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# 6E

## Information/Action

### *Professional Services Division*

#### **Plan for Implementation of Bilingual Certification Recommendations**

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##### **Executive Summary:**

At the June 1, 2006 Commission meeting, the Commission directed staff to return with a plan for implementing the Bilingual Certification Work Group recommendations.

##### **Recommended Action:**

Staff recommends that the Commission take action to approve the Implementation Plan and begin Phase I of the work.

**Presenters:** Susan Porter, Consultant, Marilyn Fairgood, Consultant, and Lawrence Birch, Director, 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 of professional educators.
- ◆ Sustain high quality standards for the performance of credential candidates



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# Plan for Implementation of Bilingual Certification Recommendations

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## Introduction

At the June 1, 2006 Commission meeting, staff and members of the Bilingual Certification Advisory Work Group (BCAWG) presented the Commission with the recommendations to the following four policy questions relative to bilingual certification.

1. Should the Commission explore alternatives to the current route to bilingual certification for already-credentialed teachers?
2. How shall the Commission maintain a structure for bilingual certification for those candidates who are in the process of earning a credential?
3. Given the increased number of languages spoken by students in California classrooms, how can the Commission provide bilingual certification for more languages?
4. How should newer models of instruction be considered in the development of updated requirements for bilingual certification?

The recommendations included in the June 1, 2006 agenda item were developed by the BCAWG. The work group synthesized information from the stakeholder meetings and the online survey to develop possible answers to the policy questions adopted by the Commission. This agenda item reviews these recommendations and outlines steps that the Commission might take to begin work on updating bilingual certification routes with these recommendations in mind.

## Themes Within the BCAWG Recommendations

At the June 1, 2006 meeting, staff presented the recommendations to the four policy questions that were developed by the BCAWG and were based upon a series of statewide stakeholder meetings and the online survey. (Please see Appendix A for a complete text of the BCAWG recommendations to the policy questions.) In order to develop an implementation plan for updating bilingual certification routes, staff conducted an analysis of the recommendations and found that there are three global themes:

1. **Multiple routes:** There should be multiple certification routes available to those seeking a bilingual teaching authorization. This is for both those seeking an initial credential and those currently credentialed teachers seeking a bilingual authorization. These multiple routes could include coursework and/or examinations for everyone seeking the

authorization. The routes would be aligned with SB 2042 standards and would be based upon a prerequisite English learner authorization. The Knowledge, Skills and Abilities (KSAs) for bilingual teachers need to be revisited and this information should drive the development of both the program standards and the examinations. The topic of required fieldwork was also discussed by the BCAWG.

2. **Number of languages:** It is important to maintain the bilingual authorization for the current nine languages and to explore how to add additional languages into the BCLAD system.
3. **Newer models of instruction:** The bilingual authorization should continue to authorize a teacher to teach in subjects and classroom settings for which they are authorized and in any bilingual setting currently available in California's K-12 public schools. The revalidation of the KSAs should reflect the knowledge, skills, and abilities required for all bilingual instructional settings, including two-way immersion program models.

The implementation plan proposes to provide increased access for candidates seeking bilingual certification through multiple examination and/or program routes within the context of changing fiscal and legislative policies. In implementing the plan, Commission could decide to increase access for new and currently credentialed teachers to seek bilingual certification, as well as to update and expand the languages available for bilingual certification. In order to assure a full range of examination options within in the context of statutory language, examinations need to be supported by examination fees. Simplification and streamlining of examination practices are encouraged in past and proposed legislation. Subsequent to the presentation of the BCAWG recommendations, the 2006-2007 state budget has provided funding for the development of seven specified language examinations for teachers of languages other than English (LOTE). An idea has emerged about the possible consolidation of language examinations as discussed in agenda item 6D at the Commission meeting. All these factors should be among those considered in the implementation of the bilingual certification recommendations. Further, at the June 1, 2006 Commission meeting, additional stakeholder groups were identified that should be consulted.

## **Implementation Plan**

Following is an overview of the range of activities that are included in the implementation plan. The plan has two major phases as outlined on page 5 of this agenda item. The activities can be completed in sequence or, in some cases simultaneously. If the Commission approves, work on Phase I could begin in September 2006. Staff estimates that completion of the activities described below could be done by September 2007 depending on the availability of workgroup members, additional experts in the content of each activity, and interested stakeholder group representatives.

### ***Update Knowledge, Skills and Abilities (KSAs) for Bilingual Teachers [Work Group Recommendation Numbers 1C; 1D; 1E; 3D; 4A]***

The CLAD/BCLAD examination has six subtests, the first three of which address teaching of English learners and the later three address teaching in bilingual settings. The KSAs for the first three domains of the former CLAD/BCLAD examination were re-validated in 2004 and are

addressed in the California Teachers of English Learners (CTEL) Examinations. The first three domains of CLAD/BCLAD are also integrated into the SB 2042 Program Standards for multiple and single subject teaching credential programs (*Standards of Quality and Effectiveness for Teacher Preparation Programs for Preliminary Multiple and Single Subject Teaching Credentials*, 2001). The Domains/KSAs for BCLAD Tests 4, 5, and 6, have not been updated since 1994. These domains are: (4) Methodology of content instruction in the pupil's primary language; (5) Knowledge of the culture associated with a specific language group; and (6) Competence in a language other than English that is spoken by limited-English-proficient pupils in California.

The recommendations from the work group and from stakeholders indicate that the KSAs for Domains/Tests 4, 5 and 6 should be updated to reflect the most current theories and practices in bilingual education. These updated KSAs would form the foundation for both program standards and examination specifications and are essential to the updating of the bilingual certification requirements. A work group of bilingual educators would be necessary to complete this activity.

***Determine prerequisites for candidates who wish to earn a bilingual authorization [Work Group Recommendation Numbers 1A; 1B]***

The BCAWG recommends that the current prerequisite requirements for teachers to earn a bilingual authorization should continue to apply for candidates who wish to pursue a bilingual authorization under future requirements. A teacher must hold a Crosscultural, Language, and Academic Development (CLAD) Certificate, or the equivalent, before applying for a bilingual authorization. Therefore, all candidates—currently credentialed teachers or credential candidates—would need to have an English learner authorization prior to, or earned simultaneously with, the bilingual authorization. Equivalent English learner authorizations include, but are not limited to: SB 2042 Credentials, Ryan Credentials with an AB 1059 Authorization, Ryan Credentials with a CLAD Emphasis, Ryan Credential holders with a separate CLAD Certificate, and English Language Development (LDS) Specialist Certificates.

The BCAWG discussed the possibility of accepting a Certificate of Staff Development (issued by the CCTC pursuant to AB 2913 and SB 395 [Education Code § 44253.10]), as meeting the prerequisite authorization for a bilingual authorization, but further study is needed.

***Update Examination Routes [Work Group Recommendation Numbers 1D; 1E; 1F; 2B; 3A-C; 3E-H]***

Currently, the BCLAD Examinations are administered for the following language authorizations: Armenian, Cantonese, Filipino, Hmong, Khmer, Korean, Mandarin, Punjabi, Spanish, and Vietnamese. Updating the examinations would require the revalidation of the KSAs for the BCLAD Examination and then updating Tests 4, 5, and 6 for those languages for which BCLAD Examinations are currently offered. This would also require that a test contractor develop new test items to align with the updated KSAs. If additional languages are needed, a Request for Proposals (RFP) could be released that would ask a test contractor to develop additional examinations, although the volume of individuals that might take these tests would be small.

Or, for those languages not currently offered through BCLAD or CSET LOTE Examinations, the updated KSAs could be used by assessor agencies for the development of assessments for less commonly taught languages (LCTLs). Outside agencies (county offices, institutions of higher education, etc.) could develop an assessment, to be approved by CCTC, for an LCTL as long as no other agency had already developed an assessment and there was not an existing BCLAD or CSET LOTE language competency exam for that particular language. These alternate assessments could be used as long as they were equal in scope and rigor to the BCLAD Examinations and were approved by the Commission. The work group also suggested that other assessments, such as those developed by the American Council of Teachers of Foreign Languages (ACTFL) or other similar organizations could be used to demonstrate competency in language proficiency for bilingual certification in LCTLs. However, most language proficiency examinations developed by these organizations are currently designed to assess speaking and listening proficiency in the target language and do not address reading and writing skills.

In another agenda item presented at this meeting (PSC 6D), a possible consolidation of foreign language examinations was introduced for Commission consideration. This examination consolidation could be explored by experts in the field of bilingual education, experts in examination development, and experts in the area of Languages Other Than English (LOTE) to determine the feasibility of consolidation across foreign language examinations or subtests within the examinations. Direction from the Commission and input from the field would be required in order to address these examination issues.

***Develop standards for the course route for new and experienced teachers earning bilingual authorizations [Work Group Recommendation Numbers 1C-E; 2A-D; 4A-C]***

As recommended by the BCAWG, one of the activities would require updating the current bilingual program standards for new teachers and allowing experienced teachers to utilize a course route to earn a bilingual authorization. For new and currently credentialed teachers, a course route could satisfy all of the KSAs developed for Domains/Tests 4, 5, and 6. Alternatively, teachers could satisfy the three domains through a combination of approved course work and examination(s). The work group recommended that the course route for candidates working towards their preliminary credential should be based upon standards that are integrated with SB 2042 requirements. In addition to revising the bilingual program standards, the BCAWG recommended targeted support for bilingual teachers during the induction phase of their teacher preparation.

The BCAWG also discussed whether there should be a required fieldwork component within the course route for both teacher candidates and for experienced teachers who wished to earn bilingual certification. This policy question needs further exploration, and should be addressed as the standards are developed for the course route.

Additionally, the BCAWG recommended a review and update of the KSAs for the Specialist Instruction Credential in Bilingual Crosscultural Education (Education Code § 44265), based upon a current job analysis and current policies and practices in bilingual education settings. Further work is required to determine what additional knowledge, skills, and abilities might be needed by a bilingual specialist.

### **Utilizing Expertise in the Field**

As the Commission proceeds with a plan to update bilingual certification pathways, members of the BCAWG could assist in the completion of many of the activities outlined in the previous sections. Because of their expertise and their familiarity with the issues, they would be an invaluable asset. Members that are able to continue to work with the Commission on updating the bilingual certification requirements might serve on the expanded work group, assist in planning and/or facilitating focus groups, or working on a subcommittee as the members' time allows.

This group of experts in bilingual education could be augmented by experts in foreign language education, as well as examination development specialists. In addition, teachers in K-12 schools could be helpful in job analyses and school district administrators could be helpful in determining staffing patterns and credential authorization needs in the schools. As discussed in the previous section, experts in other languages and cultures may also be needed to address Domains/Tests 5 and 6 of the current BCLAD Examinations and course routes. These experts could be assigned to work in a small subgroup, could participate in focus group discussions, or could be asked to complete surveys.

### **Implementation Activities by Phase**

<b>Phase I</b>	<b>Completion</b>
A. Invite members of BCAWG to participate in the activities described above	<b>August 2006</b>
B. Identify members of the expanded work group, including previous BCAWG members and additional experts, to work on activities C-E as outlined below.	<b>September 2006</b>
C. Seek input from personnel administrators, classroom teachers and examination experts through holding three focus groups, at regional locations, that will discuss: 1. Prerequisite credential requirements 2. The scope of the bilingual credential authorization 3. The elements in the job of a bilingual teacher that should be reflected in KSAs, particularly in the area of methodology	<b>September - October 2006</b>
D. Convene the workgroup (two two-day meetings, 1 per month) to review the findings of the focus groups. Begin preliminary work on the KSAs.	<b>October– December 2006</b>
E. Present a preliminary report to the Commission	<b>February 2007</b>

<b>Phase II (<i>Pending Commission action on Examination Consolidation</i>)</b>	<b>Completion</b>
A. Additional workgroup meetings (two two-day meetings, 1 per month). In addition, work with additional examination experts as needed to complete the activities. <ol style="list-style-type: none"> <li>1. Continue work and finalize KSAs</li> <li>2. Develop exam specifications based on KSAs</li> <li>3. Develop standards and procedures for bilingual programs for new and experienced bilingual teachers</li> </ol>	<b>February-April 2007</b>
B. Develop and release an RFP, if needed, for examination development	<b>Spring 2007</b>
C. Present the draft program standards to the Commission for initial review	<b>June 2007</b>
D. Present the program standards to the Commission for approval	<b>August 2007</b>

**Recommendation**

Staff recommends that the Commission take action to approve the Implementation Plan and begin Phase I of the work.

**Appendix A:  
BCAWG Recommendations to the Four Policy Questions Relative to  
Bilingual Certification**

<b>Policy Question 1:</b> Should the Commission explore alternatives to the current route to bilingual certification for already-credentialed teachers?	
A	<p>For currently credentialed teachers, BCAWG recommends that the current prerequisites to earning bilingual authorizations should continue for future bilingual authorizations issued by CCTC:</p> <ol style="list-style-type: none"> <li>1. Candidates must possess a valid credential or permit as authorized in Title 5 Regulations, Section 80015.2(a)</li> <li>2. Candidates must hold an English learner authorization (CLAD authorization or equivalent) as authorized in Title 5 Regulations, Section 80015.1.</li> </ol>
B	<p>The BCAWG recommends that a Certificate of Staff Development, as outlined in Education Code § 44253.10, should also be considered for partial fulfillment of the English learner authorization prerequisite outlined in A-2, above.</p>
C	<p>The BCAWG recommends that the Commission revalidate the six domains currently specified in the Bilingual, Crosscultural, Language and Academic Development examinations and authorizations as outlined in Education Code § 44253.5(c). <i>It should be noted that Domains 1 – 3 have been already revalidated through establishment of the California Teachers of English Learners Examination (CTEL):</i></p> <ol style="list-style-type: none"> <li>1. First- and second-language development and the structure of language,</li> <li>2. Methodology of English language development and specially designed content instruction in English</li> <li>3. Culture and cultural diversity</li> <li>4. Methodology of content instruction in the pupil’s primary language</li> <li>5. Knowledge of the culture associated with a specific language group</li> <li>6. Competence in a language other than English that is spoken by limited-English-proficient pupils in California.</li> </ol> <p>These domains, once revalidated, would be satisfied by all candidates wishing to pursue bilingual certification in California.</p>
D	<p>Requirements for Domain 4, “methodology of content instruction in the pupil’s primary language”, could be met through examination, CCTC-accepted IHE coursework, or CCTC-approved professional development.</p> <ol style="list-style-type: none"> <li>1. It is recommended that the Commission review and revalidate the knowledge, skills and abilities (KSAs) of the current methodology component.</li> </ol>

**Policy Question 1:** Should the Commission explore alternatives to the current route to bilingual certification for already-credentialed teachers?

E	<p>The requirements for Domain 5, “culture associated with a specific language group” could be met through examination, Commission-accepted IHE coursework, or Commission-approved professional development:</p> <ol style="list-style-type: none"><li>1. It is recommended that the Commission review and revalidate the knowledge, skills and abilities (KSAs) of the current cultural component of the BCLAD Examination.</li></ol>
F	<p>The requirements for Domain 6, “competence in a language other than English that is spoken by limited-English-proficient pupils in California” could be met in any of the following ways:</p> <ol style="list-style-type: none"><li>1. The candidate passes a CCTC-approved examination (example, Test 6 of the current BCLAD Examination). This is currently authorized in Education Code Section 44253.6.</li><li>2. The candidate holds a California Single Subject or Standard Secondary Teaching Credential with a major in the language to be authorized. This is currently authorized in Title 5, Section 80015.1(4)(B).</li><li>3. The candidate has earned a higher education degree from a foreign institution in which the instruction is delivered in the language to be authorized. This is currently authorized in Title 5, Section 80015.1 (4)(A).</li><li>4. The candidate has passed the language portion of the CSET Language Other Than English (LOTE) examination.</li></ol>

**Policy Question 2:** How shall the Commission maintain a structure for bilingual certification for those candidates who are in the process of earning a credential?

A	<p>The BCAWG recommends that the Commission develops bilingual teacher preparation program standards that align with SB 2042 Standards and include the following knowledge, skills and abilities (KSAs):</p> <ol style="list-style-type: none"><li>1. Current research and best practices related to pedagogy, first and second language development, linguistics, and biliteracy.</li><li>2. Current legislation and policies pertaining to second language learners and teacher preparation.</li><li>3. Bilingual program models, (e.g., transitional, two-way/dual language immersion, foreign language, maintenance, etc.).</li><li>4. Other instructional program settings for English Learners, including those that provide specialized English language development instruction for secondary students.</li><li>5. Social, economic and cultural contexts of the target community.</li><li>6. Student teaching or internship in bilingual instructional settings with English Learners in K-12 public schools.</li></ol>
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<b>Policy Question 2:</b> How shall the Commission maintain a structure for bilingual certification for those candidates who are in the process of earning a credential?	
B	Maintain existing multiple pathways to earn a bilingual credential that include: <ol style="list-style-type: none"> <li>1. Program coursework (e.g., university programs, blended programs, and internships), and</li> <li>2. CCTC-approved language competency, culture and pedagogy examinations.</li> </ol>
C	Develop a form of the teaching performance assessment (TPA) that is appropriate to measure teaching in a bilingual setting.
D	Develop induction support for bilingual teachers in the following ways: <ol style="list-style-type: none"> <li>1. Support will continue from the preliminary credential through induction to the professional clear credential,</li> <li>2. Support will include assignment of a bilingual support provider when available, and</li> <li>3. Complete SB 2042 Induction Standard 19 in a bilingual educational context when available.</li> </ol>

<b>Policy Question 3:</b> Given the increased number of languages spoken by students in California classrooms, how can the Commission provide bilingual certification for more languages?	
A	The BCAWG recommends there would not be a limit to the number of languages for which the Commission could provide bilingual authorizations. Additionally, the work group advises that all recommendations outlined in Policy Questions 1 and 2 are also applicable to those candidates wishing to pursue a bilingual authorization in a LCTL.
B	Candidates for the LCTLs must satisfy the requirements for the six domains currently outlined in Education Code §44253.5(c): <ol style="list-style-type: none"> <li>1. First- and second-language development and the structure of language,</li> <li>2. Methodology of English language development and specially designed content instruction in English,</li> <li>3. Culture and cultural diversity,</li> <li>4. Methodology of content instruction in the pupil's primary language,</li> <li>5. Knowledge of the culture associated with a specific language group, and</li> <li>6. Competence in a language other than English that is spoken by limited-English-proficient pupils in California.</li> </ol>
C	Maintain language competency examinations in those languages that are currently offered in the BCLAD Examinations, maintaining rigor in the target language competency in accordance with CCTC approved standards. The exams should include listening, speaking, reading, writing, and translation ability, as well as communicative and academic language skills.

<b>Policy Question 3:</b> Given the increased number of languages spoken by students in California classrooms, how can the Commission provide bilingual certification for more languages?	
D	Maintain the current KSAs for language competence for the current BCLAD Examinations.
E	Currently, BCLAD examinations are only offered in LCTLs only one time per year. BCAWG recommends that language competency examinations for less commonly taught languages (LCTLs) should be administered at least twice a year.
F	<i>For language examinations not currently available through the CCTC-approved testing contractor and/or not administered at least twice a year:</i>  The CCTC could consider the establishment of language panels for the development of assessment criteria and test specifications for the LCT language competencies.
G	Outside agencies (e.g., county offices of education, institutions of higher education) may develop one examination per target language, to be approved by CCTC for each of the less commonly taught languages, with the following considerations: <ul style="list-style-type: none"> <li>1. The CCTC would be responsible for initial and on-going review and revalidation of these examinations, and</li> <li>2. CCTC approved language exams would be accepted by all institutions that offer teacher preparation programs as meeting the language proficiency requirement for bilingual certification.</li> </ul>
H	Outside agencies (e.g., ACTFL, Defense Language Institute) could develop and administer examinations for each of the less commonly taught languages. Passing scores on these examinations would fulfill Domain 6 requirements and would be accepted by all institutions offering bilingual certification in that target language.

<b>Policy Question 4:</b> How should newer models of instruction be considered in the development of updated requirements for bilingual certification?	
A	Bilingual certification should continue to authorize teachers to deliver instruction in all bilingual program models.
B	Review and revalidate guidelines and standards for the current Specialist Instruction Credential in Bilingual Crosscultural Education, as authorized in Education Code 44265, based upon a current job analysis and changes in policies, program models and methodologies in bilingual education. Guidelines for the new authorization could consider the structures of the Reading Certificate (Education Code §44254) and the Reading Specialist Credential (Education Code §44265).
C	Consider exemplary professional development models and experimental programs in the development of the bilingual specialist credentials.