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Information/Action

Educator Preparation Committee

Concurrent Bilingual Authorization Candidates and the Teaching Performance Assessment Requirement

Executive Summary: This agenda item addresses the context of Concurrent Bilingual Candidates relative to the Teaching Performance Assessment requirement, and provides options for the Commission's consideration and potential staff direction.

Recommended Action: That the Commission consider the options presented and provide staff direction.

Presenters: Amy Reising, Director of Performance Assessment Development, and Miranda Gutierrez, Consultant, Professional Services Division

Strategic Plan Goals

I. Educator Quality

- b) Develop, maintain, and promote high quality authentic, consistent educator assessments and examinations that support development and certification of educators who have demonstrated the capacity to be effective practitioners.

II. Program Quality and Accountability

- a) Develop and maintain rigorous, meaningful, and relevant standards that drive program quality and effectiveness for the preparation of the education workforce and are responsive to the needs of California's diverse student population.

Concurrent Bilingual Education Candidates and the Teaching Performance Assessment Requirement

Introduction

This agenda item presents information on the topic of teacher candidates who are concurrently enrolled in a preliminary multiple or single subject credential program and a program leading to an added bilingual teaching authorization (concurrent bilingual credential candidates) and how they should complete the Teaching Performance Assessment (TPA) requirement. [Appendix A](#) provides information regarding the current process for obtaining a bilingual authorization and the number of concurrent bilingual candidates in California.

The TPA requires candidates to demonstrate their readiness to teach, using evidence collected or developed in the context of their student teaching, including residency, or intern teaching placement. For concurrent bilingual credential candidates, however, their teaching context may be in a setting where English is not the primary language of instruction. The Commission's [Assessment Design Standards \(ADS\)](#), which govern the development of TPAs, require candidates to address the teaching of English learners, as well as the development of literacy, but do not provide clarity or guidance for candidates in placements where English is not the language of instruction.

This item provides background information and options for Commission consideration regarding how the ADS could be interpreted or amended to address the instructional context of concurrent bilingual credential candidates and how these candidates should provide their responses to the TPA.

Background

Education Code 44320.2 requires all preliminary multiple and single subject credential candidates to pass a TPA as one requirement for earning the credential. To implement this statutory requirement, the Commission adopted the Assessment Design Standards to govern the design of assessments that measure candidate performance with respect to the [Teaching Performance Expectations](#) (TPEs). The TPEs describe the performance expectations for candidates at the level of a beginning multiple or single subject teacher. TPAs provide an authentic and objective assessment of candidate competence with respect to the TPEs measured by requiring candidates to do all of the following:

- Learn about the students in their placement;
- Plan, design, and implement effective instruction for all students;
- Make appropriate accommodations to support student learning;
- Assess student learning and use assessment results to inform the next cycle of instruction; and
- Analyze and reflect on their practice.

Teacher preparation programs are responsible for addressing the full scope of the TPEs through coursework, candidate field placements, and program level assessments of candidate competence. Taken together, completion of an approved preparation program and passage of a Commission-approved TPA that has met the ADS, ensure that candidates are sufficiently proficient in the TPEs before receiving a preliminary multiple subject or single subject teaching credential.

Problem Statement

The following elements of the Assessment Design Standards require all Commission-approved TPAs to assess each multiple and single subject candidate's ability to effectively teach English learners, and in the case of multiple subject candidates, to address both literacy and mathematics in their TPA submissions.

1(d) The model sponsor must include within the design of the TPA, candidate tasks that focus on addressing the **teaching of English learners**, all underserved education groups or groups that need to be served differently, and students with special needs in the general education classroom to adequately assess the candidate's ability to effectively teach all students.

1(e) For Multiple Subject candidates, the model sponsor must include **assessments of the core content areas of at least Literacy** and Mathematics. Programs use local program performance assessments for History/Social Science and Science if not already included as part of the TPA.

However, these standards have not anticipated the range of bilingual instructional contexts in which credential candidates are doing their fieldwork, which has an impact on their ability to meet the expectations of the ADS. Candidates who are concurrently earning a multiple or single subject teaching credential and a bilingual authorization may be in a variety of bilingual placements for their student teaching, residency, internship or other clinical practice where they are completing their TPA requirements. Language use for instructional purposes across these types of bilingual education program settings may vary widely. For example, candidates may be placed:

- in an immersion setting where no English is used;
- in a bilingual setting where English may be used but only for part of the day and for a subject that is not a core subject area;
- in a bilingual setting where English may be used but only for one particular core academic subject such as, for example, mathematics;
- in a bilingual setting where both English and another language are used at different times and for different subjects; or
- in any other type of bilingual setting where language use is not consistent across bilingual instructional settings.

Given this range of placement options, it could be challenging for concurrent bilingual credential candidates to demonstrate effective teaching of English learners as specified in ADS

1(d) as well as to address the ADS 1(e) requirement to address literacy and mathematics in their TPA response, if “literacy” is interpreted to mean “literacy in English.”

During the early years of implementation, the TPA was locally administered and scored by teacher preparation programs, which allowed significant variation across programs and TPA models. Each approved teacher preparation program determined how concurrent bilingual candidates submitted materials for the TPA with some programs requiring these candidates to translate all lesson plans, student work and required videos into English prior to submitting their TPA for scoring. As the Commission began revising and updating the TPEs, ADS, and CalTPA in 2015, members of the bilingual teacher preparation community requested that the Commission relieve concurrent bilingual credential candidates from the burden of translating their assessment materials for the TPA into English, allowing them instead to submit their completed TPAs in the language of instruction.

Clarifying the Commission’s intent regarding the teaching of all language learners and the role of English in developing student literacy for multiple subject credential candidates will help the field to provide appropriate support to concurrent bilingual credential candidates as they complete and submit their TPA responses. The following questions identify the areas where Commission input and direction are needed to guide implementation of the TPA for these candidates:

1. May concurrent bilingual credential candidates focus on language development for students in a language other than English within the content area(s) of their preliminary multiple or single subject credential? Or must all candidates for a teaching credential demonstrate through a TPA that they can effectively teach English learners in English?
2. Must the multiple subject TPA literacy task required by the ADS be completed in English or may this task focus on literacy development in the language of instruction?

Factors for Consideration

The following information is provided to help inform the Commission’s discussion of the questions posed above.

Candidate Ability to Teach English Learners

ADS 1(d) requires candidates to demonstrate the teaching of English learners but does not specify a particular language of instruction. Teacher preparation programs, as noted above, are required to help candidates learn, practice, and demonstrate competence related to all of the TPEs, particularly those not directly assessed on the TPA. If a concurrent bilingual candidate were in a teaching context when completing the TPA where English was not used as the primary language of instruction, these candidates would be required to demonstrate effective instruction of English learners in English within program coursework, fieldwork, and program-level assessments.

Assessing Literacy for Multiple Subject Candidates

ADS 1(e) requires multiple subject candidates to be assessed on the TPA in the areas of literacy and mathematics. Without specification in the ADS that “literacy” means literacy in English, the question arises as to whether it is necessary for the TPA to assess candidates’ ability to provide literacy instruction only using English or whether they may demonstrate effective literacy instruction using a language other than English. As noted above, teacher preparation programs are required, regardless of what is measured in the TPA, to assure that candidates are assessed in all TPEs, particularly those that may not be directly assessed on the TPA

Language Transference

The research literature on language transference may be helpful to the Commission in determining how best to address the needs of English learners and the development of literacy in classrooms where English is not the primary language of instruction. Language transference refers to the process by which knowledge and skills, such as, for example, concepts about print, sound-symbol correspondence, and making meaning from context, in one language help to support the development of similar skills in another language. This process, gives students who learn in more than one language strong support for the development of literacy across languages.

As cited in the rationale for California’s [Global 2030 initiative](#), “In recent decades, research on literacy development for bilingual learners confirmed that there are universal literacy skills and concepts that learners acquire, independent of their home language or language of instruction. This established work provides a basis for understanding the potential for language arts instruction for English learners in a language other than English.” [Appendix B](#) provides further research evidence for the benefits of transference in literacy instruction.

The revised CalTPA provides an example of how a candidate’s ability to work with language learners and develop literacy in a language other than English can be appropriately assessed. On the CalTPA, world language candidates are allowed to focus on *language development* rather than *English language development* in their TPA responses because the pedagogy of teaching a world language requires using the specific world language rather than English as the language of instruction for all students, including English learners. On the CalTPA, these candidates complete the same tasks and are assessed on the same TPEs as other single subject teacher candidates, and they focus on developing student literacy in a language other than English. Assessors have reported no problems with scoring TPAs in world languages thus far.

Given the growing body of research on language development and language transference, might it be acceptable within the parameters of the ADS to allow concurrent bilingual candidates to be treated similarly to world language candidates by allowing them to submit responses to the literacy task in a language other than English to demonstrate literacy instruction skills?

Bilingual TPA Assessors

As part of the first full operational year of administration of the revised CalTPA in 2018-19, a sufficient number of qualified bilingual assessors were available to score TPA materials submitted in the language of instruction. The number of concurrent bilingual credential candidates who participated in the CalTPA was small, and to date, most have submitted their student work samples and videos in the language of instruction, and their analyses and reflections in English. Assessors have reported no problems with scoring TPAs in two languages thus far for bilingual candidates.

Options for the Commission's Consideration

The following table provides options for the Commission's consideration with respect to concurrent bilingual candidates and how they might respond to the TPA in light of the ADS requirements explained above.

	Option	Benefits	Challenges	Implication for Implementation
Submit the TPA in the Language of Instruction	1a. Concurrent bilingual candidates submit materials in the language of instruction and provide their reflections and analyses in either language as the candidate chooses.	<ul style="list-style-type: none"> • Full range of bilingual placements for concurrent candidates are supported. • Assessors are fluent in both English and language of instruction so can score materials. • Multiple Subject candidates would focus on literacy in the language of instruction. 	<ul style="list-style-type: none"> • Does not require the candidate to work with an English learner during the TPA. 	<ul style="list-style-type: none"> • Allows a full range of bilingual placements to be used. • Program would need to assess skills related to teaching English learners. • Need to amend Assessment Design Standard 1(d).
	1b. Concurrent bilingual candidates submit materials in the language of instruction but their reflections and analyses must be in English.	<ul style="list-style-type: none"> • Full range of bilingual placements for concurrent candidates are supported. • Assessors are fluent in both English and language of instruction so can score materials. 	<ul style="list-style-type: none"> • Does not require the candidate to work with an English learner during the TPA. • Candidates reflecting and analyzing in English may need to translate in a written consequential assessment. 	
English for ELD skills	2. Concurrent bilingual candidates work with an English learner as required in ADS 1(d) and submit that portion of the TPA in English. Other portions could be submitted in the language of instruction.	<ul style="list-style-type: none"> • All candidates demonstrate ability to effectively teach English learners on the TPA. 	<ul style="list-style-type: none"> • Places restrictions on the range of bilingual placements for candidates or requires the candidate to do an additional placement. • Could present challenges for interns or residency candidates working in a language immersion setting where no English is used for instruction. 	<ul style="list-style-type: none"> • No changes to the ADS would be required. • Programs would have to locate additional placements.
All English	3. Concurrent bilingual candidates submit all TPA materials including reflection and analysis in English.	<ul style="list-style-type: none"> • Candidates demonstrate ability to effectively teach English learners on the TPA. 	<ul style="list-style-type: none"> • Places significant restrictions on the range of bilingual placements for candidates. • Could present challenges for interns or residency candidates working in a language immersion setting where no English is used for instruction. 	<ul style="list-style-type: none"> • Need to amend ADS 1(e) to require the focus to be on English literacy. • Programs would have to locate additional placements.

Staff Recommendation

Staff requests that the Commission discuss the policy questions as well as the possible options and implications identified in this agenda item regarding the situation of concurrent bilingual multiple and single subject candidates within the TPA process, and provide guidance or direction to staff.

Next Steps

Depending on the Commission's guidance and direction, staff will prepare an agenda item for a future Commission meeting for potential action.

APPENDIX A

Options for Earning a Bilingual Authorization and Numbers of Concurrent Bilingual Candidates

Candidates have three options for earning a bilingual authorization:

- (a) Completing a Commission-approved bilingual authorization program;
- (b) Passing the corresponding CSET exams; or
- (c) Completing a combination of both program coursework and exam(s) offered by a Commission-approved bilingual teacher preparation program.

Completion of a Bilingual Authorization program does not constitute a separate, stand-alone or initial teaching credential: rather, it is an authorization that may be added to a Multiple Subject, Single Subject, or Education Specialist teaching credential. Bilingual authorizations can be issued concurrently with the teaching credential or subsequently added to the teaching credential.

Currently, there are 34 program sponsors approved to offer the bilingual authorization in 14 languages, and these numbers are expected to increase as the number of program sponsors proposing a bilingual authorization program is rising. Additionally, there are 18 total languages for which candidates can currently earn the bilingual authorization. Table 1 lists the languages for which a bilingual authorization may be earned and how many program sponsors offer that language.

Table 1: Current Programs and Languages for Bilingual Authorization

Approved Programs by Segment					Total Programs by Language
Language	CSU	UC	Private	LEA	
American Sign Language			1		1
Arabic	2	1			3
Armenian	1				1
Chinese (Cantonese)	3	1	1		5
Chinese (Mandarin)	7	2	1		10
Farsi*					0
Filipino/Tagalog	2	1			3
French*					0
German*					0
Hmong	4				4
Japanese	1				1
Khmer	1				1
Korean	4	1			5
Portuguese	1				1
Punjabi	2				2
Russian*					0
Spanish	19	5	8	2	34

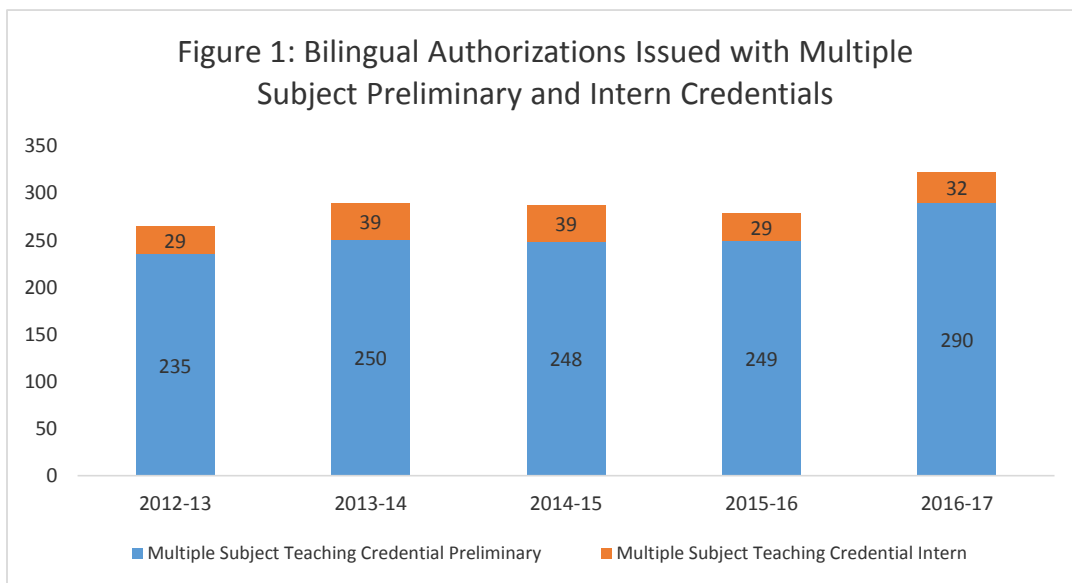
Approved Programs by Segment					Total Programs by Language
Language	CSU	UC	Private	LEA	
Vietnamese	3	1			4
Programs by Segment	50	12	11	2	Total BA Programs** = 75

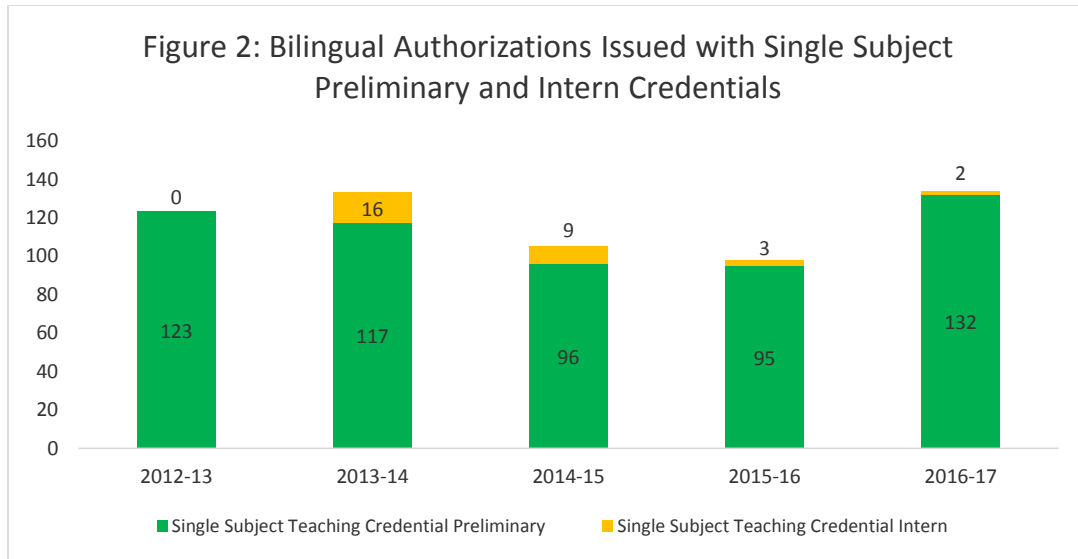
*No institution is currently sponsoring a Bilingual Authorization program in these languages though candidates may earn the Bilingual Authorization by taking and passing the corresponding CSET examinations.

**Count of Bilingual Authorization programs by language. These 75 programs are offered at the 34 institutions that sponsor Bilingual Authorization programs.

For the 2018-19 year, institutions using the CalTPA model, one of the three approved TPAs, reported enrollment of nearly 350 candidates who are concurrently earning a multiple or single subject credential and a bilingual authorization. It is unknown how many candidates might currently be in a placement where English is not used as the language of instruction for literacy or other content area instruction in the content area(s) of the candidate’s intended credential.

Figures 1 and 2 show the number of bilingual authorizations (by program or exam) concurrently issued with the intern or preliminary multiple and single subject teaching credential over the last five years. The totals do not include candidates who earned a bilingual authorization post-credential or by direct application to the Commission by passing the corresponding CSET exams.





Since 2012-13 there has been some fluctuation in the numbers from year to year, with the greatest increase over the last two years for which data are available. This is similar to the total number of bilingual authorizations issued as shown in Figure 3 below.

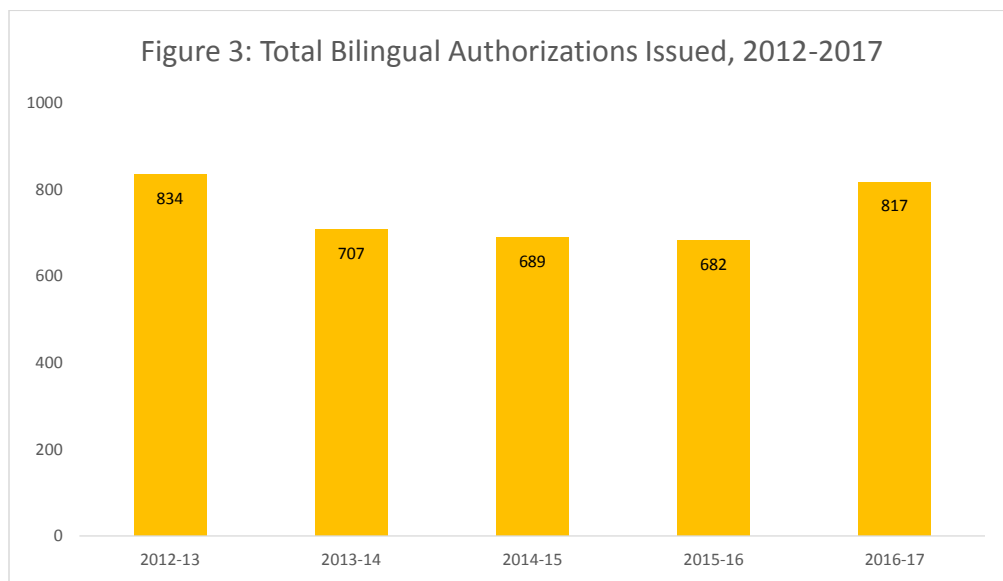


Figure 3 shows the total number of bilingual authorizations issued from 2012-13 through 2016-17. This total includes the number of bilingual authorizations issued by program completion, by exam, and by a combination of program and exam(s). The total number of bilingual authorizations is expected to increase due to initiatives such as [Global 2030](#), which seeks to increase dual language immersion programs in California schools. Additionally, it is expected that the Integrated Teacher Preparation Grants awarded in 2016-17 may provide additional program options for preparing more bilingual teachers. As a result, candidates earning the bilingual authorization while completing a preliminary teacher preparation program concurrently may increase, which in turn will increase the number of these candidates who may

be completing a TPA in a placement where English is not used as the language of instruction regularly throughout the day.

Appendix B

Selected Research Findings on the Benefits of Transference in Literacy Instruction

Selected additional research findings supporting the benefits of transference from one language to another within literacy instruction are cited below.

Alphabetic and orthographic awareness. All readers understand that the marks on a page are symbols that represent sounds. Readers of alphabetic languages (such as English and Spanish) further understand that letters have names and sounds and that letters combine to form words, phrases, and sentences. Thus, the fact that letters have names and sounds transfers across English and Spanish. (But teachers need to teach children the different letter names and sounds in the two languages).

Meaningfulness of print. A powerful source of transfer is the notion that print carries meaning. Readers know that reading is about deriving meaning from print. Using comprehension strategies to make meaning is a skill that transfers across languages.

Habits and attitudes about reading and writing. Students who are successful readers and writers in their first language and who have good study habits in that language are able to transfer these attitudes and habits to reading and writing in a second language. Seeing oneself as a literate person and a successful student transfers across languages. This does not need explicit teaching in a second language.

Higher level thinking and metacognitive skills and strategies. These skills transfer across languages: All good readers possess the skills of skimming, paraphrasing, summarizing, predicting, using dictionaries and other resources, and note-taking.” (Source: Universal concepts and skills which transfer across all languages, available at http://www.cal.org/twi/toolkit/QA/lit_a3.htm)

Jim Cummins’ (1994) research provides practitioners a contemporary understanding of how literacy skills developed in one language transfer to other languages, commonly referred to as the “Interdependence Hypothesis.” This cross-linguistic transfer is commonly found throughout the foundational language arts skills of English learners.

August & Hakuta (1997) show that phonological awareness in an English learner’s home language not only predicts successful literacy acquisition in both the home language and English but that phonological awareness skills developed in the home language facilitate English literacy development.

Phonological awareness skills are known to develop in a predictable pattern, which is the same from one language to another (i.e., from larger to smaller units of sound - from word to syllable to onset-rime to phoneme). Phonological awareness skills developed in one language can transfer to another language, even while those skills are still in the process of being developed (Cisero & Royer, 1995).

Gottardo explored this connection between native language phonological skills and second language reading in a 2002 study with 92 Spanish-speaking first graders. She found that the strongest predictors of English word reading ability were L1 and L2 phonological processing, L1 reading, and L2 vocabulary (Gottardo, 2002).

Much of the research on phonological awareness and phonological transfer suggests that overall, bilingual children may have more highly developed metalinguistic skills than monolingual children (Bialystok, 2002; G. E. García, 2000; Lundberg, 2002; Vernon-Feagans et al., 2002).

(References: Cummins, J. (1994). Primary language instruction and the education of language minority students. In C. F. Leyba, *Schooling and language minority students* (2nd ed.) (pp. 3-46). Los Angeles: Legal Books Distributing.

Cummins, J. (2005, September). Teaching for cross-language transfer in dual language education: Possibilities and pitfalls. TESOL Symposium on Dual Language Education: Teaching and Learning Two Languages in the EFL Setting. Istanbul, Turkey: Bogazici University.)