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Information

Professional Services Committee

Discussion of California's Administrative Services Credential Authorization

Executive Summary: This agenda item provides a description of California's current authorization structure for the Administrative Services Credential and discusses the educational leadership positions for which the credential is required. The item also includes a comparative report on administrative credential authorization structures throughout the United States.

Recommended Action: For information only

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Strategic Plan Goal

I. Educator Quality

- ◆ Maintain expectations for educator preparedness and performance that are responsive to the needs of California's diverse student population and promote 21st century teaching and learning.

Discussion of California's Administrative Services Credential Authorization

Introduction

This item provides information regarding the current administrative services credential structure and authorization in California and presents a summary of administrator credential structures in other states.

Background

Prior to 1961, General Credentials were issued in very specific types of supervision and administrative areas. These included Elementary and Secondary School Administration and General Administration as well as various Supervision Credentials including one specifically for supervising school budgets. The General Administrative Credential provided the broadest authorization allowing the holder to serve as a superintendent, deputy superintendent, assistant superintendent, principal, vice principal, and a supervisor of instruction in both elementary and secondary schools; and required the individual to hold both elementary and secondary teaching credentials as prerequisites.

Starting in 1970 with the changeover to the Standard (Fisher) Credentials, there were Standard Supervision and Administrative Credentials. The Standard Supervision required holding either an elementary or secondary credential but only allowed serving as a site principal if the individual held the appropriate level of teaching credential. The Standard Administrative Credential authorization was specific to position titles including superintendent, associate superintendent, deputy superintendent, principal, assistant principal, supervisor, consultant, coordinator, or an equivalent or intermediate level administrative position. The holder of a Standard Administrative could hold either an elementary or secondary teaching credential.

The Ryan Act had as one of its intentions to streamline the number of credentials, and thus came the single Administrative Services Credential with the present authorization. That was modified in 1984 with the addition of the second tier, but there was no change in the authorization statement at that time. Prior to 2000, the Ryan Administrative Services Credential authorization included specific job titles in which the holder could serve. In 2002, the Commission reviewed the authorization for the Ryan Administrative Services Credential and enhanced the focus on the school site because the previous authorization was considered too restrictive.

In November 2011, the Commission adopted recommendations from the Administrative Services Credential Advisory Panel (<http://www.ctc.ca.gov/commission/agendas/2011-11/2011-11-5B.pdf>), including the recommendation that there continue to be one Administrative Services Credential for all educational leadership positions in California. Additionally, the adopted recommendation clarified that the preliminary administrative services credential program should focus on the needs of site administration (principal or assistant principal), while the clear credential, with its induction format, should differentiate for the needs of the individual position (e.g., principal or central office administrator) the new administrator holds. The Commission has

raised a question regarding California's single authorization for the Administrative Services Credential and has requested information on current administrator authorization practices throughout the nation.

Types of Administrative Services Positions

Across the more than 1,000 school districts in California, administrative positions are configured in a variety of ways. There are many different administrative positions with some focusing on the district or county office and others at a school site (e.g., superintendent, associate superintendent, deputy superintendent, principal, assistant principal, dean, and coordinator). Provided in Appendix A is a listing of administrative titles collected by the Association of California School Administrators (ACSA) from its members. It was reported that in many small districts, over half the districts in the state have fewer than 1,000 students, administrators often serve in a blended role such as a superintendent-principal, or the director of curriculum and instruction, human resources and the individual who supervises transportation for the district.

In California, an individual must hold an administrative credential if he or she is responsible for any of the following duties:

- (1) evaluating quality and effectiveness of instructional services at the school site
- (2) evaluation of certificated staff
- (3) student and employee discipline

In addition, there are many sections of the Education Code that require individuals to hold an administrative credential based on their title or position. The following positions are identified in the California Education Code as requiring an individual to hold an Administrative Service Credential. (Please note this is not an exhaustive list.)

- (1) county superintendent (EC §1206)
- (2) city or district superintendent of schools (EC §35029)*
- (3) deputy, associate or assistant superintendent unless providing only clerical duties (EC §35028)
- (4) site administrator at a school with six or more certificated employees (EC §44860)
- (5) county coordinators of support services including but not limited to extracurricular activities, pupil personnel services, health services, library services, and technology support services excepting those in advisory services in business administration, clerical, accounting, and stenographic services (EC §§ 1703 and 1704)
- (6) county coordinators of instructional programs in elementary and secondary services excepting those in advisory services in business administration, clerical, accounting, and stenographic services (EC §§ 1720 through 1723)
- (7) certificated staff at the school site level providing student discipline services including but not limited to suspension, dismissal, and reinstatement (EC §44800)

* *A school board may waive the requirement that the city or district superintendent hold an administrative services credential (EC§ 35029). The Education Code does not provide a similar option for the superintendent of a county.*

Charter school administrators are not required to hold an administrative services credential (EC § 47605(1)). In addition, individuals in positions such as fiscal officers or human resources directors are not required to hold an administrative credential unless the position or title falls in one of the categories noted above that require an administrative credential.

In addition, there are several Title 5 Regulations sections that allow the holder of a teaching credential, to develop, direct, implement or coordinate programs designed to improve instruction and enhance student learning within their respective programs at a school site.

T5 §80020.4.1(a) *The holder of a California teaching credential based on a baccalaureate degree and a teacher preparation program, including student teaching or the equivalent may develop, direct, implement, or coordinate programs designed to improve instruction and enhance student learning at the school site in grades twelve and below, including preschool, and in classes organized primarily for adults.*

Prior to July 1, 2004, *school site* reading programs could have been coordinated by individuals holding a teaching credential based on a bachelor's degree and teacher preparation including student teaching. Effective July 1, 2004, *school site* reading programs may only be coordinated by holders of Administrative Services, Reading and Language Arts Specialist Teaching and Restricted Reading Specialist Credentials, as well as holders of a Reading Certificate.

Regulations also allow individuals who hold designated subjects vocational teaching credentials or adult education teaching credentials to serve as program coordinators in their respective vocational subject area to improve instruction and enhance student learning.

T5 §80020.4.1(c) *The holder of a California designated subjects vocational teaching credential may develop, direct, implement, or coordinate programs designed to improve instruction and enhance student learning for vocational teaching subject areas.*

T5 §80020.4.1(b) *The holder of a California designated subjects adult teaching credential may develop, direct, implement, or coordinate programs designed to improve instruction and enhance student learning for adult teaching subject areas.*

Current Authorization of the Administrative Services Credential

California currently has a single broad authorization for the administrative services credential based in the Education Code and codified in Title 5 regulations:

The Administrative Services Credential authorizes the holder to provide the following services in grades 12 and below, including preschool, and in classes organized primarily for adults:

- Develop, coordinate, and assess instructional programs
- Evaluate certificated and classified personnel

- Provide students' discipline, including but not limited to, suspension and expulsion
- Provide certificated and classified employees discipline, including but not limited to, suspension, dismissal, and reinstatement
- Supervise certificated and classified personnel
- Manage school site, district, or county level fiscal services
- Recruit, employ, and assign certificated and classified personnel
- Develop, coordinate, and supervise student support services, including but not limited to extracurricular activities, pupil personnel services, health services, library services, and technology support services

California does not have a comprehensive list of job positions that require an administrative credential but rather asks the question, "Is an individual performing the services in Title 5 section 80054.5 or in a position for which the Education Code states the individual must hold an administrative credential?" Commission staff provides guidance that in many administrative assignments it is not the title of the position that is the determining factor but the *duties* the individual will be performing. In summary, the key duties for which an individual must hold an administrative services credential are evaluating certificated staff and disciplining or suspending K-12 students and certificated staff.

The Administrative Services Advisory Panel recommended that California's Administrative Services Credential authorization remain a single broad authorization but that the preliminary preparation focus on preparing each individual for school site leadership—the assistant/vice principal, dean, and principal roles.

Administrator Credentialing in Other States

As part of the work of the Administrative Services Advisory Panel, Dr. Stephen H. Davis of California State Polytechnic University, Pomona conducted research across the nation in 2010 on how states varied in their credential structure, preparation, and requirements for school administrators. His research paper can be accessed at <http://www.ctc.ca.gov/educator-prep/ASC/ASC-analysis-of-USA-requirements.pdf>. Of the 48 reporting states,

- 8 states require one license for all pre-K through 12th grade administrative jobs at a school site, district or county office
- 18 states have one license for all school-site administrative positions
- 35 states require an endorsement for specific administrative positions (e.g. superintendent, school level administrator)

The National Association of State Directors of Teacher Education and Certification (NASDTEC) collects credentialing and authorization information from all fifty states. Staff reviewed the information in the NASDTEC database (<http://www.nasdtc.net/>) to augment the information reviewed by the Administrative Services Advisory Panel. Based on this information, Appendix B provides two summary tables. The first provides information on the authorization span of the administrative credential in each state, including the additional endorsements an administrator may earn. The second table identifies if the state has a multi-level credential, alternative

certification or intern programs and provides information on the additional requirements an individual must satisfy to be eligible for the administrative services credential.

Possible Administrative Services Authorization Configurations

There are many ways that other states have divided the preparation and authorizations for school administrators. It makes sense to divide the administrative authorization based on the knowledge, skills and abilities the individual uses in the specific administrative role. At this time, there is no distinct set of knowledge, skills and abilities identified for the different administrative roles.

The Administrative Services Advisory Panel discussed the issue of the credential authorization for an extended time and finally recommended that rather than creating a school principal's credential, the preliminary preparation for the Administrative Services Credential should include an enhanced focus on the school site administrator when the new program standards are developed. This would then, in essence, make the preliminary credential one that would prepare all administrators for site level leadership, since this is a key position in the schools.

Employers have expressed concerns about dividing the administrative credential into multiple authorizations or making the site administrator the introductory authorization and then requiring an individual to complete additional course and field work to earn additional authorizations. One idea that has been suggested recently is to develop a more limited Program Administrator or Program Manager administrative authorization. An example of how this might work would be if an individual holds a Speech-Language Pathology Services Credential and is required to hold an administrative credential to manage the individuals providing speech and language services in a district a more limited Program Administrator authorization built on their base credential might be appropriate. A more limited administrative credential does not currently exist and would not prepare an individual or authorize the individual to engage in the full range of duties authorized by the Administrative Services Credential (e.g., student discipline). It could authorize specific program management services, however, including supervision of other credential holders working in the program area.

All California-prepared administrators are required to hold a teaching or services credential as one of the requirements for the administrative services credential. Within county offices of education and school districts there are many individuals who manage programs: special education, school nursing, speech-language services, and English learner programs are some examples. A limited administrative authorization could be developed to allow an individual to work with certificated staff in the specific field of the individual's underlying teaching or services credential. A consequence of this approach would be that the school nurse who holds an Administrative Added Authorization would only be authorized to manage the nursing program. Many districts have one individual manage a number of programs such as the nursing, school psychologists and speech therapists, and in the case of a limited added authorization, the individual might not hold the appropriate authorizations.

Summary

California's current authorization is defined in the Education Code and codified in Title 5 regulations so to modify the authorization of the administrative services credential would require legislation. It would be possible to develop a new Added Authorization for teaching or services

credential holders without legislative change, however regulations would need to be promulgated.

Next Steps

Based on Commission discussion, additional agenda items could be prepared for future consideration.

Appendix A

Administrative Positions and Titles

As reported by the Association of California School Administrators

District or County Leadership Titles

Superintendent
Acting Superintendent
Superintendent/Principal
Associate/Assistance Superintendent
Area Superintendent
Assistant Area Superintendent
Administrative Assistant
Business manager
Supervisory, Director, Coordinator
Chairman, Department Head, Team Leader

School Site Leadership Titles

Principal, Acting Principal
President, Acting President
Chancellor, Acting Chancellor
Dean
Vice Principal, Assistant Principal
Assistant Dean

Content Areas of Administrative Positions

Academic Instruction
Continuing/Alternative Education
Curriculum Director
Electronic Data Processing
Instructional Services
Personnel, Employee Relations, Human Resources
Planning, Facility Planning
Registrar
Research, Evaluation, Assessment
Special Programs, Student Services

Adult Education
Bilingual Education
Career Tech Education
Child Care, Preschool
Elementary Education
Health, Welfare, Social Worker
Psychologists
Pupil Personnel Student Services
Secondary Education
Special Education
Vocational Education

Appendix B-Administrator Licensing State Requirements

B-1: Summary of Authorizations in the States

State	All, School and District Positions	All School Site Positions	Specific Endorsements					
			Elementary	Secondary	Vice Principal	Principal	Position and School Level	Superintendent
Alaska								X
Arkansas		X						X
Alabama								
Arizona		X						X
California	X							
Colorado		X						X
Connecticut		X						X
Delaware	X							X
Florida	X							
Georgia					X	X	X	X
Hawaii								
Idaho					X	X	X	X
Illinois		X						X
Indiana								
Iowa		X						X
Kansas								X
Kentucky								X
Louisiana								X
Massachusetts			X	X				
Maine			X				X	X
Maryland					X	X	X	X
Minnesota			X	X	X	X	X	X
Missouri			X	X			X	
Mississippi								
Montana		X						X
Nebraska	X							X
Nevada	X							
New Hampshire								
New Jersey	X							X
New Mexico								
New York		X						X
North Carolina					X	X		X
North Dakota			X	X				X
Ohio		X						X
Oklahoma		X						X
Oregon	X				X			X
Pennsylvania		X						X
Rhode Island			X	X				X
South Carolina			X					X

State	All, School and District Positions	All School Site Positions	Specific Endorsements					Position and School Level	Superintendent
			Elementary	Secondary	Vice Principal	Principal			
South Dakota								X	
Tennessee									
Texas								X	
Utah	X								
Virginia		X							
Vermont								X	
Washington		X						X	
Wisconsin		X						X	
West Virginia								X	
Wyoming									
Total	8	14	7	5	6	5	6	35	

B-2: Licensure Requirements

State	Initial and Advanced License	Allow Alternative Preparation	Additional Requirements		
			Exam in addition to Program	Years of experience in the schools	Master's Degree
Alaska			X		X
Arkansas					
Alabama	X				X
Arizona			X		X
California	X	X		5	
Colorado			X		
Connecticut			X	2	X
Delaware				3	X
Florida			X		X
Georgia	X		X		
Hawaii					
Idaho				4	
Illinois			X	2	X
Indiana			X	2	
Iowa				3	
Kansas	X		X		
Kentucky	X		X		X
Louisiana	X		X	3	X
Massachusetts	X			3	
Maine			X		
Maryland			X	2	
Michigan			X		
Minnesota	X		X	3	
Missouri	X		X	2	
Mississippi	X		X	3	
Montana				3	X

State	Initial and Advanced License	Allow Alternative Preparation	Additional Requirements		
			Exam in addition to Program	Years of experience in the schools	Master's Degree
Nebraska			X	2	X
Nevada					X
New Hampshire				3	
New Jersey			X	5	X
New Mexico			X		X
New York			X		X
North Carolina					X
North Dakota				3	
Ohio			X		X
Oklahoma		X	X	2	
Oregon	X	X			X
Pennsylvania			X	4	
Rhode Island	X		X	3	X
South Carolina			X	3	X
South Dakota	X		X		
Tennessee			X	3	
Texas			X	2	X
Utah			X	3	X
Virginia		X	X	3	X
Vermont					
Washington					X
Wisconsin					X
West Virginia			X	3	X
Wyoming					
Totals	13	4	32	27	26