

California Commission on Teacher Credentialing

*Meeting of
November 5-6, 2003*

AGENDA ITEM NUMBER: PERF - 1

COMMITTEE: Performance Standards

TITLE: Consideration of Request for Proposals Related to (1) Examinations and Coursework Standards for Teachers 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

Presented By: Amy Jackson and Mark McLean

Prepared By:

_____ **Date:** _____
Mark McLean
Assistant Consultant, Professional Services Division

Approved By:

_____ **Date:** _____
Amy Jackson
Administrator, Professional Services Division

Approved By:

_____ **Date:** _____
Beth Graybill
Interim Director, Professional Services Division

Authorized By:

_____ **Date:** _____
Dr. Sam W. Swofford
Executive Director

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

**Professional Services Division
November 5-6, 2003**

Executive Summary

The purpose of this agenda item is to request approval to release three Requests for Proposals (RFPs):

- (1) to conduct a validity study, develop and administer examinations for teachers of English learners, and develop standards for the coursework option to the examination;
- (2) to administer the California Basic Educational Skills Test (CBEST); and
- (3) to administer the Reading Instruction Competence Assessment (RICA), conduct a validity study of the RICA, and revise the test and program standards if necessary.

English Learner Examination (to replace the Crosscultural Language and Academic Development Examinations [CLAD])

California Education Code Section 44259.5(b) requires the California Commission on Teacher Credentialing (CCTC) to provide teachers, including teachers prepared in other states, with an examination route to fulfilling the requirements for certification to teach English learners. The Education Code also requires that the Commission conduct a validity study to determine the knowledge, skills, and abilities (KSAs) to be assessed on the test. The examination must be aligned with the content of the updated English learner instruction standards contained in SB 2042 programs of professional teacher preparation for preliminary certification and with the K-12 Student Academic Content Standards. The Commission also needs to revise current standards for coursework relating to the instruction of English learners that may be taken as an option to the examination.

California Basic Educational Skills Test (CBEST)

Education Code §44252 requires the Commission to ensure that candidates demonstrate proficiency in basic reading, writing, and mathematical skills prior to issuing a credential. Education Code §44252.5 requires the Commission to administer an examination to verify that proficiency. The Commission has developed and adopted the California Basic Educational Skills Test (CBEST) for that purpose. The current contract for the administration of the CBEST will expire following the June 2004 test administration.

Reading Instruction Competence Assessment (RICA)

Education Code §44283(b) requires the Commission to develop and administer the Reading Instruction Competence Assessment (RICA). The current contract for the administration of the RICA will expire following the July 2004 test administration. A new validity study of the RICA, originally validated in 1998, needs to be conducted. Revised test content specifications may need to be developed, depending on the findings of the study.

Fiscal Impact Summary

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

Options to Consider

Examinations for Teachers of English Learners (to replace CLAD)

Should the Commission release an RFP to secure a contractor to conduct a validity study, develop and administer examinations for teachers of English learners, and develop standards for the coursework option to the examination?

- Should an examination and coursework standards be developed to reflect two levels of authorization, one provided currently under SB 395 (authorization to teach English learners within the regular classroom setting only) and the other pursuant to AB 1059 (authorization to teach English learners both in the regular classroom and in specialized settings)?

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 the RICA, conduct a validity study of the RICA test specifications and content, and to revise the RICA test and program standards if necessary?

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

Professional Services Division

November 5-6, 2003

Introduction

This report describes for the Commission's consideration the following three potential Requests for Proposals (RFPs) for contractors to:

- (1) Conduct a validity study and develop and administer an examination to be used for certification to teach English learners in English. This new examination would replace the Crosscultural Language and Academic Development (CLAD) Examination. The RFP would also require the contractor to develop coursework standards for this certification in conjunction with CCTC staff and a Commission-appointed design team. The contractor would also be required to continue to administer the CLAD and the (Bilingual) Crosscultural Language and Academic Development (BCLAD) Examinations until new exams are developed. The contract developed as a result of this RFP would extend from approximately February 2004 to October 2008 covering test administrations through June 2008. Issuing the contract through October 2008 allows for final test administration reporting from the contractor.

Staff will return to the Commission at a later date for consideration of an RFP related to development of examinations to replace the BCLAD and program standards for teaching English learners in two languages

- (2) Continue the administration of the California Basic Educational Skills Test (CBEST). The current CBEST administration contract covers CBEST administrations through June 2004. The contract developed as a result of this RFP would extend from approximately March 2004 to October 2006 covering test administrations through June 2006. Issuing the contract through October 2008 allows for final test administration reporting from the contractor.
- (3) Continue the administration of the Reading Instruction Competence Assessment (RICA). The RFP would also require the contractor to conduct a validity study of the exam specifications and content of the RICA, and, if necessary, to revise the examination and revise program standards. The current RICA administration contract covers RICA administrations through July of 2004. The contract developed as a result of this RFP would extend from approximately March 2004 to October 2006 covering test administrations through July 2006. Issuing the contract through October 2008 allows for final test administration reporting from the contractor.

For each of the three potential new contracts, costs would be recovered through examinee fees, as required by Education Code Section 44298. Appendix A provides a chart showing the

timeline and examination administration dates for the current and proposed examination contracts.

Each potential RFP is summarized in the following sections of this report.

Examinations and Coursework for Teachers of English Learners

Introduction

California Education Code Section 44253.3 requires the Commission to issue certification for the instruction of English learners in English. Currently, that certification is the Crosscultural, Language and Academic Development (CLAD) Certificate. The CLAD Certificate authorizes instruction for English language development (ELD) and for specially designed academic instruction delivered in English (SDAIE).

There are three potential routes by which candidates may earn certification for instruction of English learners in English. Under the first option, candidates for an initial teaching credential complete an SB 2042 teacher preparation program that includes competencies for the instruction of English learners. Assembly Bill 1059 (Ducheny), implemented as Education Code §44259.5, required the Commission to ensure that approved programs of professional preparation satisfy standards for the preparation of teachers of English learners. The legislation provided that the standards be based upon an independent job analysis of essential knowledge, skills, and abilities for the instruction of English learners and include methodologies for comprehensive reading instruction. Pursuant to the provisions of SB 2042 and AB 1059, all candidates who complete a Commission-approved SB 2042 Multiple or Single Subject Professional Teacher Preparation program earn a credential that authorizes ELD and SDAIE instruction in the regular classroom and in specialized settings.

Under the second route to certification for the instruction of English learners, individuals who already hold a multiple/single subject teaching credential or other appropriate teaching credential may pass an examination to earn the authorization. Currently, teachers may earn a CLAD Certificate by passing the CLAD Examination administered by National Evaluation Systems, Inc. (NES). SB 2042 and AB 1059 increased the knowledge, skills, and abilities required for the authorization to teach English learners in the regular classroom as well as in specialized settings beyond the content specifications covered by the current CLAD examination. Since AB 1059 requires the Commission to provide teachers, including those prepared in other states, with an examination route to fulfilling the requirements for additional certification to teach English learners, this examination must be aligned with the updated SB 2042 professional teacher preparation program standards described above. A new examination must be developed to reflect the updated content related to teaching English learners that is now contained within the SB 2042 program standards.

The third route to certification also applies to individuals 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 CLAD examination described above, these persons may take coursework that meets specific standards. Updated standards must be developed for this coursework option so that the courses are aligned with the SB 2042 professional teacher preparation program content described above.

Request for proposals related to the instruction of English learners

Prior to pursuing an RFP approach, staff explored whether existing examinations could meet California's needs. Staff obtained test specifications for examinations from New York and Texas, two other states that have significant populations of English learners. Staff reviewed the specifications for these two tests to determine the degree of correlation with the applicable SB 2042 program standards (especially SB 2042 Program Standard 13, related to preparation for the instruction of English learners). 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 both reviews showed that the other states' exams and the content of Professional Teacher Preparation Program Standard 13 were not aligned.

In addition to reviewing extant examinations, 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 an existing exam for teachers of English learners in California.

Since there is no appropriate examination related to certification of teachers of English learners currently available, the Commission is being asked to direct staff to release an RFP for the purpose of developing such an examination. If the Commission so directs, staff will prepare an RFP that asks bidders to respond to the following tasks within the scope of work of the contract:

- 1) Develop test content specifications and test materials for a new examination, and develop coursework standards relating to the instruction of English learners;
- 2) Conduct a validity study of the new examination;
- 3) Administer the new examination;
- 4) Administer the current CLAD and (Bilingual) Crosscultural, Language and Academic Development (BCLAD) Examinations until new examinations are developed; and
- 5) Conduct a passing standard study for the new examination.

Each of these tasks is described below.

Task 1: Develop test content specifications and test materials for a new examination, and develop coursework standards relating to the instruction of English learners

The proposed RFP would call for a contractor to work with a Commission-appointed design team of specialists in the area of English learner instruction to review the results of the job analysis previously conducted in response to the requirements of AB 1059, and to develop test content specifications, test materials, and coursework standards that reflect the applicable SB 2042 professional teacher preparation program standards relating to the instruction of English learners. The design team appointed by the Executive Director 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.

Two levels of certification

The current CLAD certification authorizes instruction in English in the regular classroom and in specialized settings. Two pieces of recent legislation, however, provide for two different levels

of authorization to teach English learners. Completion of staff development provided through Senate Bill 395 authorizes the teaching of English learners in the teacher's regular classroom. Preparation pursuant to AB 1059 authorizes the teaching of English learners both in the regular classroom and in specialized settings. The Commission may therefore wish to provide for two levels of the new examination to reflect the two different authorization possibilities. These two levels are:

- 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 SB395, employers are able to provide staff development through which experienced teachers may earn certification for instruction of English learners in regular classroom settings only. As a result of this approach, employers have been able to appropriately assign many more teachers to positions requiring certification for instruction of English learners and thus to 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 the new examination structure.
- 2) Instruction of ELD and SDAIE in the regular classroom and in 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 SB 2042 standards.

The following chart shows the proposed examination and coursework routes to earn certification to teach English learners for each of the 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 professional teacher preparation program for a Multiple/Single Subject (MS/SS) Teaching Credential or (2) have already earned a Multiple/Single Subject Teaching Credential (or other appropriate teaching credential). Because standards for Multiple and Single Subject Teaching Credential programs have already been updated under SB 2042 to include preparation for the 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 in English

Authorization	Current	Proposed
Instruction of ELD and SDAIE in the regular classroom	<u>Enrolled in MS/SS Credential program:</u> authorization through SB 2042 professional 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 in specialized settings	<u>Enrolled in MS/SS Credential program:</u> authorization through SB 2042 professional teacher preparation program	No change
	<u>Already hold MS/SS Credential:</u> CLAD exam or coursework	New exam or coursework

The structure for the new examination, if the Commission chooses to provide for two levels of authorization as described above, would be a tiered design in which candidates would take successive test sections to ultimately earn the authorization to teach English learners both in the regular classroom and in specialized settings. Individuals may choose to take only those sections of the exam that authorize instruction of English learners in the regular classroom, or they may take all sections of the exam, which would provide the authorization to teach English learners in both the regular classroom and in specialized settings. It is intended that examination and coursework standards for both levels of authorization described above would be available beginning in the fall of 2004.

Task 2: Conduct a validity study of the new examination

The contractor under this proposed RFP would conduct a study of the draft test specifications for the new examination to determine how well they reflect current instructional practices. For this study, the contractor would gather statewide input from teachers of English learners, administrators of schools providing instruction to English learners, and faculty who prepare teachers of English learners. This information would be used to ensure that the examination will assess the knowledge, skills, and abilities necessary for effective instruction of English learners both in the regular classroom and in specialized settings. In conjunction with the Commission-appointed design team and CCTC staff, the contractor would use this information to update the test specifications and course content standards. Staff would present the recommended test specifications and course content standards to the Commission for adoption in the summer of 2004.

Task 3: Administer the new examination

The contractor would administer the new examination throughout California at least twice each year through June 2008. 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
- producing reports

To provide more convenience to candidates, the RFP would 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.

Task 4: Administer the current (Bilingual) Crosscultural, Language and Academic Development (CLAD/BCLAD) Examinations

To give candidates who have passed one or more sections of the CLAD Examination the opportunity to complete the remaining tests and qualify for certification under current requirements, the contractor would be required to continue to administer those tests through June of 2005. Only candidates who have previously passed one or more sections of the CLAD Examination will be allowed to take the CLAD test at the final two administrations. Following those dates, all candidates will be required to take the new examination. The contractor would also be required to administer the BCLAD (Bilingual, Crosscultural, Language and Academic Development) Examinations 4-6 (to earn certification to teach in two languages) until a new test for that area is developed.

Task 5: Conduct a passing standard study for the new examination

The contractor would be required to conduct a passing standard study for the new test. As a result of the study, the contractor would provide options for passing standards for the test. These options would be presented to the Commission for consideration and for adoption of a passing score for each test section.

Release of the RFP for examinations and coursework for teachers of English learners

If the Commission authorizes the RFP described above, staff will release the RFP as quickly as possible and expect to return to the Commission in February 2004 with the results of the proposal review and recommendations for awarding the contract. The contract developed as a result of this RFP would extend from approximately February 2004 to October 2008 covering test administrations through June 2008. Issuing the contract through October 2008 allows for final test administration reporting from the contractor. At a later date, staff will ask the Commission to consider an RFP related to development of examinations and program standards for teaching English learners in two languages (that will replace the BCLAD).

California Basic Educational Skills Test (CBEST)

Since February 1, 1983, passage of the California Basic Educational Skills Test (CBEST) has been a requirement for nearly all credentials, certificates, and permits issued by the Commission. The CBEST measures basic proficiency in English reading, mathematics, and writing. The CBEST has been administered under the aegis of the Commission since its initial administration in December 1982. CBEST consists of three sections: Reading, Mathematics, and Writing. The Reading and Mathematics sections include multiple-choice test items, and the Writing section includes two essays written by candidates.

The CBEST is currently administered by National Evaluation Systems, Inc. (NES), in accordance with a contract awarded in February 2001. This contract will expire on October 31, 2004.

Request for Proposals for CBEST Administration

Historically, contracts for administration of the CBEST have been for a three-year period. However, it may be necessary to redevelop the Commission's basic skills test sooner than usual, 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 only a two-year period through June 2006.

The CBEST is currently 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. 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). Because Oregon has established the CBEST as a requirement for educator licensure, the examination is administered there six times per year.

The CBEST is also administered by appointment for members of the U. S. military services who are preparing to transition into a career in education. The last administration under the current contract is scheduled for June 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 following types of contractor responsibilities within the scope of work of the contract:

- 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, and the Commission
- producing reports

Release of the RFP for administration of the CBEST

If the Commission approves the release of this RFP, staff will release the CBEST RFP by January 2004 and return to the Commission in March 2004 with the results of the proposal review and recommendations for awarding the contract. The contract developed as a result of this RFP would extend from approximately March 2004 to October 2006 covering test administrations through June 2006. Issuing the contract through October 2006 allows for final test administration reporting from the contractor.

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 for administration of the RICA was again awarded to NES in 2001 through a competitive bidding process. That contract will expire on October 31, 2004.

Request for Proposals related to the RICA

Depending upon the results of the Commission's study to consolidate examinations, it may be necessary to redevelop the RICA over the next two years. For this reason, the proposed RFP would cover a two-year period and call for a contractor to complete the following three activities:

- Administer the RICA through June, 2006
- Conduct a validity study of the RICA
- Potential RICA test development (if necessitated by the results of the validity study)

Each of the three activities is described below:

1. Administer the RICA through June 2006

The proposed RFP would require 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 following types of 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, and the Commission
- producing reports

2. Conduct a validity study of the RICA

The RICA validity study would involve a review of the current RICA content specifications and related program standards by a Commission-appointed design team, a statewide content validity survey, and, potentially, revised content specifications (and standards). If the results of the study indicate that changes to the RICA content specifications are necessary, the revised content specifications and program standards would be presented to the Commission for adoption.

3. Potential RICA test development

If the results of the validity study indicate the need for changes to the RICA, the contractor would be required to update the test items, and the testing and scoring materials. This work would be completed in collaboration with CCTC staff, the RICA Advisory Panel, and the Commission's Bias Review Committee.

Release of the RFP for the RICA

If the Commission approves the release of an RFP for the RICA, staff will release the RICA RFP by December 2003 and will return to the Commission in February 2004 with the results of the proposal review and recommendations for awarding a contract. The contract developed as a result of this RFP would extend from approximately March 2004 to October 2006 covering test administrations through July 2006. Issuing the contract through October 2006 allows for final test administration reporting from the contractor.

**Appendix A:
Timeline and Number of Annual Examination Administrations
For Current and Proposed Contracts**

Examination Contract	2003/04	2004/05	2005/06	2006/07	2007/08
Examination for Teachers of English Learners (EL)	exam development	exam development/ 2 EL exam admins; 2 CLAD/BCLAD exam admins	2 EL exam admins; 2 BCLAD exam admins	2 EL exam admins	2 EL exam admins
	_____New Contract period 2/04 – 6/08 _____				
CLAD/BCLAD	Current Contract ends 10/04 ^{1/}				
	2 exam admins				
CBEST	Current Contract ends 6/04				
	6 exam admins	6 exam admins	6 exam admins		
RICA^{2/}	Current Contract ends 10/04				
	6 WE exam admins; 3 VPA exam admins	6 WE exam admins; 3 VPA exam admins	6 WE exam admins; 3 VPA exam admins		

^{1/} Additional contract time allows for final examination administration reporting

^{2/} WE = Written Examination; VPA = Video Performance Assessment