
4A

Information/Action

Certification Committee

Eminence Credentials: History and Policy Discussion

Executive Summary: This agenda item presents a brief history of policy changes related to the Eminence Credential since this section of statute was first enacted, and provides the Commission an opportunity to discuss how the Eminence Credential fits into the current education policy in California.

Recommended Action: That the Commission discuss the policy questions posed related to the Eminence Credential.

Presenter: Erin Skubal, Interim Director, Certification Division

Strategic Plan Goal

I. Educator Quality

- c) Ensure that credential processing and assignment monitoring activities accurately, effectively, and efficiently identify educators who have met high and rigorous certification standards and who are appropriately assigned.

Eminence Credentials: History and Policy Discussion

Introduction

California Education Code section 44262 ([Appendix A](#)) allows the Commission to grant an Eminence Credential to an individual who has met specified criteria that verifies their eminence in a specific field or endeavor. The section of statute that provides this pathway to certification was first enacted in 1976. This agenda item presents a brief history of policy changes related to the Eminence Credential since this section of statute was first enacted, and provides the Commission an opportunity to discuss how the Eminence Credential fits into the current education policy in California.

Background

Education Code section 44262, enacted in 1976, authorizes the Commission to issue an Eminence Credential to any person who has achieved eminence in a field or endeavor commonly taught, or in a service practiced in the public schools of California. Eminence Credentials are issued in the specific content or service area requested. At the time of its inception, the Eminence Credential was referred to as “the concept that would enable Einstein to teach in a California public school.”¹

The following excerpt from ***A History of Policies and Forces Shaping California Teacher Credentialing***, discusses the creation of the Eminence Credential, including the Commission’s approach to the concept at the time of inception:

“The Eminence Credential was included in the Ryan Act as a compromise to the request of the Governor’s Commission on Educational Reform to have a single teaching credential and no credential requirement for non-teaching assignment. In response to a question about the uses of the Eminence Credential, Commissioner Conner replied:

This is a place . . . where school boards and their administrators can do a better job than any state agency. We can hardly require that every candidate be specially prepared to teach minority group children, but a district can give hiring preference to someone who has prepared himself specially. This may be one of the uses of the ‘Eminence Credential.’ (1: pp. 23)

While the Commissioners seemed pleased at first to have the option provided by the Eminence Credential, they soon became disenchanted. Time and again the chairperson assigned a committee of Commissioners or staff to review the procedures and criteria for issuing the

¹ A History of Policies and Forces Shaping California Teacher Credentialing, 2011, page 151
<https://www.ctc.ca.gov/docs/default-source/commission/files/ctc-history.pdf?sfvrsn=0>

Eminence Credential without ever achieving complete satisfaction. The Eminence Credential remained a special challenge for the 1980s.”²

Timeline of Commission Action on the Eminence Credential Requirements

The law authorizing the Eminence Credential was effective January 1, 1976. Throughout the four decades that the Eminence Credential has been an option in statute, the Commission has taken regulatory action to clarify or make specific the credential’s requirements five separate times. The table below shows the regulatory history of the credential:

Date	Action Taken	Description of Action
4/27/1977	Regulations Enacted	The first regulations on Eminence Credential requirements are adopted.
2/14/1980	Regulations Amended	Eminence regulations are amended to provide the Commission increased flexibility in reviewing and determining appropriateness of each application.
11/11/1996	Regulations Amended	Regulations are amended to clearly define the qualities and recognition an individual must verify to be viewed as eminent.
4/11/1999	Regulations Amended	Regulations are amended to clarify an eminence applicant’s role in the school district and assigns Commission staff the authority to review eminence applications.
3/11/2003	Regulations Amended	Regulation amendments require the LEA to provide new evidentiary materials when requesting an appeal of a staff denial for an Eminence Credential application.

At its [April 2019 meeting](#), the Commission directed staff to provide a review of the history of the Eminence Credential, prompting the authoring of this agenda item.

Current Eminence Credential Requirements

Eminence Credential applications are regularly received by the Commission, yet the vast majority do not meet the criteria to be brought forward for consideration by the Commission. As noted in the table below, the Commission has only granted a total of 30 Eminence Credentials since 1971. Only 22 of these Eminence Credential holders moved on to earn the clear Eminence Credential. Currently, there are only 11 individuals in the entire state with valid Eminence Credentials.

² A History of Policies and Forces Shaping California Teacher Credentialing, 2011, pages 223-224
<https://www.ctc.ca.gov/docs/default-source/commission/files/ctc-history.pdf?sfvrsn=0>

Eminence Credentials Issued from 1971-Present

Year of Initial Issuance	Subject(s) of Issuance	Clear Eminence Credential Earned?	Valid Eminence Credential Held?
1971	Diversified (K - 8)	N	N
1976	Athletic Training, Martial Arts	N	N
1981	Hoopa Language, Literature and Culture	N	N
1983	Instrumental Music (K-12)	Y	N
1987	Beginning Chinese (Mandarin) and Chinese Culture	Y	Y
1989	Cambodian (7-12)	Y	N
1995	Foreign Language: Spanish, French and German (9-12)	Y	N
1995	Archaeology (7-12)	Y	N
1996	Foreign Language: Portuguese (7-12)	Y	Y
1996	Suzuki Method Music Instruction (K-9)	N	N
1996	Mathematics	Y	N
1997	Administration (K-12)	Y	N
1997	Continuation High School Teacher with At-Risk Students	N	N
1997	Opportunities and In-House Suspension With At-Risk Students	N	N
1997	Art (9 - 12)	Y	N
1999	Mathematics (9-12), Science: Chemistry (9-12), Science: Physics (9-12)	Y	Y
1999	Computer Technology, Mathematics, Science: Physics	Y	Y
2000	Foreign Language: Spanish (9-12)	Y	Y
2000	Speech	N	N
2001	Music	Y	N
2002	Music - Strings	Y	Y
2004	Speech (9 - 12)	Y	Y
2005	English: Writing and Literature	Y	N
2006	Dance	Y	N
2007	Drama and Theatre Arts	Y	Y
2008	English	Y	Y
2009	Photography	Y	Y
2012	Drama	Y	N
2014	Earth Science	Y	Y
2018	Speech and Debate and Mock Trial	N	Y

The small number of Eminence Credential applicants brought forward to the Commission for consideration occurs because Certification staff completes the initial review of the criteria for eminence, and denies all applications that do not meet the regulatory requirements. Staff ensures that applicants do not get brought forward to the Commission unless the applicant is

truly eminent in their field based upon the materials submitted that outline their career and achievements.

Each Eminence Credential that is approved by the Commission is issued initially for a two-year period and may be renewed for a subsequent three-year period upon the request of the governing board of the employing school district. The initial two- and subsequent three-year credentials are restricted to the recommending employer. Upon completion of the three-year renewal period, the holder of an Eminence Credential is issued a clear credential which is no longer restricted to an employer.

Issuance	Length of Validity	Employer Must Apply	Restricted to
First	2 years	Yes	Employer
Second	3 years	Yes	Employer
Third and all subsequent	5 years	No	None

Title 5 section 80043(a) ([Appendix B](#)) defines an eminent individual as one who is recognized as such beyond the boundaries of his or her community, has demonstrably advanced his or her field, and has been acknowledged by his or her peers as beyond the norm for others in the specific endeavor.

The regulation outlines the specific criteria listed below as evidence of an individual's eminence:

- ***The individual is recognized as eminent beyond the boundaries of his or her community:***
To meet this requirement, the individual must be renowned outside their geographical community with more merit given to interstate and international recognition.
- ***The individual demonstrably advanced his or her field:***
To meet this requirement an individual must provide documentation of advanced degrees and/or distinguished employment in the field/endeavor. Contributions to the field include evidence of authorship or research indicating a high level of expertise.
- ***The individual is acknowledged by his or her peers as “beyond the norm” in the specific endeavor:***
To meet this requirement, the employing agency and the candidate must submit all of the following:
 - 1) Letters from former employers, professional colleagues, and other experts in the field relating to the individual's recognized expertise or position of prominence in their field.
 - 2) Documents evidencing extraordinary ability worthy of distinction.
 - 3) Evidence of major, national or international awards recognizing uncommon achievement in, and advancement of, a particular field or endeavor.
 - 4) Evidence of significant contribution to the field.

- 5) Authorship of a new or unusually successful method of educating children or the public in the field or endeavor.
- 6) Extraordinary success in their field.

While the criteria for an individual to earn an Eminence Credential is focused on the scope and level of the applicant’s expertise in their field, the requirements do not align with those that are required to earn a teaching credential through traditional avenues. The table below displays which requirements for the preliminary and clear Single Subject Teaching Credential are required for an Eminence Credential, and which are currently permanently waived.

Single Subject Credential Requirements Needed to Earn an Eminence Credential

Single Subject Credential Requirements	Required for Eminence Credential	Waived for Eminence Credential
Basic Skills (CBEST)	X	
Bachelor’s Degree	X	
Subject Matter Examination or Program		X
Commission-approved preparation program		X
Teaching Performance Assessment		X
English learner preparation and authorization		X*
Induction Program		X

* While the English learner authorization is not a requirement to earn the Eminence Credential, an individual cannot serve English learners without holding the appropriate English learner authorization. An Eminence Credential holder may earn the English learner authorization by completing the CTEL examinations or CTEL coursework program.

Key Components of Teacher Preparation in 2019

Since the authorization of the Eminence Credential in 1976, a number of important additions to the preparation of new teachers have been added by statute, and other areas have been identified and added by the Commission. A full history of such changes can be found in [Appendix C](#). However, some of the more prominent changes to pedagogy, teaching and learning include:

- Enhanced clinical practice model of teacher preparation;
- Response to Intervention as a general education strategy and responsibility;
- Increased use of technology for multiple instructional purposes, including the growth of online teaching and learning at both postsecondary and K-12;
- Increased emphasis on the use of student assessment data to guide instruction;
- Increased focus on subject-specific pedagogy in the content areas;
- Increased focus on teaching English learners;
- Modifications to the K-12 Frameworks based on Common Core standards;
- Connection between the Teaching Performance Assessment and teacher preparation coursework and field experiences;
- Increased need for educators to be aware of appropriate professional conduct; and

- A single induction experience is required to earn the clear credential.

When the Eminence Credential was initially created, these components were not addressed in teacher preparation in California. Below is a summary of the additional content added to the Preliminary Teacher Preparation programs by statute over the last four decades:

Summary of Additional Content Required to be Included in Preliminary Teacher Preparation Programs Since 1970

Topic	Year Added	Education Code Reference
Enhanced content in the teaching of reading	1998	44259(b)(4)
Some health and mainstreaming moved to preliminary program	2001	44259
Teaching English learners	1999	44259.5(a)
Competency in the use of computers	2000	44259(b)(7)
Additional theoretical content in health, mainstreaming, technology and teaching English learners from Induction moved into initial preparation	2006	44259(c)(4)
Teaching Performance Assessment	2008	44259(b)(B) & 44320.2

Policy Questions for Discussion

As the landscape of education in California has drastically changed over the past forty years, it might be appropriate for the Commission to consider action that would modify the Eminence Credential. Staff asks that the Commission consider whether the Eminence Credential is still an appropriate pathway to certification, or if one of the options below should be considered.

1. Does the Commission wish to seek statutory changes that would remove the Eminence Credential from the Education Code as a pathway to certification?

2. Does the Commission wish to seek modifications to the Eminence Credential requirements that would add specific components of teacher preparation to the requirements? Some options might include one or both of the following, and would require either a statutory or regulatory change, depending on the scope and authority of the change:
 - a. Require the educator to complete the Teaching Performance Assessment (TPA) for the broad subject area that an Eminence Credential holder may be authorized in after the issuance of the initial two-year preliminary credential. Passage of the TPA would be required for renewal prior to obtaining the additional three-years on the preliminary credential.

 - b. Require the educator to complete an Induction Program in order to obtain the clear credential while teaching on either the initial two-year credential or the three-year credential.

3. Does the Commission wish to direct staff to make no changes and allow individuals to continue to apply for the Eminence Credential based upon an evaluation of the existing criteria?

Staff Recommendation

That the Commission discuss the Eminence Credential and direct staff to take one of the actions above.

Next Steps

Based on the Commission's direction, staff will move forward with work to implement the appropriate changes to the Eminence Credential, if necessary.

Appendix A

Education Code Section 44262

ARTICLE 4. Credential Types [44250 - 44277] (Article 4 enacted by Stats. 1976, Ch. 1010.)

44262. Upon the recommendation of the governing board of a school district, the commission may issue an eminence credential to any person who has achieved eminence in a field of endeavor taught or service practiced in the public schools of California. This credential shall authorize teaching or the performance of services in the public schools in the subject or subject area or service and at the level or levels approved by the commission as designated on the credential.

Each credential so issued shall be issued initially for a two-year period and may be renewed for a three-year period by the commission upon the request of the governing board of the school district. Upon completion of the three-year renewal period, the holder of an eminence credential shall be eligible upon application for a professional clear teaching credential.

(Amended by Stats. 1996, Ch. 1067, Sec. 7. Effective January 1, 1997.)

Appendix B

Title 5 Regulations

Section 80043. Statement of Employment and Verification of Qualifications

(a) When considering an application for an Eminence Credential, the Commission shall be guided by the following definition of an eminent individual: The eminent individual is recognized as such beyond the boundaries of his or her community, has demonstrably advanced his or her field and has been acknowledged by his or her peers beyond the norm for others in the specific endeavor. The employing school district shall demonstrate how the eminent individual will enrich the educational quality of the school district and not how he or she will fill an employment need.

(b) Pursuant to Section 44262 of the Education Code, issuance of an Eminence Credential shall be based upon a recommendation from the governing board of the school district, a statement of employment, submission of the fee(s) established in Section 80487 and a verification of the applicant's eminence qualifications.

(1) The Statement of Employment in the district shall include the proposed assignment of the credential applicant, and a certification of the intention of the district to employ the applicant if granted an Eminence Credential.

(2) The verification of eminence qualifications of an applicant for an Eminence Credential shall include:

(A) Recommendations, which may be from, but need not be limited to, the following: professional associations; former employers; professional colleagues; any other individuals or groups whose evaluations would support eminence; and

(B) Documentation of achievement, which may include, but need not be limited to, the following: advanced degrees earned; distinguished employment; evidence of related study or experience; publications; professional achievement; and recognition attained for contributions to his or her field of endeavor.

(3) The Commission shall provide notice to the public of those individuals for whom it is considering issuing Eminence Credentials. Any association, group, or individual may provide the Commission with a written statement regarding the qualifications of an individual under consideration for an Eminence Credential.

(c) The Commission may assign certification staff the authority to review eminence applications to determine if an individual meets the definition of eminence pursuant to Section 44262 of the Education Code and (a) above.

(1) If staff concludes an applicant meets the definition, staff shall forward the application to the Commission for review and action at the next available meeting.

(2) If staff concludes an applicant does not meet the definition, staff shall deny the application.

(A) If the staff denies an application for eminence, the employing school district requesting the Eminence Credential may request that staff reconsider its determination upon submission of new evidentiary material relevant to the reason(s) for denial, that was not available at the time the application was initially submitted to the Commission.

(B) If staff determines that, based on the new supporting information, the applicant now meets the definition of eminence, staff shall forward the application to the Commission for review and action at the next available Commission meeting.

(C) If upon review of the new supporting information, staff determines that there is no new evidence that provides additional support of the applicant's eminence, the district's eminence application will be placed on the Commission's consent calendar with a staff recommendation for denial.

Note: Authority cited: Sections 44225 and 44253.9, Education Code. Reference: Section 44262, Education Code.

Section 80044. Scope of Eminence

A person may obtain an Eminence Credential if the subject or service in which the work is determined to exhibit eminence is one which a school board wishes to have taught or practiced in its district.

Note: Authority cited: Section 44225, Education Code.

Section 80045. Renewal of Eminence Credential.

(a) The Commission staff shall renew an Eminence Credential for three years upon receipt of an application for renewal with a written statement of support from the governing board of the school district adopted in a public meeting and submission of the fee(s) established in Section 80487.

(b) The Commission staff shall issue a Professional Clear Eminence Teaching Credential at the end of five years of possession of the Eminence Credential with a written statement of support from the governing board of the school district adopted in a public meeting, submission of an application and the fee established in Section 80487.

Note: Authority cited: Section 44225, Education Code. Reference: Section 44262, Education Code.

Appendix C

Summary of Changes to Teacher Preparation Requirements Since 1970

Teacher Preparation Content Required Between 1970-1990

The Ryan Act of 1970 revised and modified the structure and requirements for the basic teaching credential, and instituted a two-tier credential. The structure required a bachelor's degree from a regionally accredited institution, the completion of the subject matter requirement and the completion of a professional preparation program for the Preliminary credential (first tier). The structure required a year of study past the baccalaureate degree (minimum of 30 semester units), commonly called the "fifth year," before the issuance of the Clear credential (second tier). The professional preparation program part of the requirements for the preliminary credential was subject to the one-year statutory limitation per EC 44259.

Over the next twenty years there were several statutory additions made to the content of teacher preparation. However, most often these additional requirements (usually courses) were placed in the "fifth year" and completed after the preliminary credential and thus did not have to be considered as part of the one-year program. These courses included a course in health education including study of nutrition, cardiopulmonary resuscitation, and the physiological and sociological effects of abuse of alcohol, narcotics, and drugs and the use of tobacco; a course in technology; and a mainstreaming course about working with students identified with special needs in the general education classroom. The health course was usually a two unit course while technology and special education were three unit courses.

Additional Teacher Preparation Content Required Since 1990

A number of additional topics—both new content and increased emphasis on a specific topic already included in the preparation program—have been required in initial teacher preparation by statute or by Commission standards. Approved programs have been responsible for deciding how to address the additional required content. At times programs added a new course, and in other instances the additional content was infused into existing courses. Since the additional content was now part of the initial teacher preparation program, it needed to be included within the unit cap. The additional content includes:

Additional Content Relating to Instruction to Teach Reading

Beginning in 1997, all general education teacher preparation programs were required to include advanced content addressing the teaching of reading. The teaching of reading was already a component of initial teacher preparation programs, but specific additional requirements were identified. Also, for multiple subject teachers, passage of a Commission adopted assessment (Reading Instruction Competency Assessment-RICA) was required to ensure the candidates had learned the content.

Instruction to Teach English Learners

In 1999 legislation sponsored by Assembly Member Ducheny (Chap. 711, Stats. 1999) required that all initial teacher preparation programs prepare individuals to teach English learners. By

July 1, 2002 all approved initial teacher preparation programs had to be revised to provide instruction and field experience that prepared candidates to teach English learners and as of July 1, 2003 no initial preliminary credential could be awarded without the individual having had this instruction. The induction programs were also charged with providing content and opportunities for teachers to demonstrate their knowledge and skills in working with English learners to earn the clear credential. The timelines provided in the legislation required that by July 1, 2005, no clear credential could be awarded if the individual had not completed advanced training in teaching English learners.

Prior to the Ducheny legislation, most teachers who earned an authorization to teach English learners did so after completion of a preliminary teaching credential by completing college coursework or professional development in Crosscultural, Language and Academic Development (CLAD) or by passing the CLAD examination. The college coursework was usually composed of three four-unit courses that had been reviewed by Commission staff. The Ducheny legislation required that a major portion of the CLAD content be integrated into all candidates' initial teacher preparation. The remainder of the content was included in the second level of teacher preparation, i.e., the clear credential induction program.

Competency in the Use of Computers

Beginning in January 2000, all candidates for a preliminary multiple or single subject teaching credential were required to demonstrate basic competency in the use of computers by completion of a course or passage of an examination. This, in essence moved the required computer course to the preliminary level. Then a more advanced course was required for the clear credential. Prior to 2000, the completion of the initial course in technology was required only for the clear credential and thus was not included in the unit cap.

Senate Bill 2042 Reform

The SB 2042 credentialing reform (Chap. 548, Stats.1998) represented a major overhaul of the teacher credentialing process that grew out of the prior work of the SB 1422 Advisory Panel (Chap. 1254, Stats.1992). This was a comprehensive review and reorganization of initial teacher preparation for general education teachers. Each of the clear credential courses (health, special education, technology and teaching English learners) was embedded partly into initial teacher preparation and partly into the induction phase of teacher preparation by SB 2042 and the program standards that were developed. This reconceptualization took content that had previously typically been incorporated into the clear credential program as independent courses and integrated that content across both levels. The standards for initial teacher preparation programs were adopted by the Commission in September 2001.

Senate Bill 1209

In 2006, SB 1209 (Chap. 517, Stats. 2006) clarified that the second tier of teacher preparation should provide "...experience that includes the application of knowledge and skills previously acquired in a preliminary credential program...." The Induction program standards were reviewed and revised with this language in mind. Therefore, in the four areas previously identified for clear credential courses (health, special education, technology, and teaching

English learners) advanced, more theoretical content could no longer be covered in induction, as statute appeared to require that all content related to these four topics had to be introduced in initial teacher preparation and candidates would work on applying the knowledge and skills relating to this content in their induction program.

Implementation of the Teaching Performance Assessment Requirement

SB 2042 (1998) created the requirement that an individual would need to pass a valid and reliable Teaching Performance Assessment (TPA) as one requirement for the recommendation for a preliminary multiple or single subject teaching credential. Subsequently, SB 1209 (Chap. 517, Stats. 2006) required the statewide implementation of the teaching performance assessment as of July 1, 2008. All preliminary multiple and single subject teacher preparation programs have been required to modify their preparation programs over the past two years to include the embedded teaching performance assessment.