
4C

Information/Action

Professional Services Committee

Proposed Criteria for Excusing up to Two Years of Service in the Schools for the Preliminary Administrative Services Credential

Executive Summary: This agenda item continues the discussion of the criteria for excusing up to two years of service for the Preliminary Administrative Services credential and discusses who should be responsible for making that determination.

Policy Question: Does the Commission wish to adopt the recommendations for implementing the criteria previously adopted by the Commission?

Recommended Action: That the Commission adopt the four recommendations presented in this item.

Presenters: 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

August 2012

Proposed Criteria for Excusing up to Two Years of Service in the Schools for the Preliminary Administrative Services Credential

Introduction

This agenda item continues the discussion of excusing up to two of the five years of experience in the schools required for a Preliminary Administrative Services Credential. At its June 2012 meeting (<http://www.ctc.ca.gov/commission/agendas/2012-06/2012-06-6A.pdf>) the Commission:

1. adopted six criteria for excusing up to two years of experience;
2. agreed to continue to discuss the implementation process for the criterion addressing evaluation of the candidate's knowledge and skills by the employer; and
3. instructed staff to begin the regulatory process to change the required number of years of experience from three to five. The Commission also requested further discussion about the process that will be used to review and make a decision about a waiver request.

Background

The six criteria for excusing up to two years of experience as adopted by the Commission are as follows:

1. *The prospective employer is required to verify that no suitable fully credentialed individual is available to be hired.*
2. *The employer must verify that the individual has completed a Preliminary Administrative Services Credential preparation program.*
3. *The individual must hold the clear teaching or services prerequisite credential prior to being recommended for a Preliminary Administrative Services Credential.*
4. *The prospective administrator must provide evidence of exemplary evaluations.*
5. *The prospective employer must evaluate the individual's knowledge and skills against the California Professional Standards for Educational Leaders (CPSEL) and verify that the individual has successfully demonstrated the knowledge and skills to be an effective beginning school administrator, as defined by the CPSEL.*
6. *The Preliminary Administrative Services Credential is restricted to the employer requesting the appeal, until the individual has five years of experience in the schools or has earned the Clear Administrative Services Credential, whichever comes first.*

To implement the Commission's action, staff is beginning the regulatory process for the requirement that an educator have five or more years of experience in the schools. Once the process has been completed, the five year requirement will take effect.

With respect to the option for an employer to request excusing up to two of the required five years of experience in the schools for an individual, the Commission is already authorized by Education Code §44225(m) to consider such a request and would not need to initiate a new regulatory process for this purpose:

The Commission shall do all of the following:

- (m) review requests from school districts, county offices of education, private schools, and postsecondary institutions for the waiver of one or more of the provisions of this chapter or other provisions governing the preparation or licensing of educators, the commission may grant a waiver upon its finding that professional preparation equivalent to that prescribed under the provision or provisions to be waived will be, or has been, completed by the credential candidate or candidates affected or that a waiver is necessary to accomplish any of the following:...
- (4) Provide other temporary exemptions when deemed appropriate by the commission.

Review of the Six Criteria Adopted by the Commission

As additional work of the adopted criteria, it appears that several minor wording and punctuation changes would increase the clarity of these criteria for use by the field. Staff proposes, therefore, that the Commission's criteria be revised and reordered as follows:

1. *The prospective employer is required to verify that no suitable fully credentialed individual is available to be hired.*
2. *The employer must submit verification from an approved program sponsor ~~employer must verify~~ that the individual has completed a Preliminary Administrative Services Credential preparation program.*
3. *The individual must hold a ~~the~~ clear teaching or services prerequisite credential prior to being recommended for a Preliminary Administrative Services Credential.*
4. *The Preliminary Administrative Services Credential is restricted to the employing agency ~~er~~ requesting the appeal until the individual has five years of experience in the schools or has earned the Clear Administrative Services Credential, whichever comes first.*
5. *The prospective administrator must provide evidence of exemplary evaluations.*
6. *The prospective employer must evaluate the individual's knowledge and skills against the California Professional Standards for Educational Leaders (CPSEL) and verify that the individual has successfully demonstrated the knowledge and skills to be an effective beginning school administrator, as defined by the CPSEL.*

Staff notes that of the six criteria adopted by the Commission at the June 2012 meeting, four address requirements that could be satisfied through a staff review of documentation provided by the employer (criteria 1-4). The discussion below provides guidance for implementation of criteria 5 and 6.

Part I: Further Discussion of Criteria 5 and 6

Criterion 5-the Candidate’s Evidence of Exemplary Evaluations

The Commission’s discussion of this criterion provides initial guidance as to what would constitute evidence of “exemplary” evaluations, as used within a waiver process. Given the wide variety of evaluation approaches, criteria, terminology, and negotiated processes across school districts and other employing agencies, the Commission clarified that evaluations referred to in this criterion would need to be at least “satisfactory” in nature, and that a minimum of two such satisfactory evaluations that were not more than five years old would need to be provided by the candidate. The Commission could choose to require that at least one of the evaluations be within the past two years, since some candidates might be evaluated only every two years.

For candidates whose prerequisite credential is a teaching credential:

For California-trained and/or employed candidates who hold a prerequisite teaching credential, the Commission has previously referred to criteria in EC §44274.2(c) (which will be also incorporated in Title 5 section 80048.3.1(c(3)) for out of state trained special education teachers regarding ‘satisfactory’ evaluations.

These criteria specify that the focus areas to be addressed within a candidate’s evaluation must include, but are not limited to, the following:

- The use of teaching strategies that motivates all students to engage in the learning process.
- The ability to establish and maintain high standards for student behavior.
- A demonstration of deep knowledge of the subject being taught and the use of appropriate instructional strategies that promote student understanding.
- An ability to plan and implement a sequence of appropriate instructional activities.

In the event that a candidate’s experience was with a different employer or out of state (but not including out of country), or for candidates who did not receive a recent evaluation or who cannot obtain photocopies of their evaluations, the Commission has advised that these candidates may provide a supplemental evaluation letter(s) signed by their out-of-state principal or superintendent in lieu of actual performance evaluations. The supplemental letter must cover two separate years and verify that the individual’s performance in the four areas identified above was “satisfactory” or better.

For candidates whose prerequisite credential is a services credential:

The Commission has previously used criteria relating to evaluations of candidates applying for an administrative services credential through the waiver process (EC §44270.4 for out of state prepared administrators). Staff suggests the following be the set of criteria that would apply to evaluations of candidates who hold a prerequisite services credential rather than a teaching credential (Pupil Personnel, Speech-Language Pathology, and School Nurse Credentials; Teacher-Librarian Credentials require a teaching credential prerequisite so these individuals may also have teaching experience):

1. Demonstration of leadership skills at the program, school, district, and/or county level.
2. Verification of leadership in or responsibility for program implementation related to the specific prerequisite services credential held.

3. Implementation of effective procedure for smooth operations of the program or other appropriate activity for which the candidate has responsibility.
4. Evidence of self-motivation and continuous professional development and the updating of professional skills, particularly but not exclusively relating to administration.

Criterion 6-the Employer's Evaluation of Candidate Knowledge and Skills

This discussion focuses on two key issues:

1. What methods and/or strategies could employers use to evaluate candidate knowledge and skills?
2. What set of standards should guide employer evaluation of candidate knowledge and skills?

Methods and/or strategies for employer evaluation of an individual's knowledge and skills

- *Observations of the candidate:* An option the Commission could consider would be for the employer's evaluation of a candidate to consist of a series of observations of the prospective administrator as he or she serves in administrator-like assignments. Examples of such leadership roles could be chairing a district or school site committee, serving as the grade level or department chair, or serving as lead teacher when the site administrator is off campus. Educators, site or district administrators, teachers, and others, would be able to provide observational evidence regarding the knowledge and skills of the individual. However, this approach would require the observers and evaluators of the candidate's actions and practice to have training for their roles and practice in applying applicable criteria to the candidate's performance, and it could be difficult or awkward for peers to serve in this role which would result in a credential decision or judgment about the candidate.
- *Portfolio of evidence of candidate knowledge and skills:* Another potential option could be to require the candidate to provide a portfolio of evidence to the employer documenting his/her administrative knowledge and skills. The portfolio could be organized around the CPSEL (Appendix A), whether all six or a designated subset of the CPSEL, or around the summary set of ten Preliminary Administrative Services Content Specifications adopted by the Commission in 2010 (<http://www.ctc.ca.gov/commission/agendas/2010-06/2010-06-5C.pdf>). This approach would require the Commission to define the criteria for use by the candidate in assembling the portfolio (see discussion in Part II below regarding possible criteria).
- *Employer-proposed alternative method of evaluating candidate knowledge and skills:* The Commission could consider allowing employers to propose an alternative method of evaluating candidate knowledge and skills for waiver purposes. The Commission could reserve the right in its sole discretion to approve or deny the proposed alternative evaluation method.

Staff suggests that at a minimum either the observation or the portfolio be accepted as a method for an employer to evaluate an individual's knowledge and skills.

Standards for guiding employer evaluation of candidate knowledge and skills

A key issue is to identify which standards the employer should use for the evaluation of the candidate's knowledge and skills, regardless of the method and/or strategy of the evaluation process. There are several possible sets of standards that could potentially be used for this purpose. These are:

1. The six California Professional Standards for Educational Leaders (CPSEL), provided in Appendix A.
2. The "Descriptions of Practice" contained within the *Moving Leadership Standards into Everyday Work* document developed and owned by WestEd, (sample provided in Appendix C).
3. The summary set of ten Preliminary Administrative Services Content Specifications developed and validated for the CPACE examination that describe the set of knowledge, skills, and abilities expected of California preliminary administrative credential candidates, provided in Appendix D.

Options pertaining to the use of each of these sets of standards are presented below.

Use of the six CPSEL to evaluate the candidate's knowledge and skills

The California Professional Standards for Educational Leaders (CPSEL) are provided in Appendix A. The current set of preliminary administrative services credential program standards is aligned with the CPSEL, although these credential program standards will be undergoing revision, likely in 2012-13 (see agenda item 4E). In addition, some stakeholders have expressed concern that the CPSEL are general standards of practice for school administrators and have no clear definition to provide guidance as to when or how an individual is meeting the standard. Further, the CPSEL do not address concepts the Commission has identified as important to the preparation of leaders for California schools such as English learner issues, California school law and the conditions of schooling in California.

Use of the WestEd documents to evaluate the candidate's knowledge and skills

Another option could be provided through the 2003 document developed and owned by West Ed, assisted by the Association of California School Administrators, the California Department of Education, representatives from higher education and the California School Leadership Academy at WestEd, and Commission staff. This document, *Moving Leadership Standards into Everyday Work* (Appendix B) was developed as a tool to measure an individual's level of practice in relation to the CPSEL. The *Descriptions of Practice* have identified four levels of an administrator's practice. However, the *Descriptions of Practice* are extensive and complex, and could prove challenging and labor-intensive for employers to use. They are also approaching ten years old and may not be reflective of the most current practice. Because they are based in the CPSEL they also may not address the several concepts important to the Commission as described above.

A third option could be for the Commission to consider requiring employers to focus only on selected CPSEL and/or *Descriptions of Practice* which, in the Commission's view, are the most critical to determining that an individual is ready to begin practice as a beginning administrator. For example, one such criterion could focus on the individual's ability to analyze instruction and provide feedback to teachers in the role of the school's instructional leader. While this approach

could be more time and cost-effective for employers, the trade-off is that only some areas of competent practice would be looked at and the unsubstantiated assumption made that the candidate also possessed the required level of knowledge and skills in the unevaluated areas. In addition, this type of focus might also not include specifically addressing the areas of English learners, California school law and the conditions of schooling in California.

In summary, the CPSEL and the WestEd documents alone or in combination may not be the most appropriate set of standards against which the Commission would want to evaluate the readiness of a candidate for excusing up to two years of experience. These documents were developed close to ten years ago and they do not include a specific focus on English learner issues, California school law, and the current conditions of California schooling, which are all issues important to the Commission as well as to the preparation of administrators for today's schools.

Use of the summary set of ten California Preliminary Administrative Services Content Specifications to evaluate the candidate's knowledge and skills

The summary set of the ten California Preliminary Administrative Services Content Specifications were presented in agenda item 4B and are reprinted in Appendix D. These content specifications were developed in 2009 and underwent a statewide validity study before being adopted by the Commission in 2010. The full set of content specifications addresses English learner issues, California school law, and the conditions of schooling in California, in accordance with the Commission's direction.

This set of recent Content Specifications could form the basis for an employer's evaluation of candidate knowledge and skills. They could also, should the Commission so choose, form the basis for a selective focus by employers on one or more specific areas such as instruction and assessment. Although the Content Specifications could serve the same functions as the CPSEL and/or the WestEd document in terms of providing guidance to prospective employers for evaluating candidate knowledge and skills, since they are the most recently developed, they underwent a content validation process that included input from a wide variety of California administrative services stakeholders, and they address areas of particular interest to the Commission, staff believes they should be the set of standards used for the purpose of providing guidance to employers should the Commission choose an option relating to the use of standards for this purpose.

Part II: Discussion of the Process to Review and Approve Employer-Submitted Waiver Requests

Step 1: Initial Waiver Review Process: The employer who wants to hire a prospective administrative services credential candidate who has completed a Commission-approved Preliminary Administrative Services preparation program and has between three and five years of experience in the schools could immediately submit a request for a waiver in accordance with current Commission policies. As of July 1, 2006, commission staff has the authority to evaluate and issue or deny waivers based on the established waiver criteria, as described in the policy excerpts below.

Employing agencies must present waiver requests to their governing boards for approval. The agenda must be an action item and must list the name of the applicant, the specific assignment, and the fact that the applicant will be employed on a waiver. By submitting the waiver request, the employer certifies that a reasonable effort to recruit a fully-prepared candidate was made.

Waiver requests that are received within the ninety days submission timeframe that meet the waiver criteria will be granted. If the waiver request is received beyond ninety days from the requested issue date, the waiver request will not be reviewed and will be denied based on late submission. If the waiver request form and supporting materials are incomplete, commission staff will deny the waiver. The waiver request packet will be returned with a denial letter that explains the reason for denial. The employing agency will have thirty days to provide the requested documentation for re-evaluation. If the resubmitted waiver request meets the waiver criteria, the waiver will be granted. If the employing agency resubmits the required documentation beyond the thirty days, staff will not evaluate the request and a final denial notice will be mailed. After receiving a final denial notice the employer must remove the applicant from the assignment. There are no re-evaluations after a final denial letter.

The process described above would address implementation through a staff review process of the revised and reordered waiver criteria 1-4, as presented above. Requests submitted in a timely manner that meet the first four criteria would be placed on the agenda for the next Commission meeting.

Step 2: Proposed Additional Waiver Process for Implementing Criteria 5 and 6. Following staff review of the initial four criteria as described in Step 1 above, staff would prepare an agenda item for the Commission's review and approval that would incorporate the staff review of the initial four criteria based on materials submitted by the employer along with the evidence submitted in response to criteria 5 and 6 pertaining to the individual's satisfactory evaluations and to the employer's evaluation of the individual's knowledge and skills relative to the role of a school administrator. The Commission would review each complete waiver request on a case by case basis and make a final determination whether to grant the waiver.

Staff Recommendation

Staff recommends that the Commission adopt:

1. The revised and reordered six criteria as presented above;
2. Both the observation and the portfolio process as methods for an employer to evaluate an individual's knowledge and skills;
3. The summary set of ten Preliminary Administrative Services Content Specifications (Appendix D) as the required set of standards to be used as a basis for employers to evaluate candidate knowledge and skills for the purpose of substantiating a waiver request for up to two years of experience in the schools; and
4. The two-step waiver review process as described in this agenda item.

Next Steps

Depending on Commission direction and/or action, staff will work with the field to implement the criteria adopted by the Commission as appropriate.

Appendix A

California Professional Standards for Educational Leaders (CPSEL)

A school administrator is an educational leader who promotes the success of all students by

1. facilitating the development, articulation, implementation, and stewardship of a vision of learning that is shared and supported by the school community
2. advocating, nurturing and sustaining a school culture and instructional program conducive to student learning and staff professional growth
3. ensuring management of the organization, operations, and resources for a safe, efficient, and effective learning environment
4. collaborating with families and community members, responding to diverse community interests and needs, and mobilizing community resources
5. modeling a personal code of ethics and developing professional leadership capacity
6. understanding, responding to, and influencing the larger political, social, economic, legal, and cultural context

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Appendix B

California Professional Standards for Educational Leaders (CPSEL)

Moving Leadership Standards Into Everyday Work: Descriptions of Practice. WestEd. 2003

1. A school administrator is an educational leader who promotes the success of all students by facilitating the development, articulation, implementation, and stewardship of a vision of learning that is shared and supported by the school community
 - 1.1 Develop a Shared Vision
 - 1.2 Plan and Implement Activities around the Vision
 - 1.3 Allocate Resources to Support the Vision
2. A school administrator is an educational leader who promotes the success of all students by advocating, nurturing and sustaining a school culture and instructional program conducive to student learning and staff professional growth
 - 2.1 Develop School Culture and Ensure Equity
 - 2.2 Guide the Instructional Program
 - 2.3 Guide Professional Growth of Staff
 - 2.4 Create and Utilize Accountability Systems
3. A school administrator is an educational leader who promotes the success of all students by ensuring management of the organization, operations, and resources for a safe, efficient, and effective learning environment
 - 3.1 Ensure a Safe School Environment
 - 3.2 Create an Infrastructure so Support an Effective Learning Environment
 - 3.3 Manage the School as a Learning Support System
 - 3.4 Maintain Legal Integrity
4. A school administrator is an educational leader who promotes the success of all students by collaborating with families and community members, responding to diverse community interests and needs, and mobilizing community resources
 - 4.1 Collaborate to Incorporate the Perspective of Families and Community Members
 - 4.2 Establish and Manage Linkages Between the Site and the Larger Community Context
 - 4.3 Engage and Coordinate Support from Agencies Outside the School
5. A school administrator is an educational leader who promotes the success of all students by modeling a personal code of ethics and developing professional leadership capacity
 - 5.1 Maintain Ethical Standards of Professionalism
 - 5.2 Guide Sound Courses of Action Using Pertinent, State-of-the-Art Methods
 - 5.3 Model Reflective Practice and Continuous Growth
 - 5.4 Sustain Professional Commitment and Effort

6. A school administrator is an educational leader who promotes the success of all students by understanding, responding to, and influencing the larger political, social, economic, legal, and cultural context

6.1 Engage with the Policy Environment to Support School Success

6.2 Interact with Stakeholders

6.3 Incorporate Input from the Public

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Appendix C

Moving Leadership Standards Into Everyday Work: Descriptions of Practice. WestEd. 2003

<p>Standard 2: A school administrator is an educational leader who promotes the success of all students by advocating, nurturing, and sustaining a school culture and instructional program conducive to student learning and staff professional growth.</p>			
<p>2.3 Guide Professional Growth of Staff</p>			
<i>Practice that is directed toward the standard</i>	<i>Practice that approaches the standard</i>	<i>Practice that meets the standard</i>	<i>Practice that exemplifies the standard</i>
<p>While the administrator realizes that the professional growth of staff is important for student learning and school improvement, strategies to support such growth are limited in their capacity to address the range of needs at the site. The administrator is beginning to deepen her or his understanding of what constitutes learning-rich environments for adults and how to create such environments. She or he may rely on “one-size-fits-all” staff development opportunities and defer to “outside experts” to facilitate teachers’ learning.</p>	<p>The administrator works with staff to deepens understanding of the standards-based teaching and learning, to assess individual and collective needs, and to plan professional development aligned with those needs. She or he facilitates the identification of short- and long-term learning goals for the staff and allocates resources in accordance. The administrator communicates to staff the importance of continuous growth and works to inculcate norms of reflective practice, self-assessment, collaboration, and openness to new ideas. She or he ensures that all professional staff participate in appropriate professional learning activities.</p>	<p>The school leader establishes understanding among the professional staff that their continuous growth is a key element in improving student learning. The leader ensures that appropriate professional learning opportunities are available for the entire range of teacher experience and identified needs at the site. She or he develops and implements a variety of strategies to build leadership capacity in others, especially with respect to standards-based teaching and learning processes. She or he creates a culture that embodies norms of reflection and collaboration around matters of practice. The staff demonstrates continuous improvement in its capacity for self-directed learning.</p>	<p>The school leader facilitates development and oversight of a broad range of professional growth opportunities for the staff. She or he works with other instructional leaders at the site to ensure that professional growth activities occur within the context of a focused and coherent plan for improving standards-based student learning through the development of individual and collective capacity. Taking into account the heterogeneity of the staff, as well as changes in the instructional program that result from district/state/federal initiatives, the leader applies principles of effective professional and organization development to ensure progress of individuals and groups on achieving standards. The leader sustains a professional environment that is a learning rich environment for adults, characterized by members of the learning community assuming responsibility and leadership for their own and other’s development.</p>

Moving Leadership Standards Into Everyday Work: Descriptions of Practice by WestEd. Copyright© 2003 WestEd. Reprinted with permission. Available at <http://www.wested.org/cs/we/view/rs/688>.

Appendix D

Summary Set of Ten Preliminary Administrative Services Content Specifications

DOMAIN I—VISIONARY AND INCLUSIVE LEADERSHIP

- 0001 Understand how to provide leadership in facilitating the development, articulation, implementation, and stewardship of a shared vision of learning; collaborating with diverse constituents; and mobilizing school and community resources to achieve the vision and promote the success of all student groups.
- 0002 Understand the interplay of the political, social, economic, legal, ethical, and cultural contexts of education in promoting the success of all student groups.

DOMAIN II—STUDENT LEARNING

- 0003 Understand how to advocate, nurture, and sustain a positive culture of learning that emphasizes high expectations and an instructional program that promotes success for all student groups.
- 0004 Understand effective teaching and learning and the use of instructional leadership to promote the success of all student groups.

DOMAIN III—SYSTEMS FOR CAPACITY BUILDING

- 0005 Understand how to use professional development for faculty, staff, and self to promote lifelong learning and the success of all student groups.
- 0006 Understand organizational management and its use in creating positive and productive learning systems that promote the success of all student groups.

DOMAIN IV—RESOURCE MANAGEMENT AND EDUCATIONAL LAW

- 0007 Understand human resource management and its use in creating a positive and productive learning system that promotes the success of all student groups.
- 0008 Understand operational management and its use in creating a safe, efficient, and effective learning environment that promotes the success of all student groups.
- 0009 Understand fiscal and material resource management and its use in creating efficient and effective learning systems that promote the success of all student groups.
- 0010 Understand the legal dimensions of educational leadership.