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Information

Professional Services Committee

Update on the Implementation of the 2003 Administrative Services Credential Standards

Executive Summary: This agenda item provides an overview of the implementation of the 2003 Administrative Services Credential program standards. In addition, several topics related to the standards are presented for potential consideration by the Commission.

Recommended Action: For information only

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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 2008

Update on the Implementation of the 2003 Administrative Services Credential Standards

Introduction

In 2003, the Commission adopted the *Standards of Quality and Effectiveness for Administrative Services Credentials* leading to the Preliminary Administrative Services Credential and to the Clear Administrative Services Credential. This agenda item provides a report on the implementation of the Administrative Services Credential program standards and highlights some related topics that the Commission may want to address prior to the next scheduled review of the standards in 2013.

Background

California's two-level credentialing structure for school administrators provides for initial general preparation for entry into a first administrative position, followed by an individualized plan for targeted professional development that addresses the responsibilities of the educational leadership position to which the new administrator is assigned. Generally the first level, or initial preparation, is completed prior to assuming full administrative responsibilities. The second level, or targeted professional development, is completed concurrent with the first few years of administrative experience. A description of the requirements and processes for obtaining California administrative services credentials is provided below.

Preliminary Administrative Services Credential

The Preliminary Administrative Services Credential generally requires a candidate to complete a state-approved preparation program offered by a college or university, school district or county office of education, or other entity, prior to beginning work as an administrator. However, two additional options are available. One of these options is to complete an internship program; the other is to pass a Commission-approved examination. The examination route became an option as a result of SB 1655 (Chap. 225, Stats. 2002). While administrator preparation programs are not required to be of a specified length, they must meet all of the *Standards of Quality and Effectiveness for Preliminary Administrative Services Credentials*. The major focus of the preliminary level program is to prepare individuals to perform the responsibilities of entry-level administrative positions. Program content is required to include both knowledge and practice components designed to meet the needs of schools and must also emphasize preparation of administrators to be instructional leaders. The program must also require significant field experiences focused on the development of leadership and management skills for creating an environment conducive to success for all students.

Upon completing the preliminary administrative services program, receiving the program sponsor's recommendation and submitting an application and fee, the candidate receives a *Certificate of Eligibility for the Preliminary Administrative Services Credential*. The certificate authorizes an individual to seek initial employment as an administrator, but does not authorize ongoing administrative service. Once employed in an administrative position, the candidate is eligible for the Preliminary Administrative Services Credential. The Preliminary Administrative Services Credential authorizes service as an administrator and is valid for five years.

Clear Administrative Services Credential

At the time an individual begins employment as an administrator and receives a Preliminary Administrative Services Credential, a five-year "time clock" begins for the completion of the Clear Administrative Services Credential requirements. The candidate must select one of the five options listed below and complete the required two years of administrative experience to be authorized to continue in an administrative position beyond the initial five-year period of validity of the Preliminary Administrative Services Credential:

1. Completion of a Commission-accredited, standards-based Clear Administrative Services Credential program
2. Demonstration of mastery of fieldwork performance standards as required for candidates in a standards-based Clear Administrative Services Credential program
3. Completion of a training program offered under the provisions of AB 430, formerly AB 75 (EC §44510-44517) and approved by the California State Board of Education
4. Completion of a Commission-approved, Guidelines-based alternative Clear Administrative Services Credential program
5. Passage of a national administrator performance assessment adopted by the Commission, subject to availability of such an assessment. As there is no national assessment of this type available, this option is currently not available to candidates.

The major focus of the Clear Administrative Services Credential program is to provide for support, mentoring and assistance designed to contribute to the success of the new administrator. The specific emphasis of this level of preparation is to move the administrator beyond the functional aspects of performing administrative service to reflective thinking about his or her role in providing an environment for effective and creative teaching as well as student success in learning. Under most of the options listed above, each candidate's professional development at the clear credential level is guided by an individualized induction plan, which is based on an assessment of the new administrator's needs. The plan includes a mentoring component, and may include both academic requirements and other requirements that could include non-university activities.

Program Approval and Implementation

Once the program standards were adopted in 2003, program sponsors began the process of transitioning to the new standards by submitting revised program proposals. Thus, the 2003 standards are now in full implementation. The final date for candidates to complete programs based upon the previous set of standards is August 31, 2008.

Following is a chart showing the total number of current program sponsors and program types for both levels of the Administrative Services Credential:

Administrative Services Program Sponsor	Administrative Services Credential Programs			
	Preliminary		Clear	
	Traditional	Internship	Standards-Based	Guidelines-Based
California State University	21	16	16	2
University of California	5	1	5	1
Private/Independent Universities	24	16	18	5
Other Sponsors: COE, District, ACSA	6	0	0	4
TOTALS	56	33	39	12

Integrated Leadership Development Initiative (ILDI)

Commission staff has been participating in the Integrated Leadership Development Initiative (ILDI). The purpose of ILDI is to collaboratively guide and support leader development and improve conditions of leadership through articulation, professional development, quality review, policy assessment and recommendations, and resource sharing and development so that there are highly accomplished leaders in every district and school in California. Other participants include the California Department of Education, California County Superintendents Educational Services Association/Curriculum and Instruction Steering Committee, California Comprehensive Center/West Ed, Association of California School Administrators, California State University, and County Offices of Education.

For the past year, a major task of the group has been to develop an operational definition of what knowledge, skills, and abilities characterize an “Exemplary Principal,” as derived from the California Professional Standards for Educational Leaders (CPSELs). The CPSELs, which are described further below, describe what California school administrators should know and be able to do. The definition of this set of knowledge, skills, and abilities was developed primarily for use in selecting and supporting exemplary principals for Quality Education Investment Act (QEIA) schools. For the upcoming year, a major task for the ILDI group will be to review the changes in the Interstate School Leaders Licensure Consortium (ISLLC) standards and consider implications for the CPSELs. The group will also begin a workforce development plan for California administrators.

Related Topics the Commission May Want to Address

Now that the 2003 Administrative Services Credential program standards are being fully implemented across the state, it may be appropriate to consider whether questions that have emerged during the implementation process should be given further study and analysis and if any adjustments should be considered. Several topics for potential consideration by the Commission have been identified. These topics, which the Commission may want to address, are discussed below:

Topic 1: The Format of the Administrative Services Credential Program Standards

The adopted standards of quality and effectiveness include “Required Elements” following each standard. This format was used because at the time the standards were developed, the model of the SB 2042 standards for the Multiple and Single Subject Credential programs was followed. Thus, a preparation program was responsible for addressing all of the requirements stated in the standard statement as well as what was in each of the required elements. The original intent of this format was to ensure a consistent and equitable manner of providing high quality program services to candidates across all programs in the state. At the February 2008 Commission meeting, the Commission took action stating its intent that the program standards statements for the Multiple and Single Subject Credentials should by themselves provide complete, clear and concise statements that define what the program must do to prepare educators and eliminate “Required Elements” from the standards. The Commission may want to consider whether it should take similar action regarding the Administrative Services Credential program standards at this time rather than waiting until the next review of the standards that is scheduled for 2013.

Topic 2: The Adequacy of the Standards in Preparing Administrators Capable of Addressing the Needs of All Learners

Some concerns have been expressed informally to Commission staff that the adopted standards do not provide enough background knowledge for administrators to appropriately address the needs of all students or to effectively address the range of support services provided in the schools. In particular, concerns have focused on how administrators are prepared to provide leadership in meeting the needs of English learners and special education students, as well as leadership in the provision and conduct of school pupil personnel services. All of these topics are addressed in the standards, but perhaps further exploration should take place to see if they are adequately addressed.

Since the 2003 standards are early in the full implementation process, it may be too soon to determine if this is actually an issue that needs to be addressed at this time. Some possible causes of the concerns could be related to either 1) deficiencies in the level of coverage of these topic in the standards; 2) deficiencies within the programs in addressing the standards; and/or 3) the topics are addressed in preliminary preparation, but they need additional attention through further training after employment. The Commission might consider whether an exploratory discussion of the topic with representative stakeholder groups could prove useful at this time.

Topic 3: The Relationship of the Commission’s Administrative Services Credential Program Standards to the California Professional Standards for Educational Leaders (CPSELs) as well as to the Interstate School Leaders Licensure Consortium (ISLLC) standards

The 2003 *Standards of Quality and Effectiveness for Administrative Services Credentials* were based on the *California Professional Standards for Educational Leaders* (CPSELs). These standards were originally developed independently by leaders in California’s school administrator community and have become accepted within California as standards of practice for educational leaders. They were themselves based on the Interstate School Leaders Licensure Consortium, or ISLLC standards and describe what California school administrators should know and be able to do. New ISLLC standards have been developed and adopted by the National Policy Board for Educational Administration. In addition, the Council of Chief State School Officers has published *Performance Expectations and Indicators for Education Leaders*:

An ISSLC-Based Guide to Implementing Leader Standards and a Companion Guide to the Educational Leadership Policy Standards: ISSLC 2008. The Commission might want to consider asking the ILDI to report on its findings related to those standards, or hold a discussion with stakeholders about how well the CPSELs continue to align with the role of administrators in California.

A possible related topic for the Commission's consideration might be to look at the range of knowledge, skills and abilities an administrator should have throughout the administrative career, similar to the range expressed by the "Learning to Teach Continuum." The results of the ILDI Workforce Development Plan project could be quite informative on the topic. If the Commission were to decide that a similar continuum should be established for administrators, what would be the role of the major stakeholders, including preparation programs and employing districts in its development?

Topic 4: The Commission's Adopted Examination for the Preliminary Administrative Services Credential

The Commission has adopted the School Leadership Licensure Assessment (SLLA), developed and administered by the Educational Testing Service (ETS), as the approved examination for candidates choosing the examination option for the Preliminary Administrative Services Credential, and, as part of that process, has also adopted a passing score standard for the SLLA. Although the SLLA, which is based on ISLLC standards, is used by other states, all states but California use this examination as an exit assessment after a candidate has completed a preparation program. In California, however, the examination serves in lieu of the preparation program, and candidates passing the SLLA are not required to complete a preparation program that includes a demonstration of skill in field-based settings.

ETS is revising the SLLA in 2008, and the examination will be shorter in length and contain both multiple choice questions and fewer constructed response questions. The current version of the SLLA consists entirely of constructed response questions, and is six hours in length. The new SLLA will be four hours in length. The Commission will need to adopt a new passing score standard for the revised SLLA. As part of that process, the Commission must also determine if the revised SLLA is still in alignment with the knowledge, skills, and abilities expected of California school administrators, and if this examination still serves the Commission's purposes in identifying candidates who have the necessary knowledge, skills, and abilities to be an entry-level California administrator.

The Commission may wish to consider if this might be an appropriate and opportune time to reconsider the use of the SLLA in identifying candidates who meet California's minimum qualifications for an entry-level administrator. Consideration may also be given to whether the Commission might be interested in developing its own examination specifically for California that is based on California administrator standards and expectations for administrative services credential candidates.

Commission Discussion Questions

1. Should the Administrative Services Credential program standards be reviewed for possible modification to eliminate the use of required elements within the standards?
2. Should the staff explore at this time whether the standards sufficiently address the knowledge, skills and abilities needed to prepare administrators to address the needs of all learners?
3. Should the CPSELS be reviewed to determine if they are still in alignment with the preparation needs of California administrators?
4. Should the Commission review the use of the SLLA, and/or consider the possibility of developing its own examination?

Based upon Commission discussion and/or direction to staff related to the four questions outlined above, staff will develop a plan for addressing it and bring it to a future meeting.