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# 4D

## Information/Action

### *Professional Services Committee*

#### **Potential Additional Requirements for Candidates Using the Examination Option to Meet the Preliminary Administrative Services Credential Requirements**

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**Executive Summary:** This agenda item presents a range of options for Commission review and potential adoption in order to implement additional requirements for candidates using the examination route for the Preliminary Administrative Services Credential.

**Policy Question:** Do any of the proposed options meet the Commission's purpose for establishing additional requirements for candidates choosing the examination route to the Administrative Services Credential?

**Recommended Action:** Staff recommends that the Commission discuss the proposed options, and based on that discussion, take action to approve specific additional requirements for examination route candidates along with direction to pursue any attendant regulatory or statutory processes necessary for implementation.

**Presenters:** Lawrence Birch and Gay Roby, 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

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# Potential Additional Requirements for Candidates Using the Examination Option to Meet the Preliminary Administrative Services Credential Requirements

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## Introduction

At its December 2011 meeting, the Commission took action to establish an “Examination Plus” requirement for candidates choosing the examination route to the Preliminary Administrative Services Credential. The Commission directed staff to return with a draft policy concerning what the additional requirements for examination route candidates might entail. At its April 2012 meeting (<http://www.ctc.ca.gov/commission/agendas/2012-04/2012-04-6A.pdf>) the Commission discussed possible criteria and requested staff to prepare an action item for the adoption of specific criteria.

This agenda item provides options based on the April 2012 agenda item for the Commission to consider and frames these options within three key questions:

- What would increase the Commission’s confidence that candidates who choose the examination route to the preliminary administrative services credential have the appropriate knowledge, skills, and abilities for the role of a beginning administrator?
- What potential criteria or actions could the Commission implement for this purpose that would not require a change in regulation and/or statute?
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## Background

In most states, completion of a preparation program is required for the credential. Many states require prospective administrators to pass an examination in addition to completing an approved program. California is the only state that state allows a candidate to earn an administrative credential based solely on passing an examination. The current examination route was put in statute in 2003. Education Code §44270.5 (a) is as follows:

- (a) Notwithstanding any provision of this chapter and as an expedited alternative to Section 44270, the Commission may issue a preliminary services credential with a specialization in administrative services to a candidate who completes the following requirements:
- (1) Possess a teaching or services credential as specified in paragraph (1) of subdivision (a) of Section 44270.
  - (2) Completes the experience requirement specified in paragraph (2) or subdivision (a) of Section 44370.
  - (3) Successfully passes a test adopted by the commission, upon finding by the commission that the test is aligned to state administrator preparation standards.

Adding to these requirements for earning the preliminary credential through the examination route would require a change in statute. If the Commission chooses any options presented in this

agenda item that would require legislative change, staff would seek a bill sponsor. If the process were successful in the 2013 legislative cycle, additional requirements adopted by the Commission could potentially take effect in January 2014.

Initially, the School Leaders License Assessment (SLLA), a national examination from the Education Testing Service (ETS) was adopted by the Commission as the test referenced in statute. The SLLA was modified by ETS in response to requests from other user states to shorten the testing time and the length of the examination, and to reduce or eliminate the constructed response items. The revised examination was scheduled to be implemented as of fall 2009. However given those modifications and given the finding that the SLLA did not align with California needs, California law, regulations, and policies, the Commission declined to use the revised SLLA and instead, at its October 2008 meeting, took action to have a California-specific examination developed in order to assure that California's examination met the statutory requirements for an examination aligned to the state's administrator preparation standards. The California Preliminary Administrative Credential Examination (CPACE) was developed by Evaluation System group of Pearson, adopted by the Commission and initially implemented in 2011.

### **Context of the Commission's Prior Discussion**

The Commission indicated in its prior discussion that it felt that the fact that an exam route candidate could, in essence, "waive" an entire preparation program was in and of itself an indication that insufficient information was available as to the knowledge, skills, and abilities of the candidate. The Commission stated that candidates who choose the program option are looked at by the program during field placements and other activities that allow the program to get a sense of how prepared these candidates are for the job role of a school administrator. A similar in-person evaluation of examination route candidates does not occur.

For the Commission's educator preparation programs, there are currently two situations in which candidates may use an examination option instead of a program. Candidates may use an examination option to satisfy subject matter competence instead of completing a subject matter program. The Commission's discussion indicated that this situation was not sufficiently similar to the situation of administrative services candidates because content knowledge rather than pedagogical knowledge was being waived. Candidates for the Early Completion Option of the Intern (alternative certification) program may also use an examination, currently the Teaching Foundations Examination, as an alternative to completing a pedagogical preparation program. Thus, there are precedents in which an examination may waive or replace both subject matter coursework and pedagogical coursework.

With respect to candidates for the Preliminary Administrative Services Credential, however, the most apt comparison is likely with candidates who choose the Early Completion Option for the Intern (alternative certification) program, since these candidates also use an examination route to waive pedagogy preparation coursework in a Commission-approved program. These candidates must actually pass two examinations: the Teaching Foundations Examination (pedagogical knowledge) and the Teaching Performance Assessment (pedagogical performance in the classroom), the latter of which must be passed on the first attempt or the candidate must complete the program coursework. No additional requirements, though, are placed on these

candidates. This model could perhaps provide a basis for looking at the situation of examination route for preliminary administrative services candidates, since the Commission is concerned with assuring the “on-the-job readiness as a beginning administrator” of these candidates.

### **Options for Assuring the Readiness of Examination Route Candidates**

Since the Education Code lists only three requirements for a candidate who chooses the examination route, the Commission’s options for augmenting those requirements without a statutory change are somewhat limited. The Commission may use regulations to implement, interpret, or make specific any statutory requirement. After consulting with legal counsel, it has become clear that establishing criteria that are differentially applied to examination route candidates but not to those who complete an approved program for the same credential would require legislation. The options that are presented below include a notation regarding the need for legislative or regulatory change.

**1. Require the candidate to hold the clear prerequisite credential in order to access the examination route.** *This option incorporates already adopted Commission policy and the related Title 5 regulatory process is being initiated at this Commission meeting*

As indicated in the April 2012 agenda item referenced previously, an individual must hold an eligible prerequisite credential prior to applying for the Preliminary Administrative Services Credential. There have been many instances where an individual holding a preliminary teaching credential earns the preliminary administrative services credential and is employed as a school administrator. The individual then has trouble earning the clear credential in both teaching and administration. If all administrators were required to hold the clear teaching or services prerequisite credential prior to earning the Preliminary Administrative Services Credential, it would remove the need for the individual to focus on earning the second tier teaching or services credential while also learning how to be an effective administrator. The new administrator would be able to focus on the first years as an administrator and on completing the administrator induction program to earn the Clear Administrative Services Credential.

**2. Require documentation that the examination route candidate has evidence of exemplary service in the schools.** *This option would require statutory change and then Title 5 Regulations.*

The Commission previously discussed that it might wish to require the individual using the examination route to verify that his/her prior experience in the schools was “exemplary” and/or that the experience in the schools was of a specific nature. If the Commission chose to adopt this option, the criteria presented in agenda item 4C with respect to evaluation of the preparation of out of state administrative services candidates might potentially serve as appropriate criteria under this option.

**3a. Require the examination candidate to enter an approved clear credential program within a specified time after securing a position requiring an administrative services credential.** *This option would require statutory change and then Title 5 Regulations.*

The Administrative Services Advisory Panel discussed at length the time limit for requiring candidates to enter an approved clear credential program. Since the panel could not agree to the

best choice, it recommended that the future standards-writing panel determine the time required for entrance, somewhere between six and twelve months. The Commission could require the candidate to enter an approved clear credential program (currently available) or an administrator induction program (when these programs become available in the future) within a specified timeframe.

**3b. Require all Preliminary Administrative Credential holders to enter an approved clear credential program within a specified time after securing a position requiring an administrative services credential.** *This option requires the Commission to modify the Program Standards and Preconditions for the Administrative Services Credential Programs and could be put into regulations.*

If the Commission were to take action to require all holders of a Preliminary Administrative Services Credential to enter the second tier program in a specified time frame, e.g. within two months from date of hire in the administrative position, then this change could be implemented through modification to Program Standards and Preconditions.

**4. Require the employer to provide an individualized mentoring/support program for examination route candidates.** *This option would require statutory change and then Title 5 Regulations.*

The Commission could choose to require, either alone or in addition to Option 3 above, that the employer of an examination route candidate provide an individualized mentoring/support program for that candidate. This option to augment the candidate's readiness for the responsibilities of a beginning school administrator through intensive support provided by the employing agency could potentially provide the Commission with assurance that individuals who complete the examination route would have timely and intensive support early in their initial administrator job.

**5. Expand the scope of the Commission-adopted examination under the Education Code to include a performance assessment.** *This option requires no statutory or regulatory change.*

This approach would allow the Commission to make a determination consistent with statute that the examination adopted by the Commission would be broader in scope than the current examination to include examples of on-the-job performance, or simulations thereof in which the candidate would respond in the job context of an administrator. The current examination could be augmented with additional performance-related items until such time as the full Administrator Performance Assessment (APA) discussed in agenda item 4B becomes operational. At that time, the Commission could discuss if it wanted to use the approach currently being used by Early Completion Option Intern candidates in that preliminary administrative services candidates using the examination route could be required to pass the written examination (one or more attempts) and to pass the APA on the first attempt in order to successfully complete the examination route. The costs and resources associated with development of an administrator performance assessment were addressed in agenda item 4B.

**6. Modify the Commission's currently adopted examination to provide more assurance of the readiness and competence of candidates to perform the role of a school administrator in accordance with state administrator preparation standards.** *This option requires no statutory or regulatory change.*

Since the law requires that the Commission-adopted examination must meet a finding by the Commission that the test is aligned to state administrator preparation standards, one option that would not require legislation would be to review the test to see if the examination could be modified and strengthened in such a way as to provide more assurance of the readiness and competence of candidates to perform the role of a school administrator in accordance with state administrator preparation standards.

The Commission could decide to develop in tandem (1) administrator preparation standards, and (2) an examination that is aligned with these standards. This is the process that was followed with the development of the SB 2042 standards, when, for example, following the initial development of subject matter content specifications for the CSET subject matter examinations, the examination and the parallel subject matter program standards were developed simultaneously by the same expert panel to assure tight alignment between programs and examinations. The Commission could choose, without needing legislation, to go back and do what would ideally have been done in the first place: develop a revised and updated set of administrator preparation standards built on expanding the foundational work done by the original expert panel that developed content specifications for administrative services candidates, and realign the examination to those standards.

If the Commission were to choose this approach, staff recommends that the new expert panel that would be constituted to work on the program standards also relook at the examination to assist the contractor in making any appropriate modifications. Staff would also recommend that the Commission appoint one or more liaisons for this work in order to assure the Commission that its interests in increasing assurance that examination route candidates demonstrate the appropriate level of knowledge, skills, and abilities in the role of a beginning administrator are appropriately served.

Presented above are six possible criteria for the Commission to consider regarding the qualifications of an individual who chooses the examination route to the Preliminary Administrative Services Credential. Below is an additional consideration for the Commission's review.

### ***Years of Experience***

The requirement for candidates for a Preliminary Administrative Services Credential to have five years of experience in the schools was adopted by the Commission and the Title 5 regulatory process is being initiated at this Commission meeting. As indicated in the April 2012 agenda item, employers have stated that it is essential for them to be able to request that up to two of the five years of experience in the schools be excused when the employer has a compelling need to hire an individual. In addition, the Commission heard at its meeting from speakers who were examination route candidates and already had significant administrative or quasi-administrative experience. It seems the Commission may favor not permitting an employer to make this

argument on behalf of a candidate choosing the examination route. However, employers have indicated that it could be a hardship on them to not be able to employ an examination route candidate with three years of prior experience, particularly in the situation of small, rural, and/or hard to staff districts where it is difficult to find any administrative candidates, solely because the candidate had chosen the examination route.

At the time of initial Commission discussion of potential waiver criteria options for the two years of experience, the additional options put forth in the present agenda item had not yet been developed and thus were not part of the discussion. If the Commission adopted one or more of the options presented in this agenda item whose purpose and effect would be to strengthen the preparation of the candidate, provide evidence of the readiness of the candidate to serve as a beginning administrator, and/or provide intensive initial mentoring the Commission might wish to consider permitting an employer to request a waiver of up to two years of experience for examination route candidates.

### Summary

This agenda item presented six potential options through which the Commission might increase its confidence that candidates who chose the examination route to the Preliminary Administrative Services Credential have sufficient knowledge, skills, and abilities to begin practice as a beginning school administrator. A summary of the options presented is provided here.

| Possible Criteria   | Type of Change                            |
|---|---|
| 1. Require the candidate to hold the clear prerequisite credential in order to access the examination route   | Regulatory change already in process      |
| 2. Require documentation that the examination route candidate has evidence of exemplary service in the schools  | Statute and Regulation                    |
| 3a. Require the examination candidate to enter an approved clear credential program within a specified time after securing a position requiring an administrative services credential   | Statute and Regulation                    |
| 3b. Require <u>all</u> Preliminary Administrative Credential holders to enter an approved clear credential program within a specified time after securing a position requiring an administrative services credential                        | Amend Program Standards and Preconditions |
| 4. Require the employer to provide an individualized mentoring/support program for examination route candidates   | Statute and Regulation                    |
| 5. Expand the scope of the Commission-adopted examination under the Education Code to include a performance assessment  | None                                      |
| 6. Modify the Commission's currently adopted examination to provide more assurance of the readiness and competence of candidates to perform the role of a school administrator in accordance with state administrator preparation standards | None                                      |
| <b>Additional Consideration:</b> Five years of experience in the schools  | Regulatory change already in process      |

### Next Steps

Based upon the Commission's discussion and possible action at this meeting, staff could prepare future agenda items seeking the statutory changes and beginning the regulatory process. If a

change in the statute is needed, it could be sought in the 2013 legislative year and would most likely take effect as of January 1, 2014 if the bill was signed by the Governor. Completing the regulatory process usually takes a minimum of six to nine months after its initiation. If the Commission chooses to adopt any options not requiring a change in regulation and/or statute, staff would develop an implementation plan for the Commission's consideration.