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# 5A

## Action

### *Professional Services Committee*

## **Review of Two Recommendations from the Administrative Services Credential Advisory Panel**

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**Executive Summary:** This agenda item presents two recommendations of the Administrative Services Credential Advisory Panel for consideration and possible adoption by the Commission.

**Policy Questions:** How many years of experience should an educator have before being eligible to earn an Administrative Services Credential? Should the Commission continue to allow the expedited route (passage of an examination) for the Preliminary Administrative Services Credential?

**Recommended Action:** That the Commission discuss the two remaining recommendations from the Administrative Services Advisory Panel and take the action it deems appropriate.

**Presenters:** Gay Roby and Lawrence Birch, Consultants, Professional Services Division

#### **Strategic Plan Goal: 1**

#### **Promote educational excellence through the preparation and certification of professional educators**

- ◆ Sustain high quality standards for the preparation and performance of professional educators and for the accreditation of credential programs

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# Review of Two Recommendations from the Administrative Services Credential Advisory Panel

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## Introduction

At its November 2011 meeting, the Commission adopted all but two recommendations of the Administrative Services Credential Advisory Panel (<http://www.ctc.ca.gov/commission/agendas/2011-11/2011-11-5B.pdf>). The Commission requested further discussion of these two topics at its December 2011 meeting. This agenda item presents the two remaining recommendations from the Administrative Services Advisory Panel.

## Background

At the January 2010 Commission meeting, information was presented on the plan for a one-year study of the preparation of leaders for California schools to determine what changes would be appropriate in administrator preparation to meet the needs of today's schools (<http://www.Commission.ca.gov/commission/agendas/2010-01/2010-01-2E.pdf>). The major purpose of the panel's work was to review the content, structure and requirements for administrator preparation to ensure that these remain appropriate to the needs of administrators serving in California schools today.

The Administrative Services Credential Advisory Panel (Appendix A), which was appointed by the Executive Director, began meeting to study this issue in July 2010, and completed its work in July 2011. An initial update on the panel's work was presented at the December 2010 Commission meeting (<http://www.Commission.ca.gov/commission/agendas/2010-12/2010-12-6C.pdf>), followed by an update at the June 2011 Commission meeting (<http://www.Commission.ca.gov/commission/agendas/2011-06/2011-06-5E.pdf>). The Advisory Panel met six times for a total of eleven days from August 2010 through July 2011. The panel's work is documented on the Administrative Services Credential Advisory Panel web page (<http://www.ctc.ca.gov/educator-prep/ASC.html>).

The panel's final recommendations were presented at the October 2011 Commission meeting for information (<http://www.ctc.ca.gov/commission/agendas/2011-10/2011-10-3A.pdf>) and at the November 2011 meeting for action (<http://www.ctc.ca.gov/commission/agendas/2011-11/2011-11-5B.pdf>). This agenda item presents the advisory panel's final two recommendations for the Commission's further discussion, consideration, and possible action. A list of the recent agenda items on the work of the Administrative Services Advisory Panel and on the CPACE examination is provided in Appendix B.

## Discussion of the Two Remaining Panel Recommendations

The two recommendations from the ASC on which the Commission did not take action at the November 2011 meeting are:

*Panel Recommendation 4: Maintain the current requirements related to previous experience in schools.*

**Panel Recommendation 6:** *Maintain an examination route to the preliminary credential and collect data to study the efficacy of the exam option as well as the program option.*

Both of these recommendations, along with considerations for the Commission’s review, are discussed below.

**Discussion of Panel Recommendation 4: Maintain the current requirement related to previous experience in the schools**

The Advisory Panel recommended that the current experience requirement for individuals seeking an Administrative Services Credential remain unchanged. The three years of experience requirement is stated in Education Code §44270(a)(2):

- (2) Completion of a minimum of three years of successful, full-time classroom teaching experience in the public schools, including, but not limited to, service in state- or county-operated schools, or in private schools of equivalent status or three years of experience in the fields of pupil personnel, health, clinical or rehabilitative, or librarian services.

*Panel Rationale for the recommendation:* While the panel acknowledges that previous experience in schools is a significant component in the readiness of a potential educational leader, it has been the experience of numerous panel members that specifying the number of years of required experience could be an arbitrary number not closely related to whether the candidate had an appropriate and sufficient set of prerequisite experiences. Members of the panel would argue that the school district employing the individual should be responsible for determining if a candidate’s experiences, skills and dispositions are appropriate for any potential job and therefore should have some flexibility in this area. Further, with the establishment of the Learning to Lead System the issue of prior experience is addressed by incorporating structures during the clear credential program to address gaps in knowledge, expertise, and experience that a novice administrator might have from limited prior teaching or other relevant experiences.

*For Commission Consideration:* The statutory requirement of three years of public school experience is currently the minimum requirement for an individual to be eligible to apply for the Preliminary Administrative Services Credential. In addition, the individual must have an offer of employment for the preliminary credential to be granted. If an individual has completed the approved preparation program or passed the Commission-adopted examination and has three or more years of public school experience, but does not have a job or a job offer for an administrative position, the individual would be eligible to apply for a Certificate of Eligibility rather than the Preliminary Administrative Services Credential. Upon receiving a job offer, a Certificate of Eligibility will be converted to the Preliminary Administrative Services Credential.

A look at other states’ requirements for an administrative credential shows that three years of prior experience is a common, but not universal, requirement across the country:

<b>Experience Required for Initial Credential</b>	
<b>State</b>	<b>Years/Months</b>
Arizona	3 Years

<b>Experience Required for Initial Credential</b>	
<b>State</b>	<b>Years/Months</b>
Colorado	3 Years
Connecticut	50 school months
Maine	3 Years
Maryland	3 Years
Massachusetts	3 Years
Minnesota	3 Years
Nevada	3 Years
New York	3 Years
Oregon	3 Years
Pennsylvania	3 Years
Texas	2 Years
Washington	3 Years

Currently the experience requirement, as stated in Education Code, may not be waived as was stated at the November 2011 Commission meeting. The only waiver available for an individual working toward a Preliminary Administrative Services Credential is a waiver of the approved preliminary preparation program. If the Commission is interested in seeking authority to offer a waiver of the public school service requirement, a change in statute would be necessary.

Several speakers at the November 2011 Commission meeting raised additional issues for Commission consideration. Some employers, especially those in rural or small districts, expressed concerns about limiting the available administrative candidates if the experience requirement were to be raised to an additional number of years. These speakers also pointed out that it was the responsibility of the employer to determine if a particular candidate had the appropriate background for the position. Other speakers indicated their support for increasing the number of years of experience required for the credential on the rationale that a person who had just completed induction and had only one year of teaching experience beyond induction did not have sufficient background and expertise to become the instructional leader of a school. In addition, these speakers pointed out that a candidate could theoretically begin the administrative services preparation program while in their first year of teaching.

The panel feels, however, that it took all of these viewpoints into consideration when deciding to recommend maintaining the three years of experience requirement for the credential, and that this recommendation provides maximum flexibility to employers and growth opportunities for candidates. The panel also concluded there was no empirical or research evidence in the literature to support a specific number of prior years of experience as a requirement for the administrative services credential.

***Options for Commission Consideration:***

<b>Option</b>	<b>Policy Option</b>	<b>Required Change</b>
1	Maintain the current requirement of three years of experience required prior to recommendation for the Preliminary Administrative Services Credential.	<i>None</i>
2	Require three years of experience <b>before admission</b> to the preparation program. This recommendation would result in candidates having at least 4 years of experience in schools by the time they complete the preparation program and apply for the Preliminary Administrative Services Credential.	<i>Program Preconditions and Title 5 Regulations</i>
3	Require five years of experience prior to recommendation for the Preliminary Administrative Services Credential.	<i>Education Code and Title 5 Regulations</i>
4	Require five years of experience <b>before admission</b> to the preparation program.	<i>Education Code and Title 5 Regulations</i>
5	Require ten years of experience prior to recommendation for the Preliminary Administrative Services Credential.	<i>Education Code and Title 5 Regulations</i>
6	Require some other specified number of years of experience prior to recommendation for the Preliminary Administrative Services Credential.	<i>Education Code and Title 5 Regulations</i>
7	Direct staff to return with an agenda item to develop a policy for waiving the required years of experience under specified conditions.	<i>Title 5 Regulations and may require change in Education Code, dependent on the Commission direction.</i>

***Discussion of Panel Recommendation 6: Maintain an examination route to earning a credential, and collect data to study the efficacy of the exam option as well as the program option***

*Panel rationale for the recommendation:* The topic of the examination-only option was discussed at each panel meeting. Research was conducted regarding other states' practices, panel members polled colleagues for ideas and opinions, a public forum/webcast discussed the examination, and the stakeholder survey conducted in June/July 2011 included an opportunity to provide input. While personal opinion is strong regarding the test-only pathway to the preliminary credential, the panel found there is little actual research regarding the viability and success of this option. The absence of empirical or research data concerning the outcomes for candidates who take the examination option, as well as a corresponding lack of empirical or research data concerning outcomes for candidates who take the program option, influenced the panel's recommendation to maintain the examination only option.

*For Commission Consideration:* Candidates have been able to earn a Preliminary Administrative Services Credential through the examination route since 2003. Education Code §44270.5(a)(3) specifies that the examination route is an alternative to completing a preparation program:

(a) Notwithstanding any provision of this chapter and as an expedited alternative to Section 44270, the Commission may issue a preliminary services credential with a specialization in administrative services to a candidate who completes the following requirements:

....(3) Successfully passes a test adopted by the commission, upon a finding by the commission that the test is aligned to state administrator preparation standards.

California is the only state that provides an examination-only pathway to a Preliminary Administrative Services Credential. The statute states that an expedited route to the preliminary credential is only appropriate as long as the examination is aligned with the Commission's preliminary program standards. Prior to June 2011, the examination used was the School Leadership License Assessment (SLLA), a national off-the-shelf examination from the Educational Testing Service (ETS). The SLLA was modified by ETS in response to requests from other user states to shorten the testing time and the length of the examination, and to reduce or eliminate the constructed response items as a means of reducing test time and length. The revised SLLA examination was scheduled to be implemented as of fall 2009. However, given these modifications and given the finding that the SLLA did not align with California needs because it lacked a focus on English learners and on California law, regulations, and policy, the Commission declined to use the revised SLLA and instead, at its October 2008 meeting, took action to have a California-specific examination developed in order to assure that California's examination met the statutory requirements for an examination aligned to the state's administrator preparation standards.

A Request for Proposals (RFP) was released in early 2009. A no-cost revenue-only contract was awarded to Evaluation Systems group of Pearson following the competitive bid process (<http://www.ctc.ca.gov/commission/agendas/2009-04/2009-04-2A.pdf>). At its April 2009 meeting the Commission took action to direct the Executive Director to execute an agreement with NCS Pearson, Inc, as the successful bidder for the development and administration of the California Preliminary Administrator Credential Examination (CPACE). The contract was for five years, from 2009 through October 31, 2014.

Subsequent to the awarding of the contract, an expert panel knowledgeable about administrator preparation and service was appointed by the Executive Director and this group worked with the contractor in accordance with industry-standard procedures (<http://www.ctc.ca.gov/commission/agendas/2009-08/2009-08-2D.pdf>) to develop California-specific content specifications for the CPACE examination. Content specifications for the CPACE examination were adopted by the Commission in June 2010 (<http://www.ctc.ca.gov/commission/agendas/2010-06/2010-06-5C.pdf>). Following the initial administration of the CPACE in June 2011, the passing standard for the CPACE was adopted by the Commission in August 2011 (<http://www.ctc.ca.gov/commission/agendas/2011-08/2011-08-3B.pdf>). Further information about the CPACE development process follows.

### **Development of the CPACE Examination**

**Overview:** It is appropriate here to review the industry-standard process by which the Commission develops examinations and establishes passing score standards for examinations. The primary purpose of each of the Commission's examinations is to ensure that candidates have the required knowledge, skills, and abilities to assure effective instruction for K–12 students in

accordance with California’s student academic content standards. To that end, each stage of the development process for Commission-developed examinations includes input from K–16 California educators regarding what both educators and students need to know to be successful. The inclusiveness of this process in involving California educators is a unique feature of Commission-developed examinations, and ensures that these examinations meet California’s needs and expectations as well as meeting the industry standards related to reliability and validity.

The process of developing and implementing a Commission-owned examination is complex, but follows a standardized, rigorous set of procedures in order to assure the validity, reliability and legal defensibility of the examination. A description of the examinations development process showing how the process used by the Commission meets these rigorous standards is provided in Appendix C.

The CPACE examination was specifically developed as a program equivalency examination based upon California’s adopted program standards for the Preliminary Administrative Services Credential. The industry-standard procedures outlined above and in Appendix C were also followed for the CPACE. Costs for development of CPACE were born by the contractor, Evaluation Systems, Group of Pearson, Inc. in exchange for a five year implementation contract in California. More detailed information specifically about the CPACE development process is available at <http://www.ctc.ca.gov/commission/agendas/2010-04/2010-04-3E.pdf>.

### ***Content and Format of the CPACE Examination***

The information provided below about the CPACE examination contains excerpts from public information available on the Pearson CPACE website (<http://www.cpace.nesinc.com/>). The content specifications for the CPACE examination are provided in Appendix D. The examination consists of two separate test components: (1) a written component, offered as a computer-based test, and (2) a video component. Both components must be passed to achieve passing status on the CPACE.

***CPACE–Written.*** The CPACE–Written consists of 70 multiple-choice items and four constructed-response items, including one case study, as shown below. The **multiple-choice section** includes both content questions, in which knowledge about school leadership is directly assessed, and contextualized questions that assess the candidate’s ability to apply specific knowledge, to analyze specific problems, or to conduct specific tasks related to educational administration. Tests may include some multiple-choice items that will not count toward an examinee’s score. These items are placed on the test in order to collect information about how the questions will perform under actual testing conditions.

The **constructed-response section** requires the candidate to write essays, as described below:

1. **Focused Assignments (3 essays).** In these assignments, the candidate is presented with a problem or task relating to a particular school. The candidate is asked to consider this information and provide explanations related to appropriate strategies and considerations in addressing the problem or task. There is one essay for each of Domain I, II, and IV, and these assignments each require a written response of approximately 150–300 words.
2. **Case Study (1 essay).** For this assignment, candidates receive substantial background information about a particular school. Candidates are asked to identify a school strength

reflected in the information provided and a strategy for building on that strength. They also identify two school weaknesses reflected in the information provided, describe a strategy for addressing each weakness, and explain why each strategy described is likely to be effective. The case study includes content related to Domains II and III of the CPACE Content Specifications and requires a written response of approximately 300-600 words.

**CPACE–Video.** The video component of the CPACE requires the examinee to demonstrate knowledge, skills, and abilities in using effective communication skills in a professional interaction. This is done by completing a video submission, which includes (1) completing a context form to describe the setting and intent of the activity, (2) recording a 7 to 10-minute video of yourself completing a specific task (e.g., facilitating a meeting), and (3) completing a reflection form to provide an appraisal of the recorded activity.

Sample CPACE test questions are available at [http://www.cpace.nesinc.com/CP\\_practicetest\\_opener.asp](http://www.cpace.nesinc.com/CP_practicetest_opener.asp) for the written questions, and video component instructions are available at <http://www.cpace.nesinc.com/PDFs/CPACE-V%20Procedures%20Manual.pdf>. The CPACE examination was developed from the adopted California program standards and is fully aligned with those standards.

The CPACE is a new examination developed specifically for California. It is aligned with the Commission’s adopted program standards. The initial administration of the CPACE took place in June 2011 and the Commission set the passing score in August 2011. Within the field, stakeholders have divided opinions about the efficacy and/or appropriateness of an examination route compared to a program route.

The panel recommends maintaining an examination route to earning the preliminary credential, and collecting data to study the efficacy of the exam route as well as the program route.

***Potential Options for Commission Consideration:***

Option	Policy Option	Required Change
1	Maintain the examination-only option in accordance with statute as one pathway for the preliminary credential program. <i>If retained as Commission policy, the Advisory Panel recommends conducting research on candidate outcomes relative to those qualifying for the credential based on the examination route and those qualifying based on the program route.</i>	None
2	Eliminate the examination only option at the end of the current five-year contract.	<i>Education Code and Title 5 Regulations</i>
3	Establish an “Examination+” option. This approach would add additional requirements to this pathway such as prerequisites for taking the examination and/or a required fieldwork experience aligned to the fieldwork requirements in the program standards. Prerequisites needed in order to qualify for the Examination+ option might be an advanced degree in a related field,	<i>Education Code and Title 5 Regulations</i>

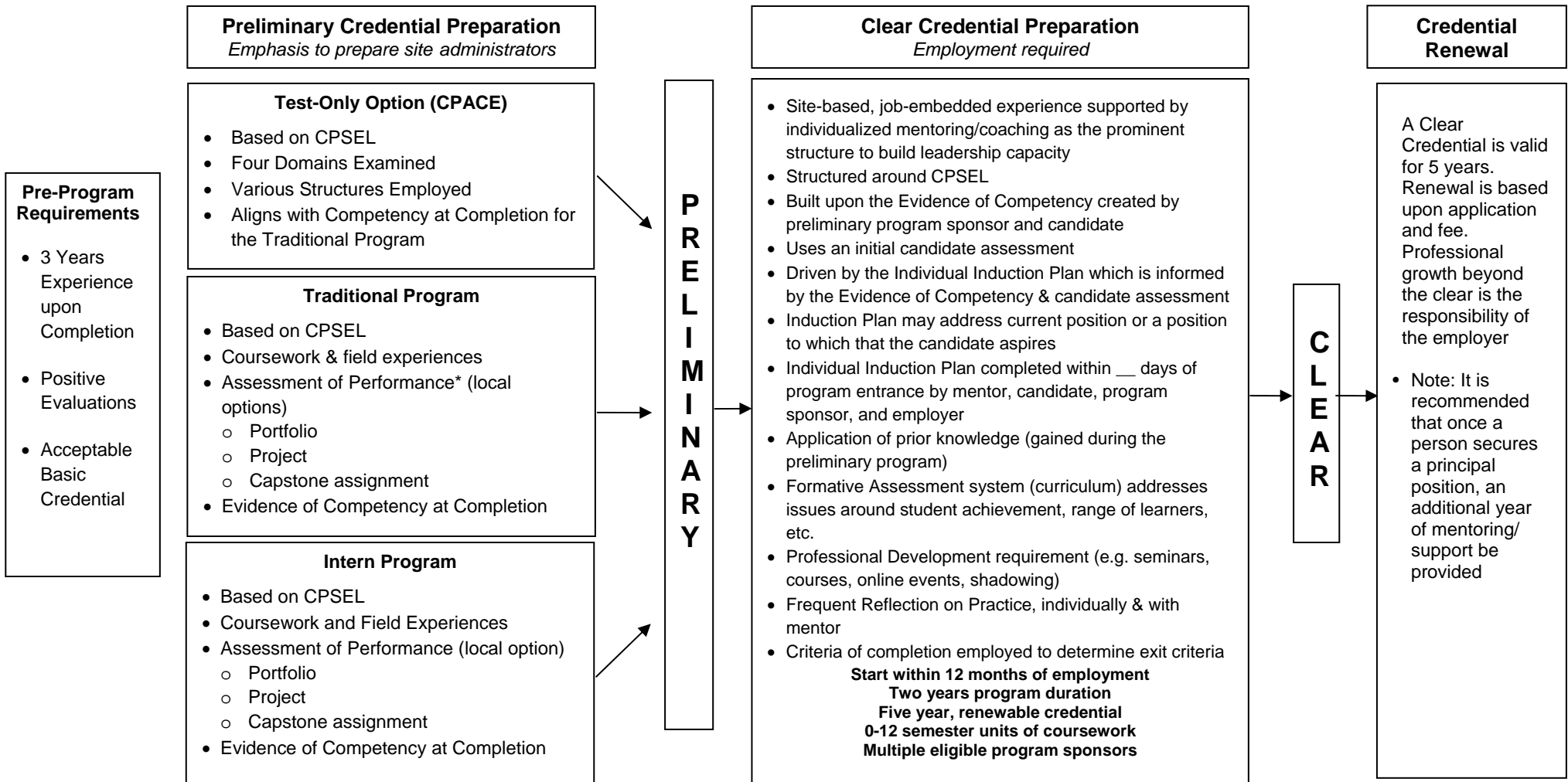


Option	Policy Option	Required Change
	verification of a certain number of years of service under a recognized educational credential (CA or out of state), or letters of recommendation from individuals specifying the candidate's prior leadership experience.	
4	Require completion of both a preparation program and the examination.	<i>Education Code and Title 5 Regulations</i>

**Staff Recommendation**

Staff recommends that the Commission discuss the two remaining recommendations from the Administrative Services Advisory Panel and take the action it deems appropriate.

# Learning To Teach



## SYSTEM QUALITIES

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

**Appendix A**  
**Administrative Services Credential Advisory Panel**

<b>Advisory Panel Member</b>	<b>Employer</b>	<b>Representing</b>
Danette Brown, Academic Coach	La Habra City School	CTA
Franca Dell'Olio, Director	Loyola Marymount University	AICCU
Patrick Godwin, Superintendent, retired	Folsom Cordova USD	ACSA
Kristen Hardy, School Psychologist	Ventura COE	AFT
Beth Higbee, Assistant Superintendent	San Bernardino County	CCESSA
Gary Kinsey, Associate Dean	Cal Poly Pomona	CSU
Christopher Maricle, Senior Consultant		CSBA
Nancy Parachini, Principal Leadership Institute	UC, Los Angeles	UC
Richard Bray, Superintendent (retired 6/2011)	Tustin Unified School District	
Chiae Byun-Kitayama, Principal	Los Angeles Unified School District	
Charlene Cato, Teacher	Lancaster Unified School District	
Joseph Davis, Deputy Superintendent, retired	Rialto Unified School District	
Stephen Davis, Professor	Cal Poly Pomona	
Peggy Johnson, Assistant Professor	CSU, Northridge	
Karen Kearney, Director/Leadership Initiative	WestEd	
Randall Lindsey, Emeritus Professor	CSU, Los Angeles	
Judy Moe, Administrator/Special Education	Los Angeles Unified School District	
Viki Montera, Assistant Professor	Sonoma State University	
Thelma Moore-Steward, Professor	CSU, San Bernardino	
Cynthia Pilar, Director Assistant Center	Sonoma COE	
Olivia Sosa, Director/Multilingual Education	San Joaquin COE	
Doris Wilson, Associate Professor	CSU, San Bernardino	
L. Steven Winlock, Director/Leadership Institute	Sacramento COE	
<b>Staff to the Advisory Panel</b>		
Ron Taylor, Title II Office	Department of Education	
Larry Birch, Professional Services Division	Commission on Teacher Credentialing	
Gay Roby, Professional Services Division		
Terry Janicki, Professional Services Division		
Cheryl Hickey, Professional Services Division		
Terri Fesperman, Certification, Assignment and Waivers Division		

## Appendix B

### List of Agenda Items Relating to the Work of the Administrative Services Credential Advisory Panel and the CPACE

When	Title	Brief Summary	Link to Agenda Item
August 2008	Update on the Implementation of the 2003 Administrative Services Credential Standards	Explanatory item on the status of the preparation of administrators. Discussed 4 specific topics. Commission directed that examination issue return at a future meeting.	<a href="http://www.ctc.ca.gov/commission/agendas/2008-08/2008-08-3H.pdf">http://www.ctc.ca.gov/commission/agendas/2008-08/2008-08-3H.pdf</a>
October 2008	Options for Administrative Services Credential Examinations	Describes the current SLLA, new SLLA, and the option to develop a California specific examination.	<a href="http://www.ctc.ca.gov/commission/agendas/2008-10/2008-10-2B.pdf">http://www.ctc.ca.gov/commission/agendas/2008-10/2008-10-2B.pdf</a>
April 2009	Approval of Agreement Awards Over \$150,000 for Fiscal Year 2008-09	Allowed the Executive Director to execute a contract to develop the CPACE.	<a href="http://www.ctc.ca.gov/commission/agendas/2009-04/2009-04-2A-insert.pdf">http://www.ctc.ca.gov/commission/agendas/2009-04/2009-04-2A-insert.pdf</a>
January 2010	Plan for a Study of the Preparation of Leaders for California Schools	Provided the plan for the Administrative Services Advisory Panel work.	<a href="http://www.ctc.ca.gov/commission/agendas/2010-01/2010-01-2E.pdf">http://www.ctc.ca.gov/commission/agendas/2010-01/2010-01-2E.pdf</a>
April 2010	Draft Content Specifications for the CPACE	Content Specifications for the CPACE presented to the Commission for information.	<a href="http://www.ctc.ca.gov/commission/agendas/2010-04/2010-04-3E.pdf">http://www.ctc.ca.gov/commission/agendas/2010-04/2010-04-3E.pdf</a>
June 2010	Adoption of Content Specifications and Domain Weighting	Commission adopted the Content Specifications and the design of the CPACE.	<a href="http://www.ctc.ca.gov/commission/agendas/2010-06/2010-06-5C-insert.pdf">http://www.ctc.ca.gov/commission/agendas/2010-06/2010-06-5C-insert.pdf</a>
June 2011	Update on the Work of the Administrative Services Advisory Panel	First update on the work of the advisory panel presented to the Commission for information.	<a href="http://www.ctc.ca.gov/commission/agendas/2011-06/2011-06-5E.pdf">http://www.ctc.ca.gov/commission/agendas/2011-06/2011-06-5E.pdf</a>
August 2011	Adoption of the Passing Score Standard for the CPACE	Commission adopted the passing score for the CPACE.	<a href="http://www.ctc.ca.gov/commission/agendas/2011-08/2011-08-3B.pdf">http://www.ctc.ca.gov/commission/agendas/2011-08/2011-08-3B.pdf</a>
October 2011	Recommendations from the Administrative Services Credential Advisory Panel (information)	Full set of advisory panel recommendations presented to the Commission for information.	<a href="http://www.ctc.ca.gov/commission/agendas/2011-10/2011-10-3A.pdf">http://www.ctc.ca.gov/commission/agendas/2011-10/2011-10-3A.pdf</a>
November 2011	Recommendations from the Administrative Services Credential Advisory Panel (action)	Full set of advisory panel recommendations presented to the Commission for action. Commission takes action on 12 of the 14 recommendations.	<a href="http://www.ctc.ca.gov/commission/agendas/2011-11/2011-11-5B.pdf">http://www.ctc.ca.gov/commission/agendas/2011-11/2011-11-5B.pdf</a>

## **Appendix C**

### **Development of a Commission Examination**

The development process and associated activities are typically facilitated through the assistance of an external contractor who (1) bids on this work through a publicly-advertised Request for Proposals (RFP) process, (2) is selected following a review of all bids received, and (3) is awarded a contract for this purpose. Because of the highly detailed and complex nature of the work to be performed, the RFP is extremely thorough to ensure that the winning bidder's work will comply with the needs and requirements of the Commission. The content specifications, test questions, and related test materials developed under the contract are owned by the Commission during and after the development process.

Described below are the four major phases in the development of a Commission-owned examination.

***Phase One: Establishing the Examination Content Expert Panel.*** To assure that the content of the new examination reflects California standards and expectations, the Commission advertises for applications and nominations for experts in the particular content area. These experts will constitute the examination's Content Expert Panel. Applications are received and reviewed blind (i.e., with names and other identifying information removed from the application) by staff using a rating rubric to assure that only the most qualified applicants are considered for appointment to the panel.

Applications are considered not only with respect to the applicant's experience and background, but also with respect to a balanced representation of K-12 and postsecondary, geographic, ethnic and gender, and other demographic factors reflective of the California population. The names of the most qualified individuals identified through this rigorous screening and evaluation process are forwarded to the Executive Director for review and appointment. In addition, the Commission has a standing Bias Review Committee that reviews all test materials for issues of bias. This committee is also notified of the pending examination development work.

For test security purposes, all panel and Bias Review Committee members sign confidentiality and non-disclosure agreements at the start of each meeting and again before looking at each draft document they review. Members may not take the examination on which they work for credentialing purposes for a period of three to five years, depending on which examination they worked on, and members may not use their inside knowledge of the examination content for candidate test preparation purposes.

***Phase Two: Defining the Content for the Examination.*** The work of the panel begins with the identification and review of the most current California K-12 standards and other standards, frameworks, advisories, literature, and research in the content area of the examination. Through reviews of these guiding documents, the Content Expert Panel drafts content specifications that define the content eligible to be assessed by the examination. Content specifications are typically structured by (1) domains, which are overarching content areas accepted by the field, (2) competencies or divisions that reflect more detailed definitions of topics within each domain, and (3) descriptive statements or examples of each competency.

The Content Expert Panel and Bias Review Committee activities are facilitated by the contractor, including correspondence to the members, and handling meeting and travel arrangements. Contractor staff facilitate the meetings, responding to technical and psychometric questions and documenting all recommendations of the groups.

After the draft of the content specifications has been reviewed by the panel and by the Bias Review Committee, a statewide content validation survey is developed and implemented to collect data on the importance and comprehensiveness of each competency of the content specifications. The following are sample questions from a content validation survey.

- How important are the knowledge, skills, or abilities addressed by this competency for performing the job of a California public school teacher providing instruction to K–8 students?
- How well does the set of descriptive statements represent important examples of the knowledge, skills, and abilities addressed by the competency?
- To what extent does the set of statements, as a whole, reflect the knowledge, skills, and abilities that are needed for effective job performance by a California public school teacher providing instruction to K–8 students?

Survey distribution is supervised by Commission staff and the responsibilities for implementation of the survey are shared by the Commission and the contractor. The Commission posts information on the CTC website regarding the survey and encourages site visitors to access and complete the survey. The contractor hosts the survey on its website, widely distributing the survey either online or in written form to stakeholders across the state, and collects and summarizes the survey data for review.

Results of the content validation survey are reviewed by the Content Expert Panel and used to assure that the finalized content specifications reflect what practitioners and other experts in the field identify as relevant, necessary and current knowledge that would be needed by a beginning, credentialed practitioner.

In the meanwhile, panel members work on establishing the recommended test structure (i.e., subtests, if any, and the types of questions that would best match the particular content such as multiple-choice and/or constructed-response questions). In addition, the final content specifications and test structure are reviewed by the Bias Review Committee. At that point, an agenda item is presented to the Commission by staff for review and approval of the content specifications, and the contractor begins to draft test questions for review by the Bias Review Committee and Content Expert Panel.

***Phase Three: Developing Test Questions.*** Draft test questions are first reviewed by the Bias Review Committee and then by the Content Expert Panel. Test questions are then revised as approved by the panel and field tested. Field-test results, including the performance of individual test questions, are provided to the panel in finalizing test questions. Any modifications to questions are also reviewed by the Bias Review Committee.

***Phase Four: Setting Passing Scores.*** After the first administration of the examination, a different group of experts is appointed by the Executive Director through an open application,

nomination and review process to serve as a standard-setting panel to set the recommended passing scores for the examination. This panel will also include one or two liaison members from the original Content Expert Panel that worked on the development of the examination. The standard-setting panel's work includes:

- Taking the examination from the first administration;
- In a first round of review, rating the difficulty level of each question relative to what knowledge and skills should be expected of beginning practitioners in that area;
- In a second round of review, systematically identifying for each section (e.g., multiple-choice versus constructed-response questions) the weighting of item types and a recommended passing standard; and
- In a third and final review, confirming a recommended passing standard for each test or subtest on which scores can be earned by candidates.

As is required for the Content Expert Panel and the Bias Review Committee, all standard-setting panel members sign confidentiality and non-disclosure agreements at the start of each meeting and again before looking at each draft and each final document they review to ensure test security. The members may not take the examination on which they work for credentialing purposes for a period of three to five years (depending on the particular examination), and they may not use their inside knowledge of examination content and questions for candidate test preparation purposes.

An agenda item with the recommended passing scores and weighting for the examination is presented by staff to the Commission for approval. After the passing scores are approved by the Commission, the candidates who took the initial administration are notified as to their passing status, and the passing standards are made public.

Once this entire process has been completed, the examination is then ready for ongoing use with candidates. From beginning to end, the process of developing and implementing a new examination for general use takes approximately a year and a half to two and a half years, depending on the scope and complexity of the specific examination. In order for the Commission to maintain viable, legally defensible examinations, the content of these examinations must be periodically reviewed as part of a validity study that ensures that the examination reflects the most current California K–12 or other applicable standards, frameworks, and relevant documents.

**Appendix D**  
**CALIFORNIA PRELIMINARY ADMINISTRATIVE CREDENTIAL**  
**EXAMINATION (CPACE)**

**CONTENT SPECIFICATIONS**

**Adopted June 2010**

<b>Domain</b>	<b>Range of Competencies</b>
I. Visionary and Inclusive Leadership	01–02
II. Student Learning	03–04
III. Systems for Capacity Building	05–06
IV. Resource Management and Educational Law	07–10

**"All students"** and **"all student groups"** are referenced throughout the CPACE Content Specifications. These groups include students with diverse linguistic backgrounds, including English Learners; students with diverse ethnic, racial, socioeconomic, cultural, academic, and family backgrounds; male and female students; students with different gender identities and sexual orientations; students with disabilities; students who are advanced learners; and students with a combination of special instructional needs.



## DOMAIN I—VISIONARY AND INCLUSIVE LEADERSHIP

**0001 Understand how to provide leadership in facilitating the development, articulation, implementation, and stewardship of a shared vision of learning; collaborating with diverse constituents; and mobilizing school and community resources to achieve the vision and promote the success of all student groups.**

For example, includes knowledge of:

- major theories and concepts in educational leadership; the importance of viewing all aspects of educational leadership through the lens of student learning; and relationships between leadership theory and practice in the context of contemporary educational issues in California
- skills and strategies for facilitating the development of a shared vision for the achievement of all student groups based on data from multiple measures of student learning
- the characteristics of a sound and sustainable educational vision and the importance of aligning the school vision with the district's vision and goals
- skills and strategies for effectively communicating the shared vision, helping all stakeholders understand the vision, and encouraging the entire school community to work toward achieving the vision
- skills and strategies for leveraging and marshaling sufficient resources to implement and attain the vision for all student groups
- potential barriers to accomplishing a vision and effective ways to address and overcome barriers
- how to shape school programs, plans, and activities to ensure that they are integrated, articulated through the grades, and consistent with the vision
- how to facilitate the comprehensive integration of technology to support achievement of the vision
- how to ensure the inclusion of diverse stakeholder groups in change efforts and use the experiences and perspectives of those with diverse backgrounds to achieve the vision
- skills and strategies for strengthening schools through family and community partnerships
- the importance of communicating information about the school on a regular and predictable basis to all families through a variety of media and how to ensure that all constituents have ample access to information sources
- how to mobilize and leverage community support to promote equity, social justice, and success for all student groups

**0002 Understand the interplay of the political, social, economic, legal, ethical, and cultural contexts of education in promoting the success of all student groups.**

For example, includes knowledge of:

- the principles of democratic education and the ways in which historical, cultural, and philosophical forces; policy decisions; and prevailing practices influence education
- the role of schools in preparing students to be productive citizens and to meet challenges of the future
- the political, social, economic, and cultural contexts of education at the local, regional, state, and federal levels that affect California public schools and how to respond to and influence these contexts
- public school governance in California, including the structure and organization of public schooling and the roles and responsibilities of various individuals and system components
- the relationships between federal, state, and local educational policies and practices and the role of specified policies and practices in ensuring equitable, democratic education
- how to communicate and work effectively with all stakeholders, including district and local leaders, to generate support for the school, promote public policies that benefit students, and encourage improvement in teaching and learning
- effective, professional, and interactive communication with various audiences and for various educational purposes
- skills and strategies for welcoming the community and for developing and nurturing public support
- how to learn about and address the diverse expectations, needs, goals, and aspirations of family and community groups and incorporate this knowledge as a basis for decision making
- how to examine and respond to equity issues related to race, diversity, and access using inclusive practices
- principles and guidelines for acting fairly, responsibly, ethically, and with integrity in educational contexts
- how to communicate about, model, and hold oneself and others accountable for exhibiting personal and professional ethics, integrity, justice, and fairness
- how to use the influence and power inherent in a leadership position to enhance the educational program, promote learning for all student groups, and make fair and appropriate decisions

## DOMAIN II—STUDENT LEARNING

### **0003 Understand how to advocate, nurture, and sustain a positive culture of learning that emphasizes high expectations and an instructional program that promotes success for all student groups.**

For example, includes knowledge of:

- how to shape a positive school culture in which high expectations are the norm for all students and staff
- strategies for creating a positive, safe, and supportive learning environment for all student groups by promoting equity and respect among all members of the school community
- relationships between student behavior management systems and student success
- how to develop and implement positive and equitable behavior management systems that promote and support a collaborative, positive culture of learning
- standards-based curricula and how to work collaboratively to integrate and articulate programs throughout the grades
- how to establish a culture of individual and collective accountability among students, teachers, and other staff by developing and implementing an accountability system grounded in standards-based teaching and learning
- how to make evidence-based decisions regarding instructional improvement, including changes in practice, by analyzing, evaluating, and using various types of data to engage staff in advancing instructional effectiveness
- how to improve the academic performance of all student groups by using multiple assessments to continuously evaluate learning
- principles of educational equity and how to provide equitable access to the school, the curriculum, and available programmatic supports to all groups of students and their parents/guardians
- how to incorporate all types of diversity into the curriculum and educational activities in ways that are appropriate and that enhance teaching and learning
- discriminatory practices in education and how to identify, analyze, minimize, and eliminate potential personal and institutional bias
- skills and strategies for engaging all parents/guardians in the instructional program and in behavior management systems in ways that support high expectations

**0004 Understand effective teaching and learning and the use of instructional leadership to promote the success of all student groups.**

For example, includes knowledge of:

- theories, principles, and concepts related to student learning and development and best-practice applications in the school setting
- effective, research-based curriculum, instruction, and assessment and how to use this knowledge to plan, organize, and supervise curriculum, instruction, and assessment to meet California content standards
- classroom structures, schedules, instructional materials, and grouping practices that support teaching and learning goals and that facilitate active learning and promote student reflection and inquiry
- how to create a dynamic learning environment that appropriately integrates technology to facilitate student learning, creativity, and collaboration
- how student diversity influences teaching and learning and how to use research-based strategies to maximize achievement for English Learners, students with disabilities, and all other student groups
- policies and practices for determining student learning needs, placing students in appropriate learning contexts, and ensuring full access to the curriculum for all students
- how to coordinate the identification, acquisition, and use of internal and external resources to provide support and enhance achievement for all students

**DOMAIN III—SYSTEMS FOR CAPACITY BUILDING**

**0005 Understand how to use professional development for faculty, staff, and self to promote lifelong learning and the success of all student groups.**

For example, includes knowledge of:

- principles of adult learning and their use in designing, facilitating, and implementing effective, motivating, and data-driven professional development programs and opportunities that focus on authentic problems and student outcomes
- how to implement effective induction plans for new teachers and use a variety of methods, such as mentoring, coaching, observation, and feedback, to promote effective teaching and improve performance for all faculty and staff
- how to use data to assess and diagnose instructional needs, define staff goals for continuous improvement, and collaboratively design differentiated professional development to meet needs and achieve goals
- strategies for building staff capacity through systems of support and development, integrating opportunities for continuous learning into the educational environment, and engaging faculty and staff in ongoing reflection and self-assessment

- how to develop and implement a plan for self-improvement and continuous learning; use various types of activities and resources to engage in effective professional development; and reflect on personal leadership practices and their influence on others
- how to use time and technology effectively to improve instructional leadership and promote personal and professional growth

**0006 Understand organizational management and its use in creating positive and productive learning systems that promote the success of all student groups.**

For example, includes knowledge of:

- research-based strategies and best practices for establishing, monitoring, and evaluating organizational structures, processes, and systems that promote a culture of collaboration and respect and that maintain a focus on continuous improvement and enhanced achievement for all student groups
- principles and practices for initiating and sustaining a cycle of inquiry leading to growth and improvement in organizational effectiveness as evidenced by increased student learning
- how to initiate, monitor, and evaluate change processes within the organization and make needed adjustments to achieve goals
- how to address the concerns of stakeholders who may find change threatening and how to overcome barriers to change
- how to use systems thinking to set priorities and manage organizational complexity
- skills and strategies for engaging in collaborative, data-driven problem solving and decision making aimed at improving the learning environment and promoting achievement for all student groups
- skills and strategies for trust building, team building, consensus building, and conflict resolution and for promoting a sense of shared responsibility among all members of the educational community
- skills and strategies for providing opportunities for all staff to develop and use skills for collaboration, distributed leadership, reflection, shared decision making, and problem solving in support of student learning and for inspiring higher levels of performance, commitment, and motivation
- how to reach out to the broader community, including families, agencies, and community organizations, to promote organizational improvement
- principles and procedures for evaluating and using technology to facilitate effective and timely communication, manage information, enhance collaboration, and support effective management of the organization

## **DOMAIN IV—RESOURCE MANAGEMENT AND EDUCATIONAL LAW**

### **0007 Understand human resource management and its use in creating a positive and productive learning system that promotes the success of all student groups.**

For example, includes knowledge of:

- effective, legal, equitable, and ethical procedures for recruiting, selecting, hiring, inducting, developing, and retaining staff
- effective, legal, equitable, and ethical procedures for evaluating, supervising, disciplining, and dismissing staff
- how to support, motivate, recognize, and celebrate staff at various stages in career development
- skills and strategies for coordinating and aligning human resources, including making appropriate staffing and teacher placement decisions, to support organizational goals and promote equitable learning opportunities for all student groups
- labor relations and collective bargaining as they relate to education in California, and contract implementation and management within the local setting
- how to manage legal and contractual agreements and records in ways that foster a professional work environment and ensure privacy and confidentiality for all students and staff, including using appropriate technological tools
- policies and procedures related to human resource administration, including relevant state and federal laws and regulations

### **0008 Understand operational management and its use in creating a safe, efficient, and effective learning environment that promotes the success of all student groups.**

For example, includes knowledge of:

- practices and procedures (e.g., record keeping, repair and maintenance, custodial services) and legal requirements (e.g., fire safety codes, OSHA regulations, Civic Center Act) for sustaining a safe, efficient, clean, well-maintained, and productive school environment
- how to manage school operations effectively within the structure of California public education rules, regulations, and laws and how to develop, implement, manage, and modify operational plans, procedures, and schedules to support student learning
- legal and policy requirements related to school safety and how to develop and implement plans and procedures for ensuring student and staff safety and building security
- effective and equitably applied student behavior management principles and practices, including tiered disciplinary measures, that promote a safe and productive learning environment for all students
- principles and practices related to crisis planning and emergency management

- strategies for allocating and utilizing space to meet instructional needs and accommodate extended learning programs (e.g., intervention programs, before/after-school programs, summer school programs, volunteer programs)
- the use of technological systems and tools to support the management of school operations
- procedures, practices, and legal requirements for managing auxiliary services (e.g., federal and state regulations related to food services, health services, student transportation, free and reduced-price meals)

**0009 Understand fiscal and material resource management and its use in creating efficient and effective learning systems that promote the success of all student groups.**

For example, includes knowledge of:

- how to coordinate and align fiscal and material resources to support learning for all student groups
- the financial implications of serving a diverse student population and the relationships between equitable resource management and effective instructional leadership
- how to use planning and problem solving to allocate fiscal and material resources effectively, legally, equitably, ethically, and in ways that align with teaching and learning goals for all student groups
- procedures for evaluating the use of resources and their educational impact
- how to leverage and maximize existing resources and seek new resources to enhance teaching and learning
- procedures for developing, managing, and monitoring balanced budgets and for involving stakeholders in budgeting processes
- how to interpret budgets and adhere to restrictions on the transfer and use of funds from various sources, including student activity accounts, to meet educational needs
- school finance in California, including relevant laws and regulations (e.g., state and local revenue sources, capital and operational funding, federal funding)
- procedures for communicating and reporting accurate financial information to a variety of audiences (e.g., school boards, community members)
- types of financial records, procedures for accurate record keeping and reporting, including legal requirements, and the use of current technologies for financial management and business procedures
- procedures for establishing and ensuring effective internal controls to safeguard financial operations

**0010 Understand the legal dimensions of educational leadership.**

For example, includes knowledge of:

- constitutional rights and protections for students and staff (e.g., due process, equal access, free speech, harassment) in various educational contexts and the role of the educational administrator in monitoring and ensuring their implementation
- legal issues and responsibilities related to an evolving technological culture (e.g., ensuring equitable access to digital tools and resources to meet all students' needs, implementing policies for the safe and appropriate use of information technology, promoting responsible use of technology)
- how district policies and specific laws (e.g., related to students with disabilities, English Learners, parents/guardians, mandated reporting, confidentiality, liability) at the federal, state, and local levels affect individuals and schools and how to ensure that the school operates consistently within the parameters of applicable laws, policies, regulations, and requirements