
4B

Information

Professional Services Committee

Exploration of the Concept of a Preliminary Administrative Credential Candidate Performance Assessment

Executive Summary: This agenda item presents considerations for the potential development and implementation of a candidate performance assessment for the Preliminary Administrative Services Credential.

Policy Question: This agenda item raises several policy issues for Commission review and potential direction. Does the Commission wish to pursue the development of a performance assessment for Preliminary Administrative Services Credential candidates, and, if so, how would the Commission like to proceed to address options and issues raised in the agenda item?

Recommended Action: For information only

Presenters: Phyllis Jacobson and Mike Taylor,
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

Exploration of the Concept of a Preliminary Administrative Credential Candidate Performance Assessment

Introduction

This agenda item raises the possibility of the development and implementation of a performance assessment for all Preliminary Administrative Services Credential candidates and presents a number of issues relating to candidate performance assessment for the Commission's review and discussion.

Background

Based on statute (Education Code section 44270.5), the Commission presently authorizes two routes to obtaining a Preliminary Administrative Services Credential: a program route and an examination route. In 2010, the Commission adopted a set of candidate competencies that specify the set of knowledge, skills, and abilities (also known as Content Specifications) expected of all Preliminary Administrative Services Credential candidates (<http://www.ctc.ca.gov/commission/agendas/2010-06/2010-06-5C.pdf>). The Content Specifications are presented in Appendix A for reference; information about the validation process for the Content Specifications and how they are used within programs and the examination is presented in Appendix B.

Commission Interest in a Performance Assessment for Preliminary Administrative Services Credential Candidates

In recent years there has been increasing state and national interest in the concept of "performance assessment" of candidates for various types of licensure, including school administrators. California already is a national leader in the development and implementation of large-scale performance assessment for teachers, and is still in the learning process regarding anticipated and unanticipated measurement and implementation issues around the assessment of teaching performance.

Based on what has already been learned about assessing teaching performance, the Commission may wish to consider the possibility of pushing the assessment envelope further in terms of the potential development and implementation of a performance assessment for preliminary administrative services candidates. Through this assessment candidates would demonstrate their ability to apply the required content knowledge to the actual job role of a school administrator prior to earning the initial credential authorizing service as a school administrator.

State of the Art in the Nation Regarding Initial Administrator Performance Assessment

Developing an administrator performance assessment for initial licensure is an exciting, if daunting task, given that the field of administrator performance assessment is still in its infancy around the nation. It is important to have a context and a definition for what a "performance assessment" represents in order to understand what other states may be doing.

The term “Performance Assessment” typically is used to refer to an evaluation of the quality of actions taken and/or activities accomplished by a candidate within the actual job role to which the assessment is applicable. This is the case for California’s Teaching Performance Assessment (TPA) requirement, in which teacher candidates perform the role of the classroom teacher, including learning about students, lesson planning, lesson implementation, student assessment planning, assessment implementation, learning from student work, making a video of in-classroom performance, and self-reflection on the video as well as the full range of classroom performance over time. Performance assessment is typically most appropriate and effective when a candidate is actually performing the target job role.

However, although on the job performance it is the ideal setting for a performance assessment, not all candidates are in a position to perform the target job role. In teacher preparation, there is a period of student teaching, where the candidate acts as the actual classroom teacher and has the responsibility of the regular teacher for instructing students. The same is not the case for administrative services credential candidates. Although programs provide a variety of field experiences, these candidates typically do not have a period of time analogous to student teaching, wherein they would be practicing, performing, and having the responsibilities of the actual job role of a school administrator in a K-12 public school for a concerted and formally-organized period of time.

In situations such as this, performance assessment is sometimes considered to be represented by a simulation of the actual job role activities and/or actions. Proxies for actual job performance such as written responses to simulations of job situations may sometimes be termed as a “performance assessment.” This is a significantly different meaning, however, than the term is typically understood and used in the measurement field.

What other states are doing for initial administrator licensure assessment: With respect to a capstone assessment for administrative candidates for initial licensure, some states continue to use the School Leadership Licensure Assessment (SLLA) from Educational Testing Service (ETS). Other states such as Arizona, Colorado, Florida, Georgia, Illinois, New Mexico, New York, Oklahoma, and Oregon use their own Pearson-developed assessment that includes multiple choice questions plus written “performance assignments” such as a case study, an educational issue assignment, and a work product assignment. The “performance assessment” aspects of these assessments represent a proxy for actual on the job performance. This has also been California’s approach to initial administrator licensing assessment.

In Connecticut, according to the state department of education educator licensing website (http://www.eastconn.org/index.php?option=com_content&view=article&id=205), the SLLA has now been replaced by the Connecticut Administrator Test (CAT). All prospective administrators enrolled in Connecticut administrator preparation programs seeking a recommendation for the Initial Educator Certification for Intermediate Administrator or Supervision must pass the CAT. The CAT is administered as a paper and pencil test at a test center on four dates across the school year. There are four modules, each of which presents the candidate with a given context, supporting documents, and response directions. The first two modules focus on school instructional analysis at the elementary and at the secondary levels; the second two modules focus on strategic school profiles and community information, with the candidate asked to

describe a school improvement process based on the information provided at the elementary and at the secondary levels. Although Connecticut appears to have developed its own test, its format reflects those of other states in terms of providing a proxy for actual on the job performance.

Thus, none of the approaches discussed above represent an assessment of on the job performance of the candidate in an actual K-12 public school setting. This is relatively new ground for initial administrator licensure assessment. The Commonwealth of Massachusetts is moving towards a new performance-based assessment for the purpose of requiring candidates to “demonstrate successful application of the Professional Standards for Administrators through completion of a Performance Assessment for Initial Licensure.” Further information about this process is being researched.

Performance Assessments for Experienced Administrators: At the level of experienced administrators, however, many school districts have developed local observational instruments with rubric-based feedback. Such assessments can be used for formative and/or summative evaluation purposes. However, if an assessment is to be used in summative fashion for purposes of making decisions about candidates or examinees, the assessment should be both reliable and valid in order to have legal defensibility. This is a much higher standard of documented assessment quality than locally-developed assessment instruments used for formative assessment. The National Board for Professional Teaching Standards (NBPTS) has launched a performance assessment for principals, but this assessment is not yet available for review, and is pitched at the level of an accomplished administrator rather than an aspiring or beginning administrator. Information about this assessment is available at http://www.nbpts.org/products_and_services/national_board_certifica.

Administrator Assessment Performance Measures With Documented Reliability and Validity: A national study published in January 2010 by American Institutes for Research (AIR) (http://www.air.org/files/Measuring_Principal_Performance.pdf) looked at the rigor of some commonly-used principal performance assessment instruments, including the instruments’ documentation of reliability and validity. The AIR report focused on assessments for which there were publicly available performance assessment support documents that reported that the assessment was (a) intended for use as a performance assessment; (b) had been psychometrically tested for reliability and validity; and (c) was publicly available for purchase/use. The term “psychometrically tested” was defined by AIR as meaning that the instrument must be tested for reliability and validity using accepted testing measures, that the minimum reliability rating of 0.75 must have been achieved, and that content validity and/or construct validity testing must have also occurred.

As the report states in discussing the measures selected for inclusion, “Some measures, such as the ETS School Leadership Series examinations, provided extensive documentation of reliability and validity testing but no information about the formative use of results in performance assessment, so this measure was not included in the review. Other measures, such as the Chicago Public Schools’ principal performance rubric, are clearly intended for use during performance assessments, but no documentation was available about the validity or reliability of those measures.” (p. 4)

Based on the AIR criteria, 20 assessments were identified, of which eight principal performance assessments were included in the report. Most of the assessments were developed at least six years ago or earlier, given the need to establish reliability and validity testing following the extensive development of the measure itself. Of the eight principal performance assessments, only one earned a “high” reliability rating: the Vanderbilt Assessment of Leadership in Education (VAL-ED). Three earned a “moderate” reliability rating: Diagnostic Assessment of School and Principal Effectiveness; Instructional Activity Questionnaire; and Performance Review Analysis and Improvement System for Education (PRAISE). The remaining four instruments all had “poor” reliability ratings. These findings illustrate the overall difficulty of developing and validating an educator performance assessment, especially one that is to be used to make high-stakes licensure and/or employment decisions about examinees.

Policy Options for a Preliminary Administrative Services Credential Candidate Performance Assessment

Introduction

The following discussion is predicated on the assumption that the Commission chooses to move forward with the idea of developing a performance assessment for all credential candidates for the Preliminary Administrative Services Credential. The decision to move forward is the first critical policy point.

Once that decision is made, the most appropriate way forward would be to start with what California has learned over the past decade about TPA design and implementation processes. Thus, the necessary next policy step would be to define what the expected performance assessment would measure. Within the teacher preparation sequence the candidate’s mastery of the Commission-adopted expectations for candidate competency is addressed within the program’s coursework and program-level candidate assessments. The candidate’s application of that content knowledge to an on the job performance in a K-12 public school is assessed by a Commission-approved Teaching Performance Assessment, which is anchored in the Commission-adopted *Teaching Performance Expectations*. The *Teaching Performance Expectations* define what a beginning teacher should know and be able to do and are aligned with the *California Standards for the Teaching Profession*.

There is not, however, a concomitant set of “California Administrator Performance Expectations” (CAPEs) analogous to the adopted *Teaching Performance Expectations*. There are Commission-adopted preliminary program standards which include the California Professional Standards for Educational Leaders (CPSELs) and an adopted set of Content Specifications (see discussion above and Appendices A and B). The development of the Content Specifications was based on the adopted program standards, but these specifications were developed more recently than the program standards (see Appendix B) and are thus a more current description of what a beginning administrator should know and be able to do. Content Specifications, however, do not serve the same function as performance expectations, which describe how a candidate is expected to apply content knowledge while performing the role of an administrator. The Content Specifications are provided here in brief, the full Content Specifications are provided in Appendix A.

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

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

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

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.
- 0008 Understand operational management and its use in creating a safe, efficient, and effective learning environment that promotes the success of all student groups.
- 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.
- 0010 Understand the legal dimensions of educational leadership.

Therefore, before design and development work on any potential administrative services credential candidate assessment could begin, the Commission would need to develop a set of *California Administrator Performance Expectations* that would be parallel to the *Teaching Performance Expectations*. The CAPEs would capture the on-the-job performance aspect of the adopted set of administrator Content Specifications that candidates would be expected to have

mastered within the program. Once they were developed and validated, the CAPEs would serve as the anchor set of standards for the development of a performance assessment that would require candidates to demonstrate their application of the content knowledge in the job role of a school administrator. The CAPEs would also serve as the basis for the actual scoring rubrics for the assessment. The CAPEs would provide the necessary guidance to assessment developers to build the performance assessment.

Policy Questions Around the Design of the Administrator Performance Assessment (APA)

Note: The discussion that follows flows from and is based on lessons learned during more than ten years of implementation of the TPA.

Decision point: Number of performance assessment models

As outlined in the April 2012 agenda item regarding implementation status of the TPA, we have learned from the multiple models approach to candidate performance assessment that having multiple models entails extensive systems of scorer training, calibration, and recalibration; increases the complexity of administration, scoring, data analysis, and data reporting; and has a series of implications for the role of the Commission vis a vis the model developers/owners (<http://www.ctc.ca.gov/commission/agendas/2012-04/2012-04-6B.pdf>). The Commission might want to consider whether a single statewide model of administrator performance assessment would be a preferable option as compared to having multiple models.

Decision Point: Type of Performance Assessment to be Developed

To provide guidance for the future development of an administrator-focused performance assessment, the Commission should determine if it wishes to pursue:

- a) only an administrative services credential candidate performance assessment that takes place within an authentic context (i.e., the candidate is actually performing in a sustained, formal context the role of an administrator); or
- b) a performance assessment that takes place within a simulated proxy context whereby candidates are not actually performing the role of an administrator but are presented with examples of actions, decisions, and the like that one might typically be called on to address within the role of an administrator; or
- c) a portfolio process within which candidates would be required to provide specified types of documentation demonstrating the candidate's ability to perform the job role of an administrator and which would use a rubric-based scoring scheme to evaluate the portfolio elements.

We believe, based on our experience with the TPA implementation that the most effective performance assessment measures the candidate's actual on the job performance. If the Commission wishes to pursue option (a), for an authentic-context situated performance assessment, it would also need to address how candidates would be able to obtain and complete a field experience analogous to student teaching on a sustained basis. In addition, capturing actual on-the-job performance for an administrator is more complex and more complicated than capturing the on-the-job performance of a public school classroom teacher, whose role is more clearly defined within the context of teaching students and usually takes place within the space of a physical classroom or classrooms. The sheer range of responsibilities and competencies expected of an administrator, across contexts and locations that shift from day to day, makes it

extremely difficult to develop performance assessment items for administrators. This is a key factor in why most of the currently available administrator assessment instruments tend to be proxy-based rather than on-the-job based.

Decision point: Local administration or centralized administration

The TPA has been a locally administered assessment since its inception. However, local administration entails a costly and significant burden on preparation programs to organize and administer the entire assessment program; to maintain an ongoing relationship with the model developer; to identify, select and train scorers; to maintain scorer calibration over time; to score candidate responses and provide feedback to candidates; and to organize, maintain, and report candidate and program level data. Having a single statewide model that is centrally organized and administered could potentially significantly reduce the burden on individual preparation programs as well as the overall cost of the assessment system.

Decision point: Local scoring or centralized scoring

We have learned from the TPA that one of the benefits consistently cited by programs is that local scoring by the program's faculty/staff enables the program to benefit from a first-hand look at candidate performance and thus to enable the use of performance assessment data to improve the program and its services to candidates. However, it would potentially be possible within a centralized scoring model for program faculty/staff to serve as assessors and thus to maintain a relatively close relationship to the program for purposes of using performance assessment data to inform program improvement decisions and actions. Centralized scoring could also potentially reduce the overall implementation cost of the performance assessment for programs.

Summary and Additional Factors to Consider

If the Commission wishes to pursue an administrator performance assessment, it would need to address whether the assessment or portfolio would be locally-developed and locally implemented, as the TPA currently is operated, or if the assessment would be centrally-developed and/or implemented, or some combination of the above. All of these decisions factor into the design and eventual development, administration, and reporting of candidate results, as well as the cost factors relating to the assessment development, validation, and ongoing implementation. In addition, discussion of how a potential APA (Administrator Performance Assessment) would be funded for both development and implementation is critical to potentially moving forward with the concept and the process.

There is also the significant factor of legal defensibility of the examination to consider, whatever the form or format the Commission ultimately chooses. If the examination is to be used as one determinant of whether a candidate is recommended for a credential, then the examination would need to meet rigorous standards of reliability and validity, similar to the many issues in this regard that the Commission is discussing with respect to the TPA. If the APA were to be required as large-scale state-mandated assessment similar to the TPA, it would be subject to the assessment quality standards represented by the *Joint Standards for Educational and Psychological Testing* of the American Educational Research Association, the American Psychological Association, and the National Council for Measurement in Education. These standards clearly outline requirements for assessment reliability, as well as for many other psychometric properties and requirements, that any potential APA model(s) should meet. These

standards are designed to assure that the properties of assessments that contribute to decisions about individual candidates are legally defensible. The considerations discussed above for potential Commission policy decisions regarding an APA have been formulated with the *Joint Standards* in mind.

Next Steps and Future Agenda Items

Based on Commission discussion and direction, staff will develop and present future agenda items related to the administrator performance assessment for Commission review and potential action.

Appendix A

Content Specifications the Commission Requires of Candidates for the Preliminary Administrative Services Credential

Visionary and Inclusive Leadership
Student Learning
Systems for Capacity Building
Resource Management and Educational Law

Important Notes

- References to “all students” and “all student groups” appear 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.
- Each domain includes two or more competencies. The order of the competencies and the order of the descriptive statements within each competency do not indicate relative importance or value.
- Some of the descriptive statements include examples (“e.g.”). The examples are *not* comprehensive. They are provided to help clarify the knowledge and abilities in the descriptive statement.

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

Appendix B

Description of the Use of the Preliminary Administrative Credentials and the Content Specifications Development and Validation Process

Content specifications underlie all of the Commission's program standards and examinations.

All of the Commission's program standards and examination content are anchored in a specific set of content specifications and/or Subject Matter Requirements (SMRs) developed by expert California school practitioners and formally adopted by the Commission. The content specifications and the adopted program standards define the set of candidate competencies the Commission expects of beginning practitioners and those at other levels of the professional continuum, as applicable.

The Commission's adopted a set of candidate competencies for all Preliminary Administrative Services Credential candidates form the basis for the administrative services examination content.

The content specifications (Appendix A) clearly define the set of knowledge, skills, and abilities that the Commission requires each candidate for a preliminary Administrative Services Credential candidate to have, whether the candidate completes the program or the examination option. The content specifications were developed through a rigorous and extensive participatory process involving input from a wide range of Commission stakeholders. The Commission adopted the Content Specifications, for the Preliminary Administrative Services Credential in June 2010 (<http://www.ctc.ca.gov/commission/agendas/2010-06/2010-06-5C.pdf>).

The Administrative Services content specifications are aligned with the Commission's current Administrative Services Program Standards, the CPSELs and with ISLLC Standards.

The draft content specifications developed by the expert work group appointed by the Commission were compared for consistency to relevant literature in the field, including the California Professional Standards for Educational Leaders (CPSELs), the adopted Preliminary Administrative Services Program Standards, and the 2008 Interstate School Leadership Licensure Consortium (ISLLC) Standards. Next, five nationally-known experts reviewed the draft to determine its relevance to the national standards and established theories in the field of school administration. Following the expert review, focus groups of practicing site, district, and county California administrators as well as some administrative personnel educators reviewed the draft. The groups focused on how well the draft reflected the level of knowledge, skills, and abilities needed by a capable novice administrator in California public schools. Subsequently the Commission's Bias Review Committee reviewed the draft content specifications to ensure that the content was free from issues of bias.

The Commission's content specifications for Preliminary Administrative Services Credential candidates underwent a rigorous content validation process.

The Commission's contractor, Evaluation Systems, completed a statewide survey to determine if California educators considered the draft content specifications valid for the work performed by the holder of a Preliminary Administrative Services Credential. This survey targeted three main groups of California educators: administrators, administrative personnel educators, and school

educators in non-administrative positions. Their responses aided the Development Team in refining the recommended draft Content Specifications that were ultimately presented to the Commission for adoption.

With the assistance of California employers, institutions, and teacher unions, Evaluation Systems distributed this survey to over 8000 educators reflecting the state's ethnic diversity, school population areas (urban, suburban, and rural), and school types (preschool, elementary, middle school, secondary, and adult education). Prior to opening the survey period, Evaluation Systems requested the superintendent of every district and county office of education as well as the dean of education and, for alternative certification programs, the program directors of each institution with an approved Administrative Services Credential program to encourage their staff to complete the survey. They also contacted the California Teachers Association (CTA) and the California Federation of Teachers (CFT), requesting that they assist in advertising the availability of this survey to their public school members in non-administrative positions. Thus, invitations to participate in the statewide survey were initially distributed to the following:

- Every district and county administrator identified in the California Department of Education's database, the California Basic Educational Data System (CBEDS).
- Each administrative personnel educator in Commission-accredited Administrative Services Credential programs whose email was available from the institution's website program director.
- Numerous certificated school educators in non-administrative positions as identified by the presidents of CTA and CFT and their respective Commission liaisons.

A total of 1,078 administrators, 6 administrative personnel educators, and 27 school educators in non-administrative positions responded to the survey.

The survey asked individuals to respond to the various aspects of the California Preliminary Administrative Credential Examination (CPACE) Content Specifications, including the importance of each of the ten competencies that are the bases for the four domains and the relevance of the respective sets of descriptive statements that further clarify the competencies. They were also asked to respond to the content specifications as a whole. The following lists the specific questions with their respective rating scale range:

- With respect to the individual competencies: *"How important are the knowledge, skills, and abilities described by the competency below for acceptably performing the job of an entry-level administrator in California?"* Rating scale: one = "no importance" to five = "very great importance."
- With respect to the set of descriptive statements: *"How well does the set of descriptive statements below represent important examples of the knowledge, skills, and abilities addressed by the competency?"* Rating scale: one = "poorly" to five = "very well."
- With respect to the competencies as a whole: *"How well does the set of competencies, as a whole, represent important aspects of the knowledge, skills, and abilities required for acceptably performing the job of an entry-level administrator in California?"* Rating scale: one = "poorly" to five = "very well."

In addition to the three specific survey questions, the respondents were also given an opportunity to provide feedback about the draft CPACE Content Specifications, particularly for any low ratings they may have given. The comments received included: “the competencies are all important,” “this framework looks like it does a good job of addressing necessary competencies,” and “these look quite comprehensive.”

The Commission’s current examination for Preliminary Administrative Services Credential candidates was developed to address and measure each of the content specifications.

Since the content specifications represent what the Commission and its administrative community stakeholders believe are critically necessary competencies for beginning administrators, all candidates for the Preliminary Administrative Services Credential who elect to use the examination route to the credential, as assessed against these competencies. The CPACE examination assesses candidates through multiple choice questions, constructed response questions and a video component (http://www.cpace.nesinc.com/CP3_practicetest_opener.asp).

Based on Commission direction at that time, the CPACE RFP specified the development and administration of an **entry-level content-based examination aligned with the adopted content specifications**. The examination was not intended or designed to be a performance-based assessment per se, although there are constructed response questions within the CPACE examination that require candidates to simulate the role of an administrator within the context of the question and associated reference documents included for the candidate’s reflection and/or intended action.