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# 5B

## Action

### *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:** Staff recommends that the Commission adopt the recommendations from the Administrative Services Credential Advisory Panel.

**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

November 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. 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. A report on the panel's work was presented for information at the October 2011 Commission meeting. (<http://www.ctc.ca.gov/commission/agendas/2011-10/2011-10-3A.pdf>). The charge to the panel is provided in Appendix B. This agenda item presents the advisory panel's fourteen recommendations for the Commission's consideration and possible adoption.

## Background

Commission staff follows a credential review policy adopted by the Commission which is 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 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 requiring the Commission to do so. In response, 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 already scheduled for 2013.

## Principles Underlying the Panel's Recommendations

The recommendations presented for the Commission's potential adoption were developed based on the following principles:

1. The art of leadership develops over time, through reflective practice.
2. The California Professional Standards for Educational Leaders (CPSELs) should be the foundation for the administrator preparation system.
3. All program pathways leading to an Administrative Services Credential should participate in the Commission's Accreditation System.
4. Ensuring that California has effective leaders is a joint responsibility of the Commission, colleges and universities, employers, and professional organizations.
5. Research needs to be done regarding the outcomes of the several pathways to the Preliminary Administrative Services Credential to assure comparable candidate competency.

6. There should be a single pathway for the clear credential that incorporates job differentiation.
7. Coaching for new administrators should be the focus of the Clear Administrative Services Credential.
8. The administrative credential preparation programs must prepare site administrators to address what exists in today's schools and with the skills, tasks, and dispositions to adapt to future changes.

### **The Panel's Recommendations**

The panel presents fourteen recommendations for the Commission's consideration and potential adoption. The recommendations, which have been re-numbered from last month's agenda item, are organized within five general categories, as follows:

- A. System Structure:** recommendations that address the broad base of the entire structure, from preconditions to credential renewal. (Recommendations 1-4)
- B. The Preliminary Credential Structure:** recommendations specific to earning the first level credential. (Recommendations 5-8)
- C. The Clear Credential Structure:** recommendations specific to earning the second level credential, with a focus on gaining expertise and hands-on experience in administrative duties. (Recommendations 9-10)
- D. Preparation Beyond the Clear Credential:** recommendation that address the credential renewal structure. (Recommendation 11)
- E. Stakeholder Responsibility:** recommendations that address the roles played by all parties involved in the credentialing process (e.g., candidates, institutions, employers). (Recommendations 12-14)

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 B.

### **Category A: System Structure**

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

*Rationale for Recommendation 1:* The CPSELs 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. (<http://www.acsa.org/MainMenuCategories/ProfessionalLearning/PromisingPractices/CPSELs.aspx>)

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

*Rationale for Recommendation 2:* California is the nation's most diverse state—demographically, economically, socially, and geographically. California needs 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. (Note: Recommendation 2 encompasses the former Recommendation 15, which specified that there should be no separate credential for the Superintendentcy.)

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

*Rationale for Recommendation 3:* 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.

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

*Rationale for Recommendation 4:* Education Code 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. The panel believes that three years is an acceptable minimum experience requirement for an entry-level administrator. Further discussion of this issue is provided later in this agenda item.

**Category B: The Preliminary Credential Structure**

***Recommendation 5: Continue multiple program pathways to earn the preliminary credential***

*Rationale for Recommendation 5:* Multiple program pathways to the preliminary administrative credential should be maintained, providing that each pathway meets the requirements for approval by the Commission and participates in the Commission's accreditation process. In addition, the Certificate of Eligibility should be maintained for those who complete the preliminary program but do not have a position as an administrator.

***Recommendation 6: Maintain an examination route to earning a credential, and collect data to study the efficacy of the exam option as well as the program option***

*Rationale for Recommendation 6:* The Commission has developed and begun administration of a California-specific license examination for administrators, the California Preliminary Administrative Credential Examination (CPACE). This examination was specifically developed based on direction from the Commission as a program equivalency examination based upon California's program standards for the Preliminary Administrative Services Credential. Education Code §77270.5 (a)(3) specifies that the examination route is an allowable alternative to completing a preparation program.

As there are no outcomes data comparing the quality of the preparation of candidates and candidate competency on the job between those earning the preliminary Administrative Services Credential through the program route and those earning the credential through the examination route, there is insufficient evidence to justify discontinuing the examination route, or for determining that one route is superior to another. Further discussion of this issue is provided later in this agenda item.

***Recommendation 7: Continue the internship credential as a pathway to the credential***

*Rationale for Recommendation 7:* Internships fill an employment need in schools and districts.

***Recommendation 8: Strengthen fieldwork as a component of the preliminary credential***

*Rationale for Recommendation 8:* The preliminary administrative services credential program should continue to include specified fieldwork designed to blend theoretical and practical aspects of the CPSELs throughout the program. 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.

**Category C: The Clear Credential Structure**

***Recommendation 9: Establish induction as the sole pathway for the clear credential program***

*Rationale for Recommendation 9:* The intention of the clear credential program is to provide novice administrators with opportunities and support to further develop their knowledge, skills, and abilities. 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 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 10 below).

***Recommendation 10: Maximize the effectiveness of clear credential programs by ensuring that candidates begin in a timely manner***

*Rationale for Recommendation 10:* Candidates should be required 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 a specified number of months after beginning an administrative position and securing/obtaining the Preliminary Administrative Services Credential.

**Category D: Preparation Beyond the Clear Credential**

***Recommendation 11: Maintain the current local employer professional growth expectations for credential renewal***

*Rationale for Recommendation 11:* Once an individual earns the clear credential, there are currently no professional growth requirements for renewing the credential. The panel's

consensus was professional growth is not within the purview of the Commission but is the responsibility of the local district. Professional development over the lifetime of an administrator's career should not be considered a compliance requirement but an ongoing process of growth in the profession.

### **Category E: Stakeholder Responsibility**

#### ***Recommendation 12: Ensure the fidelity of the program standards within the implementation process***

*Rationale for Recommendation 12:* The Commission's accreditation process is the vehicle by which the fidelity of implementation of the standards is assured. 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.

#### ***Recommendation 13: Ensure that preparation programs prepare new and prospective administrators for the ever-changing roles of site administrators and the needs of California schools***

*Rationale for Recommendation 13:* The Administrative Services Credential Program Standards should continue to cover a broad array of topics, and these topics should be expanded as necessary, i.e., 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.

#### ***Recommendation 14: Enhance partnerships between administrative services credential preparation programs and K-12 districts, schools, and county offices of education***

*Rationale for Recommendation 14:* For both the preliminary and the clear preparation programs, partnerships should be developed between program sponsors (colleges, universities, county offices of education, school districts, and other entities) and Local Employing Agencies (LEAs). 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.

### **Comparison of Panel Recommendations to the Current Administrative Services Credential Structure**

Many of the Advisory Panel's recommendations do not require a major change from the current system for the preparation of administrators. Instead the recommendations suggest that the program standards language emphasizing specific topics and/or that the implementation within the approved programs, including field work, supervision, assessment, and coordination with the employing school districts and county offices of education be fine-tuned. Table 1 presents the panel recommendations and identifies those recommendations that would require a change in the Education Code and/or in regulations.

**Table 1: Comparison of Panel Recommendations and the Current Structure**

<b>Category</b>	<b>Recommendation</b>	<b>Change from Current Structure</b>	<b>Would be Addressed in Updated Program Standards</b>
System Structure	1. The CPSELs as the system’s foundation		<b>X</b>
	2. A single generalized credential for all administrative roles		<b>X</b>
	3. A two-level credential structure		<b>X</b>
	4. Previous experience in schools		<b>X</b>
Preliminary Credential Structure	5. Multiple program pathways to earn the preliminary credential		<b>X</b>
	6. Continue the examination route to earning a credential		<b>X</b>
	7. Continuance of the internship pathway to the preliminary administrative services credential		<b>X</b>
	8. Strengthen fieldwork as a component of the preliminary credential		<b>X</b>
Clear Credential Structure	9. Induction as the sole pathway for the clear credential programs	<b>X</b>	<b>X</b>
	10. Timeframe for beginning a clear credential program	<b>X</b>	<b>X</b>
Preparation Beyond the Clear	11. Local professional growth expectations for credential renewal		
Stakeholder Responsibility	12. Ensuring the fidelity of the program standards in regards to implementation		<b>X</b>
	13. Preparation for the ever-changing role of site administrators and needs of today’s schools		<b>X</b>
	14. Enhancing partnerships between PreK-12, employers, and administrative services credential preparation programs		<b>X</b>

## **Discussion of the Recommendations at the October 2011 Commission Meeting**

The panel's recommendations were presented initially as an information item at the Commission's October 2011 meeting. (<http://www.ctc.ca.gov/commission/agendas/2011-10/2011-10-3A.pdf>). During that meeting, several issues were raised during the discussion. These issues, with potential options for consideration, are presented below.

### *1. The experience requirement for the preliminary administrative services credential*

Current Education Code requirements (Section 44270(a)(2)) specify that a candidate must have completed three years of experience as a classroom teacher or in the fields of pupil personnel, health, clinical or rehabilitative or library services upon filing for the preliminary administrative services credential. Some stakeholders suggest that three years of experience is insufficient for a beginning administrator, pointing out that an individual could have two years of induction plus one additional year of classroom experience and then qualify to be an administrator. Since the role of the administrator is increasingly focused on instructional leadership and improvement of student academic outcomes, these stakeholders do not think that a new administrator with only three years of classroom experience has enough background to serve effectively in this role.

On the other hand, some stakeholders are concerned about potentially constricting the supply of administrators if the experience requirement were increased to a longer time period such as five years. These stakeholders point out that there is a lack of administrator candidates for open positions now, particularly in rural areas, and that individuals who might otherwise consider advancing to the role of an administrator could be discouraged by the longer experience requirement. The stakeholders also point out that the Preliminary Administrative Services Credential only authorizes the individual to begin his/her administrative career, and that induction, mentoring, local district support and professional growth opportunities, and district personnel evaluation processes would assure that individuals who were not successful in the position would be unlikely to continue serving in that role. This is similar to the process for a beginning teacher without prior experience in the role, who would also be expected to grow and develop in the role through induction, mentoring, and professional growth over his/her career.

After considerable discussion, the panel recommends no change to the experience requirement. If the Commission decides to modify the recommendation, prior to adoption, to increase the number of years of experience, staff would need to seek legislative change to the Education Code and subsequently to amend the applicable Title 5 regulations.

### *2. The CPACE Examination's Role in the Preliminary Administrative Services Credential Structure*

In all other states, an administrator licensing examination serves as an exit assessment after completion of a preparation program. In California, however, the Education Code permits the assessment to serve as an alternate route to completion of a preparation program. In an effort to make the examination route equivalent to the program route, the Commission directed staff to develop a new California-centric examination for the Preliminary Administrative Services Credential, the CPACE which is now available.

The advisory panel's recommendation is that the examination route be maintained and that data be gathered on the efficacy of both the examination and program routes. It was suggested during

the October Commission meeting that the CPACE could serve as an exit examination for all candidates, both those who take the exam route and those who complete a preparation program. A question for the Commission to consider is provided here:

- Should all candidates be required to take the CPACE examination or some other examination, including those completing the program route? If yes, then a change in the Education Code through legislation as well as a change to applicable regulations would be required.

The advisory panel did not recommend that the examination be required for all individuals seeking a Preliminary Administrative Services Credential. A further consideration relating to this issue is that if the Commission were to require all candidates to take the examination, then there would be a common metric by which to look at comparative outcomes across the two preparation options.

Staff seeks additional direction from the Commission regarding these issues relating to adoption of the panel's recommendations. It is important to note that the legislative year begins in January and goes through early fall. There are important deadlines that include Commission consideration and action on Legislative proposals in December, securing a member of the Legislature to author the bill in January, and ensuring that a bill is introduced before the February deadline. For any recommendations that need legislative action, it will be important to have clear direction from the Commission as soon as possible. Pending such discussion and direction, staff makes the following recommendation:

#### **Staff Recommendation**

Staff recommends that the Commission adopt the recommendations of the Administrative Services Credential Advisory Panel as presented in the agenda item.

#### **Next Steps**

Based upon the Commission's action on the panel's recommendations, staff will present an implementation plan at the January 2012 meeting. This would include a timeline for legislative and regulatory action, if needed, and a plan for the development of new program standards. It is possible that a standards development panel could begin work in the 2012-13 year, subject to necessary legislative action and Commission budgetary resources.

## 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>		
Ron Taylor, Title II Office	Department of Education	
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

### Alignment of Recommendations to the Plan for the Study of the Preparation of Educational Leaders

The purposes of the study were to:

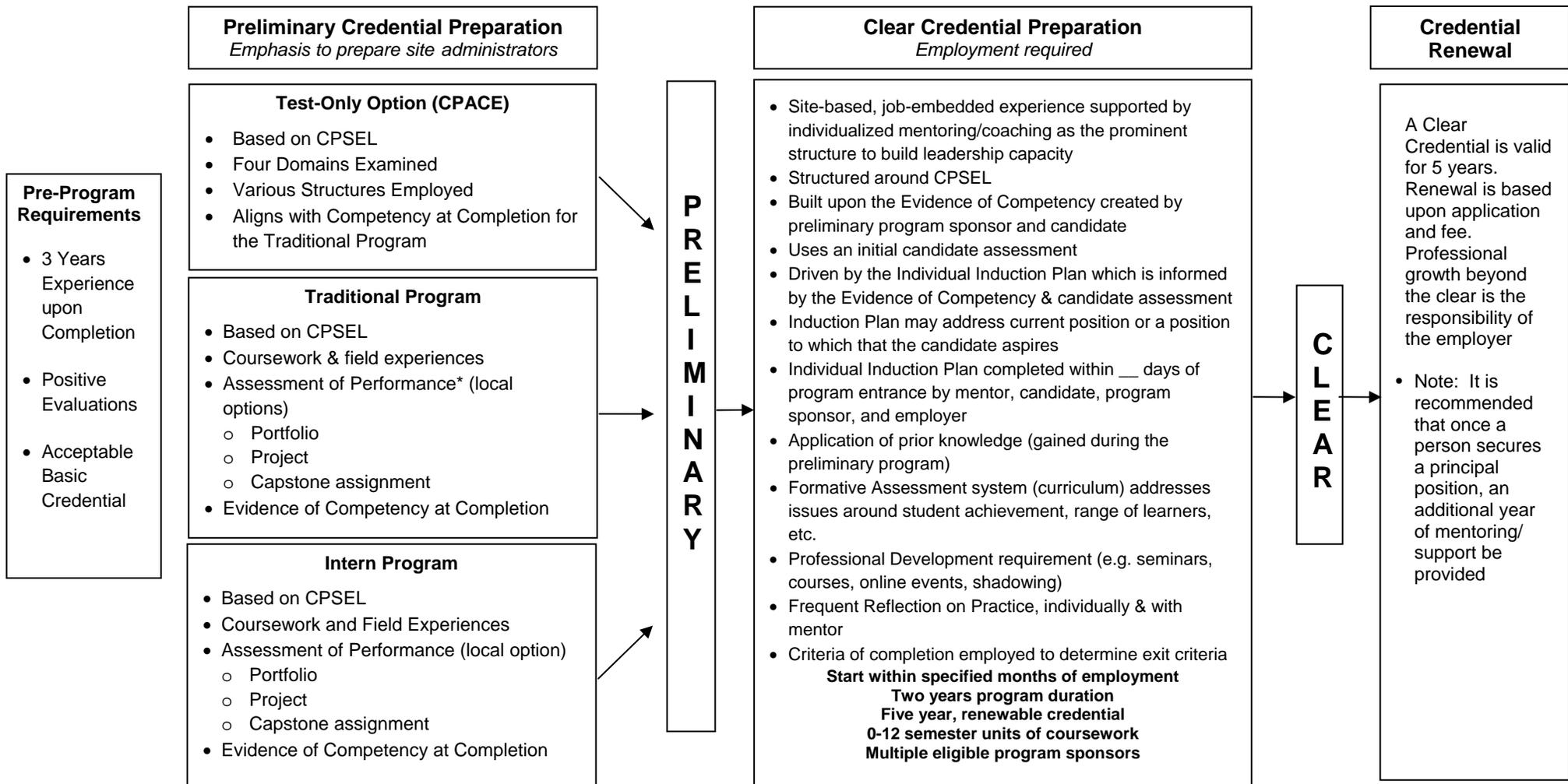
- 1) Review the content, structure and requirements for administrator preparation to ensure that these remain appropriate to the needs of administrators serving in California schools.
- 2) Provide recommendations concerning how to effectively identify administrators who would be adept in providing instructional 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 14 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	Relation to Panel Charge				
		1	2	3	4	5
System Structure	1. The CPSELs as the system’s foundation	X	X		X	
	2. A single generalized credential for all administrative roles	X				
	3. A two-level credential structure	X		X		
	4. Previous experience in schools	X	X		X	
Preliminary Credential Structure	5. Multiple program pathways to earn the preliminary credential	X				X
	6. Examination as a route to earning a credential	X				X
	7. Continuance of the internship credential	X				X
	8. Fieldwork as a component of the preliminary credential	X	X			X

Category	Recommendation	Relation to Panel Charge				
		1	2	3	4	5
Clear Credential Structure	9. Induction as the sole pathway for the clear credential programs	X	X	X	X	
	10. Timeframe for beginning a clear credential program	X				
Preparation Beyond the Clear	11. Professional growth expectations for credential renewal	X		X		X
Stakeholder Responsibility	12. Ensuring the fidelity of the program standards in regards to implementation	X		X		X
	13. The ever-changing role of site administrators and today's schools	X	X	X		
	14. Enhancing partnerships between K-12 and administrative services credential preparation programs	X	X	X		X

# Figure 1: Learning to Lead System



## SYSTEM QUALITIES

MULTIPLE PATHWAYS		ALIGNMENT	ACCOUNTABILITY	INDUCTION	COLLABORATION
<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>