# Division VIII of Title 5 of the California Code of Regulations

## Proposed Amendments and Additions to Title 5 of the California Code of Regulations Pertaining to Pupil Personnel Services Credentials and Educator Preparation Program Standards in School Counseling, School Psychology, and School Social Work

## Initial Statement of Reasons

### Problem Statement

Education Code Section 44225 (a) and 44225 (b)(4) authorizes the California Commission on Teacher Credentialing (Commission) to establish standards, assessments, and examinations for entry and advancement in the education profession including those professions under the category of Pupil Personnel Services (PPS). These standards include School Counseling, School Psychology, School Social Work and a Child Welfare and Attendance Added Authorization. A review of the manner in which individuals seeking to work in pupil personnel settings are prepared to serve in California public schools has not taken place in nearly two decades. During that time, significant changes in the nature and context of, and challenges faced by public schools in California have evolved significantly. Accordingly, the roles and responsibilities of these professionals at the school and district level have changed in response to these new realities. Finally, national professional standards around the expectations for these school professionals have been updated during this period. In California, however, the standards and regulations around how individuals are prepared to enter the profession and the requirements for individuals credentialed in these areas had not changed suggesting, that the state’s expectations for preparing these new professionals were not keeping current with the changing needs of public-school children.

### Statement of Purpose

In 2018-19, the Commission engaged in an extensive process to review and update the standards in order to better align with the needs of transitional kindergarten through grade 12 students in 2020 and beyond. This review included standards for programs preparing PPS personnel as well as requirements for candidates to enter the profession, including performance expectations. As a result of this effort, the Commission adopted new preconditions, program standards, and performance expectations for Pupil Personnel Services preparation credential programs in 2019. Changes to Title 5 regulations are proposed accordingly to ensure coherence and consistency.

### Stakeholders Directly Affected by Proposal

In an effort to maintain clarity in preconditions, standards, and performance expectations and to maintain the professional character of accreditation, the Commission purposefully recruits educators to participate in the development of standard language. The table below describes the types of stakeholders directly affected by the Commission’s accreditation work in program preconditions, standards, and performance expectations.

| **Stakeholder** | **Effect on Stakeholder** |
| --- | --- |
| Prospective Program Sponsors | Educational institutions interested in sponsoring programs leading to licensure must apply to have their program approved and explain through a narrative submission with evidence how their proposed program will align to Commission adopted standards. |
| Current Program Sponsors | Must demonstrate how their programs currently preparing educators for licensure aligns to the Commission-adopted preconditions, program standards, and performance expectations to maintain accreditation. |
| Candidates enrolled in educator preparation program or prospective candidates | Current candidates and prospective candidates are able to review and understand what programs leading to licensure are required to include in curriculum and field experience to maintain accreditation from the credential issuing agency (i.e. the Commission). Further, candidates are able to see the performance expectations of the credential they are pursuing which describe the knowledge and skills that a new educator needs on their first day of employment and for licensure. |
| Employers of Pupil Personnel Service credential holders | Employers rely on the Commission to ensure that credential holders have completed a program of preparation approved by the Commission that contains the both the academic content and fieldwork and clinical practice requirements deemed necessary by the profession and have demonstrated all of the required competencies prior to being granted the credential. Preparation programs only recommend those individuals who have completed all requirements and have demonstrated that they are qualified for the credential. |
| National Professional Organizations | National Association of School Psychologists (NASP)  The Council for Accreditation of Counseling and Related Programs (CACREP)  Council on Social Work Education (CSWE)  American School Counselor Association (ASCA) |

### Professional Character of Accreditation and Dependence on Stakeholder Involvement

The Commission’s accreditation system depends on professional educators in determining the quality of professional preparation. Therefore, the accreditation system’s reliance on educators to serve as peer participants is integral to the system. Without their professional contributions the accreditation system would not be operable.

The Commission must rely on the expertise of panels of educators to make a determination about the knowledge, skills, and abilities are to be included in the subject specific credential program preconditions, standards, and performance expectations. Commission staff consultants facilitate the development/revision of standards and coordinate stakeholder review and presentations to the Commission. At no time does staff make determinations regarding the alignment of programs to the standards, nor does staff determine the appropriate language or content for standards. Rather, Commission staff facilitate professional educational experts trained on the accreditation process who make recommendations to the Commission or the Commission’s Committee on Accreditation, and those bodies issue determinations.

Education Code Section 44371 (b)(1) states that the framework for the system of accreditation shall, “Establish broad, flexible policies and standards for accreditation of educator preparation.” This section of Education Code in connection with 44225(i) has led the Commission to develop and adopt standards that allow for subject matter experts from the field to make professional judgements as to what knowledge, skills, and abilities are to be included in the subject specific credential program preconditions, standards, and performance expectations. Additionally, the Commission relies on these experts to make subsequent professional judgements as to how well programs are aligned to and achieving those standards though the accreditation system activities such as program approval, program review, and site visits.

California educators perform several critical roles within the accreditation system. They serve on the Committee on Accreditation, the statutory body that reviews accreditation evidence and makes accreditation decisions. They serve on the Board of Institutional Reviewers, the group of educators trained to review evidence of meeting the Commission’s standards and expectations, as well as serve on review teams that make site visits to educator preparation programs and accreditation recommendations to the Committee on Accreditation as part of the accreditation process. They provide a diversity of viewpoints within the accreditation system so that the natural and expected variance in program orientation, philosophy, and operational methods across the array of educator preparation programs is both valued and appropriately addressed within the accreditation system.

### Overview of the Development and Commission Adoption of Educator Preparation Program Standards, Preconditions and Performance Expectations Process

Education Code Section 44370 states, “The Legislature finds and declares that the competence and performance of professional educators depends in part on the quality of their academic and professional preparation. The Legislature recognizes that standards of quality in collegiate preparation complement standards of candidate competence and performance, and that general standards and criteria regarding the overall quality of a candidate’s preparation are as essential as the assessment of the candidate’s competence and performance.”

Subsection (a) of Education Code section 44225 reads, “The Commission shall establish professional standards, assessments, and examinations for entry and advancement in the education profession.” The Commission on Teacher Credentialing is a 19-member body in which 14 of the members are appointed by the Governor and must be confirmed by the Senate. These Commission members include 6 credential holders who are current educators, 1 administrative services credential holder, 1 non-administrative services credential holder, 1 school board member, 1 human resources professional employed by an elementary or secondary school, 1 individual who is in Human Resources in a public school, and 3 members of the public. The fifteenth member is the Superintendent of Public Instruction or his or her designee. These 15 members are voting members. In addition, there are also 4 ex-officio members representing the segments of higher education: University of California (UC), California State University (CSU), Association of Independent California Colleges and Universities (AICCU), and the California Community College Chancellor’s Office (CCCCO). In addition, a current credential candidate sits on the Commission as a non-voting liaison.

The Commission’s authority to establish program standards is further established in subsection (b)(4) and (d) of Education Code section 44225. Education Code section 44225(i) states, “to appoint classroom teachers, school administrators, other school services personnel, representatives of the public, and public or private higher education representatives to one or more standing committees, which shall be given authority to recommend to the commission standards relating to examinations, performance assessments, program accreditation, and licensing.” The Commission on Teacher Credentialing awards credentials on the basis of completion of programs that meet the adopted Program Standards and Performance Expectations for educator preparation. For each type of professional education credential the Commission seeks broad input from the professional community that includes the convening of a workgroup of educators to develop standards based upon recent educational research, the needs of public-school students, and the expert advice of many professional educators and key education organizations.

Near the beginning of a group’s work, an information item is placed on the Commission’s agenda identifying the type of educator preparation program for which the standards will be reviewed and updated. The item typically identifies the general timeline for the work, the subject area for the standards, and the type of educational subject matter experts being recruited and provides notice to Commissioners, the institutions providing educator preparation programs, stakeholders, and the public that this work is going to begin. The agenda item is presented by staff and discussed by the Commission at a publicly scheduled meeting. In addition to the routine notice of the Commission’s agenda an announcement is also made in an electronic newsletter that goes out to all subscribers in a weekly email (“PSD e-news”). Currently approximately 3,000 educators subscribe to this weekly newsletter.

The intended work group members include both current educators in the identified field, as well as faculty in the programs that prepare the specified educators. The workgroup will recommend what knowledge, skills, and abilities should be required of new credential holders and what requirements should be included in the subject specific credential program standards and performance expectations.

An electronic application is made available and broadly distributed, primarily through the Commission’s weekly e-news for at least a month and up to three months depending on the time of year and the academic calendar. Applicants provide their education and experience related to the area of the standards being written/revised, demographic information, and narrative statement of their qualifications.

Key stakeholder groups from California’s education community are also contacted and asked to identify an educator with expertise in the specific field. The following stakeholder groups are invited to identify a work group member:

* + Association of California School Administrators (ACSA)
  + California Association of School Boards (CSBA)
  + California County Superintendent Educational Services Association (CCSESA)
  + California State University (CSU)
  + University of California (UC)
  + Association of Independent California Colleges and Universities (AICCU)
  + California Teachers Association (CTA)
  + California Federation of Teachers (CFT)

In addition, the organizations above and any other professional associations relevant to the specific credential area being discussed are asked to help communicate the availability of the applications to any qualified and interested individual who may wish to apply to serve.

All work groups are balanced to address geographic, ethnic, gender, and type of preparation program, as well as ensuring that both higher education faculty and current practitioners who work in the K-12 schools are be represented. Staff finalizes a list of recommended work group members and the Executive Director makes the final selection and appoints the work members.

The subject matter expert work group proposes revisions to current standards and/or develops new standards for the credential. Depending on the credential area, the workgroup can meet anywhere up to a year or even two for more complicated credential areas as they design, solicit feedback on, and revise proposed draft preparation standards. The process of the development of standards leading to their eventual adoption by the Commission is iterative in that throughout the process the workgroup, the Commission, and the broader educational field as well as the public have had multiple opportunities to come to agreement on any outstanding issues that may exist. The draft proposed standards are posted on the Commission’s website and public comment is solicited through the same methods as described above when soliciting experts to the workgroup. The Commission encourages institutions and stakeholders to further disseminate the draft standards for comment. Commission staff organizes the public comments received on the draft standards and consults with the work group if additional expertise is needed to make modifications to the draft standards. Finalized draft standards are brought before the Commissioners as an agenda item at a minimum of two public meetings and members of the work group are identified in the agenda items to ensure transparency. During the final public meeting the standards are provided in an agenda item that is noticed to the public as an action item and, if appropriate, for the Commissioners to act to adopt the new standards.

Once the Commission adopts new or revised standards, all institutions are notified and provided a timeline to transition to the new standards. Typically, this transition period is at least two years as institutions of higher education need sufficient time to go through internal institutional processes to get new curriculum approved through their academic senates and institutional leadership. Commission staff provides technical assistance to currently approved programs as well as those institutions interested in proposing a new program.

### Overview of the Development of the Proposed Regulations

#### PPS Workgroup Recruitment

The Commission released a recruitment notice for a formal PPS workgroup in the summer of 2017 through the PSD e-news, a weekly email to the educator preparation community, which has approximately 3,000 subscribers. The notice was also sent to all deans and directors of educator preparation programs, as well as to the national professional associations related to PPS. Each notice encouraged sharing the opportunity with individuals who might be interested in this work.

The application process was open from June 1, 2017 to August 31, 2017 and required applicants to complete a short online application, submit a resume, and provide written responses to two short answer questions. The Commission’s executive director reviewed the applications and appointed twenty-one members to the workgroup. In addition to those members the following organizations also provided a liaison to the workgroup: California School Boards Association, Associations of California School Administrators, California County Superintendents Educational Services Association, University of California, California State University, Association of Independent California Colleges and Universities, California Teachers Association, and the California Federation of Teachers.

Meetings were scheduled for October 2017, January 2018, March 2018, and May 2018. A full list of the workgroup is available in the December 2017 Commission Agenda Item 3E in Appendix B, located on page EPC 3E-7. A paper copy has been provided in the rulemaking packet and an electronic copy is available upon request.

#### Workgroup Charge

Among the responsibilities of the PPS workgroup, each member was charged to:

* Provide recommendations for the Commission’s consideration
* Identify the knowledge, skills, and abilities (KSAs) needed by individuals seeking a Pupil

Personnel Services credential. These are the PPS Performance Expectations

(PPS PEs)

* Recommend updated program standards for each of the specialty areas: School

Psychology, School Social Work, School Counseling, and Child Welfare and Attendance.

* Recommend expectations for field work/clinical practice as part of the preparation for each of thespecialty areas: School Psychology, School Social Work, School Counseling, and Child Welfare and Attendance.

#### Timeline of Development

October 2017: Workgroup identified knowledge skills and abilities for Performance Expectations (PEs), recommended expectations for fieldwork, and provided information related to the shift in program standard structure as well as key questions for consideration as the group began its analysis of the current standards.

March 2018: The primary task of the March 2018 work group meeting was to continue to review the current set of program standards, review the other relevant national and professional standards for the PPS services, and to continue to discuss recent changes in the field. This was done in order to identify what the PPS specialty area requirements should be as well as determine the level of program standards and what knowledge, skills, and abilities a candidate should have that would be reflected in the new PEs. During this meeting, the work group drafted PEs for candidates for each of the specialties of School Social Work, School Psychology, and School Counseling

May 2018: A survey on the drafted PEs was opened on May 22, 2018 to gather broader stakeholder feedback. A total of 444 responses were received across all three specialty areas. School Counseling received 51 responses, School Psychology received 348 responses, and School Social Work received 45.

June 2018: Workgroup reviewed feedback from the survey results and made correlating revisions as applicable. The workgroup reopened the surveys for School Counseling and School Social Work to solicit additional responses.

July 2018: A survey on the drafted program standards was opened from mid-July to the early-September to gather broader stakeholder feedback for Counseling and Social Work. Approximately 55 additional responses were received.

September 2018: Workgroup reviewed stakeholder feedback and made correlating revisions to program standards and PE’s as applicable.

February 2019: Staff presented the draft preconditions, program standards, and PEs to the Commission for review and comments (See February 2019 Commission Agenda Item 4E). Public comment was taken at this meeting.

##### April 2019: Staff presented the proposed standards and PEs to the Commission for adoption. The agenda item also included the timeline for programs to transition to the newly adopted standards. Public comment on this item during the meeting indicated widespread support for adoption of these documents. The Commission adopted the revised preconditions, program standards, and PEs.

### Rationale for Repeal of Current Regulations

Rather than amend the regulations, the Commission is proposing to repeal the regulations, as they are over thirty years old in most cases and need significant revisions to align with the newly adopted program standards and performance expectations that the Commission and the PPS field consider necessary for licensure. Further, the structure of educator preparation program standards has changed over the last three decades such that the standards are now focused on the requirements that the program must meet (program standards) while the specifics of what the candidate need to know and be able to do for licensure are identified in the PEs.

Additionally, the Commission plans to put additional credential program standards through the APA process and intends on organizing one section related to educator preparation. Repealing the current regulations will enable better organization for educator preparation related regulations and will remove significantly out-of-date regulations.

### Rationale for Proposed Regulations

Education Code section 44225 authorizes the Commission to adopt these proposed new regulations and amendments and establish standards for entry into the profession. The proposed new regulations and amendments implement, interpret, and make specific the following: Education Code section 44372(b) pertaining to powers and duties of Commission related to accreditation; 44266 referring to Pupil Personnel Services credentials; and 44227 pertaining to educator preparation programs meeting standards approved by the Commission. A general rational for preconditions, program standards, and performance expectations is below. Following the general rational are the tables providing a more specific rationale for why each provision is necessary to address the problem described above as well as to perform the Commission’s statutory requirement to establish and modify credential specific program standards pursuant to Education Code section 44372(b). The language for each precondition, standard, and performance expectation can be found in the proposed text.

Section 80605 contains general definitions related educator preparation programs and will provide clarity for the proposed PPS standards as well as future sets of educator preparation program standards that are put into regulation.

#### Rationale for Updating Credential Requirement Language Regulations

In 2006, SB 1208, an omnibus education bill, with impact on thirty different provisions of Education Code, was signed. One of the provisions of SB 1208 was to shift the professional growth requirement for the renewal of professional clear credentials from a state requirement to a local employment decision. As a result, the Commission removed the term “professional” from the credential title. The Commission is proposing to amend sections 80049(b)-(d) to remove the term “professional” since the Commission no longer requires proof of professional growth to obtain a clear PPS credential.

In 2019, AB 525 amended Education Code section 44266 to allow candidates to use Professional Education degrees. The Commission is proposing edits to sections 80049(b)(1), 80049(c)(1) to remove the language excluding professional education degrees in order to align with the Education Code.

Education Code 44252(b) requires a demonstration of basic skills proficiency in basic reading, writing, and mathematics skills in the English language. The California Basic Education Skills Test (CBEST) is one of six methods candidates for a credential may utilize for meeting this basic skills requirement. Proposed amendments broaden the language so that candidates may utilize the other five methods as well. These methods are outlined in the Commission Leaflet on Basic Skills which is link in the documents relied up on section of this ISOR.

#### General Rationale for Preconditions

Preconditions are elements related to an institution’s foundational ability to run a successful educator preparation program and prepare highly effective educators. Preconditions are typically related to admissions or completion requirements including standardized examinations required by statute, and to ensure that a program has the minimum conditions in place to operate successfully as well as that the candidates who enter the program are reasonably prepared for the rigor of the program and will meet the qualifications for the credential sought. By providing a response to how a precondition is being met, the Commission is able to determine if the program has the foundational conditions in place for program and candidate success. Preconditions must be responded to initially, and in years one and four of the seven-year accreditation cycle by a program seeking either seeking initial approval or continuing accreditation.

#### General Rational for Program Standards

Program standards address aspects of program quality and effectiveness that apply to each type of educator preparation program offered by a program sponsor. Program standards contain statements describing the nature and purpose of each standard and language that details the requirements that all approved programs must meet. Program sponsors must meet all applicable program standards before the program application may be approved by the Commission. Often the language of the standards allow flexibility in how to operationalize the standard. The local program decides how to ensure that the “what” required by the standards takes place. This flexibility is critical to ensure that educator preparation programs are able to innovate and best address local educational needs. An educator preparation program in rural California may design a program differently than one in a large urban setting. All programs are responsible for providing a curriculum and field experience (program standards) that ensure that all completers have the knowledge and skills (required for licensure performance expectations). The language in the Commission’s standards include language familiar to those individuals who are directly affected by the program standards, i.e., those sponsoring the type of educator preparation program, faculty, program completers, and those who hire the newly credentialed educator.

#### General Rational for Performance Expectations

PEs describe what a brand-new educator should know and be able to do on their first day as a fully credentialed educator. Preparation programs use the PEs to plan their program curriculum and field experiences for candidates. PEs are drafted by work groups of educators, many specific to the credential area, submitted to the field via survey for feedback, and are then adopted by the Commission.

The tables that follow provide an explanation of the necessity for each precondition, program standard, and performance expectation for the PPS credential programs.

#### School Counseling: Rationale for Preconditions, Program Standards, and Performance Expectations

| **School Counseling Precondition** | **Necessity for this Precondition** |
| --- | --- |
| 1: Bachelor’s Degree | Education Code §44266(a) requires that a candidate for a PPS credential have a minimum of “a baccalaureate degree or higher degree from an approved institution, a fifth year of study, and any specialized and professional preparation that the commission shall require…” |
| 2: Program Curriculum | This precondition is necessary to require programs for each specialty areas a specified minimum length or minimum number of units for candidates in the respective programs. The current requirement in 5 CCR §80632 reads “minimum of 30 semester or 45 quarter units; or 450 classroom hours of postbaccalaureate study” which needs to be updated. The unit and hours requirement stated in this precondition was recommended to the Commission by a work group comprised of experts in each respective field. The recommendation by the work group was to align the Commission’s requirements with the 2016 Council for Accreditation of Counseling and Related Educational Programs national standards. |
| 3: For Intern Programs | This precondition is necessary to ensure that candidates are near completion with coursework before they enter the intern portion of their program and to ensure programs sufficiently support intern candidates that are working in the position towards completion of the respective PPS credential. The intern credential authorizes the individual to provide the services as an employee of a local educational agency during the fieldwork portion of their program Also, this precondition was recommended to the Commission by work groups comprised of experts in each respective field. |

| **School Counseling Program Standard** | **Necessity for this Standard** |
| --- | --- |
| Common Principles, Values, and Goals of Pupil Personnel Services Preparation Programs | This foundational narrative is necessary to provide the multidisciplinary connection between the three Pupil Personnel Services specialty areas. It unifies the three separate but collaborative areas of School Psychology, School Social Work and School Counseling in cohesively meeting the learning and developmental needs of all students. |
| 1: Program Design Standard | This standard is necessary to require each institution sponsoring the educator preparation program has designed the program in accordance with certain specifications —course scope and sequence, supervised field experiences and partnering local education agencies in addition to identifying the research, theory and/or principles on which the program is based. |
| 2: Preparing Candidates to Master the Performance Expectations | This standard is necessary to ensure that the coursework and fieldwork of the program addresses the Commission’s adopted performance expectations for the credential. |
| 3: Monitoring, Supporting, and Assessing Candidate Progress toward Meeting Requirements | This standard is necessary to ensure faculty and supervisors will monitor and support each candidate. The standard also ensures credential requirements are shared with candidates, and that those candidates who are having challenges with the work are provided additional supports and guidance. |
| 4: Clinical Practice | This standard establishes clinical practice and fieldwork requirements including minimum number of clinical practice hours a candidate must complete, the types of settings and the activities in which the candidate must participate, and requires the program describe the types of support and guidance that will be provided to each candidate during clinical practice. The standard also identifies the qualifications of the individuals who supervise the candidates in field work and asks the program to explain how it will ensure that all supervisors meet the expectations. |
| 5: Determination of Candidate Competence | This standard is necessary to ensure that each program assesses each candidate’s satisfactory completion of the program. The program must describe when in the program each assessment takes place, how each candidate will receive feedback from the assessment and what the summative assessment includes. |

| **School Counseling Performance Expectation** | **Necessity for this Standard** |
| --- | --- |
| 1: Foundations of School Counseling Professional Standards | This performance expectation is necessary to require that each program ensures that all candidates understand, identify, examine, articulate, and evaluate the fundamental school counseling historical, theoretical, and practice-based principles. |
| 2: Professionalism, Ethics, and Legal Mandates | This performance expectation is necessary to require that each program ensures that all candidates develop, articulate, examine, understand, and maintain counseling professional and ethical guidelines and practices and legal mandates and responsibilities. |
| 3: Student Academic Development | This performance expectation is necessary to require that each program ensures that all candidates will demonstrate knowledge of academic standards and requirements and multiple types of academic support systems. The performance expectation also requires that the candidates identify, explain, and understand processes to support special need students, English Language Development students and historically underserved students. |
| 4: Student College and Career Development | This performance expectation is necessary to require that each program ensures that all candidates will be able to understand, examine, articulate, explain, and know post graduate options and planning for students including: college and career readiness aspects such as graduation requirements, university entrance testing, course, and athletic eligibility requirements, financial aid planning, and career development and exploration, including Career Technical Education routes. |
| 5: Social/Emotional Development | This performance expectation is necessary to require that each program ensures that all candidates will be able to: model and demonstrate essential counseling skills in individual and group counseling settings; articulate the role of the school counselor in Multi-Tiered Systems of Support; develop and demonstrate skill in cultural competency; demonstrate an understanding of intervention and crisis response processes, as well as trauma informed care and mental health services; and provide in-service staff training on student social and emotional needs as a part of a comprehensive student support system. |
| 6: Educational Foundations: Growth and Development, Learning Theory, Academic Achievement | This performance expectation is necessary to require that each program ensures that all candidates will be able to understand individual, family, systemic, and environmental factors, and develop, present, and evaluate a lesson on related school counseling core curriculum. In addition, candidates will demonstrate effective classroom management skills and strategies, including meeting the needs of diverse learners and examining and identifying factors that impede or limit student growth and learning. |
| 7: Leadership and Advocacy in Social Justice, Equity, and Access | This performance expectation is necessary to require that each program ensures that all candidates will be able to understand and demonstrate their role as a systems change agent within the impacts of educational policies, procedures, and practices. Further that candidates will integrate, understand and apply multicultural and pluralistic trends, cultural and social justice competencies, and identify and address issues of bias, prejudice, and societal barriers and attitudes that affect self, pupils, and stakeholders and demonstrate knowledge of laws and policies regarding justice, equity, and access. |
| 8: Program Development | This performance expectation is necessary to require that each program ensures that all candidates will be able to understand schools as a part of larger education and community systems and plan, design and develop, implement and evaluate, a comprehensive data informed school counseling program within the school plan. The counseling program includes academic, social emotional, prevention, and intervention strategies to support the needs of all students. |
| 9: Research, Program Evaluation, and Technology | This performance expectation is necessary to require that each program ensures that all candidates will be able to collect, evaluate, and share process, perception, and outcome data for school counseling programs with the knowledge of basic research principles, differentiating and interpreting results, and the understanding of measurements and statistics to evaluate research and conduct evaluations of school counseling and education programs in terms of student outcomes. |

#### School Psychology: Rationale for Preconditions, Program Standards, and Performance Expectations

| **School Psychology Precondition** | **Necessity for this Precondition** |
| --- | --- |
| 1: Bachelor’s Degree | Education Code §44266(a) requires that a candidate for a PPS credential have a minimum of “a baccalaureate degree or higher degree from an approved institution, a fifth year of study, and any specialized and professional preparation that the commission shall require…” |
| 2: Program Curriculum | This precondition is necessary to require programs for each specialty areas to be a minimum length for candidates in the respective programs. The unit and hours requirement stated in this precondition aligns with the 2010 National Association of School Psychologists standards. The work group comprised of experts in each respective specialty field recommended the continuance of this precondition as it currently reads. |
| 3: For Intern Programs | This precondition is necessary to ensure programs sufficiently support intern candidates that are working in the position towards completion of the respective PPS credential. This mirrors the expectations of other educator preparation intern programs to support their candidates. Also, this precondition was recommended to the Commission by work groups comprised of experts in each respective field. |

| **School Psychology Program Standard** | **Necessity for this Standard** |
| --- | --- |
| Common Principles, Values, and Goals of Pupil Personnel Services Preparation Programs | This foundational narrative is necessary to provide the multidisciplinary connection between the three Pupil Personnel Services specialty areas. It unifies the three separate but collaborative areas of School Psychology, School Social Work and School Counseling in cohesively meeting the learning and developmental needs of all students. |
| 1: Program Design Standard | This standard is necessary to ensure that each institution sponsoring the educator preparation program has designed the program in accordance with certain specifications—course scope and sequence, supervised field experiences, and partnering with local education agencies in addition to identifying the research, theory, and/or principles on which the program is based. |
| 2: Preparing Candidates to Master the Performance Expectations | This standard is necessary to ensure each program will ensure that the coursework and fieldwork addresses the Commission’s adopted performance expectations for the credential. |
| 3: Monitoring, Supporting, and Assessing Candidate Progress toward Meeting Requirements | This standard is necessary to ensure faculty and supervisors will monitor and support each candidate. The standard also ensures the credential requirements are shared with candidates, and that those candidates who are having challenges with the work are provided additional supports and guidance. |
| 4: Clinical Practice | This standard establishes clinical practice and fieldwork requirements including the minimum number of clinical practice hours a candidate must complete, the types of settings and the activities in which the candidate must participate, and requires the program describe the types of support and guidance that will be provided to each candidate during clinical practice. The standard also identifies the qualifications of the individuals who supervise the candidates in field work and requires that all supervisors meet the expectations. |
| 5: Determination of Candidate Competence | This standard is necessary to ensure that each program assesses each candidate’s satisfactory completion of the program. The program must describe when in the program each assessment takes place, how each candidate will receive feedback from the assessment and what the summative assessment includes. |

| **School Psychology Performance Expectation** | **Necessity for this Standard** |
| --- | --- |
| 1. Data-Based Decision Making and Accountability | This performance expectation is necessary to require that each program ensures that all candidates have the knowledge, skills, and abilities to select, administer, accurately interpret, utilize, and evaluate varied methods of assessment and data collection for the purpose of developing interventions and identifying pupil and school needs. |
| 2. Consultation and Collaboration | This performance expectation is necessary to require that each program ensures that all candidates have the knowledge, skills, and abilities to consult and collaborate effectively with parents, teachers, administrators, community-based personnel and multidisciplinary teams to design, implement, and evaluate interventions and services at all tiers of service delivery. |
| 3. Interventions and Instructional Support to Develop Academic Skills | This performance expectation is necessary to require that each program ensures that all candidates have the knowledge, skills, and abilities to design, implement, and evaluate direct interventions that focus on effective academic development for children and families. |
| 4. Behavior Interventions and Mental Health Services to Develop Social and Life Skills | This performance expectation is necessary to require that each program ensures that all candidates have the knowledge, skills, and abilities to design, implement, conduct, and evaluate behavioral and mental health interventions, services, and programs that promote behavioral and social–emotional functioning and improved mental health. |
| 5. Direct and Indirect Services: School- Wide Practices to Promote Learning | This performance expectation is necessary to require that each  program ensures that all candidates have the knowledge, skills, and abilities to develop and implement practices and strategies to create and maintain effective and supportive learning environments for all children, and to function as a change agent to inform school-wide interventions and promote positive academic outcomes, effective learning, social development, and mental health. |
| 6. School-Wide Practices to Promote Behavioral and Mental Health | This performance expectation is necessary to require that each program ensures that all candidates have the knowledge, skills, and abilities to implement evidence-based multi-tiered prevention and intervention strategies that promote a healthy school climate, improve school safety, and inform the development of appropriate school discipline strategies for all children and youth. Programs must assure that all candidates are able to assess risks to school safety, conduct threat assessments, and implement effective crisis preparation, response, and recovery activities. |
| 7. Family-School Collaboration | This performance expectation is necessary to require that each program ensures that all candidates have the knowledge, skills, and abilities to facilitate family and school partnerships as well as partnerships with community agencies that enhance and improve academic and social–behavioral outcomes for children. |
| 8. Human Diversity | This performance expectation is necessary to require that each program ensures that all candidates have the knowledge, skills, and abilities to conduct all professional activities with careful attention to cultural, linguistic, and developmental diversity, and to advocate for fairness and equity in all aspects of professional practice. |
| 9. Research and Program Evaluation | This performance expectation is necessary to require that each program ensures that all candidates have the knowledge, skills, and abilities to design, measure, and evaluate programs and interventions for individual children and groups within the school setting, and to select, interpret, and apply statistical techniques and to use technology resources for data collection and interpretation to identify appropriate academic and behavioral interventions for all pupils. |
| 10. Legal, Ethical, and Professional Practice & Disposition | This performance expectation is necessary to require that each program ensures that all candidates have the knowledge, skills, and abilities to provide services that reflect best practices in legal, ethical, and professional practice, and to demonstrate professional dispositions, responsibility, adaptability, initiative, and self-care. |

#### School Social Work: Rationale for Preconditions, Program Standards, and Performance Expectations

| **School Social Work Precondition** | **Necessity for this Precondition** |
| --- | --- |
| 1: Bachelor’s Degree | Education Code §44266(a) requires that a candidate for a PPS credential have a minimum of “a baccalaureate degree or higher degree from an approved institution, a fifth year of study, and any specialized and professional preparation that the commission shall require…” |
| 2: Program Curriculum | This precondition is necessary to require programs for each specialty areas to be a minimum length for candidates in the respective programs. The current requirement in 5 CCR §80632 reads “minimum of 45 semester units or 60 quarters units; or 675 classroom hours of postgraduate study.” The language in this regulation needs to be updated as 45 semester units is equivalent to 67.5 quarter units, not 60 quarter units. The work group comprised of experts in each respective specialty field recommended the continuance of this precondition as it currently reads with the exception of fixing the quarter unit count error. Also, the unit and hours requirement in this precondition exceeds that of the 2015 Educational Policy and Accreditation Standards developed by the Council on Social Work Education. |
| 3: For Intern Programs | This precondition is necessary to ensure programs sufficiently support intern candidates that are working in the position towards completion of the respective PPS credential. This mirrors the expectations of other educator intern programs to support their candidates. Also, this precondition was recommended to the Commission by work groups comprised of experts in each respective field. |

| **School Social Work Program Standard** | **Necessity for this Standard** |
| --- | --- |
| Common Principles, Values, and Goals of Pupil Personnel Services Preparation Programs | This foundational narrative is necessary to provide the multidisciplinary connection between the three Pupil Personnel Services specialty areas. It unifies the three separate but collaborative areas of School Psychology, School Social Work and School Counseling in cohesively meeting the learning and developmental needs of all students. |
| 1: Program Design Standard | This standard is necessary to ensure that each institution sponsoring the educator preparation program has designed the program in accordance with certain specifications—course scope and sequence, supervised field experiences, and partnering with local education agencies in addition to identifying the research, theory, and/or principles on which the program is based. |
| 2: Preparing Candidates to Master the Performance Expectations | This standard is necessary to ensure that the coursework and fieldwork addresses the Commission’s adopted performance expectations for the credential. |
| 3: Monitoring, Supporting, and Assessing Candidate Progress toward Meeting Requirements | This standard ensures that faculty and supervisors will monitor and support each candidate. The standard also ensures that credential requirements are shared with candidates, and that the program provides additional support and guidance for those candidates who are having challenges with the work. |
| 4: Clinical Practice | This standard is necessary to establish clinical practice and fieldwork requirements including the minimum number of clinical practice hours a candidate must complete, the types of settings and the activities in which the candidate must participate, and requires the program describe the types of support and guidance that will be provided to each candidate during clinical practice. The standard also identifies the qualifications of the individuals who supervise the candidates in field work and ensures that all supervisors meet the expectations. |
| 5: Determination of Candidate Competence | This standard is necessary to require each program assess each candidate’s satisfactory completion of the program. The program must describe when in the program each assessment takes place, how each candidate will receive feedback from the assessment, and what the summative assessment includes. |

| **School Social Work Performance Expectation** | **Necessity for this Standard** |
| --- | --- |
| 1: Ethical and Professional Behavior | This performance expectation is necessary to require that each program ensures that all candidates understand, identify, utilize, and apply ethical school social work laws and regulations to promote client safety and confidentiality. |
| 2: Engage Diversity and Difference in Practice | This performance expectation is necessary to require that each program ensures that all candidates understand historically marginalized groups, engage in cultural humility, utilize and advocate for diversity, differences in practice, and culturally responsive services in the school community. |
| 3: Promote Social Justice and Equity | This performance expectation is necessary to require that each program ensures that all candidates will understand and promote social justice and equity by critically examining existing programs and resources, addressing barriers, and advocating for equitable services for all students and families for a climate and culture conducive to student connection and engagement. |
| 4: Engage in Practice-Informed Research and Research-Informed Practice | This performance expectation is necessary to require that each program ensures that all candidates will be able to identify, engage, and utilize feedback and identify trends to inform practice, inform research on school social work practice outcomes, and research effective practices to inform specific school-based interventions that positively impact the school community. |
| 5: Engage in Policy Practice | This performance expectation is necessary to require that each program ensures that all candidates will be able to understand, identify and advocate for school community needs, analyze, practice, and engage district, local, state, and federal policies and their impacts in the school community. |
| 6: Engage with Students, Families, Groups, Organizations, and Communities | This performance expectation is necessary to require that each program ensures that all candidates will be able to develop, and provide effective and supportive relationships, and facilitate and assist the school in providing innovative and culturally responsive opportunities to engage and promote school community involvement and contribution. |
| 7: Assess Students, Families, Groups, Organizations, and Communities | This performance expectation is necessary to require that each program ensures that all candidates will be able to assess the social and emotional needs of students, families, and school communities, assess existing school services, and utilize consultation and school-based data to help identify patterns of behavior, attendance, achievement, and other factors that may require intervention. |
| 8: Intervene Collaboratively with: Students, Families, Groups, Teachers, School Staff, Organizations, and the Community | This performance expectation is necessary to require that each program ensures that all candidates will be able to select, demonstrate, participate, and intervene collaboratively in evidence informed social work interventions. In addition, candidates will consult and collaborate with the PPS team and other school personnel and community support providers to identify, plan, and implement systematic school safety models and culturally-responsive practices as part of multi-tiered system of supports (MTSS) that enhance school climate and contribute to student success. |
| 9: Evaluate Interventions with Students, Families, Groups, Teachers. School Staff, Organizations, and the Community | This performance expectation is necessary to require that each program ensures that all candidates will be able to: understand and utilize quantitative, qualitative, and objective data and feedback to evaluate practices; school-wide outcomes, including school climate; and modify approaches as appropriate. In addition, candidates will collaboratively evaluate intervention outcomes, which can inform future practices. |
| 10: Growth and Development | This performance expectation is necessary to require that each program ensures that all candidates will be able to understand typical and atypical growth and development, effects of student developmental factors, inform engagement, assessment, intervention, and evaluation of outcomes, and utilize and incorporate student growth and development research to promote student success through a strength-based and ecological perspective. |

### Fiscal and Economic Impacts of the Regulation

#### Economic Impact Assessment

##### Creation or elimination of jobs within the state

The increase in need for certificated PPS positions in California Schools continues to grow. For example, according to The Hechinger Report the current ratio of students to counselors is 612-to-1 in the most recent data.

Across the PPS Specialty areas, according to the education job site [Edjoin.org](https://www.edjoin.org/Home/Index) as of late April, 2020 there are currently 407 vacant California school positions for School Psychologists, 41 vacant positions for School Social Workers and 180 job vacancies for School Counselors.

The direct, indirect, and induced benefits from the PPS Preconditions, Standards, and Performance Expectations Regulations correlates to addressing these need areas with the most highly trained and qualified candidates.

The Commission concludes that it is unlikely that the proposal will create or eliminate jobs within the State of California.

While updating the regulations for PPS school personnel does not create or eliminate additional jobs, it does focus on ensuring that new individuals licensed in this area are better equipped to address the responsibilities of these professions. Ideally, this effort would then contribute to reducing turnover and attrition in these fields and keep vacancies as low as possible in these critical positions at K-12 school sites.

With respect to whether jobs are created or eliminated with respect to educator preparation programs, choosing to seek approval by the Commission to offer an educator preparation program that leads to licensure and implementing the program is a local decision to be made by that entity. Forty-one of the 245 approved institutions in California are currently offering PPPS educator preparation programs.

While these proposed regulations may result in some curricular changes to existing programs, the cost to do so should be negligible. Proposed programs retain their accreditation status as they transition to the new standards.

In order to be accredited by the Commission, any new institution may elect to develop a new program based on the newly adopted program standards just as they may elect to do so now based on the current program standards. As the process remains the same, adopting the new program standards and incorporating them by reference in regulation will not create or eliminate jobs in California. Should additional institutions choose offer PPS programs it is possible that these institutions may have to hire staff, but they may also be able to utilize staff from other departments. Additionally, the fact that the prospective program would need to hire or use existing staff for the new program is not impacted by these updated regulations but rather driven by embarking on a new educational program and the costs involved in that endeavor. Additionally, due to the current educator shortage and the fact that educator preparation programs have been fully engaged in trying to meet the demand of the shortage, the Commission does not have reason to believe any jobs would be eliminated by this proposal.

For current PPS credential holders, these regulations will not add additional education or professional development requirements.

##### Creation of new businesses or the elimination of existing businesses within the state

The Commission concludes that it is unlikely that the proposal will create any new businesses or eliminate any existing businesses within the State of California. The proposed regulations incorporate by reference the most recently adopted program standards. Incorporating by reference the most recently adopted program standards will not create or eliminate existing businesses in California. Further, the regulations apply to currently approved educator preparation institutions or to institutions seeking approval to offer educator preparation which must already have regional accreditation and are only expanding their business into educator preparation. Finally, the current shortage of PPS educators in the state leads the Commission to believe that no businesses would be eliminated as a result of this proposal.

##### Expansion of businesses currently doing business within the state

The Commission concludes that it is unlikely the proposal would cause the expansion of businesses currently doing business within the State of California. The proposed regulations ensures that the most current program standards adopted by the Commission have been added. Adding the most current program standards will likely not cause the expansion or elimination of existing businesses in California. The proposed regulations apply to currently approved institutions or to institutions seeking approval which must already have regional accreditation and are only expanding their business into educator preparation in California. The Commission is unable to determine whether or not any significant number of businesses would expand into California for the purposes of operating PPS educator preparation programs.

##### Benefits of the regulation to the health and welfare of California residents, worker safety, and the state’s environment

The Commission anticipates that the proposed amendments will continue to benefit the health and welfare of California residents, as PPS educators may work in a school counselor, psychologist, or social worker capacity that will benefit the academic, social and emotional, and mental well-being of K-12 students. Additional benefits may be experience by parents and other educators as well as enhance the school climate and create a safer, healthier environment in which learning can take place. Additionally, the proposed amendments ensure high quality educator preparation programs which result in effective educators for California students. The new standards and proposed regulations should ensure a more prepared workforce for PPS positions who are better able to address the current needs of K-12 students in California in the coming decade.

#### Cost impacts on a representative private person or business

Cost impacts to a representative business would be minimal. Non-Commission approved private/independent education entities elect to offer a program(s) and may allocate staffing and budget in any manner deemed appropriate by the business. The Commission is not aware of any cost impacts that a representative private person would necessarily incur in reasonable compliance with the proposed action.

#### Business Report

Regardless of their status as a for profit or not for profit educational institution programs seeking accreditation must provide the Commission with a written document which describes how the programs meet the standards. All Commission approved programs leading to licensure must provide documentation demonstrating that its programs are in accordance with Commission adopted preconditions, standards, and performance expectations in order to operate a PPS preparation program.

#### Effect on Small Business

The proposed regulations will not have a significant adverse economic impact upon small business. The proposed regulations apply only to educational institutions electing to offer or offering Commission-approved and accredited educator programs. Educational institutions are California State Universities, Universities of California, private four-year colleges and universities, or local education agencies, none of which meet the definition for small business as defined in government code 11342.610. The vast majority of Commission approved program sponsors are nonprofit educational institutions. A very few institutions of higher education approved by the Commission at this time are for profit businesses. Because offering an educator preparation program is voluntary, any institution must evaluate whether or not they have sufficient resources to offer a high-quality preparation program in accordance with the state adopted standards, state statute, and regulations.

### Documents Relied Upon

#### National Professional Organization Standards

National Association of School Psychologists (NASP) Standards for the Credentialing of School Psychologists 2010

<https://www.nasponline.org/Documents/Standards%20and%20Certification/Standards/2_Credentialing_Standards.pdf>

The Council for Accreditation of Counseling and Related Educational Programs (CACREP) Standards 2016

<https://www.cacrep.org/for-programs/2016-cacrep-standards/>

American School Counselor Association (ASCA) Standards for School Counselor Programs 2019

<https://www.schoolcounselor.org/asca/media/asca/Standards/ASCA-Standards-for-School-Counselor-Preparation-Programs.pdf>

Council on Social Work Education (CSWE) Education Policy and Accreditation Standards 2015

<https://www.cswe.org/Accreditation/Standards-and-Policies/2015-EPAS>

#### Reports

The Hechinger Report. “Lowest student-to-school-counselor ratio since 1986.” <https://hechingerreport.org/lowest-student-to-school-counselor-ratio-since-1986/>

#### Vacancies in PPS Credential Jobs

[EdJoin.org](https://www.edjoin.org/)

#### Commission Agenda Items

December 2017 Commission Agenda Item 3E: Update on the Work Related to the Review and Updating of the Pupil Personnel Services Credential Program Standards

[ for document, send email to [ArchiveRequest@ctc.ca.gov](mailto:ArchiveRequest@ctc.ca.gov) ]

August 2018 Commission Agenda Item 2F: Update on the Work Related to the Review and Revision of Pupil Personnel Services Credential Program Standards

<https://www.ctc.ca.gov/docs/default-source/commission/agendas/2018-08/2018-08-2f.pdf?sfvrsn=2>

February 2019 Commission Agenda Item 4E: Draft Revised Program Standards for Pupil Personnel Services (PPS) Credential Program and Draft Revised Candidate Performance Expectations

<https://www.ctc.ca.gov/docs/default-source/commission/agendas/2019-02/2019-02-4e.pdf?sfvrsn=2>

April 2019 Commission Agenda Item 4B: Discussion and Potential Adoption of Proposed Preconditions, Program Standards, and Performance Expectations for Pupil Personnel Services Credential Programs.

<https://www.ctc.ca.gov/docs/default-source/commission/agendas/2019-04/2019-04-4b.pdf?sfvrsn=566f53b1_4>

#### Commission Program Sponsor Webpage

Pupil Personnel Services Preparation Programs. (Resources for programs and public).

<https://www.ctc.ca.gov/educator-prep/pupil-personnel-services>

#### Commission Coded Correspondence

Coded Correspondence 06-0017: Senate Bill 1209 Changes in Professional Growth Requirements for Credential Renewal, November 14, 2006.

[ for document, send email to [ArchiveRequest@ctc.ca.gov](mailto:ArchiveRequest@ctc.ca.gov) ]

#### Commission Leaflets

Basic Skills Requirement – Commission Leaflet 667, June 2020

<https://www.ctc.ca.gov/docs/default-source/leaflets/cl667.pdf>

*Legislation*

Assembly Bill No. 525

<http://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201920200AB525>

### Anticipated Benefits

The state’s educational system, schools, and K-12 students will benefit greatly from updated standard and regulations for the PPS credentials. The last set of regulations were adopted several decades ago. The current regulations would bring the regulations up to date with the current realities of K-12 schooling in California. By better preparing PPS credential holders who are critical means of support for students along the way, more K-12 students will be able to successfully complete and graduate to be prepared to enter college and/or the workforce. New PPS credential holders will be better prepared to address numerous issues that have plagued California’s TK-12 schools in recent years such as bullying, addressing trauma, drug and alcohol abuse, violence, suicide prevention, eating disorders, parental abuse, poverty, gang involvement, and a host of other issues. Research has clearly shown that these issues have not only hampered academic achievement but also the overall emotional and social well-being of our state’s K-12 population.

### Alternatives Statement

The Commission must determine that no reasonable alternative it considered or that has otherwise been identified and brought to its attention would be more effective in carrying out the purpose for which the action is proposed, would be as effective and less burdensome to affected private person than the proposed action, or would be more cost-effective to affected private persons and equally effective in implementing the statutory policy or other provision of law. The Commission invites interested persons to present statements or arguments with respect to alternatives to the proposed regulations during the written comment period.

### Significant Adverse Economic Impact on Business

The Commission has concluded there is no significant adverse impact on business. As previously stated these regulations apply to educator preparation program offered by those educational institutions that have been approved by the Commission. These institutions are regionally accredited institutions of higher education such as California State University, the University of California, and private and independent colleges and universities. The vast majority are non-profit educational organizations with a few for profit colleges or universities. Additionally, the regulations would only apply to those institutions that elect to seek Commission approval to offer a program leading to licensure in the area of PPS. The proposed language is updated to reflect the requirements and curriculum necessary to prepare an individual for licensure. While these requirements may cause some curricular and clinical practice changes, these changes would not add an additional burden to these entities and the entities elected to offer the educator preparation program.

### Documents Incorporated by Reference:

*Pupil Personnel Services Program Standards in School Counseling, School Psychology, and School Social Work, (rev. 2019)* available on the Commission’s website at:

School Counseling: <https://www.ctc.ca.gov/docs/default-source/educator-prep/standards/pps-school-counseling-pdf.pdf?sfvrsn=4>

School Psychology: <https://www.ctc.ca.gov/docs/default-source/educator-prep/standards/pps-school-psychology-pdf.pdf?sfvrsn=4>

School Social Work: <https://www.ctc.ca.gov/docs/default-source/educator-prep/standards/pps-school-social-work-pdf.pdf?sfvrsn=6>

Pursuant to 1 CCR §20(c)(1), the Commission requests that the *Pupil Personnel Services Program Standards in School Counseling, School Psychology, and School Social Work (April 2019)* noted above not be printed in the California Code of Regulations as publishing the incorporated document will be cumbersome, unduly expensive, or otherwise impractical. The Program Standards are available upon request and posted directly on the Commission’s website at <https://www.ctc.ca.gov/educator-prep/stds-prep-program>.