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Action

Educator Preparation Committee

Clarification of the Expectations for Concurrent Bilingual Authorization Candidates Related to the Teaching Performance Assessment Requirement

Executive Summary: This agenda item reviews the direction provided by the Commission at the February 2019 meeting. Advocates of bilingual education have raised concerns regarding specific points in the guidance language. The agenda item identifies these aspects for further Commission discussion and potential staff direction.

Recommended Action: That the Commission clarify the expectations for concurrent bilingual authorization candidates related to the Teaching Performance Assessment, if appropriate adopt revisions to Standard 1 of the Assessment Design Standards, and direct staff to provide guidance to the field.

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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.

Clarification of the Expectations for Concurrent Bilingual Authorization Candidates Related to the Teaching Performance Assessment Requirement

Introduction

In February 2019 the Commission clarified its expectations regarding the manner in which concurrent bilingual authorization candidates may complete the Teaching Performance Assessment (TPA) requirement. As staff has engaged the field to implement the Commission's expectations, some questions and concerns have surfaced from bilingual advocates. Staff is bringing this topic back to inform the Commission and request direction for updated guidance, as needed.

Background

At the [February 2019 Commission meeting](#), staff brought forward an item related to concurrent bilingual authorization candidates and the methods by which they might submit the activities for the Teaching Performance Assessment (TPA). In the item, staff provided options for the Commission's consideration with respect to concurrent bilingual candidates and how they might respond to the TPA with regard to their written and video-taped submissions, in English and the language of instruction. The Assessment Design Standards (ADS), which govern the development of TPA models, require candidates to address the teaching of English learners, as well as the development of literacy for all students. However, the Design Standards do not provide clarity or guidance for candidates in placements where English is not the language of instruction. The Commission discussed the options provided by staff and agreed to the following principles that would serve as the basis for guidance to the field:

1. Literacy as a concept is independent of a specific language; therefore, Preliminary Multiple Subject credential candidates, who are required to be assessed in teaching literacy, may teach a lesson for inclusion in the TPA that develops students' literacy in a language other than English.
2. Concurrent bilingual candidates should not be required to translate student work or provide transcriptions of video for inclusion in the TPA if the instruction is in a language other than English in a bilingual classroom.
3. Developing the skills to teach English learners is essential for every California teacher. Candidates must, as part of their TPA, demonstrate the skills to teach English learners in English.
4. A concurrent bilingual candidate is also earning a credential (Multiple Subject or Single Subject) that will authorize the individual to teach in English. The skill of thinking and writing in English is essential for all teachers, so some or all of their TPA-required reflections/analyses need to be submitted in English.

Based on the Commission’s discussion at the February 2019 meeting, staff initially determined that there were no edits needed to the following specific components of the [Assessment Design Standards](#), also included in the February item:

- 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.

As staff completed a further review of the ADS, a number of additional concepts were identified that should be added to the ADS, specifically to ADS **Standard 1: Assessment Designed for Validity and Fairness** ([Appendix B](#)) to ensure that the Commission’s expectations are clear for both model developers and candidates. Provided here is a draft of the proposed additional required elements for ADS Standard 1. Proposed new language is shown *in italics*.

1(p) For concurrent bilingual candidates, no candidate can be required to translate student work or provide English transcriptions for the video component(s) of the TPA if in a language other than English. Model sponsors must ensure that Multiple Subject candidates may demonstrate their knowledge and skills teaching literacy in the language of instruction, including in a language other than English.

1(q) All candidates must demonstrate as part of the TPA effective strategies teaching an English learner, in English, within the content area of the intended credential. Each candidate must submit his or her final analysis and reflections in English.

Feedback from the California Association for Bilingual Education and the California Association for Bilingual Teacher Education

Following the February Commission meeting, staff met with representatives from both the [California Association for Bilingual Teacher Education](#) (CABTE) and the [California Association for Bilingual Education](#) (CABE) to discuss the implications of the Commission’s discussion. Both the CABE and CABTE leadership expressed concerns about requiring bilingual candidates to teach ELD in English to English learners and submit some or all of their written responses on the TPA in English. Leadership representatives from both organizations plan to attend the June 2019 meeting so Commissioners can ask questions about the identified concerns. The Commission’s direction from its February 2019 meeting and the corresponding CABE/CABTE concerns are identified below:

1. As part of a TPA all candidates must demonstrate the skill to teach an English learner, in English. Staff planned to provide guidance that the candidate needs to identify the relevant ELA/ELD standards being addressed within the instruction as part of this process.

CABE/CABTE response to this guidance: “In our experience candidates have a tendency to get confused about the role of ELD in dual language models. This may be the reason why we see so many dual language instruction (DLI) models moving away from the original structure and separating English learners into ELD classes, rather than exposing English learners to several different language models like their native English speaking peers. However, guidance around the role of cross-linguistic transfer during Designated ELD can bring clarity to this sacred time of the day for ELs, and while also allowing for both languages to be used during this time of day.

Bilingual assessors should know that development of the target language, teaching cognates, transferability, or trans-linguaging are strategies that can be used to support English language development. Additionally, they should be aware of the role of cross-linguistic transfer during Designated ELD. Does the training of bilingual assessors include this information? Goldenberg (2013) and Thomas & Collier (2009) noted that a proven effective strategy in developing English language could be using L1 to support L2. Therefore, a teacher candidate could use both languages within one lesson cycle. It is important for the candidate and bilingual assessors to know that the lesson and instruction does not have to be entirely in English.

<https://www.aft.org/sites/default/files/periodicals/goldenberg.pdf>”

2. All candidates completing a TPA must submit their final analyses and reflections in English.

CABE/CABTE response to this guidance: “Candidates should have the option to submit bilingually, as it may be more appropriate to express student learning and language specific terminology using the language of the discipline in the target language. Only the final reflection must be submitted in English.”

Staff asks that the Commission discuss CABE/CABTE’s concerns and provide feedback on each issue. This will provide clear direction to staff so the guidance for all TPA models can be finalized. Based on the Commission’s discussion, the draft language for the ADS provided in this agenda item might need modification. If this is the case, staff could bring the updated ADS language for action at the next Commission meeting.

Staff Recommendation

1. That the Commission clarify the expectations for concurrent bilingual authorization candidates related to the Teaching Performance Assessment with regard to the specific concerns raised by CABE/CABTE.
2. That the Commission adopt, if appropriate, the additional language for Assessment Design Standard 1 so that the Commission's expectations are clear.
3. That the Commission set a deadline for all Commission-approved TPAs to comply with the updated Assessment Design Standards. Staff suggests that September 1, 2019 might be an appropriate date.
4. That the Commission direct staff to develop guidance and share it with all programs.

Next Steps

Based on Commission action or direction, staff will work with model sponsors for all Commission-approved TPAs, develop a guidance document that clarifies the expectations for concurrent Bilingual Authorization candidates completing the Teaching Performance Assessment, and if necessary, update the language for Assessment Design Standard 1.

Appendix A

Planned Guidance to Implement the Commission’s February 2019 Directions

Key Components of the Commission’s February Direction	Information Planned for the Guidance Document
Literacy as a concept is independent of a specific language so Multiple Subject candidates, who are required to be assessed in teaching literacy, may teach a lesson for inclusion in their TPA submission that develops students’ literacy in a language other than English.	Concurrent Multiple Subject/Bilingual Authorization candidates may complete the portion of the TPA focusing on literacy in the language of instruction, including a language other than English.
Bilingual candidates cannot be required to translate instructional materials or student work or to provide transcriptions in English of any video submitted.	Candidates may submit lesson plans and student work in the language of instruction, including a language other than English, and no candidate can be required to provide a transcription of the video if in a language other than English.
Developing the skills to teach English learners is essential in California. Each candidate must demonstrate, as part of their TPA submission, that he or she has the skills to teach English learners, in English.	When a concurrent MS or SS/Bilingual Authorization candidate focuses on the skills of teaching English learners, this must include working with the student in English.
A bilingual candidate is also earning a credential (MS or SS) that will authorize the individual to teach in English. The skill of thinking and writing in English is essential for all teachers so their TPA required reflections/analyses need to be submitted in English.	A concurrent MS or SS/Bilingual Authorization candidate must provide final analyses and reflections in English.

Appendix B

California Teaching Performance Assessment Design Standards

(Adopted December 2015)

Assessment Design Standard 1: Assessment Designed for Validity and Fairness

The sponsor* of a teaching performance assessment seeking approval for use in California (model sponsor) designs a Teaching Performance Assessment (TPA) in which complex pedagogical assessment tasks and multi-level scoring scales are linked to and assess California's Teaching Performance Expectations (TPEs). The model sponsor clearly describes the uses for which the assessment has been validated (i.e., to serve as a determination of a candidate's status with respect to the TPEs and to provide an indication of preparation program quality and effectiveness), anticipates its potential misuses, and identifies appropriate uses consistent with the assessment's validation process. The model sponsor maximizes the fairness of the assessment design for all groups of candidates in the program. A passing standard is recommended by the model sponsor based on a standard setting study where educators have made a professional judgment about an appropriate performance standard for beginning teachers to meet prior to licensure.

** Note: the "model sponsor" refers to the entity that represents the assessment and is responsible to programs using that model and to the Commission. Model sponsors may be a state agency, individual institutions, a consortium of institutions and/or partners, a private entity, and/or combinations of these.*

Required Elements for Assessment Design Standard 1: Assessment Designed for Validity and Fairness

- 1(a) The Teaching Performance Assessment includes complex pedagogical assessment tasks to prompt aspects of candidate performance that measure the TPEs. Each task is substantively related to two or more major domains of the TPEs. For use in judging candidate-generated responses to each pedagogical task, the assessment also includes multi-level scoring rubrics that are clearly related to the TPEs that the task measures. Each task and its associated rubrics measure two or more TPEs. Collectively, the tasks and rubrics in the assessment address key aspects of the six major domains of the TPEs. The sponsor of the performance assessment documents the relationships between TPEs, tasks and rubrics.
- 1(b) The TPA model sponsor must include a focus on content-specific pedagogy within the design of the TPA tasks and scoring scales to assess the candidate's ability to effectively teach the content area(s) authorized by the credential.
- 1(c) Consistent with the language of the TPEs, the model sponsor defines scoring rubrics so candidates for credentials can earn acceptable scores on the Teaching Performance Assessment with the use of different content-specific pedagogical practices that support implementation of the TK-12 content standards and curriculum frameworks. The model

sponsor takes steps to plan and anticipate the appropriate scoring of candidates who use a wide range of pedagogical practices that are educationally effective and builds scoring protocols to take these variations into account.

- 1(d) The model sponsor must include within the design of the TPA candidate tasks a 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.
- 1(f) The model sponsor must include a focus on classroom teaching performance within the TPA, including a video of the candidate's classroom teaching performance with candidate commentary describing the lesson plan and rationale for teaching decisions shown and evidence of the effect of that teaching on student learning.
- 1(g) The TPA model sponsor must provide materials appropriate for use by programs in helping faculty become familiar with the design of the TPA model, the candidate tasks and the scoring rubrics so that faculty can effectively assist candidates to prepare for the assessment. The TPA model sponsor must also provide candidate materials to assist candidates in understanding the nature of the assessment, the specific assessment tasks, the scoring rubrics, submission processes and scoring processes.
- 1(h) The model sponsor develops scoring rubrics and assessor training procedures that focus primarily on teaching performance and that minimize the effects of candidate factors that are not clearly related to pedagogical competence, which may include (depending on the circumstances) factors such as personal attire, appearance, demeanor, speech patterns and accents or any other bias that are not likely to affect job effectiveness and/or student learning.
- 1(i) The model sponsor provides a clear statement acknowledging the intended uses of the assessment. The statement demonstrates the model sponsor's clear understanding of the implications of the assessment for candidates, preparation programs, the public schools, and TK-12 students. The statement includes appropriate cautions about additional or alternative uses for which the assessment is not valid. All elements of assessment design and development are consistent with the intended uses of the assessment for determining the pedagogical competence of candidates for Preliminary Teaching Credentials in California and as information useful for determining program quality and effectiveness.

- 1(j) The model sponsor completes content review and editing procedures to ensure that pedagogical assessment tasks and directions to candidates are culturally and linguistically sensitive, fair and appropriate for candidates from diverse backgrounds.
- 1(k) The model sponsor completes initial and periodic basic psychometric analyses to identify pedagogical assessment tasks and/or scoring rubrics that show differential effects in relation to candidates' race, ethnicity, language, gender or disability. When group pass-rate differences are found, the model sponsor investigates the potential sources of differential performance and seeks to eliminate construct-irrelevant sources of variance.
- 1(l) In designing assessment administration procedures, the model sponsor includes administrative accommodations that preserve assessment validity while addressing issues of access for candidates with disabilities or learning needs.
- 1(m) In the course of determining a passing standard, the model sponsor secures and reflects on the considered judgments of teachers, supervisors of teachers, support providers of new teachers, and other preparers of teachers regarding necessary and acceptable levels of proficiency on the part of entry-level teachers. The model sponsor periodically reviews the reasonableness of the scoring scales and established passing standard, when and as directed by the Commission.
- 1(n) To preserve the validity and fairness of the assessment over time, the model sponsor may need to develop and field test new pedagogical assessment tasks and multi-level scoring rubrics to replace or strengthen prior ones. Initially and periodically, the model sponsor analyzes the assessment tasks and scoring rubrics to ensure that they yield important evidence that represents candidate knowledge and skill related to the TPEs, and serve as a basis for determining entry-level pedagogical competence to teach the curriculum and student population of California's TK-12 public schools. The model sponsor documents the basis and results of each analysis, and modifies the tasks and rubrics as needed.
- 1(o) The model sponsor must make all TPA materials available to the Commission upon request for review and approval, including materials that are proprietary to the model sponsor. The Commission will maintain the confidentiality of all materials designated as proprietary by the model sponsor.

Assessment Design Standard 2: Assessment Designed for Reliability and Fairness

The sponsor of the performance assessment requests approval of an assessment that will yield, in relation to the key aspects of the major domains of the TPEs, enough collective evidence of each candidate's pedagogical performance to serve as a valid basis to judge the candidate's general pedagogical competence for a Preliminary Teaching Credential. The model sponsor carefully monitors assessment development to ensure consistency with this stated purpose of the assessment. The Teaching Performance Assessment includes a comprehensive program to

train, calibrate and maintain assessor calibration over time. The model sponsor periodically evaluates the assessment system to ensure equitable treatment of candidates. The assessment system and its implementation contribute to local and statewide consistency in the assessment of teaching competence.

Required Elements for Assessment Design Standard 2: Assessment Designed for Reliability and Fairness

- 2(a) In relation to the key aspects of the major domains of the TPEs, the pedagogical assessment tasks, rubrics, and the associated directions to candidates are designed to yield enough valid evidence for an overall judgment of each candidate's pedagogical qualifications for a Preliminary Teaching Credential as one part of the requirements for the credential.
- 2(b) Pedagogical assessment tasks and scoring rubrics are extensively field tested in practice before being used operationally in the Teaching Performance Assessment. The model sponsor evaluates the field test results thoroughly and documents the field test design, participation, methods, results and interpretation.
- 2(c) The Teaching Performance Assessment system includes a comprehensive process to select and train assessors who score candidate responses to the pedagogical assessment tasks. An assessor training program demonstrates convincingly that prospective and continuing assessors gain a deep understanding of the TPEs, the pedagogical assessment tasks and the multi-level scoring rubrics. The training program includes task-based scoring trials in which an assessment trainer evaluates and certifies each assessor's scoring accuracy and calibration in relation to the scoring rubrics associated with the task. The model sponsor establishes selection criteria for assessors of candidate responses to the TPA. The selection criteria include but are not limited to appropriate pedagogical expertise in the content areas assessed within the TPA. The model sponsor selects assessors who meet the established selection criteria and uses only assessors who successfully calibrate during the required TPA model assessor training sequence. When new pedagogical tasks and scoring rubrics are incorporated into the assessment, the model sponsor provides additional training to the assessors, as needed.
- 2(d) In conjunction with the provisions of the applicable Teacher Preparation Program Standards relating to the Teaching Performance Assessment, the model sponsor plans and implements periodic evaluations of the assessor training program, which include systematic feedback from assessors and assessment trainers, and which lead to substantive improvements in the training as needed.
- 2(e) The model sponsor provides a consistent scoring process for all programs using that model, including programs using a local scoring option provided by the model sponsor. The scoring process conducted by the model sponsor to assure the reliability and validity of candidate outcomes on the assessment may include, for example, regular auditing, selective back reading, and double scoring of candidate responses near the cut score by

the qualified, calibrated scorers trained by the model sponsor. All approved models must include a local scoring option in which the assessors of candidate responses are program faculty and/or other individuals identified by the program who meet the model sponsor's assessor selection criteria. These local assessors are trained and calibrated by the model sponsor, and whose scoring work is facilitated and their scoring results are facilitated and reviewed by the model sponsor. The model sponsor provides a detailed plan for establishing and maintaining scorer accuracy and inter-rater reliability during field testing and operational administration of the assessment. The model sponsor demonstrates that the assessment procedures, taken as a whole, maximize the accurate determination of each candidate's overall pass-fail status on the assessment. The model sponsor must provide an annual audit process that documents that local scoring outcomes are consistent and reliable within the model for candidates across the range of programs using local scoring, and informs the Commission where inconsistencies in local scoring outcomes are identified. If inconsistencies are identified, the sponsor must provide a plan to the CTC for how it will address and resolve the scoring inconsistencies both for the current scoring results and for future scoring of the TPA.

- 2(f) The model sponsor's assessment design includes a clear and easy to implement appeal procedure for candidates who do not pass the assessment, including an equitable process for rescoring of evidence already submitted by an appellant candidate in the program, if the program is using centralized scoring provided by the model sponsor. If the program is implementing a local scoring option, the program must provide an appeal process as described above for candidates who do not pass the assessment. Model sponsors must document that all candidate appeals granted a second scoring are scored by a new assessor unfamiliar with the candidate or the candidate's response.
- 2(g) The model sponsor conducting scoring for the program provides results on the TPA to the individual candidate based on performance relative to TPE domains and/or to the specific scoring rubrics within a maximum of three weeks following candidate submission of completed TPA responses. The model sponsor provides results to programs based on both individual and aggregated data relating to candidate performance relative to the rubrics and/or domains of the TPEs. The model sponsor also follows the timelines established with programs using a local scoring option for providing scoring results.
- 2(h) The model sponsor provides program level aggregate results to the Commission, in a manner, format and time frame specified by the Commission, as one means of assessing program quality. It is expected that these results will be used within the Commission's ongoing accreditation system.

Assessment Design Standard 3: TPA Model Sponsor Support Responsibilities

The sponsor of the performance assessment provides technical support to teacher preparation programs using that model concerning fidelity of implementation of the model as designed. The model sponsor is responsible for conducting and/or moderating scoring for all programs, as applicable, within a national scorer approach and/or the local scoring option. The model sponsor

has ongoing responsibilities to interact with the Commission, to provide candidate and program outcomes data as requested and specified by the Commission, and to maintain the currency of the model over time.

Required Elements for Assessment Design Standard 3: TPA Model Sponsor Support Responsibilities

- 3(a) The model sponsor provides technical assistance to programs implementing the model to support fidelity of implementation of the model as designed. Clear implementation procedures and materials such as a candidate and a program handbook are provided by the model sponsor to programs using the model.
- 3(b) A model sponsor conducting scoring for programs is responsible for providing TPA outcomes data at the candidate and program level to the program within three weeks and to the Commission, as specified by the Commission. The model sponsor supervising/moderating local program scoring oversees data collection, data review with programs, and reporting.
- 3(c) The model sponsor is responsible for submitting at minimum an annual report to the Commission describing, among other data points, the programs served by the model, the number of candidate submissions scored, the date(s) when responses were received for scoring, the date(s) when the results of the scoring were provided to the preparation programs, the number of candidate appeals, first time passing rates, candidate completion passing rates, and other operational details as specified by the Commission.
- 3(d) The model sponsor is responsible for maintaining the currency of the TPA model, including making appropriate changes to the assessment tasks and/or to the scoring rubrics and associated program, candidate, and scoring materials, as directed by the Commission when necessitated by changes in [TK-12](#) standards and/or in teacher preparation standards.
- 3(e) The model sponsor must define the retake policies for candidates who fail one or more parts of the TPA which preserve the reliability and validity of the assessment results. The retake policies must include whether the task(s) on which the candidate was not successful must be retaken in whole or in part, with appropriate guidance for programs and candidates about which task and/or task components must be resubmitted for scoring by a second assessor and what the resubmitted response must include.