

*California
Commission on Teacher Credentialing*

*Meeting of
October 1-2, 2003*

AGENDA ITEM NUMBER: PERF - 1

COMMITTEE: Performance Standards

TITLE: Consideration of Request for Proposals Related to (1) Examinations and Coursework Standards for Instruction of English Learners, (2) the California Basic Educational Skills Test (CBEST), and (3) the Reading Instruction Competence Assessment (RICA)

 X Action

 Information

 Report

Strategic Plan Goal(s):

Goal 1: Promote educational excellence through the preparation and certification of professional educators

- Sustain high quality standards for the preparation of professional educators
- Sustain high quality standards for the performance of credential candidates

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Consideration of Request for Proposals Related to (1) Examinations and Coursework Standards for Instruction of English Learners, (2) the California Basic Educational Skills Test (CBEST), and (3) the Reading Instruction Competence Assessment (RICA)

**Professional Services Division
October 1-2, 2003**

Executive Summary

California Education Code Section 44259.5(b) requires the Commission to provide teachers, including teachers prepared in other states, with an examination route to fulfilling the requirements for certification to teach English learners. The examination must be aligned with updated English learner instruction standards contained in programs of professional preparation for preliminary certification. The Commission also needs to develop standards for programs of coursework that may be taken as an option to the examination.

Additionally, Education Code §44252 and 44252.5 require the Commission to develop and administer the California Basic Educational Skills Test (CBEST). Education Code §44283(b) requires the Commission to develop and administer the Reading Instruction Competence Assessment (RICA). The current contracts for administration of each of those exams will expire following the June 2004 test administrations. Also, a validity study of the RICA has not been conducted since the test was first administered in 1998.

The purpose of this agenda item is to request approval to release three Requests for Proposals (RFP): (1) for a contractor to develop and administer examinations for instruction of English learners and to work with a design team to develop standards for the coursework option described above; (2) for a contractor to administer the CBEST; and (3) for a contractor to administer and conduct a validity study of the RICA.

Fiscal Impact Summary

The Commission budget supports the costs of preparing the proposed Requests for Proposals and selecting contractors. Examination fees would support the contract costs.

Policy Issues to be Addressed

Exams for Instruction of English Learners

Should the Commission release an RFP to secure a contractor to develop program standards, and develop and administer examinations for instruction of English learners?

- Should examinations and coursework standards be developed for three levels of certification for instruction of English learners?
- Should the Commission limit the number of languages for which bilingual instruction examinations are offered?
- Should the Commission develop standards for coursework that already-credentialed teachers may take to earn a bilingual authorization?

CBEST

Should the Commission release an RFP to secure a contractor to administer the CBEST?

RICA

Should the Commission release an RFP to secure a contractor to administer and conduct a validity study of the RICA?

Options to Consider

Exams for Instruction of English Learners

Take action to move to release an RFP to secure a contractor to develop program standards, and develop and administer examinations for instruction of English learners.

- Take action to approve development of examinations and coursework standards for three levels of certification for instruction of English learners.
- Take action to limit the number of languages for which bilingual instruction examinations are offered.
- Take action to develop standards for coursework that already-credentialed teachers may take to earn a bilingual authorization.

CBEST

Take action to move to release an RFP to secure a contractor to administer the CBEST.

RICA

Take action to move to release an RFP to secure a contractor to administer and conduct a validity study of the RICA.

Consideration of Request for Proposals Related to (1) Examinations and Coursework Standards for Instruction of English Learners, (2) the California Basic Educational Skills Test (CBEST), and (3) the Reading Instruction Competence Assessment (RICA)

Professional Services Division

October 1-2, 2003

Introduction

This report describes three Requests for Proposals (RFPs) for the Commission to consider for release in the next few months. One is for a contractor to develop and administer new examinations to be used for certification of teachers of English learners. This RFP would also require the contractor to work with a design team to develop coursework standards for that type of certification. The second RFP is for the continued administration of the California Basic Educational Skills Test (CBEST). The current CBEST administration contract covers CBEST administrations through June of 2004. The third RFP is for the continued administration and a validity study of the Reading Instruction Competence Assessment (RICA). The last RICA administration under the current contract will be in June of 2004. For each contract, costs would be recovered through examinee fees as required by Education Code Section 44298.

Each of potential RFP is summarized below.

Examinations and Coursework for Instruction of English Learners

California Education Code Section 44253.3 requires the Commission to issue certificates that authorize instruction of English learners. Currently, those certificates are the Crosscultural, Language and Academic Development (CLAD) and Bilingual Crosscultural, Language and Academic Development (BCLAD) Certificates. CLAD Certificates authorize instruction for English language development (ELD) and specially designed academic instruction delivered in English (SDAIE). BCLAD Certificates authorize ELD and SDAIE instruction as well as content instruction in the student's primary language, and instruction for primary language development.

There are three potential routes by which candidates may earn certification for instruction of English learners. The first option allows candidates for an initial teaching credential to complete a teacher preparation program that includes competencies for instruction of English learners. Under the CLAD/BCLAD system, candidates for Multiple or Single Subject Teaching Credentials had the option of completing a teacher preparation program that included CLAD or BCLAD training to earn the additional authorization on their basic credential.

Assembly Bill 1059 (Duchenev), implemented as Education Code §44259.5, requires the Commission to ensure that accredited programs of professional preparation satisfy standards for preparation of teachers of English learners. The legislation required that the standards be based upon an independent job analysis of essential knowledge, skills, and abilities for instruction of English learners and include methodologies for comprehensive reading instruction.

That work has been completed and, effective July 1, 2002, all candidates enrolling in a Multiple or Single Subject Teaching Credential program at a Commission-accredited institution will earn a credential that authorizes instruction of ELD and SDAIE in the regular classroom and specialized settings. Updated standards for bilingual teacher preparation programs have yet to be developed, so bilingual candidates may still complete a BCLAD Emphasis program to earn that authorization.

Under the second route to certification for instruction of English learners, candidates who already hold a Multiple or Single Subject Teaching Credential may pass examinations to earn the authorization. Currently, teachers may earn a CLAD or BCLAD Certificate by passing the CLAD/BCLAD Examinations that are administered by National Evaluation Systems, Inc. (NES). AB 1059 requires the Commission to provide teachers, including teachers prepared in other states, with an examination route to fulfilling the requirements for additional certification to teach English learners. The examination must be aligned with the updated preparation program standards described above. New examinations must be developed to comply with the updated standards.

The final route to certification also applies to candidates who already hold a Multiple or Single Subject Teaching Credential and wish to earn an authorization to teach ELD and SDAIE. In lieu of the examinations described above, candidates may take coursework that meets specific standards. Updated standards must be developed for this coursework option so that the courses are aligned with the programs described in the first option above. The Commission may wish to consider also developing standards for coursework that already-credentialed teachers may take to earn a bilingual authorization.

Request for Proposals Related to Instruction of English Learners

Prior to pursuing an RFP, an effort was made to determine whether there are existing examinations that may meet California's needs. Staff obtained test specifications for examinations from two other states that have significant populations of English learners: New York and Texas. Staff reviewed the specifications for the New York and Texas tests to determine the degree of correlation to SB 2042 Program Standard 13. Specifications for bilingual tests used in those states were compared to the specifications for the current BCLAD exams. Additionally, two California experts in the area of instruction of English learners conducted a similar independent review of the New York and Texas test specifications. The results of each review showed that there was not a strong correlation among any of the exams.

Additionally, an open pre-bidders teleconference was conducted to gain input from potential contractors regarding the availability of suitable exams. The teleconference did not yield any new alternatives or recommendations regarding exams for teachers of English learners in California.

Because an examination was not located through the efforts described above, the Commission may wish to consider a direction to release an RFP. If approved, the RFP will ask bidders to submit proposals for the following tasks:

- 1) Develop test content specifications, test materials, and coursework standards;
- 2) Administer new examinations beginning in the fall of 2004 through June 2007;

- 3) Administer the current CLAD/BCLAD Tests 1-3 through June 2005 and Tests 4-6 through June 2006 to give candidates who have passed some of those tests the opportunity to pass the remaining tests and qualify for certification under current requirements;
- 4) Conduct passing standard studies for the new examinations; and
- 5) Conduct job analysis and validity studies related to instruction in the primary language prior to the work described in tasks 1-4 above. Similar studies that focused only on instruction of English learners in English were previously completed to meet the requirements of AB 1059.

Each of these activities are described below.

Develop test content specifications, test materials, and coursework standards

The proposed RFP would call for a contractor to work with a design team of specialists in the area of English learner instruction to review the results of the job analysis and validity study conducted in response to the requirements of AB 1059 and develop test content specifications, test materials, and coursework standards that are compliant with SB 2042 standards. The design team would be appointed by the Executive Director and would consist of educators with expertise in English learner instruction from public schools and institutions of higher education. The contractor would also work with the Commission's Bias Review Committee to review the specifications, standards, and materials to assure fairness to candidates from all backgrounds.

Test and Coursework Structure and Timelines

As explained earlier, the Commission issues two types of certification for instruction of English learners: one for instruction in English in the regular classroom and specialized settings and the other expands the authorization to include bilingual instruction in those same settings. Based upon changes in employment and teacher support needs in recent years, the Commission may wish to include a revised structure for examinations and coursework standards as part of this RFP. This proposed structure would include certification for three areas of instruction related to English learners:

- 1) Instruction of ELD and SDAIE in the regular classroom only. This new exam/coursework option would provide for a limited authorization for instruction of English learners. Under Senate Bill 395, employers are able to provide staff training through which experienced teachers may earn certification for instruction of English learners in regular classroom settings only. As a result of this program, employers have been able to appropriately assign many more teachers to positions requiring certification for instruction of English learners and qualify for state funding. The regulations allowing employers to provide this type of training will sunset in 2005. For this reason, the Commission may wish to include an examination/coursework option for this type of authorization as part of this structure.
- 2) Instruction of ELD and SDAIE in the regular classroom and specialized settings. This would be the equivalent of the authorization that candidates earn by completing a Multiple or Single Subject Teaching Credential preparation program under the updated AB 1059 standards.
- 3) Instruction in the primary language and for primary language development. Currently, bilingual examinations are available for ten languages. Considering the expense of developing examinations for each language and the low volumes of candidates who have

taken BCLAD exams for some of the languages offered, the Commission may wish to consider limiting the number of languages for which new examinations are offered. If the Commission chooses to do so, staff will present to the design team the BCLAD exam volume data and data from the California Department of Education regarding student languages. This information will be used to determine the number of languages and specific languages for which exams will be offered. When standards for bilingual programs are completed, institutions will be able to offer programs for any language.

The following chart shows the proposed examination and coursework routes to earn certification to teach English learners for each of the three authorizations described above. The chart shows how candidates currently earn certification and, under the proposed routes, how they would earn certification based upon whether they (1) are enrolled in a preparation program for a Multiple/Single Subject (MS/SS) Credential or (2) have already earned a Multiple/Single Subject Credential (or other appropriate prerequisite credential). Because standards for Multiple and Single Subject Credential programs have already been updated under SB 2042 to include preparation for instruction of ELD and SDAIE, no changes are needed for candidates in those programs to earn those authorizations.

Proposed Examination and Coursework Routes to Earn Certification to Teach English Learners

Authorization	Current	Proposed
Instruction of ELD and SDAIE in the regular classroom	<u>Enrolling in MS/SS Credential program:</u> Higher authorization through SB 2042 teacher preparation program	No change
	<u>Already hold MS/SS Credential:</u> SB 395 training through LEA (Sunsets 2005)	New exam or coursework
Instruction of ELD and SDAIE in the regular classroom and specialized settings	<u>Enrolling in MS/SS Credential program:</u> SB 2042 teacher preparation program	No change
	<u>Already hold MS/SS Credential:</u> CLAD exam or coursework	New exam or coursework
Instruction in the primary language and for primary language development	<u>Enrolling in MS/SS Credential program:</u> BCLAD Emphasis preparation program	New preparation program
	<u>Already hold MS/SS Credential:</u> BCLAD exam only	New exam or coursework

The structure for the examinations would be a tiered design in which candidates would take successive tests to earn higher authorizations.

It is intended that examinations and coursework standards for the first and second authorizations described above would be available beginning in the fall of 2004. A job analysis and validity study need to be completed for development of bilingual exams and program standards. Therefore, it is anticipated that those exams and program standards will not be available before fall of 2005.

Administer new examinations through June 2007

The contractor under this proposed RFP would administer the new examinations throughout California at least twice each year through June 2007. Administration of the tests would involve the following contractor responsibilities:

- assuring the security of the testing process and materials;
- producing all program communications and materials;
- producing annual registration bulletins;
- identifying and securing testing sites;
- registering candidates;
- hiring and training test administrators;
- administering the test at multiple sites;
- providing alternative testing arrangements to candidates with verified disabilities;
- hiring and training scorers;
- scoring and reporting scores to candidates, colleges, universities, Bilingual Teacher Training Programs, and the Commission; and
- producing reports.

To provide more convenience to candidates, it is proposed that the RFP require bidders to provide web-based registration and information services as part of their proposal. In addition to required test administration services, bidders would be asked to specify any no-cost enhancements that they would provide as part of their test administration program.

Administer the current CLAD/BCLAD examinations

To give candidates who have passed one or more of the CLAD/BCLAD tests the opportunity to complete remaining tests and qualify for certification under current requirements, the contractor would be required to continue to administer CLAD/BCLAD tests for a limited period. The RFP would propose that the contractor administer CLAD/BCLAD Tests 1-3 (to earn the CLAD) through June of 2005 and Tests 4-6 (to earn the BCLAD) through June of 2006. Only candidates who have previously passed one or more CLAD/BCLAD tests will be allowed to take tests at the final two administrations. Following those dates, all candidates will be required to take the new examinations.

Conduct passing standard studies for new examinations

The contractor would be required to conduct passing standard studies for each new test administered under this testing program. As a result of the studies, the contractor would provide options for passing standards for each test and those options would be presented to the Commission for consideration and adoption of passing scores.

Job analysis and validity study related to primary language instruction

Prior to developing an examination for bilingual instructors, the contractor would need to conduct a job analysis and a validity study to determine the appropriate skills to be tested. This work would also be performed in cooperation with the design team.

Release of RFP

If the RFP described above is authorized by the Commission, staff will release the RFP as quickly as possible and expects to return to the Commission in January with the results of the proposal review.

California Basic Educational Skills Test (CBEST)

The Commission issues credentials, certificates, and permits that authorize service as a teacher, administrator, counselor, or other professional service provider in California's public schools. Passage of the California Basic Educational Skills Test (CBEST), which measures basic proficiency in English reading, mathematics, and writing, has been a requirement for nearly all credentials, certificates, and permits since February 1, 1983. The CBEST has been administered under the aegis of the Commission since its initial administration in December 1982. It consists of three sections: the Reading and Mathematics sections, which include multiple-choice test items, and the Writing section, on which examinees write two essays.

The CBEST is currently administered by National Evaluation Systems, Inc. in accordance with a contract awarded in February 2001 on the basis of a competitive bidding process. The contract will expire on October 31, 2004.

The Proposed Request for Proposals for CBEST Administration

Historically, contracts for administration of the CBEST have been established for three-year periods. However, it may be necessary to re-develop the Commission's basic skills test sooner depending upon the results of the Commission's examinations consolidation study. For this reason, the proposed RFP would call for a contractor to administer the CBEST for a two-year period through June 2006.

Currently, the CBEST is administered six times annually in 35 areas across California, ranging from Arcata in the north to San Diego in the south. The CBEST is also administered outside of California, which facilitates the recruitment of out-of-state teachers. Because Oregon has established the CBEST as a requirement for educator licensure, the examination is administered there six times per year. Once a year, the CBEST is administered in Atlanta, Austin, Boston, Chicago, Detroit, Las Vegas, New York, Phoenix, Pittsburgh, Salt Lake City, and Seattle to people interested in teaching in California (or Oregon).

The CBEST is also administered by appointment for members of the U. S. military services in Europe and Asia, as well as the continental United States, who are preparing to transition into a career in education. The last administration under the current contract is scheduled for June of

2004. If the current administration schedule continues under the next contract, the first administration under the new contract would be in August 2004.

Administration of the CBEST involves the same types of contractor responsibilities as detailed on page 9 of this report.

Release of RFP

If approved, staff will release the RFP by December and will return to the Commission by March with the results of the proposal review.

Reading Instruction Competence Assessment (RICA)

California Education Code Sections 44283 and 44283.2 require that most California-trained candidates for initial Multiple Subject Teaching Credentials and Preliminary Level I Education Specialist Instruction Credentials pass the Reading Instruction Competence Assessment (RICA). Candidates can satisfy this requirement by passing either the RICA Written Examination or the RICA Video Performance Assessment.

In October 1997, as a result of a competitive bidding process, the Commission approved a contract with National Evaluation Systems, Inc. for the development and administration of the RICA. The RICA was administered for the first time in June 1998. The current contract will expire on October 31, 2004.

Proposed Request for Proposals Related to the RICA

As explained previously in this report, it may be necessary to re-develop the RICA over the next two years depending upon the results of the Commission's study to consolidate examinations. For this reason, the proposed RFP would cover a two-year period and call for a contractor to complete the following activities:

- Administration of the RICA through June 2006; and
- Review of RICA validity

Each of these activities are described below.

Administration of the RICA through June 2006

The proposed RFP would call for a contractor to administer the RICA through June 2006. Currently, the RICA Written Examination is administered six times annually in 18 areas across California, ranging from Arcata in the north to San Diego in the south. The RICA Video Performance Assessment is administered three times per year. The last administration of the RICA under this contract will be the July 2004 submission of the RICA Video Performance Assessment. If the current administration schedule continues under the next contract, the next administration of the RICA Written Examination would be in August 2004.

Administration of the RICA involves the same types of contractor responsibilities as detailed on page 9 of this report.

Review of RICA Validity

The validity study would involve a review of the current RICA content specifications (and related program standards) by a design team, a statewide job analysis/content validity survey, and, potentially, revised content specifications (and standards). If the results of the study suggest changes to the RICA content specifications, they would be presented to the Commission for adoption. If there are changes to the content specifications that require development of new test items, that work will be contained in a subsequent RFP for a contractor to continue to administer and develop the RICA.

Release of RFP

If approved, staff will release the RFP by November and will return to the Commission by February with the results of the proposal review.