

Update on the Administrative Services Credential Advisory Panel October 2011

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. The Commission discussed these recommendations at its October 2011 meeting. These recommendations will be presented to the Commission for possible action at its November meeting.

Background

Commission staff follows a credential review policy adopted by the Commission 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 asking it to do so. The letter recognized that California schools are in need of systemic change and high quality preparation of school leaders. In response to the letter, 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.

The Panel's Work and Recommendations

The advisory panel initially reviewed the applicable Education Code and regulations concerning administrative credentials. For example, the requirements for the preliminary and clear Administrative Services Credential are found in Education Code Sections 44270, 44270.1, and 44270.3 and in Title 5 section 80054. Education Code Section 44860 states when a principal is required to hold an administrative credential at a school site. Title 5 Section 80054.5 includes the current regulations governing the authorization of the Administrative Services Credential.

1. It was important to the panel to make clear, both to themselves and to the general public, the underlying assumptions on which its recommendations were built. The art of leadership develops over time, through reflective practice.
2. The California Professional Standards for Educational Leaders (CPSEL) 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.

The recommendations presented below are organized into five categories:

- A. System Structure:** recommendations that address the broad base of the entire structure, from preconditions to credential renewal.
- B. Preliminary Credential Structure:** recommendations specific to earning the first level credential. This is the foundational level that prepares a candidate for an entry-level administrative position whether for the future or a currently held position (internship).
- C. Clear Credential Structure:** recommendations specific to earning the second level credential, with a focus on gaining expertise and hands-on experience in administrative duties.
- D. Preparation Beyond the Clear Credential:** recommendations that address the credential renewal structure.
- E. Stakeholder Responsibility:** recommendations that address the roles played by all parties involved in the credentialing process (e.g., candidates, the institution, employers).

This topic was on the agenda at the October 2011 Commission meeting for information. The panel recommendations are being presented for continued Commission discussion. These recommendations are as presented below. 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.

A. System Structure

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

The Advisory Panel recommends that the CPSEL (<http://www.acsa.org/MainMenuCategories/ProfessionalLearning/PromisingPractices/CPSELS.aspx>) 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.

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

The Advisory Panel recommends that the administrative services credential should continue to authorize the holder to serve in a wide variety of administrative roles. There

should not be separate credentials for the principalship or the superintendency. California is the nation's most diverse state—demographically, economically, socially, and geographically. We need 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 Superintendency.)

Recommendation 3: Maintain a two-level credential structure

The Advisory Panel recommends that the current two-tiered structure of the credential should be maintained. 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

The Advisory Panel recommends that current requirements should remain unchanged. 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.

B. Stakeholder Responsibility

Recommendation 5: Ensure the fidelity of the program standards within the in implementation process

The Commission's accreditation process is the vehicle by which the fidelity of implementation of the standards is assured, and the Panel recommends that the current structure should remain intact with respect to administrator preparation programs. 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 6: Ensure that preparation programs prepare new and prospective administrators for the ever-changing roles of site administrators and the needs of California schools.

The Administrative Services Credential Program Standards continue to cover a broad array of topics, and the Panel recommends that these topics be expanded as necessary to explicitly include 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 7: Enhance partnerships between administrative services credential preparation programs and K-12 districts, schools, and county offices of education.

The Advisory Panel recommends that for both the preliminary and the clear preparation programs, partnerships should be strengthened through agreements between Institutions of Higher Education (IHE) and Local Employing Agencies (LEA). This might be accomplished through a formalization of the partnership (e.g., with a memorandum of understanding that outlines each partner's responsibility to the program and to the candidates). 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.

C. Preliminary Credential Structure

Recommendation 8: Continue multiple program pathways to earn the preliminary credential

The Advisory Panel recommends that multiple program pathways to the preliminary administrative credential should be maintained, providing that each pathway meets the requirements for approval by the Commission and participate in the Commission's accreditation process. In addition, the Certificate of Eligibility would be maintained for those who complete the Preliminary program but do not have a position as an administrator.

Recommendation 9: Maintain an examination route to earning a credential, and collect data to study the efficacy of the exam option

Perhaps more than any other recommendation, this recommendation garnered the most discussion and debate among the advisory panel. Candidates have been able to earn a preliminary administrative services credential through the examination route since 2003. California is the only state in the union that provides an examination-only pathway to a preliminary Administrative Services Credential. Prior to June 2011, the examination used was the School Leadership License Assessment (SLLA), a national off the shelf examination from the Educational Testing Service (ETS). In almost all states, the SLLA along with a program were required for the state credential. In California, the examination provided a proxy for the program and thus the examination itself sufficed to qualify a candidate for the credential. The Commission has since developed and begun to administer a California-specific license examination for administrators, the California Preliminary Administrative Credential Examination (CPACE), which was offered for the first time earlier this year. This examination was specifically developed as a program equivalency examination based upon California's program standards for the Preliminary Administrative Services Credential.

Recommendation 10: Continue the internship credential as a pathway to the credential

The Advisory Panel recommends that the internship option should continue to be an option for earning the preliminary administrative services credential.

Recommendation 11: Strengthen fieldwork as a component of the preliminary credential.

The Advisory Panel recommends that the preliminary administrative services credential program should continue to include specified fieldwork designed to blend theoretical and practical aspects of the CPSEL throughout the preliminary program experience. 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.

D. Clear Credential Structure

Recommendation 12: Establish induction as the sole pathway for the clear credential program.

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 (Figure 1 below) is an induction program as the pathway for a candidate to earn the clear credential. The Advisory Panel recommends that 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 13 below).

Recommendation 13: Maximize the effectiveness of clear credential programs by ensuring that candidates begin in a timely manner.

The Advisory Panel recommends that the Commission should require candidates 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 six months after beginning an administrative position and securing/obtaining the Preliminary Administrative Services credential.

E. Preparation Beyond the Clear Credential

Recommendation 14: Maintain the current local employer professional growth expectations for credential renewal and strengthen the role of the employer in this function.

The Advisory Panel recommends that the current structure for professional growth requirements should remain as is: Once an individual earns the clear credential, there are no professional growth requirements for renewing the credential. The panel's consensus was this is not the purview of the Commission but is the responsibility of the local district.

Professional development over the lifetime of an administrator's career is not a compliance requirement but an ongoing process of growth.

Discussion of the Recommendations

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 emphasize specific topics or that the implementation within the approved programs, including field work, supervision, and assessment, and coordination with the employing school districts and county offices of education be fine tuned. A few of the recommendations include a major change that would need a change in the education code or regulations and which of the regulations would be addressed by the standards development panel.

Next Steps and Possible Timeline

If the Commission takes action on any or all of the recommendations of the Administrative Services Credential Advisory Panel at a future meeting, a determination would subsequently be made whether or not statutory or regulatory change is needed to implement each adopted recommendation. Following is a listing of steps that would be necessary and a possible timeline:

- If statutory changes are required, proposed language should be developed and steps should be taken to find an author for needed legislation. Legislation should be introduced in the 2012 legislative session and if successful, could be effective in January 2013. The Commission usually considers legislative proposals at its December meeting.
- Subsequent to legislation, necessary California Code of Regulations, Title 5 changes would be initiated. The regulatory process could be completed during 2013.
- The Commission would appoint a Design Team, subject to available Commission resources, to begin work on revised program standards for both the preliminary and clear credential programs. That work could begin while the legislative and/or regulatory process is moving forward, recognizing that the final work could not be completed if statutory or regulatory changes were to affect the program standards. The work of the Design Team could be completed in one year, possibly during the 2013-2014 year, with program standards being adopted by the Commission in June 2014.
- Programs could elect to be early adopters of the new standards and begin as soon as Fall 2014. More likely, fall of 2015 would be the time when most providers would begin offering the new programs. All programs would be expected to meet the new standards by Fall 2016.

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	
Staff to the Advisory Panel		
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

Plan for the Study of the Preparation of Educational Leaders

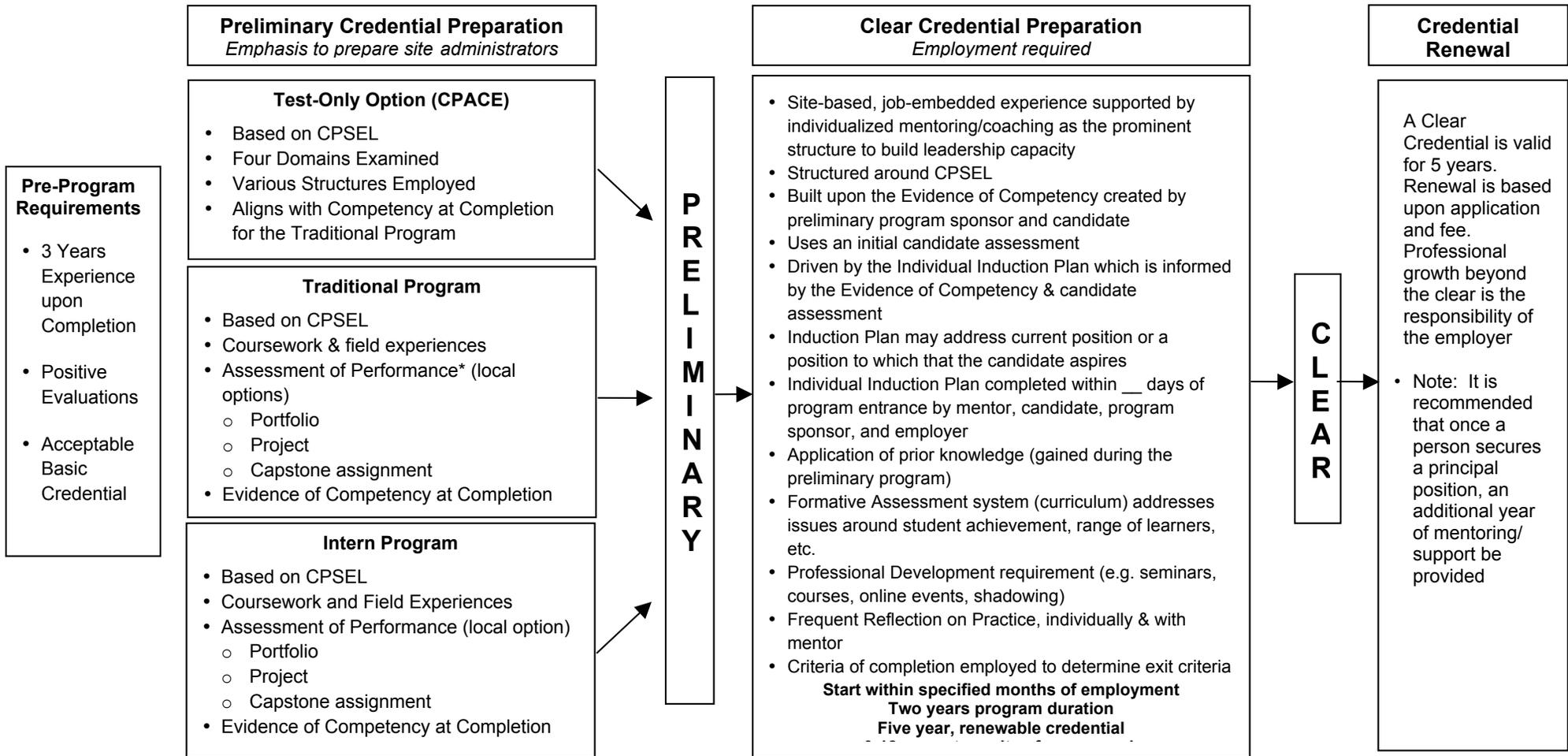
The purposes of the study were to:

- 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 15 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	The Charge				
		1	2	3	4	5
System Structure	1. The CPSEL 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 the public schools	X	X		X	
Stakeholder Responsibility	5. Ensuring the fidelity of the program standards in regards to implementation	X		X		X
	6. The ever-changing role of site administrators and today’s schools	X	X	X		
	7. Enhancing partnerships between K-12 and administrative services credential preparation programs	X	X	X		X

Category	Recommendation	The Charge				
		1	2	3	4	5
Preliminary Credential Structure	8. Multiple program pathways to earn the preliminary credential	X				X
	9. Examination as a route to earning a credential	X				X
	10. Continuance of the internship credential	X				X
	11. Fieldwork as a component of the preliminary credential	X	X			X
Clear Credential Structure	12. Induction as the sole pathway for the clear credential programs	X	X	X	X	
	13. Timeframe for beginning a clear credential program	X				
Preparation Beyond the Clear	14. Professional growth requirements for credential renewal	X		X		X



SYSTEM QUALITIES					
MULTIPLE PATHWAYS		ALIGNMENT	ACCOUNTABILITY	INDUCTION	COLLABORATION
Preliminary <ul style="list-style-type: none"> • Traditional Program • Intern Program • Competency Test 	Clear <ul style="list-style-type: none"> • Coaching/Mentoring • Competency Assessed • Standards-aligned AB 430 • Experimental standards 	<ul style="list-style-type: none"> • CPSEL • Administrative Services Program Standards 	<ul style="list-style-type: none"> • COMMISSION Accreditation System • Authentic performance-based assessment 	<ul style="list-style-type: none"> • Coaching and mentoring • Individualized program • Performance-based • Evidence-driven 	<ul style="list-style-type: none"> • Program Sponsor and Employers are Co-Providers • Preliminary and Clear Provider Input on IIP