credential Structure	preliminary credential					
	9. Examination as a route to earning a credential	X				X
	10. Continuance of the internship credential	X				X
	11. Fieldwork as a component of the preliminary credential	X	X			X
Clear Credential Structure	12. Induction as the sole pathway for the clear credential programs	X	X	X	X	
	13. Timeframe for beginning a clear credential program	X				
Preparation Beyond the Clear	14. Professional Growth Requirements for Credential Renewal	X		X		X
	15. Superintendent Preparation	X	X	X		