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Information/Action

Educator Preparation Committee

Recommended Plan to Revise and Restructure Administrative Services Credential Program Standards

Executive Summary: Assembly Bill (AB) 1454 (Chap., Stats. TBD) requires that by September 1, 2028, the Commission ensure that the program standards for Administrative Services credential programs include preparation on how to support teachers in delivering instruction through effective means for teaching literacy, as specified. In addition, the Governor included in his veto message for AB 2725 in 2024 a request that the Commission develop two pathways to the Administrative Services credential: one for teachers and one for other credential holders. This agenda item provides the Commission with a proposed workplan for completing this work.

Recommended Action: That the Commission review, provide feedback, and if appropriate, approve the proposed workplan to revise and restructure the Administrative Services credential program standards to include content on supporting teachers in delivering effective literacy instruction and develop two pathways to the credential: one for teachers and one for other credential holders.

Presenter: Erin Sullivan, Director, Professional Services Division

Strategic Plan Goal

Educator Preparation and Advancement

- **Goal 1.** Educator preparation programs hold candidates to high standards and adequately prepare them to support all students by using culturally and linguistically responsive and sustaining practices in equitable, inclusive, and safe environments.

Continuous Improvement

- **Goal 7.** The Commission's work is grounded in research, informed by the voices of practitioners and communities of interests, and supports continuous improvement in educator preparation and licensure.

Recommended Plan to Revise and Restructure Administrative Services Credential Program Standards

Introduction

[Assembly Bill \(AB\) 1454 \(Chap., Stats. TBD\)](#) requires that by September 1, 2028, the Commission ensure that the program standards for Administrative Services credential programs include preparation on how to support teachers in delivering instruction through effective means for teaching literacy, as specified. In addition, the Governor included in his veto message for AB 2725 in 2024 a request that the Commission develop two pathways to the Administrative Services credential: one for teachers and one for other credential holders. This agenda item provides the Commission with a proposed workplan for completing this work.

Background

In October 2021, Senate Bill (SB) 488 was signed by the Governor. The bill was the result of several years of work on the part of reading and literacy advocates to address the decline in literacy acquisition of California students. The legislation focused squarely on the need to better prepare TK-12 educators to deliver literacy instruction aligned to the study of effective means of teaching literacy and evidence-based means of teaching foundational reading skills to all students. As a result of the bill, the Commission convened a workgroup of 27 practitioners, researchers, and literacy advocates to draft a literacy standard and literacy performance expectations (TPEs) for all Multiple Subject, Single Subject: English, and Education Specialist credential programs.

The new standard and TPEs were adopted by the Commission in October 2022 for Multiple Subject, Single Subject: English, and Education Specialist: Mild to Moderate Support Needs and Extensive Support Needs credential programs and in April 2023 for Education Specialist: Deaf and Hard-of-Hearing and Visual Impairments, and Early Childhood Special Education credential programs. As the new PK-3 Early Childhood Education Specialist Instruction (PK-3) credential was being developed, the standard and TPEs were applied there, as well. These programs were required to implement the new literacy standard and TPEs beginning July 1, 2024 and the Commission has been in the process of formally certifying that programs are aligned, as specified by SB 488.

Along a similar timeline, occupational therapist and physical therapist (OT/PT) constituent groups were working with the legislature to secure a pathway to the Commission's Administrative Services credential. [California Code, EDC 44270](#) provides a pathway to the Administrative Services credential (ASC) for holders of valid teaching (Multiple Subject, Single Subject, Education Specialist, or PK-3), Designated Subjects: Career Technical Education, Adult Education, or Special Subjects (provided they also possess a baccalaureate degree), Pupil Personnel Services, Clinical or Rehabilitative Services, or Teacher Librarian credential.

In the 2023-24 legislative session, OT/PT constituents sponsored [AB 2725](#). The bill successfully passed through the legislature but was vetoed by the Governor.¹ However, the Governor included in his veto message a request that the Commission develop two or more pathways to the ASC: one for teachers and one for other credential holders. There was no specific timeline proposed by the Governor for this work. Thus, when AB 1454 was introduced in February 2025 requiring the Commission to update its Administrative Services credential (ASC) standards, Commission staff saw the opportunity to address both objectives with an overall review, revision and restructuring of the ASC standards.

The [Administrative Services Credential Program Standards](#) were last updated in 2017; therefore, an update is appropriate, particularly for the purpose of including language requiring administrators to have the knowledge and skill to support teachers implementing current literacy standards and content. In opening the standards for a review and refresh, the timing is appropriate to consider developing a new ASC credential type and career ladder for individuals on a non-teaching pathway to administration.

Project Overview

Accomplishing the work required by AB 1454 and the Governor's recommendation will involve a combination of staff analysis and workgroup input. Staff will begin by collecting information at state and national levels to learn about the types of administrative credentials that may be issued in other states and the roles and responsibilities of administrators who do not supervise or coach teachers. This research will inform a draft authorization statement for a non-teaching Administrative Services credential (NT ASC) and possible modification to the existing Administrative Services credential. The draft authorization statement will be vetted by a focused workgroup, broadly distributed for field input, and presented to the Commission for input.

The proposed draft authorization statements would then be used as the basis to inform an initial staff analysis of existing Administrative Services credential standards, California Administrator Content Expectations (CACEs) – which are the equivalent to subject matter requirements for the administrator credential – and California Administrator Performance Expectations (CAPEs). The objective of this analysis is to determine (a) which parts of these critical foundations for administrator preparation may apply to both the NT ASC and the current ASC credentials, (b) where and how best to include content for supporting teachers implementing new literacy requirements, and (c) other revisions as necessary including, but not limited to, knowledge and skills for leading school sites with PK/TK classrooms. The final product will be a Commission agenda item with proposed revisions that will be presented to a workgroup for feedback. The workgroup will include, at a minimum, representation from current preparation program faculty, employers, practitioners serving in a variety of administrative roles, licensed and non-licensed. With input from the workgroup, staff will develop for Commission consideration a set of final proposed authorization statements as well as revised standards, content expectations, and performance expectations for the Administrative Services credential and a set of new standards, content expectations, and

¹ The sponsors of AB 2475 introduced their proposal again during the 2025 legislative session in AB 1001. The bill was passed by the legislature and as of the writing of this agenda item the Governor had not signed or vetoed the bill. An update will be provided during the Commission's October 23-24, 2025 meeting.

performance expectations for the Non-Teaching Administrative Services credential. Upon Commission adoption of this package of work, staff will begin promulgation of regulations and draft statutory changes where necessary.

Commission performance assessment staff will be engaged alongside accreditation staff throughout the activities of the workgroup to monitor needed revisions to the Commission’s adopted California Administrator Performance Assessment (CalAPA) and California Preliminary Administrative Credential Examination (CPACE). Once the Commission has adopted new and revised standards, CACEs, and CAPEs, performance assessment staff will begin revisions of the performance assessment and CPACE, with input from a work group that may contain a subset of the first work group, for Commission consideration and approval followed by piloting and field testing.

Changes to the current Administrative Services Credential pathway, including development of a new non-teaching pathway, will not nullify the credentials of existing ASC holders. Additionally, programs will be given ample time to make necessary updates (typically two years from Commission adoption of new standards or performance expectations) and Commission-approved institutions wishing to offer the new non-teaching pathway will be able to apply through the Commission’s Initial Program Review process.

Project Timeline

The phases of this work will, in some instances, overlap; however, staff suggest the following sequence and welcomes Commission feedback and direction. While there are two tasks at hand – updating existing standards for literacy content and creating a new credential pathway – staff recommends the approach to the work begin with developing a new authorization statement for an ASC for candidates on a non-teaching pathway.

Table 1: Authorization Statement Development and Approval

Year	Quarter	Activities
2026	Q1	Engage constituents to gather information regarding the roles held by administrators who do not supervise/coach teachers
2026	Q1	Draft authorization statements for the current and proposed Non-Teaching (NT) Administrative Services Credential
2026	Q2	Present information/action item for Commission input and approval of new or revised authorization statements

The authorization statement defines the activities the credential holders will be permitted to perform and/or oversee. Defining this work creates the intention to which the standards will respond. Once the scope of work for a new credential is determined, the current ASC standards can be unpacked to determine how much of the existing content applies to both a teaching and a non-teaching pathway. A clear authorization statement will guide how the standards are revised, ensuring that the preparation content matches the responsibilities of each pathway and that updates are coherent across programs.

The next phase will involve reviewing the standards for each credential pathway to determine which areas should be expanded, clarified, or updated to ensure alignment with the revised authorization statements.

Table 2: Standards Development

Year	Quarter	Activities
2026	Q2	Form workgroup with representation from preparation programs, employers, and practitioners
2026	Q2	Analyze current standards, California Administrator Content Expectations (CACEs), and Performance Expectations (CAPEs) to identify needed updates and integration of literacy content pursuant to AB 1454
2026-2027	Q3-Q1	Convene workgroups to draft revised standards, CACEs, and CAPEs for both ASC pathways from August 2026 through February 2027
2027	Q2	Present information/action item for Commission input and approval of draft standards
2027	Q3	Develop and promulgate regulations to implement revised standards and credential structure

It is at this stage that the requirements of AB 1454 related to literacy content will be addressed along with other critical revisions, as identified by staff and a workgroup of constituents key to this work. Workgroup members will be identified through usual avenues including input from Commission thought partners and program sponsors. Workgroup members will convene for a series of meetings to provide input on draft standards for the two pathways, which staff will bring to the Commission for direction and approval.

This same workgroup will also provide input on both updated and new performance expectations for each ASC pathway. At this phase of the work, it is anticipated that Commission performance assessment staff will be evaluating the need to revise the Administrator Performance Assessment to address changes to performance expectations and a new credential pathway.

As efforts to revise the CAPEs and CACEs conclude, performance assessment staff will begin the revision of the California Administrator Performance Assessment (CalAPA) to align with the revised standards. The revised CalAPA will need to be created in a way that allows individuals in both non-teaching pathways and teaching pathways to demonstrate their knowledge and skills. The development of the revised assessment will include assembling an advisory group consisting of current administrators or educational leaders who have experience in either teaching or non-teaching pathways. The group will be charged with reviewing the updated standards, comparing them with the existing CalAPA, and then developing a revised version that reflects the updated standards. The revised version will need to be piloted and field tested before being recommended to the Commission for potential adoption.

Simultaneously, the California Preliminary Administrative Credential Examination (CPACE) will also need to be revised. The process for this revision is discussed in more detail in Agenda Item 2F.

Table 3: Implementation

Year	Quarter	Activities
2027	Q3	Review and revise the Administrator Performance Assessment (APA) and California Preliminary Administrative Credential Examination (CPACE) to align with updated standards
2028	Q1	Present information/action item for Commission input and approval to pilot revised APA and/or CPACE
2028	Q1	Identify and propose any necessary statutory or regulatory updates related to Administrative Services credentials

Throughout the process, Commission staff will engage the field through the most appropriate information resources which may include Program Sponsor Alerts, e-News announcements, webinars, field review surveys, and conference presentations. Communication will be critical to provide programs, candidates, and employers time to anticipate updates to standards, performance assessments, and new credential opportunities. Once new standards and performance expectations are adopted by the Commission, programs must be given time to implement. Additionally, some of this work will likely require changes to statute and regulations. Commission staff will balance legislative deadlines and regulations timelines to maximize the efficient, effective implementation of these changes and make new credential options available to program sponsors in as timely a manner as possible.

The timeline for the work presented in this item endeavors to account for internal capacity, program capacity/field readiness, and potential future legislative directives that may create competing priorities. Regular interaction with the field will ensure greater readiness to implement and create opportunities for sharing of best practices and program exemplars. Regular Commission updates will ensure Commissioners and the public are kept aware of project status.

Staff Recommendation

That the Commission review, provide feedback, and if appropriate, approve the proposed workplan for revising and restructuring Administrative Services credential program standards.

Next Steps

If approved/adopted, staff will proceed with the workplan as outlined, integrating Commission feedback and direction, as provided.

Appendix A

Detailed Project Timeline

Quarter	Year	Short Description	Field Engagement
Q1	2026	Engage constituents to gather information regarding the roles held by administrators who do not supervise/coach teachers.	Employers, administrators, state and national research groups/data warehouses
Q1	2026	Draft authorization statement(s) for current and new non-teaching (NT) ASC credentials	Focus group input, field survey
Q2	2026	Info/Action item for input/approval of new/revised authorization statements	
Q2	2026	Form workgroup	Application/selection process
Q2	2026	Analyze current standards, content expectations (CACEs), performance expectations (CAPEs) with the following in mind: • Content applicable to NT ASC • Inclusion of literacy content pursuant to AB 1454 • Other necessary updates/revisions	Initial staff analysis
Q3 2026-Q1 2027	2026-2027	Develop draft standards, CACEs, and CAPEs for both credentials based on analysis.	Workgroup meetings in August, September, October, December 2026 and January, February 2027
Q2	2027	Info/Action item for input/approval of draft standards	
Q3	2027	Promulgate regulations	
Q3	2027	Analysis of and revisions to administrator performance assessment (APA) and California Preliminary Administrative Credential Examination (CPACE)	Examination workgroup
Q1	2028	Info/Action item for input/approval to pilot revised APA and/or CPACE	
Q1	2028	Seek any necessary updates to statute related to administrative services credentials	