

# Report on the Study of the Preparation of Leaders for California Schools

August 2010

## Overview of this Report

A summary of the work to date on the Study of the Preparation of Leaders for California Schools is provided as well as an update on the CPACE development work.

## Staff Recommendation

This is an information item.

## Background of the Administrative Services Credential (ASC)

The Ryan Act in 1970 simplified the existing Administrative Services credentialing structure and to provided options to coursework completion for the credential. At that time several different administrative credentials were condensed into a single Administrative Services Credential that authorized any type of administrative service at any grade level. The minimum requirements were a teaching or pupil personnel credential, three years of successful teaching or pupil personnel service, and completion of a Commission approved program of professional preparation for the credential. The legislation also allowed for the professional preparation program to be waived by passage of an approved written examination.

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

Based upon recommendations of advisory groups, in 1984 the Commission initiated a two-level administrative credential structure--the Preliminary Administrative Services Credential and the Professional Administrative Services Credential--and defined the content of the programs at each level. This structure was designed to provide preparation for entry into a first administrative position, and included a plan for advanced preparation and targeted professional growth during the initial years of service, regardless of the administrative service that the credential holder performed.

In 1990, the Commission initiated a comprehensive study of the implementation of these earlier reform measures related to administrator preparation to examine both the content and structure of preparation programs, professional development experiences, and other credentialing policies for school administrators, and to recommend needed changes. The report entitled *An Examination of the Preparation, Induction, and Professional Growth of School Administrators for California* presented the findings and resulting policy recommendations that were adopted by the Commission on March 5, 1993. The recommendations included a proposal to retain the two-level structure for the Administrative Services Credential that had been established in the early 1980s,

but to modify the structure to eliminate identified weaknesses and respond more effectively to the professional development needs of aspiring and practicing administrators.

In June 2000, the Commission approved another review of the administrative services credential structure in light of changes in school practices and priorities, including the adoption of student content standards and a call for greater accountability. In March, 2002, the Commission adopted an action plan for meeting its objectives for reforming administrative services credential preparation and assignment. Included in this plan were the revision of applicable Title 5 regulations related to certification requirements for central office administrators and preconditions for entities interested in offering administrator preparation programs. The plan also called for the creation of the Administrative Services Credential Design Team to recommend revisions to the Commission's standards for administrator preparation programs. The Design Team was guided by the Commission's objective to recast administrator standards and preparation to focus on instructional leadership and success for all students, as reflected in the California Professional Standards for Educational Leaders (CPSEL), and the restructuring of clear credential requirements to focus on mentoring, support and assistance.

The current standards for preliminary administrative credential programs were adopted by the Commission in May, 2003. In October 2008, the Commission took action to modify the format of the Preliminary Administrative Services program standards to eliminate the use of the required elements and to reduce duplication of efforts in the preparation of program documents. The modified standards were adopted by the Commission at its August 2009 meeting.

Although some modifications have been made as described above, nonetheless, the current structure of administrator credentialing remains largely unchanged since the inception of the single administrative credential in 1970 and the two-tier requirement in 1984.

### **Background of the Study**

In 2009, legislation was proposed by Assembly Member Coto (AB 148) requesting the Commission to undertake a study of administrator preparation. The Commission adopted a support position on the bill, however, the bill did not make it out of the Legislature last year due to a decision by the Senate Rules Committee to not refer any study bills during last year's legislative session. Subsequently, the Executive Director received a letter from the President Pro Tempore of the California State Senate and the Speaker of the California State Assembly asking the Commission to consider conducting the study in accordance with the bill's intent, without specific legislation asking it to do so. The letter recognized that our schools are in need of systemic change and calls for examination of the content of preparation programs and the structure of the credential itself. This study may also serve as an important initial step in the reconsideration of program standards for the Administrative Services Credential scheduled for 2013.

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

The purposes of the study, as described in the Commission's agenda item 2E (<http://www.ctc.ca.gov/commission/agendas/2010-01/2010-01-2E.pdf>) in January, 2010, are 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

Staff members coordinated the selection process during May and June, sending their recommendations for appointment of the advisory panel members to the Executive Director in mid-July. A list of Advisory Panel members will be provided at the meeting.

The proposed work plan for the Advisory Panel is as follows:

<b>When</b>	<b>Activity</b>
August 12, 2010	Advisory Panel Meets
August 2010 - December 2010	Gather information on administrator preparation in other states, conduct focus groups with California educators and analyze findings for use by the panel.
August 2010 - June 2011	Hold six or seven two day meetings with the advisory panel to review the structure and requirements as well as develop recommendations for the Commission.
July 2011	Present findings and recommendations of the advisory panel to the Commission for review and potential action and/or direction related to the structure and the requirements of the Administrative Services Credential

### **Update on the CPACE**

After extensive research, development, review, and surveying, the Commission-appointed CPACE Examination Development Team brought the CPACE Content Specifications and the domain weighting to the June Commission meeting, where they were adopted: <http://www.ctc.ca.gov/commission/agendas/2010-06/2010-06-5C.pdf> and <http://www.ctc.ca.gov/commission/agendas/2010-06/2010-06-2C-insert.pdf>. The Evaluation Systems group of Pearson was awarded the contract for the development and administration of the CPACE.

The Commission's next steps in the process for examination development include:

- (1) clarifying the specific test format, including the scoring structure and the types and number of test items;
- (2) developing a CPACE item bank which allows sufficient operational items for testing through Spring 2014; and
- (3) conducting a standard setting study to help determine a recommended minimum passing score based on the initial CPACE administration in Spring 2011. The recommended passing score standard will be brought to the Commission for adoption following the initial CPACE administration.

**Next Steps**

Additional information will be brought to the COA as the Advisory Panel completes its work.