
4D

Information/Action

Educator Preparation Committee

Update on the Work Related to the Teaching of Literacy

Executive Summary: This agenda item provides information on the ongoing work to review preparation and assessment related to the teaching of literacy for Preliminary Multiple Subject, Single Subject, and Education Specialist candidates and reports on a meeting of literacy experts held in February 2019.

Recommended Action: That the Commission provide direction to staff concerning next steps in the ongoing process to review preparation and assessment related to reading and literacy instruction and assessment.

Presenters: William Hatrick and Sarah Solari Colombini, Consultants, Professional Services Division

Strategic Plan Goal:

I. Educator Quality

- a) Maintain expectations for educator preparedness and performance that are responsive to the needs of California's diverse student population and promote 21st century teaching and learning.

April 2019

Update on the Work Related to the Teaching of Literacy

Introduction

This agenda item provides an update on the ongoing work to review preparation and assessment related to the teaching of literacy for Preliminary Multiple Subject, Single Subject, and Education Specialist candidates, and reports on a meeting with literacy experts held in February 2019. The item also identifies next steps in the process of updating teacher performance expectations in this area and describes the potential implications of such action on the current Reading Instruction Competence Assessment (RICA).

Background

At its [October 2016 meeting \(Item 2H\)](#), the Commission held a study session concerning the teaching of reading and literacy in the era of the Common Core State Standards. The Commission heard a presentation from Hallie Yopp Slowik and Nancy Brynelson, Co-Directors of the [CSU Center for the Advancement of Reading](#), that included a review of the current approaches to the teaching of reading and literacy across the curriculum as well as information on the knowledge and skills that both elementary and secondary teachers need to have to effectively teach reading and literacy. Their presentation explained the constructs underlying the State Board of Education's Common Core revisions to the [English Language Arts \(ELA\) and the English Language Development \(ELD\) Framework](#) relative to the cross-cutting themes of ELA/literacy (e.g., Reading, Writing, Speaking and Listening, and Language) and related ELD knowledge and skills such as Interacting in Meaningful Ways, Learning About How English Works, and Using Foundational Skills. The presenters also explained how these knowledge and skills are organized for instructional purposes within the five core overarching themes across the ELA/ELD Framework of:

- Meaning Making
- Language Development
- Effective Expression
- Content Knowledge
- Foundational Skills.

Based on Commission discussion and direction, staff began working with the field to address issues related to the teaching of reading and literacy as well as issues related to how candidates are assessed with respect to the requisite underlying knowledge, skills, and abilities. As part of this work, staff facilitated a stakeholder meeting to discuss the topic further on December 20, 2017. At its [February 2018 meeting \(Item 4E\)](#), the Commission was provided with an update on this public meeting and on the feedback from participants regarding use of the RICA to evaluate a candidate's knowledge, skills, and abilities relative to effective reading and literacy instruction.

In the February 2018 agenda item, it was noted that as part of its effort to strengthen and streamline accreditation of educator preparation, the Commission adopted significantly revised teacher preparation standards in 2015. The previous teacher preparation standards included standards 7A and 7B ([Appendix B](#)) which specifically directed teacher preparation programs regarding the content of their reading methods courses. The revised standards moved away from lengthy, prescriptive standards governing the curriculum of teacher education and shifted the focus to development of candidate competence on the TPEs and RICA specifications. As a result, the content that was previously in Teacher Preparation Standards 7A and 7B is now addressed primarily within the RICA content specifications, and in a more general way in the Teaching Performance Expectations. While the TPEs require that all teachers learn about and engage with the California State Standards and Frameworks, Multiple Subject and Education Specialist teacher preparation programs are currently expected to also align their course content for reading instruction with the RICA content specifications.

The current [TPEs that address Subject Specific Pedagogy](#) for each content area have not been reviewed specifically with a focus on the new English Language Arts/English Language Development standards and Frameworks relating to literacy that call for the integration of cross-cutting literacy concepts across the curriculum and that reaffirm that all teachers, regardless of the content area of their credential, are teachers of literacy (including teaching both English language arts and English language development, as appropriate to their students and their credential authorization).

In order to continue moving the discussion of the teaching of reading and literacy forward, and pursuant to Commission direction, staff developed a four-step action plan to review and propose needed updates in the Commission’s standards, TPEs and the RICA, as shown below:

Plan to Review the Requirements Related to the Development of Literacy and a Discussion on How the Knowledge and Skills Should be Assessed

Step	Focus	Intended Outcome	Timeline
1	Convene subject matter experts to respond to this question: What are the knowledge and skills that a prospective teacher needs related to Literacy Development?	Subject Matter Experts make recommendations to the Commission	February - April 2019
2	Present the knowledge and skills identified by expert group to the Commission for consideration of whether the TPEs should be amended to include the identified knowledge and skills.	Commission makes this decision	April - June 2019 or later
3	Convene subject matter expert group to discuss and advise the Commission regarding (a) whether the skills of literacy development should be assessed in a standardized manner, and (b) if so, to make	Subject Matter Experts make recommendations and the Commission considers recommendations	TBD

Step	Focus	Intended Outcome	Timeline
	recommendations regarding the most appropriate method(s) of assessment.		
4	If directed by the Commission, work with the Legislature to amend Education Code §44283 consistent with the Commission's policy intent.	Legislature	TBD

Knowledge and skills related to teaching literacy have been adopted by the Commission as part of the Common Core updates to the CSET: Multiple Subjects examination subject matter requirements and as part of the Multiple Subject Matter Program standards.

February 2019 Literacy Meeting

To implement Step 1 of the action plan presented above, a meeting was held at the Commission on February 20-21, 2019, with work group of recognized literacy experts from across the various educational sectors in California ([Appendix A](#)), including Hallie Yopp Slowick and Nancy Brynelson, Co-Directors of the CSU Center for the Advancement of Reading, along with representatives from the CSU, UC and independent colleges and universities, the CTA, and others. At this meeting, the charge to the work group was to focus on Step 1 of the plan presented in this agenda item. This step is repeated below for the Commission's reference:

Step	Focus	Intended Outcome	Timeline
1	What are the knowledge and skills that a prospective teacher needs related to Literacy Development?	Subject Matter Experts make recommendations to the Commission	February-April 2019

The literacy expert work group held a spirited and engaged discussion relative to identifying the sets of knowledge and skills needed by today's teacher candidates with respect to teaching reading and literacy in the context of the California State Standards, the cross-cutting concepts of literacy across the curriculum, and the five themes indicated in the most recent ELA/ELD Framework.

Some of the key conclusions and recommendations from the advisory group based on the two-day discussion are indicated below:

- Literacy instruction is the shared responsibility of all teachers, regardless of the specific content area(s) of their credential, and the TPEs should acknowledge and incorporate literacy concepts into subject-specific pedagogy across the curriculum as appropriate to the specific discipline.
- In particular, the Commission's subject-specific TPEs for English Language Arts/English Language Development should be reviewed and updated to incorporate the cross-cutting Common Core integrated literacy concepts as well as more specific literacy pedagogy relating to the five common themes of Foundational Skills, Language Development, Effective Expression, Content Knowledge, and Meaning Making.

- Future assessment considerations should be consistent with the form and function of the updated TPE expectations, along with the agreed-upon purpose and use of the assessment(s) (e.g., licensure, summative and/or formative feedback to candidates and programs, formal and informal assessments, program-level and/or state-level assessments) and the degree of reliability and validity required for the intended use of the assessment results.

In addition, the literacy expert work group discussed a number of concepts they agreed should be included within the description of each of the five literacy themes to help explain the pedagogical intent and implications for practice of these themes. For example, the group indicated that under the *Effective Expression* domain, candidates should be able to use visuals to convey meaning to students (elementary) and to employ appropriate strategies to promote secondary students’ academic discourse and structured conversation across disciplines. For another example, the group indicated under the Language Development domain that candidates need to address a range of language skills including vocabulary, syntactic knowledge, discourse level skills, meaningful oral language interactions, and reading of high quality literature.

The advisory group collaborated in developing draft language for an updated Literacy-focused TPE for all subject-specific content areas, and agreed that the potential new TPE section should be inserted in the Part 2: Subject-Specific Pedagogy category introductory material so that it would be clear that the Literacy-focused TPE applied to all candidates, regardless of the specific content area of their intended credential. The TPEs-Part 2 begin on page 13 of the [Preliminary Multiple and Single Subject Credential Program Standards](#) document. The current English Language Arts TPEs for Multiple Subject teachers are found on page 14 of the document and for Single Subject English teachers on page 19.

Staff notes that in addition to the main focus of the advisory group’s efforts related to Step 1 of the action plan presented above, some of their discussion included elements of Step 2 of the plan concerning potential revisions and/or updates to the current TPEs, as shown below:

Step	Focus	Intended Outcome	Timeline
2	Present the knowledge and skills identified by expert group to the Commission for consideration of whether the TPEs should be amended to include the identified knowledge and skills.	Commission makes this decision	April - June 2019 or later

Changes in the TPEs related to reading and literacy instruction would set the stage for considering needed changes in the RICA, which will be the subject of Step 3 of the action plan. A brief analysis of the ways in which updating the TPEs could impact the RICA follows.

Background on the Reading Instructional Competence Assessment (RICA)

Education Code section 44283 specifies that the Commission must “develop a reading instruction competency assessment to measure the knowledge, skill, and ability of first-time credential applicants who are not credentialed in any state who will be responsible for reading instruction...that the Commission determines to be essential to reading instruction.” Statute further defines the type of knowledge, skill, and ability that must be assessed, requires that the assessment be valid and reliable, and must also “be consistent with the state’s reading curriculum framework adopted after July 1, 1996, and the Reading Program Advisory published by the State Department of Education in 1996.” The RICA examination developed by the Commission meets the requirements of this section of the Education Code.

Since the adoption of this section of the Education Code in 1996, much has changed in the world of reading instruction. The current state English Language Arts/English Language Development framework was adopted in 2014, and reflects California State Standards, which take a broader approach to identifying and incorporating multiple literacy skills, including but not exclusively focused on reading instruction. The framework encourages viewing literacy as the responsibility of all teachers regardless of the content area of their credential and requires the broader integration of literacy (including but not limited specifically to the area of reading) across and within all curriculum areas. However, the RICA examination is limited by the specificity of current statute, and has not been brought into full alignment with the current state standards and frameworks. Current law did not anticipate the broader literacy focus of the Common Core State Standards-derived state framework and student standards. Although the Commission has updated the RICA examination, most recently in 2009, it remains largely consistent with the alignment prescribed by statute.

A Broader Focus on Assessing Literacy

Staff suggests that, based on the work of the literacy expert work group, and based on the fact that the statutory documents on which the current RICA are based are outdated, it is appropriate at this time to consider a larger view of how candidates should be prepared and assessed for literacy. The RICA has been the vehicle that captures the Legislature’s intent regarding teacher preparedness to teach reading. Preparation programs include courses, for the most part, that address the content of RICA in order to ensure teacher candidates can pass this licensing examination. First-time pass rates on the RICA for the period covering 2013-2018 are at 66%, and cumulative pass rates are at 90% for this assessment. The California State Standards for students, and the updated Reading/Language Arts Framework adopted by the State Board of Education call for a far more comprehensive approach to literacy development and reading instruction than is currently addressed in any of the state’s licensing assessments, which support the need to update the RICA and the TPEs. At this time, a number of stakeholders are questioning the necessity of maintaining the RICA as a requirement for Multiple Subject and Education Specialist teachers. These issues surfaced during the literacy expert work group discussion, and the staff were asked whether the RICA could be suspended while the Commission undertakes this review, or if other approaches might be considered.

As the Commission engages with this topic and the forthcoming recommendations to significantly update TPEs and the RICA, one step that will be necessary is to update current statute to remove references to obsolete reports like the 1996 Reading Program Advisory and tie the assessment to the state's current K-12 standards and frameworks.

A second consideration that could alleviate the testing and cost burden for all Multiple Subject and Education Specialist candidates would be to consider legislation that would allow a Commission-approved coursework alternative to the RICA, much like the coursework option that exists for the California Subject Examination for Teachers (CSET). Adoption of revised TPEs and RICA specifications would set the stage for development of courses that would meet these expectations in the future. This would also set the stage for a discussion of whether candidates for Single Subject Teaching Credentials should meet standards for literacy development and reading instruction as well. Currently, the RICA only pertains to Multiple Subject and Education Specialist credentials.

In conclusion, staff asks if the Commission would like staff to seek a possible legislative vehicle to address one or more of the following:

1. Removing the reference to the 1996 Reading Program Advisory from the Education Code.
2. Requiring that the assessment be aligned to the current standards and frameworks adopted by the State Board of Education.
3. Allowing the assessment to focus on the broader aspects of literacy instead of focusing narrowly on the foundational skills of teaching reading.
4. Allowing a coursework option for the assessment that candidates could use instead of requiring all candidates to pass the standardized assessment.

Staff Recommendation

Staff recommends that the Commission provide direction to staff with respect to moving forward with implementing the work plan as presented in this agenda item.

Next Steps

If the Commission so directs, staff will finalize the literacy expert work group's recommendations concerning edits to the TPEs, and circulate the final draft of the edited TPEs with stakeholders for review and feedback. After analyzing feedback received, staff will move the work forward according to Steps 2 and 3 of the action plan, as indicated above, to present revisions to the TPEs for the Commission's review and potential adoption at a future meeting. Lastly, if so directed staff will seek a possible legislative vehicle and draft language to seek amendments to Education Code related to this issue.

Appendix A

Members of the Literacy Expert Work Group

Member	Institution/Agency
Rhianna Casesa	CABTE/Sonoma State University
Aileen Allison-Zarea	California Department of Education
Jennifer Howerter	California Department of Education
Michelle Jones	California Kindergarten Association /CCSESA, Teachers College of San Joaquin
Nancy Brynelson	California State Center for the Advancement of Reading
Mimi Miller	California State University Chico
Hallie Yopp Slowik	California State University Fullerton
Chandra McPeters	California Teachers Association
Danette Brown	California Teachers Association
Gabriela Rodriguez	California Teachers Association
Mark Jacobs	California Teachers Association
Tara Warmerdam	Fresno Pacific University
Young-Suk Kim	University of California Irvine
Shervaughnna Anderson-Byrd	University of California, Los Angeles
Michele McConnell	University of San Diego
Staff that Worked with the Literacy Expert Group	
William Hatrick	Commission on Teacher Credentialing
Sarah Solari	Commission on Teacher Credentialing
Katie Croy	Commission on Teacher Credentialing

Appendix B

Program Standards 7A and 7B (2009)

These standards that are no longer in effect as of Fall 2017

Standard 7: Preparation to Teach Reading-Language Arts

Standard 7-A: Multiple Subject Reading, Writing, and Related Language Instruction

The preparation program provides substantive, research-based instruction that effectively prepares each candidate to teach reading/language arts. Each candidate will be prepared to deliver a comprehensive program of systematic instruction in reading, writing, listening, and speaking aligned to the state-adopted English Language Arts Content Standards and the Reading/Language Arts Framework (2007). The program provides candidates with systematic, explicit instruction to meet the needs of the *full range of learners (including struggling readers, students with special needs, English learners, speakers of non-standard English, and advanced learners)* who have varied reading levels and language backgrounds, as referenced in the Reading Instruction Competency Assessment (RICA) Content Specifications and Chapter 7 of the Reading/Language Arts Framework (2007). Language Arts encompasses the domains of: Reading, Writing, Written and Oral English-Language Conventions, and Listening and Speaking.

The preparation program provides each candidate for a multiple subject teaching credential with experience in a classroom where beginning reading is taught. The program places all candidates in field experience sites and student teaching assignments with teachers whose instructional approaches and methods in reading are consistent with the Reading/Language Arts Framework (2007).

The Multiple Subject credential program prepares candidates to do the following:

	Reading	Writing	Listening and Speaking
Instructional Planning/ Objectives/ Design	<ul style="list-style-type: none">• Strategically select and sequence of curricula to be taught as outlined in the Reading/ Language Arts Framework (2007) with opportunities for application using State Board of Education (SBE)-adopted core instructional materials for both instruction and intervention during fieldwork experience.• Understand features of instructional design including what to teach and when to introduce skills and concepts, how to select examples, how to integrate standards, and how to teach for transference and generalization of skills.		
Instructional Delivery	Demonstrate knowledge of reading content as described in the RICA Content Specifications and grade level standards as outlined in the Reading/Language Arts Framework (2007). These strands include:	Demonstrate knowledge of components of effective instructional delivery in writing as described in the Reading/Language Arts Framework (2007). For example:	Demonstrate knowledge of components of effective instructional delivery in listening and speaking as described in the Reading/Language Arts Framework (2007). For example:

	Reading	Writing	Listening and Speaking
	<ul style="list-style-type: none"> • word analysis • fluency • vocabulary, academic language, and background knowledge • reading comprehension • literary response and analysis <p>Demonstrate knowledge of components of effective instructional delivery in reading as described in the CA Reading/Language Arts Framework (2007). For example:</p> <ul style="list-style-type: none"> • orientation (e.g., engagement, teacher demonstration) • presentation (e.g., explicit instruction, modeling, pacing) • structured practice (e.g., reinforcement, questioning, feedback) • guided practice (e.g., questioning, feedback, corrections, peer-mediated instruction) • independent practice and application • independent practice (e.g. opportunities for students to show level of mastery) 	<ul style="list-style-type: none"> • The systematic progression of instruction and application of foundational writing strategies, applications, and conventions • Writing strategies that include teaching organization and focus, penmanship (where applicable), research, technology, evaluation, and revision • Writing applications according to genres (grade-level appropriate) and their characteristics • Writing conventions appropriate to grade level standards (i.e. sentence structure, grammar, punctuation, capitalization, and spelling) 	<ul style="list-style-type: none"> • The systematic progression of instruction and application to develop listening and speaking strategies and speaking applications that parallel and reinforce instruction in reading and writing • Listening and speaking strategies that include listening comprehension, organization and delivery of oral communication, analysis and evaluation of oral and media communication (grade-level appropriate)

	Reading	Writing	Listening and Speaking
Assessment	<p>Understand that assessment and instruction are linked within any curriculum. Therefore, candidates must demonstrate knowledge and ability to use multiple monitoring measures within the three basic types of assessments (as listed below) to determine students' progress towards state adopted content standards, as referenced in Chapter Six of the Reading Language Arts Framework (2007). Candidates need to be able to analyze and interpret results to plan effective and differentiated instruction and interventions. Knowledge of the following assessments is crucial to achieving the English Language Arts Content Standards:</p> <ul style="list-style-type: none"> • entry level assessment for instructional planning • monitoring student progress • post test or summative assessment 		<p>Understand that assessment and instruction are linked within any curriculum. Therefore, candidates must demonstrate knowledge and ability to utilize ongoing assessments, both formal and informal to determine students' progress towards state adopted content standards. Candidates need to be able to analyze and interpret results to plan effective and differentiated instruction and interventions.</p>
	Reading	Writing	Listening and Speaking
Universal Access/ Differentiated Instruction	<p>Demonstrate knowledge of how to organize and manage differentiated reading instruction and interventions to meet the needs of the <i>full range of learners</i>, including recognizing that students should be grouped for interventions according to the severity of their difficulties (i.e., benchmark, strategic, and intensive groups)</p> <p>For example:</p> <ul style="list-style-type: none"> • using all components of California SBE-adopted core instructional materials to make grade-level content accessible to all students • using flexible grouping, individualized instruction, and whole-class instruction as needed • using selections listed in <i>Recommended Literature, Pre-Kindergarten Through Grade Twelve</i> 		

Intern Program Delivery Model:

The intern preservice component includes introductory preparation relative to Standard 7: Preparation to Teach Reading-Language Arts: Multiple Subject Reading, Writing, and Related Language Instruction.

Standard 7-B: Single Subject Reading, Writing and Related Language Instruction

The single subject teaching credential teacher preparation program provides substantive, research-based content literacy instruction (defined below) that effectively prepares each candidate to teach content-based reading and writing skills to a full range of students including struggling readers, students with special needs, English learners, speakers of non-standard English, and advanced learners. The single subject credential program prepares candidates to do the following:

- demonstrate knowledge of components for effective instructional delivery in reading as described in the CA Reading/Language Arts Framework (2007). For example:
 - Orientation (e.g., engagement, teacher demonstration)
 - Presentation (e.g., explicit instruction, modeling, pacing)
 - Structured practice (e.g., reinforcement, questioning, feedback)
 - Guided practice (e.g., questioning, feedback, corrections, peer-mediated instruction)
- use content-based literacy strategies (i.e., reading, writing, speaking, and listening) to facilitate learning of subject matter for the full range of learners in the classroom
- identify California Content Standards for their subject that require literacy strategies and approaches (e.g., using historical research to interpret events in history-social science, using professional journal articles for science research)
- be aware of and understand research-based instructional approaches that build fluency, comprehension and background knowledge; develop academic language, develop study and research skills, and teach writing in the discipline
- use assessments (diagnostic, formative, and summative) for individualized content-based reading instruction in order to monitor student progress and demonstrate the linkage between assessment and instruction
- provide systematic and explicit differentiated instruction in the content area to meet the needs of the full range of learners in the classroom (e.g., struggling readers, students with special needs, English learners, speakers of non-standard English, and advanced learners)

Research-based content literacy includes:

- *Vocabulary development* of words and terminology with general academic utility, as well as specialized vocabulary specific to the subject. Candidates will be prepared to teach the full range of students to do the following:
 - use derivations from Greek, Latin, and Anglo-Saxon roots and affixes in reading assignments (when applicable)
 - learn new and important content vocabulary and review cumulatively and periodically during the school year
 - read independently (at skill level) in the content areas in order to promote vocabulary development
 - use of context clues, apposition, and word structure/analysis
- *Academic language* appropriate to the subject that allows students to read, discuss, interpret, and understand content area documents applicable to the content area. Candidates will be prepared to teach the full range of students to do the following:

- read and write using a wide variety of texts (e.g., evaluating, synthesizing, and analyzing articles and books for research)
 - use professional language from a variety of sources
 - initiate and participate in discussions that extend their academic language
 - engage in independent reading from a variety of sources
- *Reading comprehension* strategies and skills that allow students to access grade-level content material in order to activate background knowledge, make connections within and across disciplines, synthesize information, build fluency, and evaluate content area documents. Candidates will be prepared to teach the full range of students to:
 - experience a variety of informational texts reference works, including but not limited to magazines; newspapers; online information; instructional manuals; consumer, workplace, and public documents; signs; and selections listed in *Recommended Literature, Pre-Kindergarten Through Grade Twelve*
 - develop critical-thinking skills appropriate in all academic areas (e.g., synthesizing, paraphrasing, connecting to related topics, and extending ideas through original analysis, evaluation, and elaboration)
 - develop comprehension skills through writing (e.g., writing reports on historical investigations), speaking (e.g., delivering multimedia presentations), and listening (e.g., identifying logical fallacies in oral arguments)
- *Writing* that allows students to consolidate their subject matter understanding and demonstrate their knowledge using discipline-specific formats. Candidates will be prepared to teach students to:
 - develop strategies for organizing and giving focus to their writing with increased emphasis given to supporting documentation (e.g., support for all statements and claims through the use of anecdotes, descriptions, facts, statistics, and specific examples) and the extension of strategies (e.g., note taking, outlining, and summarizing)
 - apply the general strategies of organization, focus, revision, and research methodology described in the writing standards
 - establish a coherent controlling theme that conveys a clear and distinctive perspective on the subject and maintains a consistent tone and focus throughout the piece of writing
 - craft writing at the depth and complexity necessary for their subject matter and grade-level
 - to present research via multiple pathways in their writing, orally, and through technology, in accordance with their state-standard writing requirement.

Intern Program Delivery Model:

The intern preservice component includes introductory preparation relative to Standard 7: Preparation to Teach Reading-Language Arts: Single Subject Reading, Writing and Related Language Instruction.