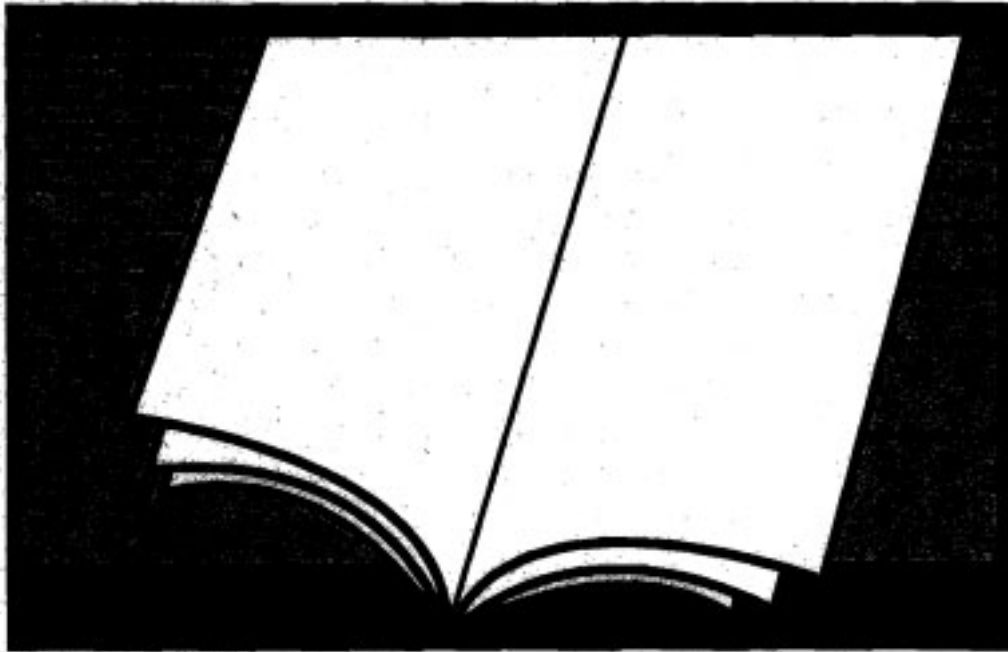


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Number

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Certification and Endorsement of  
Bilingual Education Teachers:  
A Comparison of State Licensure  
Requirements

Eva Midobuche

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Josue M. Gonzalez, Editor

Certification *and* Endorsement of Bilingual  
Education Teachers: A Comparison of State  
Licensure Requirements

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### ***Certification and Endorsement of Bilingual Education Teachers: A Comparison of State Licensure Requirements***

*By Eva Mimbuche*

This publication was prepared and produced by the Center for Bilingual Education and Research, College of Education, Arizona State University, as a resource for *Project Alianza*. Alianza is a consortium of organizations and universities working to improve preparation programs for bilingual education teachers. We invite reader comments and suggestions on this and subsequent work through our website located at [www.asu.edu/cber/](http://www.asu.edu/cber/). For information on *Project Alianza* please contact the Intercultural Development Research Association directly.

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**ACKNOWLEDGMENTS AND PREFACE  
BY THE SERIES EDITOR CBER  
OCCASIONAL PAPERS IN  
BILINGUAL EDUCATION POLICY**



**Preface to the Series**

In its contemporary incarnation bilingual education in the United States is still a youngster as education innovations go, a scant thirty years old. Modern bilingual education began in the early 1960s with the first wave of Cuban refugees to Miami and Miami Beach, Florida. Those early programs in the public schools of Dade County were not transitional. The parents and community leaders who proposed, created, and staffed those programs were clear in their vision. They hoped to raise children who would grow up bilingual and biliterate. They dreamed of returning to Cuba. And once there, they envisioned a generation of young people who were able to resume their Spanish dominant lives while enjoying the benefits of the new language they had learned in exile.

Those Cuban refugee families did not return to Cuba, and there has been no test of whether their educational expectations were met by the bilingual schools attended by their children. Other language groups have held different dreams for their children and much has happened to and with bilingual education since that time. Over the years, bilingual education has suffered wanted and unwanted policy shifts. More than other programs in the schools, it has been subjected to the policy meanderings of federal and state governments. In the main it is now a remedial and compensatory program aimed at curing the malady of children who have the misfortune in the eyes of policy makers of having learned a home language other than English. There is little research documenting the degree of congruity between the policy enactments of various levels of government as compared to the hopes and dreams of language minority parents nationwide.

When the question of effectiveness arises today it is limited to the degree to which children in bilingual education are learning English. Other dreams and aspirations of language minority communities are considered tangential. They are largely unattended in the discourse on policy. In recent years we have witnessed a reawakening of the Dade County/Cuban concept of bilingual education of the 1960s. Now known as dual-language education, this form of bilingual education recognizes the obvious: it is neither necessary nor desirable to strip children of their home language in order to teach them English. Regrettably, we have seen the emergence of this progressive concept in tandem with language restrictionist



activity and immigrant bashing. Indeed, the future of bilingual education in the wake of California's Proposition 227 is murkier now than it has been in several decades.

In the midst of this uncertain climate and the loss of vision on what bilingual education could contribute to all the nation's children, the Center for Bilingual Education and Research launches its *Occasional Papers in Bilingual Education Policy*, a series of reports and monographs focusing on policy development on the use of languages other than English in U.S. schools. We hope to broaden the discourse on what is now collected under the broad rubric of bilingual education. We hope that these papers will shed light on how the nation and its sundry political subdivisions approach the formulation of policies that promote or inhibit equity, biliteracy, and the teaching of English to the children of immigrants, whether these immigrants be recent or several generations old. In a separate series, the *CBER Explorations in Bi-national Education*, we examine related topics in the context of education practices and policies that might go beyond the political borders of the United States. In the current series, we limit ourselves to the exploration of policy issues within the United States.

In this inaugural issue of the *CBER Occasional Papers in Bilingual Education Policy* we lay out the differences and similarities in the ways that state licensing bodies approach the task of credentialing teachers to work in the various types of bilingual education programs that exist within their boundaries. As is pointed out by its author, Eva Midobuche, there is a surprising degree of difference between and among states in this regard. The net has been broadly cast and it is clear from the author's analysis that different states value and favor different things when it comes to licensing teachers.

*Project Alianza*, one of the initial sponsors of this monograph series, focuses energy, resources, and attention on a new human resource: *normalista* teachers educated in Mexican teacher colleges (normal schools), who reside in the United States and who aspire to re-enter the profession here. The alliance, consisting of five universities, a national research and development organization, and a bi-national foundation, has taken on the challenge of reducing the structural, cultural, and linguistic obstacles that have precluded the integration of this new pool of teachers into U.S. classrooms as full professionals. With financial support from the W.K. Kellogg Foundation, the members of *Project Alianza* are working to overcome these obstacles. They expect to facilitate the certification and absorption of several hundred teachers who started their education in Mexico and hope to work here, after meeting all the requirements that are met by every other teacher in the states in which they expect to work. By pointing the way to a new form of

international collaboration in education, *Project Alianza* makes an important contribution to diminishing the anticipated shortage of well prepared teachers in the United States.<sup>1</sup>



When the opportunity was extended to the Center for Bilingual Education and Research to join *Project Alianza*, we accepted eagerly. Bi-national collaboration in all levels of education between the United States and Mexico is one of our strongest interests. We see no reason why the problem of educating immigrant youngsters should fall solely on U.S. schools and teachers. We were aware, even before *Project Alianza* began, that important players in the Mexican educational system were willing and able to help reduce the cultural and linguistic barriers to the adequate education of these students. When we reviewed the history of previous bi-national collaborations, we learned that only a few isolated efforts had been made to bring together educators from both sides of the border, to engage in dialogue, and to develop spaces and opportunities in which to explore ideas for educating immigrant children more collaboratively and perhaps more successfully. To the extent that research, collaboration, and innovation have taken place, they have occurred almost exclusively within the United States. It was as if an implicit assumption existed that Mexicans had no cards in the matter and that our respective professional obligation ended on our respective side of the border. Since we live and work along one of the most open borders in the world, it is difficult to explain why educators in the United States have shouldered the difficult task of educating these students without consulting or collaborating with colleagues who worked with them before they immigrated.

These observations and concerns supported the idea of publishing a series of papers aimed at promoting a continuing bi-national conversation concerning this problem. We choose the term "Explorations in Bi-national Education" as the generic name for this collection. With the first two monographs in the series, the Center for Bilingual Education and Research (CBER) hopes to launch a lively dialogue over the nature of education in areas with substantial Hispanic concentrations and on the mutual obligations of sending and receiving schools to collaborate in meeting this challenge. By helping to arrange for the integration of Mexican normalistas into the U.S. teaching force, we hope that other issues will surface and that researchers and scholars, in both countries, will join us in this important conversation.

The first of the monographs in this series was a wide-angle view of the ways in which the United States and Mexico educate and credential teachers for the K-12 sector. This report, *Mexican Normalista Teachers as a Resource for Bilingual Education in the United States: Connecting two Models of Teacher Preparation*, (Petrovic et al.,



1999) examined the Mexican system of teacher education and sketched similarities and differences between the Mexican and U.S. models. In the course of gathering and assembling this information we found, to no one's surprise, that the topic is more complex than first meets the eye. The Mexican *case* is national in scope and offers little variation. There is little or no variation between each of the Mexican states or regions. All teachers in Mexican normal schools follow essentially the same curriculum, which is prescribed by the central government through the *Secretaría de Educación Pública*. The U.S. system—in **reality** a hydra's head of state systems—is as variegated as the **American** states themselves. The role of colleges and universities is also different in the two countries, and the subjects and experiences stressed in each country vary in major ways. Still, upon completing the task, it was clear that enough similarity exists that there is a solid common base on which to build a unifying structure between the two systems.

The second report in the bi-national education series focuses on the perplexing question of language proficiency of teachers. We explore whether Spanish speaking bilingual education teachers in the United States are sufficiently proficient and literate in **Spanish** to function in the more demanding—and more promising—program models such as the dual-language or two-way programs of bilingual education. Michael Guerrero of the University of Texas at Austin authored *Spanish Language Proficiency of Bilingual Education Teachers*, an important probe of a long neglected question in bilingual education. We hope it will lead to a far ranging discussion concerning the level of *mastery*, in Spanish, needed by bilingual education teachers in order to teach effectively in two languages. The results of his analysis are worrisome. While Guerrero's exploration does not give us a final and conclusive answer, it makes a timely contribution by pointing out major research areas that require attention and policy questions that require discussion. Building on Guerrero's analysis, we *can* infer that in this area, Mexican teachers who obtained a college level education in Spanish have an important contribution to make to our field.

The document you are now reading is the first of a second series of reports launched by CBER in cooperation with IDRA, the Mexican and American Solidarity Foundation and four universities in the Southwest that are involved in **Project Alianza**. We hope this series, in tandem with our first, will go far to meet the informational needs of project personnel, as well as participants in **Project Alianza**, and similar efforts devoted to bringing about a closer collaboration between Mexico and the United States in resolving educational issues.

<sup>1</sup> The **Project Alianza** partners are the Intercultural Development Research Association, Mexican and American Solidarity Foundation, Arizona State University (ASU), California State University at Long Beach (CSULB), The University of Texas-Pan American (UT PanAm), The University of Texas at San Antonio (UTSA) and Southwest Texas State University (SWT).

### Editor's Acknowledgments

Many people have contributed to or have encouraged the development of the *Occasional Papers in Bilingual Education Policy*. Among them *are* the leaders and staffs of various bilingual education and licensing sections or units of state departments of education in the states that were included in the first monograph. Without their help it would have been impossible to produce this work. They are too numerous for me to mention here.

We invited several colleagues to read our drafts and offer suggestions. They are named and thanked in the authors' acknowledgment page but I take the prerogative, as Series Editor, to acknowledge them as a group, and to acknowledge that we could not have completed the work without their help. We are indebted to Ashlea Deahl of ASU, and Elsie Szecsy of the Nassau County BOCES in Long Island, for assistance in line editing the text.

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The W.K. Kellogg Foundation underwrote a substantial portion of the costs for writing and producing the first volume in this series. We greatly appreciate their support. We owe special thanks to Cuca Robledo and Lalo Villarreal of IDRA, the leaders of *Project Alianza*. They exercise leadership with warm support, lots of encouragement, and great humanity. In short, they are architects of this international learning community. Un abrazo para ustedes.

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With all these friends and supporters we could hardly go wrong in any major way. Still, for those stubborn mistakes of commission and omission that remain, I take full responsibility.

Josué M. González, Series Editor  
Center for Bilingual Education and Research  
Arizona State University  
Tempe, Arizona  
October 1999

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I am especially grateful to Dr. **Josué** González, editor of this series and Director of the Center for Bilingual Education and Research (CBER). His pointed critiques, reviews, and insightful edits provided me with a focus and direction for the development of this monograph. His time, effort, and vision are much appreciated. Also, I would be remiss if I did not express my gratitude to the staff at CBER, especially Ms. Pauline Stark, Ms. Andrea Everette, Ms. Adriana Robles, and Ms. Ashlea Deahl.

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Gracias a todos,

Eva Midobuche, Ed.D.

Arizona State University West

## INTRODUCTION

Over 5 million children across the United States can benefit from bilingual education, and the number is growing (González and Darling-Hammond, 1997). The future for limited English proficient (LEP) children as productive adults in our society is not clear unless educators in American schools know how to meet the linguistic and cultural challenges associated with these students. To achieve higher expectations LEP children clearly need carefully prepared bilingual and ESL teachers.

Secretary of Education Richard Riley estimates that the United States will need approximately 2 million teachers in the next ten years (Promising practices: New ways to improve teacher quality, 1998). He also indicates needs for improvement in recruitment of minority teachers, overall teacher preparation, and licensure and certification standards.

The report indicates about 14% of the teaching force are minority, and 3.2% of all bachelor's degrees in education were awarded to Latinos (Riley, 1998). Of particular concern to government officials and school administrators alike is that there has been a significant failure to recruit talented minorities to the pool of future teachers (Fern, 1998). Díaz-Rico and Smith (1994) estimate that there is currently a critical shortage of 100,000 to 200,000 bilingual teachers in the United States. Varisco de Garcia and Garcia (1996) report on binational efforts to ameliorate this shortage through conferences between the United States and Mexico which would establish dialogue between partners and produce concrete solutions to these problems, including, for example, credentialing Mexican teachers in the United States (Petrovic, et al. 1999). However, these binational programs and efforts will not be enough to solve the bilingual teacher shortage because the number of LEP students is increasing at a faster rate than teacher education institutions are able to produce teachers (TEA, 1998; Maroney, 1998).

### **Purpose of the Report**

The primary purpose of this report is to document current policies and practices concerning the licensure requirements for teachers entering the field of bilingual education in Arizona, California, Colorado, Illinois, New Mexico, New York, and Texas. These states also have large concentrations of LEP students. Second, we attempt to ascertain types and statuses of standards currently being implemented across these states, with respect to LEP students.

**L2**

Three primary questions are posed:

1. What are the prevailing requirements for becoming a licensed bilingual education teacher in the United States?
2. How do these requirements compare and contrast among selected states?
3. To what extent are the use of specific competencies, and standards for measuring these, been adopted in bilingual education?

We researched and analyzed official State Education Department documents that explain the competencies and other requirements needed for bilingual education certification. Included in this analysis are also comparisons between the states surveyed in this study.

## BILINGUAL EDUCATION AND NATIONAL REFORM

### Review of the Literature

In 1999, the U.S. Department of Education, National Center for Education Statistics, reported that only 20% of teachers in their study on teacher preparation reported feeling "very well" about their preparation to teach LEP and/or culturally diverse students. In this light, it is imperative that the school reform initiatives move issues related to Limited English Proficient students to a more prominent spot in educational discourse, especially with reference to bilingual teacher development policy-making.

Typically, bilingual education and limited English proficient populations have not been represented in the national reform agenda (e.g., *A Nation at Risk*, 1983; the Holmes Group, 1986; Carnegie Forum on Education and the Economy, 1986; National Council of Teachers of Mathematics, 1989; Education Summit, 1989; National Academy of Sciences, 1991; National Council on Education Standards, 1992; Goals 2000: Educate America Act, 1994; Improving America's Schools Act, 1994; National Standards in American Education: A Citizen's Guide, 1995; *Making Standards Better*, 1995; National Commission on Teaching and America's Future, 1996), (IDRA, 1998). The national reform movement resulted in a sort of "trickle-down reform agenda" (Halcón & Reyes, 1992) for bilingual education and minority children in general. However, *A Nation at Risk*, to its credit, was the catalyst for educational reform and the movement toward the adoption of standards for students and teachers alike. Nonetheless, as a tone setter, *A Nation at Risk*: failed to adequately represent and address the specific needs of language minority children and their teachers. These studies focused on performance standards, with little attention paid to the characteristics of students expected to perform to higher standards, or to the recruitment and professional development of teachers who would help them achieve those expectations.

Garcia (1992) contends that concern for the preparation of bilingual teachers had not been very intense until the early nineties. He states: ". . . it is difficult to identify specific attributes of teachers who have served limited English proficient students effectively, recent efforts have attempted to do so" (p. 388). Arguably, this oversight was especially true of teacher preparation in bilingual education. In this section we note the relationship between school reform and teacher preparation, with special attention to mechanisms related to recruitment and

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preparation of bilingual educators, an area of professional educational practice that has only recently become part of the American educational scene. We also overview various definitions of exemplary bilingual professional practice standards and policies that aim to help bilingual educators achieve them.

### **History of Contemporary Bilingual Education: From Guidelines to Standards**

Bilingual education as currently understood has been in existence since the mid-sixties. The vast majority of teachers who prepared for bilingual classrooms at the beginning of modern bilingual education history developed a different knowledge base from current pre- and in-service bilingual educators.

The notion of codifying professional practice in bilingual education into standards of practice is not a new one. Originally, the term *guidelines* had been the designation of choice that was used to organize what was considered acceptable practice into a cogent document (i.e., Center for Applied Linguistics (CAL), *Guidelines for the Preparation and Certification of Teachers of Bilingual-Bicultural Education*, 1974).

Subsequent to CAL's efforts, two other documents emerged. One was the *Proposed Standards for Multiple and Single Subject Teaching Credentials with a Cross-cultural, Language and Academic Development Emphasis*, published by California's Commission of Teacher Preparation and Licensing (August, 1991). The other, drafted by the Teachers of English to Speakers of Other Languages (TESOL), was the *Draft Standards for the Education of K-12 Language Minority Students for the 1990's and Beyond* (NABE, 1992).

Most recently, a fourth document appeared to bring the field up to date with new developments and applied this knowledge toward improved professional practice. In response to the call for the establishment of standards for the preparation of bilingual and multicultural teachers in 1989, the National Association for Bilingual Education (NABE) drafted the *Professional Standards for the Preparation of Bilingual/Multicultural Teachers* (NABE, 1992). This was the fourth professional standards document developed specifically for bilingual educators in the United States, which was also a synthesis of the previous three and amplification of current thinking on professional development for bilingual educators.

Four of the six areas outlined in the NABE (1992) document specifically address standards of professional practice in bilingual education:

1) *Bilingual/Multicultural Coursework and Curriculum*  
(NABE Standard #3)

This standard addresses the pre-professional academic preparation process required to develop professional competence bilingual/multicultural teachers, including (1) pre-professional academic preparation; (2) history and foundations of education with an emphasis in bilingual/multicultural education; (3) curriculum development including the need to adapt and revise curriculum for diverse populations; (4) classroom management and instructional methods and techniques with a focus on methods and materials for bilingual/ESL education; (5) assessment; (6) theories and applications of second language teaching; and (7) linguistic and cultural issues related to language-minority students in the United States (NABE, 1992, p. 13).

2) *Language Proficiency in English/Non-English Languages and Abilities to Teach in Those Languages* (NABE Standard #4)

The National Association for Bilingual Education believes that all bilingual education teachers be competent in English and at least one non-English language. Indicators of language competence in non-English languages include all language modalities (listening, speaking, reading, and writing), and may be demonstrated by having lived and worked in areas of the United States where these languages are commonly spoken or other countries where the language is spoken. In all cases, indicators of language competency should include formal study of the language (NABE, 1992, p. 19).

3) *Field Work and Practicum Experiences in Bilingual/Multicultural Classrooms* (NABE Standard #5)

The National Association for Bilingual Education believes that every candidate for a bilingual education teaching position should go through several supervised practice teaching experiences. NABE believes that these experiences provide a cultural link between theory and practice as well as opportunities for feedback, support, and the mentoring necessary to succeed as a bilingual education teacher.

4) *Life-Long Learning and Commitment to Professional Involvement*  
(NABE Standard #6)

This standard addresses the commitment necessary to the field of bilingual education as a profession. This commitment extends beyond the initial teacher preparation period and into their professional development as educators. Bilingual educators should seek continued professional development and opportunities for support in these endeavors (NABE, 1992).



### **Defining and Refining Standards of Bilingual Professional Practice**

What constitutes exemplary professional practice in bilingual education? By what standards is it measured? The literature is replete with overlapping conceptualizations, none of which appear to have achieved a prominent position in the field (Faltis & Merino, 1992).

Thonis (1990) speaks to the issue of competence among ESL teachers and makes three broad distinctions among them. First is the teacher who is a monolingual English speaker. In the second group are those teachers who speak one or more other languages, but none are the native languages of the students in their classes. The third type of teacher is competent in the child's native language as well as English. Thonis details two sets of competencies that she suggests all teachers of language minority children should have. One set she calls "qualities" and the second she refers to as "proficiencies."

The qualities Thonis refers to are (1) awareness of cultural differences; (2) recognition of language diversity; (3) knowledge of second language acquisition theory; (4) understanding of students' realities; (5) sensitivity to the values of families; (6) knowledge of the history and heritage of the group; (7) recognition of the potential of all students; (8) willingness to modify instruction as needed; and (9) solid understanding of curriculum imperatives for students learning in a second language.

The proficiencies are (1) knowledge of linguistic principles; (2) understanding of theories of language acquisition; (3) awareness of similarities and differences between first and second language acquisition; (4) awareness of available materials and their advantages and disadvantages; (5) experience in a variety of methods, including natural language, total physical response, and other communication-based approaches; (6) skill in the assessment of students, including administration of tests, interpretation of test results, and use of obtained data; (7) knowledge of the nature of the reading task in first and second languages; (8) awareness of specific strategies for promoting skills in word recognition, comprehension, and study habits; (9) judgment in organizing instruction to accommodate students' stages of language development; (10) understanding of the interdependence among language skills as needed to offer an integrated language arts program; (11) skill in managing classroom routine to keep learning alive and growing; and (12) appreciation for social, cultural, and linguistic diversity.

Garza and Barnes (1989), have also developed a list of competencies based on a teacher profile which they developed as part of a California State University System initiative to develop competencies in bilingual education. These authors explore teaching in bilingual settings through "competencies." The competencies which Garza and Barnes refer to are a set of skills and principles of knowledge developed in consultation with faculty members from the California State University System schools. This led to the development of a document which the universities refer to as *The Profile of the Beginning Teacher*. This "Profile . . ." is organized around the following nine categories (1) Foundations; (2) K-12 Curriculum; (3) Pre-instructional Factors; (4) During Instruction Factors; (5) Post-instructional Factors; (6) Climate Factors; (7) Multicultural Factors; (8) School and Community; and (9) Professionalism and Self-Growth. Each of these categories (although at times overlapping), is further broken down into seventy-nine specific knowledge-bases, attitudes, and skills which the authors' suggest are important for the beginning teacher in bilingual education (Garza and Barnes, 1989).

#### *Toward a Knowledge-Base for Bilingual Educators*

Garza and Barnes further delve into competencies by reviewing and outlining the Center for Applied Linguistics' (CAL), (1974), guidelines for teacher credentialing programs. In essence it is a recompilation of other lists of "areas, categories, or standards" such as those described by Thonis (1990). Garza and Barnes organize the *CAL Guidelines* into seven categories of knowledge with a total of seventy-six accompanying skills. The seven areas are (1) Language Proficiency; (2) Linguistic Knowledge; (3) Socio-Cultural Knowledge; (4) Instructional Factors; (5) Curriculum Content; (6) Assessment Factors; and (7) School and Community.

#### *Language Proficiency*

The aforementioned researchers are consistent in their position that teachers should be cognizant of the theoretical grounding of their first and second language proficiencies in bilingual education. The following briefly summarizes each of nine suggested competencies for bilingual educators:

- The ability to communicate effectively in the student's primary language.
- The ability to use both primary language and second language in a cognitive role and as a communicative function.
- The ability to assess a child's language proficiencies using a variety of criteria.
- The possession of a knowledge-base of the methods of delivery using the primary and second language.

- Recognition that a high level of primary language proficiency for the student will facilitate acquisition in the second language.
- Recognition that in order to develop high levels of primary language proficiency in students, subject matter as well as oral language and reading must be taught in that primary language.
- Placing students with low language proficiency scores in both languages (L1 and L2) initially—in the language most often used in the home.
- Understanding that . . . primary language instruction should continue at **all** grade levels.
- Accommodating many levels of language proficiency in both the L1 and L2 of the classroom (p. 11).

### *Linguistic Knowledge*

In this category, basic information about language, language learning and acquisition, bilingualism and cognition, and the use of language in communities is emphasized. Fourteen competencies are included. The following briefly summarizes Garza & Barnes' proposed competencies in this area:

- Awareness that language is the most important manifestation of the self and that misunderstanding of the value of a child's home language may seriously injure a child's concept of himself, his parents, and his community.
- Understanding that **all** language learning is cultural learning.
- Realization that teaching the second language requires sensitivity to established knowledge and attitudes already learned by the students.
- Analysis and identification of non-verbal language use in the primary language and its use in the bilingual education classroom.
- Knowledge of fundamental theory of bilingual education and alternatives.
- Knowledge that language acquisition skills and concept development in the primary language transfer to the second language.
- Awareness that current research indicates that fluent bilinguals appear to exhibit greater cognitive flexibility

- Knowledge about the teaching of a second language and the use of current approaches.
- Awareness that second language acquisition is facilitated when conceptual development is initiated in the native language.
- Understanding and applying research on the effects of attitudes and motivation on language acquisition and learning.
- Additive approaches to child's language learning experiences rather than subtractive approaches.
- Honoring the child's mother tongue in the classroom.
- Flexible and open attitude toward codeswitching.
- Understanding that the goals of a bilingual, bicultural program should coincide with the linguistic and cultural aspirations of each language community (p. 12-13).

### *Sociocultural Knowledge*

Emphasized here is the notion that sociocultural factors may have a stronger impact and influence on achievement than proficiency in English. In this category ten competencies are examined. These focus on teacher attitudes and behavior and their impact on student learning. Cultural beliefs, values, traditions, and rules for social behavior are also emphasized. The following briefly summarizes the competencies for sociocultural knowledge.

- Acquisition of knowledge of cultural anthropology.
- Understanding the significance of the socialization process in the family and its impact on cognitive and linguistic growth.
- Sensitivity to personal trauma or disenfranchisement in immigrant families.
- Understanding of the heterogeneous nature of minority ethnic groups.
- Familiarity with and inclusion of the minority subculture in the mainstream.
- Incorporation of the culture, history, contributions of the minority group into the mainstream.
- Demonstration of knowledge and recognition of characteristic cognitive styles of each minority group.

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- Assessment of own teaching style.
- Identification of each child's education needs and prescription of educational program that uses most effective cognitive style.
- Understanding that ethnic minorities must be studied relative to their historical development within the educational institution in our society (p. 14).

### *Instructional Factors*

There are eleven instructional competencies, each with individualization and personalization at the heart. Instruction must meet the academic, linguistic, and cultural needs of the minority student. The following summarizes instructional responses to bilingual, bicultural students:

- Planning and organization of units of instruction relevant to a child's academic and linguistic needs.
- Demonstration of pedagogic flexibility by using a variety of methods.
- Incorporation of a multicultural approach into **all** aspects of instruction.
- Use of effective classroom management.
- Understanding of interactional styles and variety of groupings.
- Assisting children to maintain and expand their primary language while introducing instruction in the second language.
- Using both primary and secondary language for instruction.
- Maintaining high expectation in academic achievements.
- Manipulating the environment in the classroom to stimulate positive feelings, attitudes, values, and self-concepts.

Maintaining positive regard for students and parents by being caring and accepting.

- Promoting positive classroom climate (p. 15).

### *Curriculum Content*

**11**

There are fifteen competencies related to curriculum that focus on native language instruction, second language instruction, content area instruction, and cultural instruction and sensitivity. The following briefly summarizes how bilingual educators can structure curriculum for bilingual, bicultural students:

- Using cultural, social linguistic, geographic, and educational experiences of the children, especially in social studies.
- Securing resources relevant to the specific subcultures found in the classroom.
- Being prepared to develop materials.
- Understanding the implementation of the social studies curriculum to create positive self concept and pride.
- Understanding that by learning each other's culture, beliefs, and values, students can begin to effectively relate to similarities and differences among them.
- Distinguishing between cultural elements and the effects of poverty and discrimination.
- Incorporating music and **art** into the curriculum.
- Understanding assessment scores in mathematics and their implication and relation to language minority students.
- Structuring learning experiences in mathematics and science in the student's native language.
- Developing sophistication in mathematics and science content and the use of cultural and linguistic situations to personalize instruction.
- Knowing the child's language skill development.
- Understanding that reading skills, attitudes, and beliefs learned in primary language will transfer into the second language.
- Integrating students' language into reading experiences.
- Modifying the curriculum to meet a variety of cognitive styles.
- Including more problem-solving, language skills, and meta-linguistic awareness into curriculum designs (pp. 16-17).

### *Assessment*

Garza and Barnes include eight assessment competencies. The focus is not only on academic assessment but also on assessment of language proficiency. The following briefly summarizes each.

- Appreciation of the complexities of assessing language minority students.
- Understanding assessment in language dominance, language proficiency, content area achievement, and reclassification.
- Recognition that communicative competence may not be evaluated by proficiency exams.
- Developing criterion-referenced tests.
- Using caution with chapter tests and other textbook tests.
- Accessing preferred cognitive learning styles to provide appropriate instruction.
- Providing a curriculum based on the assessment of cognitive learning styles.
- Exhibiting extreme caution with interpreting I.Q. test scores (p. 18).

### *School and Community*

Nine competencies focus on the notion that participation of the community in the school setting results in higher student achievement and motivation. Emphasized is the bilingual education teacher's position to empower language minority parents. The following briefly summarizes each competency.

- Learning about the community surrounding the school.
- Communicating the theory and purpose of bilingual education to parents.
- Communicating regularly with parents about their child's social and academic progress.
- Noting that many traditional semi-rural cultures espouse a strong oral tradition versus a written or literate style of communication.
- Being aware that many immigrant parents may not have a tradition of involvement in the schools.
- Encouraging parents to participate in school site committees.

- Actively participating in Bilingual Advisory Committees at school and district level.
- Becoming sensitive to the community.
- Understanding that the linguistic distinction between students and schools is too narrow a focus when exploring the failure of many language minority students (pp. 19-20).

Garza and Barnes also state that the competencies mentioned above are critical in the effectiveness of bilingual education instruction and have been included because they are consistently mentioned in the literature (e.g., Cummins, 1986; Dentler & Hafner, 1997; Garcia, 1993; Gay, 1993; González, 1993; Moll, 1988, 1992; Nieto, 1991; Valverde, 1993). Similarities also exist among the Garza and Barnes document, the *Profile* categories and the CAL guidelines. Even in the description of each skill or competency, despite differences in terminology, the similarities are striking. In attempting to define competencies such as the ones presented here, Rodriguez (1990) pointed out nearly a decade ago that a rigorous examination of competencies based on empirical study needed to be performed. Rodriguez stated:

Examination of the above examples of bilingual teacher competencies currently in use reveals that there is little consensus among experts about the set of competencies most appropriate to good bilingual teaching. . . . competencies can be described in terms of required skills, behaviors, tasks, knowledge, attitudes, values, pre-dispositions, and aptitudes. . . . such expert-generated competencies form the basis for university teacher preparation programs, district inservice education, and teacher credentialing requirements. Until competencies are empirically identified, educators will continue to rely on the existing array of questionable measures based on narrow cognitive outcomes, superficial behavioral observation, and a priori value-laden judgments. (p. 373)



**Policies and Practices to Help Teachers Help English Language Learners Learn English**

Perhaps the one missing skill or area that is of more recent vintage is the notion of mentoring, as noted by Torres-Guzman and Goodwin (1995) and Calderón (1994). The idea of working in a structured mentoring relationship could be beneficial to bilingual teacher preparation programs. The concept also may support the broader notion of learning community.

*Milk*, Mercado, and Sapiens (1992) point out that bilingual teacher training must change in accordance with shifting political, demographic, and program realities—that taking these realities into account means that teacher preparation must include bilingual teachers, ESL teachers, and mainstream teachers.

One of the most comprehensive reports to detail the current status of bilingual education is the *State Certification Requirements for Teachers of Limited English Proficient Students* (Fleischman, Arterburn, and Wiens, 1995), published for the Office of Bilingual Education and Minority Language Affairs (OBEMLA). The authors attempt to "present information on . . . state certification requirements for bilingual education and ESL teachers, and the ways in which these certification requirements address (or do not address) the challenge of preparing teachers to enable LEP students to meet high academic standards." (Fleischman et al., p. 1)

According to Fleischman et al. (1995), one of the goals in the Goals 2000: Educating America Act, was to give impetus to an examination of those who worked with limited English proficient children. These authors reported:

. . . research shows that the difficulty lies not only in the dearth of trained teachers (although this is indeed a serious problem), but also in the training programs themselves. Many states have been found to lack the theoretical and methodological knowledge which is needed to develop, implement, and assess appropriate standards and requirements for an effective program of bilingual education . . . . (p. 2)

Garcia (1992), points out that bilingual education has many obstacles in its path that regular fields do not. Among these is the fact that bilingual education is a relatively young field that is concerned with a "multidisciplinary perspective" (p. 399). The subject matter and pedagogy are two common concerns of the language minority educator. Garcia writes that the newness of the field is:

complicated by the nature of the training-program content; that is, this new program just takes a more multidisciplinary perspective. Thus, the newness of language minority teacher education, and the multifaceted approach required by a diverse LEP student population and its instructional needs, pose significant obstacles for states as they strive to develop teacher training programs. (p. 399)

The problems faced by educators in developing good bilingual teacher preparation programs are formidable. González (1993) found that many teachers had insufficient grounding in methods of teaching reading, language, and content knowledge to LEP students. In his study, González also found that 60% of beginning bilingual education teachers reported not receiving instruction in teaching reading, language or content area material in Spanish. More recently, Guerrero (1999), in his research in the area of Spanish language proficiency among bilingual education teachers, also expresses concern for this lack of Spanish language proficiency.

Prior to the NABE Standards of 1992, the National Association of State Directors of Teacher Education and Certification (NASDTEC), had developed a general model of standards and guidelines to be used in the preparation of bilingual and ESL teachers (Fleischman, et al. 1995). However, Collier (1985) “. . . points out, these guidelines are incomplete, lacking in such areas as curriculum development in BE (bilingual education) and ESL, assessment of minority language students, and methods of teaching content areas bilingually” (p. 3).

When NABE published their *Professional Standards for the Preparation of Bilingual/Multicultural Teachers* (1992), it was in response to a need to develop some form of standardization for the preparation of bilingual teachers. The NABE document suggested a series of 'qualities' under the category of each standard. In this manner, colleges, universities, and State Education Agency's (SEA's) could build on what NABE suggests, thus building the standards to be more in tune among states. This will help the states and local districts stay in touch with what is truly needed by teachers and students alike (Fleischman, et al. 1995).

Another step toward national standards in bilingual education is a very recent move by the National Board for Professional Teaching Standards to introduce standards for Spanish speaking/ESL teachers seeking National Board Certification. According to the National Board for Professional Teaching Standards (1999), the certificate being offered is not referred to as a bilingual certificate. Instead it is called the ENL Certificate. ENL stands for English as a New Language. Within the elementary certificate offered by the National Board will be opportunities for bilingual (Spanish) and ESL teachers to seek the ENL certification as Early and Middle Childhood/Generalists. The secondary ENL certificate will allow for the English Language Development Specialists and bilingual content teachers in social studies-history, science, and math to seek ENL certification using the ENL Standards. These teachers may teach in pull-out situations or in self-contained classrooms (Stecker, 1999). Also, the Board is in the process of developing (for the year 1999-2000), a Spanish Language Option for teachers who teach in Spanish.

The role of the universities in the development of standards and implementation of standards-based pedagogy for both K-12 and university students has not been clearly defined. While many teacher educators have labored for many years in a variety of training programs and may understand the reasons for the gap in standards-based preparation, there is scant evidence that this is a priority among those ranks.

The preparation of bilingual teachers has, as have teacher preparation programs in general, come a long way in the past thirty years. When Title VII was enacted in 1968 there were virtually no bilingual teachers (as we know them today), prepared to teach to the needs of the limited English proficient. Clark (1990), points out that the first Title VII fellowships given for the purpose of preparing teachers were awarded in 1974-1975. According to Clark, at this time:

. . . universities had not developed teacher **training** programs, criteria for competencies for bilingual education teachers, methodology and, much less a curriculum. Needless to say, there was not a faculty in place to develop the curriculum, conduct the research, develop the theories, nor to do the training. (p. 364)

According to Crawford (1995), the original Title VII legislation (known as the Bilingual Education Act), authorized four activities. These were:

- 1) assistance to local districts in establishing bilingual programs;
- 2) teacher and teacher-aide training;
- 3) materials development and dissemination; and,
- 4) efforts to encourage parental involvement.

With the demand high for bilingual programs to meet the needs of children who were LEP and with very few professionals with specialized preparation in the field, universities were forced to create programs to prepare bilingual education teachers. In the absence of sound theory, articulated skills, standards, or competencies, and the professoriate to deliver these programs, universities did the best they could to meet this challenge and fill the void. This is not to imply that nothing was being done to create these standards. It is apparent however, that there was a limited body of knowledge as to how bilingual education teachers should be prepared.

According to Clark (1990, p. 365), these efforts had begun very early with states legislating mandates for bilingual education. California in particular had begun as early as 1971 to identify "standards for the certification of teaching personnel for bilingual classes."

The California standard developed is described as follows: "Bilingual-crosscultural teacher" means a person who (1) holds a valid regular California teaching credential, and (2) holds either a bilingual or a bilingual-crosscultural specialist credential" (Clark, p. 366). Such a person shall be fluent in the primary language and familiar with the cultural heritage crosscultural certificate of proficiency or other credential in bilingual education authorized by the Commission for Teacher Preparation and Licensing of the limited-English speaking pupils in the bilingual classes he or she conducts. Such a person shall have a professional working knowledge of the methodologies which must be employed to effectively educate those pupils. [The preparation of bilingual personnel for classrooms was so critical that even teacher aides (para-professionals), were provided for in the California preparation guidelines.] "Bilingual-crosscultural teacher aide" means an aide fluent in both English and the primary language of the limited-English speaking pupil or pupils in a bilingual-bicultural program. Such an aide shall be familiar with the cultural heritage of the limited-English speaking pupils in the bilingual classes to which he or she is assigned (Clark, 1990, p. 366).

The early California standards reflected some of early thinking in bilingual education. Basically, it was a deficit-remediation model that lacked acknowledgement of, and value for, the child's home language and culture. However outdated it may seem today, it was congruent with professional thinking about the needs of limited English proficient students at the beginning of the bilingual education movement. In the absence of professionals, universities, state departments of education, and local school districts collaborated to develop an emerging theoretical and pedagogical construct of bilingual education. This early work brought about a need for critical research in bilingual education. After the initial critiques of bilingual education by Noel Epstein in 1977 and the AIR Report of 1977-1978, the need for basic research was an important priority for the bilingual academic community (Crawford, 1995).

The research in bilingual education over the past two decades has added greatly to our knowledge of what bilingual teachers should know and how they should attain this knowledge. Clark (1990) outlines clearly the historical development of bilingual teacher preparation and the skills or areas of knowledge that bilingual teachers are expected to have. Padilla (1999) looks at empirical studies of a) best practices; b) outstanding bilingual teachers; and c) studies within classrooms and programs in bilingual schools, during the 1970's and 1980's.

With the exception of the NABE Standards, and more recently those of the National Board for Professional Teaching Standards, the efforts of the entire reform movement have focused on the average middle class child in the American classroom and the teachers who teach them. Language minority students continue to be recognized only marginally. The next section focuses on amplification of the literature in policies governing bilingual educator certification requirements in seven states.

DESCRIPTION OF STATE REQUIREMENTS FOR BILINGUAL EDUCATION CERTIFICATION IN SELECTED STATES

This section details the information received from each of the seven states selected for this report. At the beginning of each section, the state's requirements are briefly summarized by a table showing how each state's requirements fit into their overall plan for bilingual education teacher preparation. Following each table is a narrative description of the some information given in more detail.

The Arizona License

For the 1996-97 school year the number of LEP students in Arizona is estimated at 93,528 or 11.5% of the total student enrollment (Macías, 1998). According to the Arizona Department of Education Report, Arizona had 112,522 limited English proficient students during the 1997-1998 academic year.

Table 1  
SUMMARY BILINGUAL EDUCATION  
CERTIFICATION REQUIREMENTS  
ARIZONA

CREDENTIAL	LANGUAGE COMPETENCY MEASURES		OTHER COMPETENCIES
	English	Spanish	Bilingual Education Competencies
<p><b>Bilingual Education Endorsement</b></p> <p>Requirements: Valid Arizona elementary, secondary, or special education certificate</p> <p>Completion of a state-approved program in bilingual education</p> <p>Proficiency in a language other than English</p>	<p><b>Arizona Teacher Proficiency Assessment</b> (subject, professional knowledge)</p>	<p><b>Arizona Classroom Spanish Proficiency Examination</b></p>	<p>Bilingual Education Competencies are currently in the process of being developed.</p>

To be certified in Arizona as a bilingual education teacher one must possess an endorsement in bilingual education from the Arizona Department of Education. An endorsement is an attachment to a regular teaching certificate in a content area, elementary grade level, or special education. The Bilingual Education Endorsement is required of **all** personnel serving as a bilingual classroom teacher, bilingual resource teacher, bilingual specialist, or other teacher responsible for providing bilingual instruction. The holder of the endorsement is also authorized to function as an English as a second language teacher. The requirements for the Provisional Bilingual Education Endorsement, which is valid for three years and is non-renewable, include the following, (Arizona Department of Education, 1998):

- A valid Arizona elementary, secondary, or special education certificate
- Verification of proficiency in a language other than English

Requirements for the permanent Bilingual Education Endorsement are the following, (Arizona Department of Education, 1998):

- A valid Arizona elementary, secondary or special education certificate
- Completion of a professional program in Bilingual Education from an accredited institution to include student teaching or two years experience in a K-12 bilingual setting and 21 semester hours in the following courses:
  - Three semester hours of foundations of instruction for non-English language background students;
  - Three semester hours of bilingual methods;
  - Three semester hours of courses in bilingual materials and curriculum; assessment of limited-English proficient students; teaching reading and writing in the native language; or English as a second language for bilingual settings;
  - Three semester hours of coursework in linguistics to include psycholinguistics, sociolinguistics, first language acquisition, and second language acquisition for ~~language~~ minority students; or American Indian language linguistics;
  - Three semester hours in school, community, family culture, and parental involvement for non-English language background students;
  - Three semester hours of courses in methods of teaching and evaluating handicapped children from non-English-language backgrounds. These hours are only required for bilingual endorsements on special education certificates;

- Practicum in a bilingual education program or 2 years of successful bilingual education teaching experience verified by the superintendent;
- Proficiency in a spoken language other than English, verified by the language department of an accredited institution except in the case of American Indian languages. Spanish language proficiency must be verified by passing the Arizona Classroom Spanish Proficiency Examination. American Indian language proficiency must be verified in writing by an official designated by the appropriate tribe.

Candidates at the undergraduate level are certified in elementary education with an endorsement in bilingual education. Within their forty-five semester hours of education courses, which address professional and subject content standards, they take bilingual education courses in Spanish and English that address the teaching of reading, language arts, mathematics, science, social studies, and foundations of bilingual education. The students are also required to take the Arizona Classroom Spanish Proficiency Examination. The State Department of Education advises universities to incorporate Professional Teaching Standards in the education courses required for certification. These general elementary standards are addressed in the Arizona Teacher Proficiency Assessment.

For a Provisional Elementary Certificate (valid for 2 years and not renewable), candidates must pass the professional and the elementary education subject knowledge portion of the Arizona Teacher Proficiency Assessment. This assessment is the same exam required of candidates seeking certification in elementary education. In Arizona, the Arizona Teacher Proficiency Assessment does not test for the bilingual education teacher preparation coursework required by universities or the state for endorsement. In contrast, Texas candidates seeking certification in bilingual education take the Bilingual/Elementary Comprehensive ExCET for certification in both areas.

To be eligible for a Standard Elementary Certificate (valid for 6 years) candidates must qualify for the Provisional Elementary Certificate and pass the performance portion of the Arizona Teacher Proficiency Assessment. According to the Arizona Department of Education the inclusion of the Professional Teaching Standards for certification will eventually address the bilingual education competencies that are currently under development. In 1995, Fleischman's report to the Office of Bilingual Education and Language Minority Affairs (OBEMLA), did not include any bilingual teacher competencies for the state of Arizona. In Arizona, a Teacher Education Skills List that focuses on the requirements for the bilingual endorsement has been in existence for many years.

**The California License**

In the 1996-97 school year there were 1,381,393 LEP students (22.2%) out of a total student enrollment of 6,228,036 students (Macías, 1998).

**Table 2  
SUMMARY BILINGUAL EDUCATION  
CERTIFICATION REQUIREMENTS  
CALIFORNIA**

CREDENTIALS	LANGUAGE COMPETENCY MEASURES		OTHER COMPETENCIES
	English	Spanish	
<p><i><b>BCLAD Certificate (Bilingual, Crosscultural, Language and Academic Development)</b></i></p> <p><i><b>BCLAD Certificate</b></i> qualifies a teacher to provide instruction in English language development, specially designed academic instruction delivered in English and primary language development and content instruction delivered in the primary language.</p>	<p><i><b>California Skills Test (CBEST)</b></i></p> <p>Pass the listening and speaking components of <i><b>Test 6 of CLAD/BCLAD Examinations</b></i> in the language of emphasis</p> <p>Pass an assessment in the language of emphasis covering oral language proficiency both listening and speaking</p> <p>Pass appropriate subject-matter examinations</p>	<p>Pass the listening and speaking components of <i><b>Test 6 of CLAD/BCLAD Examinations</b></i> in the language of emphasis</p> <p>Pass an assessment in the language of emphasis covering oral language proficiency both listening and speaking</p> <p><i><b>Bilingual Certificate of Competence of Spanish Language Subtest</b></i> for candidates already possessing an elementary of secondary license</p>	<p>Bilingual Education Competencies</p> <p>No competencies reported by neither the California Department of Education, nor the Commission on Teacher Credentialing</p>



California offers two types of certificates: CLAD (Crosscultural, Language and Academic Development) for those seeking certification in ESL and the BCLAD (Bilingual, Crosscultural, Language and Academic Development) for those seeking a bilingual certificate. In California, the areas of instruction for LEP students are defined as ELD-English Language Development (ESL); SDAIE-Specially Designed Academic Instruction Delivered in English (Sheltered English); Primary Language Development; and Content Instruction delivered in the primary language. The BCLAD Certificate qualifies a teacher to provide instruction in **all** three areas (Fleischman et al. 1995). The CLAD/BCLAD Examinations consist of the following six tests:

Test 1: Language and Structure and First and Second Language Development

Test 2: Methodology of Bilingual, English Language Development and Content Instruction

Test 3: Culture and Cultural Diversity

Test 4: Methodology for Primary Language Instruction

Test 5: The Culture of Emphasis

Test 6: The Language of Emphasis

The requirements for BCLAD certification include the following:

1. Possession of a valid California teaching credential and,
2. A passing score on one of the following:
  - Tests 1-6 of the CLAD/BCLAD Examinations
  - Tests 4, 5, and 6 of the CLAD/BCLAD Examinations in addition to having completed course work required for a CLAD Certificate
  - The Culture Component of the BCC Examination and passing scores on Tests 1-4 and 6 of the CLAD/BCLAD
  - The Methodology Component of the BCC Examination and Passing score on Tests 2, 3, 5 and 6 of the CLAD/BCLAD
  - The Language (non-English sections only) Component of the BCC Exam and passing scores on Test 1-5 of the CLAD/BCLAD  
The Culture and Methodology Components of the BCC examination and passing scores on Test 6 of the CLAD/BCLAD
  - The Language (non-English sections only) and Culture Components of the BCC Examination and passing scores on Tests 2 and 4 of the CLAD/BCLAD

- The Culture, Methodology, and Language (non-English sections only) Components of the BCC Exam

When a candidate has met **all** the requirements for a BCLAD Certificate, an application for certification is made by submitting original or certified copies of LDS scores, BCC score Reports, and/or, CLAD/BCLAD Cumulative Results to the California Commission on Teacher Credentialing.

If these documents are unavailable, a candidate may submit official transcripts verifying 12 upper-division semester units (24 semester units when using any lower-division units), or 18 upper-division quarter units (36 quarter units when using any lower-division units), of college or university course work in the three domains described.

Before a candidate applies for certification he/she must possess the following (California Commission on Teacher Credentialing, 1998):

- Baccalaureate or higher degree;
- Successful completion of a multiple subject professional teacher preparation program;
- Passing grade on the California Basic Educational Skills Test (CBEST);
- Completion of a course or passed an examination on Provisions and Principles of the U.S. Constitution;
- Completion of the Developing English Language Skills, including reading requirements by successful completion of a comprehensive reading instruction course;
- Demonstrated subject-matter competence and a passing score on Multiple Subject Assessment for Teachers (MSAT), or completed an approved liberal arts subject-matter program;
- Passing grade on the Reading Instruction Competence Assessment (RICA); and
- (For those already possessing an elementary or secondary license) a passing grade on the Bilingual Certificate of Competence Spanish Language subtest

Competencies for candidates preparing to become bilingual teachers were not reported either by the Commission on Teacher Credentialing nor the California Department of Education. Fleischman et al. (1995) did not report findings with respect to teacher competencies in California either. In this light, it may be reasonable to assume that bilingual teacher education competencies in use in California are limited to those tested on the BCLAD Exam.

**The Colorado License**

Colorado's total student enrollment for the 1996-97 school year ~~was~~ 333,746 students, of which 7.4% or 24,675 were classified as LEP (Macías, 1998).

**Table 3  
SUMMARY BILINGUAL EDUCATION  
CERTIFICATION REQUIREMENTS  
COLORADO**

CREDENTIAL	LANGUAGE COMPETENCY MEASURES		OTHER COMPETENCIES
	English	Spanish	
<p><b>Bilingual Endorsement</b>  (Add-on to elementary or secondary subject area certification)</p> <p>Broad liberal arts preparation</p> <p>Approved program of professional education</p> <p>Prerequisite endorsement in early childhood education, middle childhood education, early adolescence education, or young adult education and an approved program in bilingual education</p>	<p><i>Program of Licensing Assessment for Colorado Educators (PLACE)</i></p> <p>Basic skills</p> <p>Liberal arts and sciences</p> <p>Professional knowledge</p> <p>Content area</p> <p>Oral Proficiency Test or a <b>minimum</b> passing grade of a B in a public speaking course at an approved university</p>	<p>None</p>	<p>No <b>Bilingual Education</b> Competencies were reported by Colorado State Department of Education. The State Department of Education reported bilingual education skills measured by universities and <b>licensure</b> tests in the following areas:</p> <p>First &amp; second language acquisition &amp; learning Historical, legal, <b>linguistic</b> background and issues, Cross-cultural communication, Nature of English language-linguistics, Structure and use of another language, Language <b>teaching</b> methodology and instructional techniques, and Assessment Native language effective oral and written language</p>

Colorado offers an "add-on" endorsement in bilingual education to the elementary or secondary subject area certification. To be endorsed in "Linguistically Diverse Education:" Bilingual Education, ages 7-12, 11-15, and/or 14-18+, an applicant must have a broad liberal arts preparation. In addition, the applicant must have completed an approved program of professional education as prescribed in section 5.00 of the State Board of Education Rules. A prerequisite endorsement in early childhood education, middle childhood education, early adolescence education, or young adult education, and an approved program in bilingual education is also required.

The Colorado State Department of Education did not report any competencies specifically for bilingual education. However, they did report having a set of required areas leading to knowledge and skills in bilingual education that all bilingual education teacher candidates must master. Mastery of the skills and knowledge of these areas will be measured by the preparing universities and the licensure test. Skills and knowledge that the applicant will develop in the approved bilingual education program include the following (Colorado State Department of Education, 1998):

*Knowledge:*

The educator of linguistically diverse students shall have knowledge of:

- a) First and second language acquisition and learning, including the nature of bilingualism/multilingualism and implications for teaching second language learners.
- b) The historical and legal background and issues of the education of linguistically diverse students in the United States, including: the concepts of language and power social implications, issues of language differences, and federal and state legal requirements and guidelines.
- c). Cross-cultural communication, including: understanding of one's own culture and the cultures(s) of the language(s) to be taught; the variety of language discourses found in schools and communities; and the regional and social factors that influence and reinforce the use of these discourses.
- d) The nature of the English language, including linguistics, psycholinguistics, sociolinguistics; contrasting features of English and other languages, and styles of languages.

- e) The structure and use of another language, including participation in experiences which require study, exposure to the other language, and involvement in the culture associated with the other language.
- f) Language teaching methodology and instructional techniques for teaching a wide range of linguistically diverse students across different age and developmental levels, including: methodology based upon research and applications; content based strategies; identification; selection evaluation; design and adaptation of appropriate instructional materials; and child and adolescent literature from various cultures.
- g) Assessment, including: a variety of assessment instruments and tools to measure; primary and secondary language proficiency; achievement of content standards; and understanding of how cultural orientations impact school performance and achievement on standardized assessments.

*Performances:*

The educator of linguistically diverse students is able to:

- a) Teach English to speakers of other languages, including basic interpersonal communication and cognitive academic language skills.
- b) Use a variety of appropriate instructional techniques for speakers of other languages, including, but not limited to: sheltered instruction in the content areas of the curriculum; natural and communicative language teaching methods; and kinesthetic, visual, and auditory instruction techniques.
- c) Communicate and collaborate with other educators to meet the social, academic, linguistic, and psychological needs of linguistically diverse students.
- d) Encourage the development of native language and culture in linguistically diverse students.
- e) Demonstrate intercultural sensitivity in communications by accepting, encouraging, and promoting the cultures and languages students bring to the classroom.
- f) Advocate for linguistically diverse students and their families.
- g) Communicate with and be involved with linguistically diverse students, family members, and communities.

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- h) Demonstrate proficiency in the structure and use of the English language, including reading, writing, listening, and speaking.
- i) Utilize appropriate linguistic and content assessment techniques in the languages of instruction.
- j) Encourage students to set and achieve high academic and personal goals, thus, developing self-esteem.
- k) Work with interpreters/translators, when appropriate, to assess students' language and content skills.
- l) Demonstrate familiarity with developmental stages of second language acquisition and possible language/learning disorders.

In addition, the bilingual teacher shall:

- a) Demonstrate a high level of proficiency in the structure and use of a language other than English including reading, writing, speaking, and listening.
- b) Demonstrate the ability to deliver instruction in the student content areas in the student's native language.
- c) Complete the requirements prescribed for field experience, (Colorado State Department of Education, 1998).

Also, the bilingual education teacher applicant must meet the standards for the approved program of professional education and professional development of teachers and special service personnel. These include:

- Knowledge of Content and Learning: 6 knowledge and 13 performance standards
- Assessment: 6 knowledge and 9 performance standards
- Democratic Ideal: 3 knowledge and 13 performance standards
- Diversity: 6 knowledge and 11 performance standards
- Communication: 3 knowledge and 16 performance standards

In addition to demonstrating the above skills and standards, applicants seeking an endorsement must also take the Program of Licensing Assessment for Colorado Educators (PLACE), the Basic Skills Assessment, and the Liberal Arts and Sciences/Professional Knowledge Assessments. The applicants can also take the Oral English Proficiency Test or complete a public speaking course with a **minimum** grade of a "B" at an approved university. Although it was stressed that the applicants possess a high level of proficiency in a language other than English, there was no indication of how proficiency would be demonstrated.

**The Illinois License**

For the 1996-97 school year Illinois had a student enrollment of 2,293,920 students. The LEP enrollment was 5.2% or 118,246 students (Macías, 1998).

**Table 4**  
**SUMMARY BILINGUAL EDUCATION**  
**CERTIFICATION REQUIREMENTS**  
**ILLINOIS**

CREDENTIAL	LANGUAGE COMPETENCY MEASURES		OTHER COMPETENCIES
	English	Spanish	Bilingual Education Competencies
The Transitional Bilingual Language Certificate  Regular Certificate with Bilingual Approval  Language proficiency test in English if graduated from an institution where official language of instruction was not English  No examination if graduated from one or more institutions where English and another language were officially used for instruction	Basic Skills Test (BST) and Subject-matter Knowledge Test (SMKT)  Illinois State Board of Education (ISBE) The Transitional Bilingual Language Proficiency Examination Language proficiency test in English if graduated from an institution where official language of instruction was not English  No examination if graduated from one or more institutions where English and another language were officially used for instruction	ISBE language proficiency test in another language if graduated from institution where official language of instruction was English  Transitional Bilingual Language Proficiency Examination  No examination if graduated from one or more institutions where English and another language were officially used for instruction.	No competencies were reported by the Bilingual Education Department of Illinois State Board of Education



There are two ways for candidates to qualify for Illinois certification as bilingual education teachers: 1) a Transitional Bilingual Certificate (type 29) and 2) a regular certificate with bilingual approval. The Transitional Bilingual Certificate is valid for a period of 6 years. There is a one-time, two year extension granted if the teacher is completing certification coursework. There is no extension beyond 8 years. Individuals may teach all subjects within the bilingual education programs. ESL may be taught but only through grade 6 (Illinois State Board of Education, 1994, 1996). The applicant must (1) be in good health; (2) be of sound moral character; (3) be legally present in the United States and possess legal authorization for employment; and (4) comply with certification application procedures.

If the candidate has previous teaching experience, the candidate must have had within 5 years prior to application, a valid certificate or comparable teaching authorization from another state, a U.S. territory, or a foreign country, and a bachelor's degree from a recognized institution.

### Language Requirements:

- 1) The applicant must demonstrate adequate speaking and reading ability in the non-English language in which transitional bilingual education is offered in Illinois.
  - a) The applicant demonstrates the ability to use language fluently and accurately in professional situations and expresses the following attributes: precision of vocabulary; ability to respond appropriately in unfamiliar situations; can use the language with infrequent errors of pronunciation and grammar; and can handle informal interpreting from and into the language.
  - b) The applicant presents evidence of graduation from a teacher preparation institution in which the medium of instruction was the target language.
  - c) The applicant **will** pass an Illinois State Board of Education (ISBE) exam, such as the Transitional Bilingual Language Proficiency Examination, if graduation was from an institution where the official language of instruction was English. An examination **will** not be necessary if English and another language were officially used for instruction (Illinois State Board of Education, 1996).
- 2) The applicant must demonstrate adequate communicative skills in English. Graduation from an institution of higher education in which the medium of instruction was English.



- a) Employment in an Illinois bilingual program for one year or more. The building administrator must attest to English proficiency skills.
- b) The applicant passes an ISBE language proficiency test in English, such as the Transitional Bilingual Language Proficiency Examination, if graduation was from an institution where the official language of instruction was not English. The exam focuses on social demands and work requirements, casual conversation, conversations on non-technical subjects, and vocabulary sufficient for self-expression. The applicant's performance is such that if errors are made, they do not render speech unintelligible.

Teachers in approved bilingual education programs may possess either a Transitional Bilingual Certificate or a valid Illinois teaching certificate and a statement of approval issued by the State Board of Education. Approvals will only be issued to applicants who already possess a regular teaching certification, and they will also be limited to the grade levels or subjects for which the teaching certificate is valid. A statement of approval will be issued to individuals meeting the following requirements (Illinois State Board of Education, 1996):

- 1) A valid Illinois teacher certificate;
- 2) Bilingual clinical experience totaling 100 clock hours or three months teaching experience in bilingual programs;
- 3) Successful completion of a language examination in the non-English language (same as for Type 29—no second test is required if it has been passed); and
- 4) Must have 18 semester hours in the following courses: (a) Foundations of Bilingual Education; (b) Assessment of Bilingual Students; (c) Methods and Materials for Teaching LEP Students; (d) Cross-cultural Studies for Teaching LEP Students; and (e) Methods and Materials for Teaching ESL.

In addition to the above requirements, the applicants must also pass the Basic Skills Test (BST) and Subject Matter Knowledge Test (SMKT).

The staff from the Bilingual and Certification Departments in the Illinois State Board of Education responded fully to our request, but they did not provide specific competencies used in that state. Fleischman et al. (1995) reported no specific teacher competencies in their report to OBEMLA.

**The New Mexico License**

New Mexico's school enrollment is 328,707 students (Macías, 1998). The LEP enrollment is 78,107 students, as reported by the Bilingual Education Division of the State Department of Education. The LEP enrollment is almost 24% of the total student enrollment.

**Table 5  
SUMMARY BILINGUAL EDUCATION  
CERTIFICATION REQUIREMENTS  
NEW MEXICO**

CREDENTIAL	LANGUAGE COMPETENCY MEASURES		OTHER COMPETENCIES
	English	Spanish	Bilingual Education Competencies
<p><b>Bilingual</b> Endorsement attached to an elementary or secondary license</p> <p>24 credit hours of university coursework that meets specific bilingual education competencies</p> <p>For middle/secondary or K-12-must also have an endorsement in another teaching field</p>	<p><i>Battery of National Teachers Examination (NTE)</i></p> <p>Effective July 1999:</p> <p><i>New Mexico Assessment of Teacher Basic Skills</i></p> <p><i>New Mexico Assessment of Teacher Competency</i></p> <p><i>New Mexico Assessment of Teacher General Knowledge</i></p>	<p><i>Prueba de Español para la Certificación Bilingüe</i></p>	<p><b>Bilingual</b> Education Competencies are being revised in 1999. Existing competencies assessed by universities in the areas of:</p> <p>Native language-effective oral and written language</p> <p>Culture</p> <p>English language development</p> <p>Community/Parent involvement</p> <p>Instructional methodology</p> <p>Assessment</p> <p>Note: Fleischman's 1995 report to OBEMLA praised New Mexico as one of the few states having extensive bilingual education teacher competencies.</p>

New Mexico offers an endorsement, which is an add-on to the requirements for an elementary or secondary teacher's license. It consists of 24 hours of university coursework and meets the competencies specified for bilingual education. According to Fleischman et al. (1995), New Mexico is an excellent example of a state with an extensive set of competencies covering such areas as pedagogy, content knowledge, first and second language proficiency, culture, assessment, and parental involvement. This additional coursework is in addition to the general requirements for the provisional license and ensures that teachers are competent in these six areas (New Mexico State Department of Education, 1998).

Persons seeking licensure in elementary education with an endorsement in bilingual education must meet the following requirements (New Mexico State Department of Education, 1989):

- 1) Have a bachelor's degree from a regionally accredited college or university and meet its specific requirements on the number of hours and courses required.
- 2) Pass the Core Battery of the National Teacher Examination (NTE) or any successor examination adopted by the SBE or a valid certificate issued by the National Board for Professional Teaching Standards for the appropriate grade level and type. Effective July 1, 1999, the following new examinations will also be required: New Mexico Assessment of Teacher Basic Skills, New Mexico Assessment of Teacher General Knowledge, and New Mexico Assessment of Teacher Competency.

A person seeking an endorsement in bilingual education must also meet the competencies for entry level teachers of bilingual education. These were adopted by the State Board of Education on June 19, 1987 and are in the process of being revised. According to the New Mexico State Board of Education (1998), the existing and very specific bilingual education teacher competencies include the following:

### Native Language

- 1) Communicates effectively and in writing (where the written form exists and is allowed) in the native language. The bilingual teacher:
  - Demonstrates excellent skills of pronunciation and grammar.
  - Utilizes vocabulary appropriate to a broad range of functions, topics and genres in speech.

- Demonstrates competency as a participant in ordinary social situations in which the native language is spoken.
- Responds adequately to written material by exercising the processes of comparing, contrasting, categorizing, summarizing, inferring, analyzing, synthesizing, hypothesizing, and evaluating.
- Reads a broad range of literacy forms with comprehension (folk, technical, classic, etc.).
- Writes sentences, paragraphs and essays utilizing standard language mechanics which express original thought. Communicates and accomplishes complete and well-organized ideas, and accomplishes a full set of written functions.
- Demonstrates proficiency—equal to at least the level of eighth grade—in oral and written skills of the native language.

2) variety of the native language.

### *Culture*

The bilingual teacher:

- 1) Responds positively to the diversity of behavior involved in cross-cultural environments.
- 2) Develops awareness in the learner of the value of cultural diversity.
- 3) Prepares and assists students to interact successfully in cross-cultural setting.
- 4) Recognizes and accepts different patterns of child development within and between cultures in order to formulate realistic instructional strategies.
- 5) Assists students to maintain and extend identification with, and pride in, the mother culture.
- 6) Demonstrates knowledge of the monumental (art, literature, architecture, history, civilization, and literary history) and fundamental (food, folklore, customs, and traditions) aspects of the culture of the learners.

- 7) Incorporates the following into activities, materials, and other aspects of the instructional environment:
- the culture and history of the group's ancestry,
  - the contribution of the group to history and cultures of the United States, and
  - the contemporary life style(s) of the group
- 8) Recognizes the similarities and differences between mainstream American and other cultures and the potential conflicts and opportunities they may create for students.
- 9) Demonstrates knowledge of the effects of cultural and socio-economic variables on the student's learning styles.
- 10) Uses current research regarding the education of students from diverse linguistic and cultural backgrounds.

### English Language Development

The bilingual teacher:

- 1) Recognizes and accepts the standard and dialectical language variety as valid systems of communication, each with its own legitimate functions.
- 2) Demonstrates knowledge of the basic nature of language, language acquisition, language variation, language change, and the relations of language to society and culture.
- 3) Demonstrates knowledge of the nature of bilingualism and the process of becoming bilingual.
- 4) Identifies structural and semantic differences between the student's first and second language, recognizing areas of potential interference and positive transfer, and utilizes this information for instructional purposes.

### Instructional Methodology

The bilingual teacher:

- 1) Demonstrates knowledge of the historical, legal, theoretical, and sociological foundations of programs of instruction for second language learners.

- 2) Demonstrates knowledge of major national and international models and prototypes of bilingual and English as a second language programs and the components of such programs.
- 3) Demonstrates knowledge of theories of first and second language acquisition by utilizing teaching methods appropriate to various age and language groups.
- 4) Demonstrates knowledge of and uses theories, approaches, methods, and techniques for teaching reading, writing, and other academic skills in English and the native language.
- 5) Demonstrates the ability to plan and present content lessons on both languages across curriculum areas using various teaching techniques.
- 6) Distinguishes between concepts and skills in the planning and teaching of lessons in both languages throughout the curriculum.
- 7) Demonstrates knowledge of and applies management techniques appropriate to classrooms containing students who have varying levels of proficiency and academic experience in both languages.
- 8) Demonstrates the ability to collaborate with other education professionals such as content area teachers, classroom teachers, counselors, home-liaisons, and other support staff to assist in promoting the participation of second language learners in **all** aspects of schooling.

### *Community/Parental Involvement*

The bilingual teacher:

- 1) Recognizes the importance of parental and community involvement for facilitating the learner's successful integration to his/her school environment.
- 2) Demonstrates a concerned and caring attitude toward parents by establish a trusting, mutual, sharing relationship with parents.
- 3) Demonstrates knowledge of the teaching and learning patterns of the student's home environment and incorporates these into the instructional areas of the program.
- 4) Demonstrates ability to involve parents within the classroom environment—in teaching, curriculum development, management, and materials development.

- 5) Acts as a catalyst in enhancing the educational skills of second language speaking parents so that they may better assist their children.
- 6) Demonstrates ability to move parents from passive observers to active change agents on behalf of their children's education.
- 7) Acquires and uses culturally relevant information and materials from the community and can serve both for curriculum content and instructional materials.

### *Assessment*

A bilingual teacher:

- 1) Recognizes potential linguistic and cultural biases of assessment instruments and procedures when prescribing a program for the second language learner.
- 2) Assesses oral and written language proficiency in academic areas in both languages utilizing the results for instructional placement, prescription, and evaluation.
- 3) Evaluates growth of learner's native and second language in the context of the curriculum.
- 4) Continuously assesses and adjusts own language use in the classroom in order to maximize student comprehension and verbal participation.

Each approved university submits a plan to the Professional Standards Commission that addresses how it will meet the required competencies. The Licensure Unit of the agency uses those plans to approve, an endorsement to a teaching license in bilingual education. The university's plan indicates how its personnel will ensure that the courses address the competencies. For proficiency in Spanish, the student must take an exam, Prueba de Español para la Certificacibn Bilingüe. It is a new test that ties proficiency to school-, instruction-, and classroom-related activities and tests all four skills in an integrated, contextualized format. The universities are responsible for measuring the competencies with the exception of the proficiency exam (New Mexico State Board of Education, 1998). For greater details on how Mexico has dealt with the issue of L1 in teachers, please see the companion report by Guerrero (1999).

The person seeking a bilingual endorsement must also meet the competencies for Entry Elementary Teachers K-8 for the state of New Mexico, instituted on November 11, 1998. These include (New Mexico State Board of Education,

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1999): (1) Demonstration of Professionalism; (2) Demonstration of Communications Skills; (3) Facilitation of Cognitive Development; (4) Facilitation of Social and Emotional Development; (5) Facilitation of Physical Development; (6) Conduct of Assessments; (7) Lesson Planning, (8) Implementation of Lesson Plans; (9) Management and Organization; (10) Integration of Multiculturalism Into All Aspects of Teaching; and (11) Work with Families and Community.

**The New York License**

For the 1996-97 school year, New York reported a total student enrollment of 3,290,150 of which 247,087 or 7.5% are LEP students (Macías, 1998).

**Table 6**  
**SUMMARY BILINGUAL EDUCATION**  
**CERTIFICATION REQUIREMENTS**  
**NEWYORK**

CREDENTIAL	LANGUAGE COMPETENCY MEASURES		OTHER COMPETENCIES
	English	Spanish	
<p><b>Bilingual Education Certification</b>-this is an extension of a certificate to teach at a grade level or in a subject area</p> <p>24 semester hours at an institution with an approved bilingual education program</p> <p>By 2003 new certificates for classroom teachers will require an extension of a certificate for the holder of that certificate to teach bilingual education</p>	<p><b>Liberal Arts and Sciences Test (LAST)</b></p> <p><b>Assessment of Teaching Skills-written (ATS-W)</b></p> <p>Secondary licensure must also complete <b>Content Specialty Test (CST)</b></p> <p><b>English Language Proficiency Assessment (ELPA)</b></p> <p>Required for the bilingual endorsement</p>	<p><b>Target Language Proficiency Assessment (TLPA)</b></p>	<p>No competencies reported by the New York State Department of Education</p> <p>It appears that bilingual education competencies will emerge in keeping with the New York State Board of Regents new teaching policy setting higher standards for teachers to match the higher standards set for students</p>



Candidates who apply to teach in bilingual education programs must pursue certification in bilingual education. This is an extension of a certificate to teach at a grade level or in a subject area. An extension signifies that the certified teacher has satisfactorily completed additional coursework and/or field experience needed to extend an existing certificate to either another subject area or a different grade level. The candidate may complete an approved program registered by the Department specifically for service as a teacher of bilingual education or extend to bilingual education their provisional or permanent certificate. The following are required (New York State Board of Education, 1998):

- 1) 24 semester hours of collegiate study at an institution with an approved bilingual education program to include: methods and materials of teaching English as a second language; 2) cultural perspectives; 3) theory and practice of bilingual/multicultural education; 4) methods of teaching core subject areas in the native language; 5) evaluation in bilingual education; native language arts; evaluation in bilingual education; and linguistics.

For teachers of occupational subjects, children with handicapping conditions, the subjects of reading, English, languages other than English, mathematics, science, or a special subject, 15 semester hours are required. They should include:

- 1) methods and materials of teaching English as a second language; 2) cultural perspectives; theory and practice of bilingual/multicultural education; 3) methods of teaching the subject area in the native language; 4) and native language arts.

The candidates must also complete a one year college-supervised field experience in bilingual education. This experience should be at the level, or in the subject, for which the extension is being requested.

Language proficiency must also be demonstrated by passing the English Language Proficiency Assessment (ELPA) and the Target Language Proficiency Assessment (TLPA). These exams are in addition to the Liberal Arts and Sciences Test (LAST) and the Assessment of Teaching Skills-Written (ATS-W). If the candidates are seeking a secondary license, they must also complete the Content Specialty Test (CST) (The University of the State of New York. The State Department of Education, 1996).

In July of 1998, The New York State Board of Regents adopted a new teacher certification policy. It set higher standards for teacher preparation in order to match the higher standards set for students. In their recommendations for new certificates for classroom teachers, effective in the year 2003, an extension of a certificate will be required for the holder of that certificate in order to teach in a bilingual education classroom (New York State Board of Regents and the New York Board of Education, 1998).

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In the preparation and certification of new teachers, the Board states that to earn an Initial Teaching Certificate after February 1, 2003, new teachers **will** need a bachelor's degree, a master's degree, recommendations from a college with an approved teaching program, and passing scores' on three New York State certification exams, in addition to the language proficiency exams for bilingual education candidates.

To earn a Professional Teaching Certificate after February 1, 2003, new teachers **will** also need one year of successful mentored teaching and three additional years of successful teaching, as evidenced in annual reviews. To maintain a Professional Teaching Certificate, new teachers **will** be required to complete 175 hours, every five years, of continuing professional education related to student learning needs.

As of February 1, 2003, the Board will issue new certificate titles for classroom teachers. Teaching English as A Second Language, Birth to Grade 12 is a certificate, while Bilingual Education **will** remain an extension. (New York State Board of Regents and the New York State Board of Education, 1998).

Specific bilingual teacher competencies and standards were not available for this report. In his report to OBEMLA on state certification for bilingual educators, Fleischman et al. (1995), did not report any bilingual teacher competencies for the state of New York. With the changes initiated in New York by their new teaching policy, bilingual education standards should be in the process of development.

### **The Texas License**

Texas' school enrollment for 1996-97 was 4,031,028 students. Macias (1998) states that 12.7% or 512,634 students are classified as limited English proficient. The Texas Education Agency (1999), lists the 1996-97 school enrollment as 514,139. The LEP enrollment count makes Texas the state with the second highest LEP student enrollment in the nation (Macías, 1998). The number of LEP students in the state increased by 158% from 1981-82 to 1996-97, compared to a 30% increase in size of the total student body. LEP students accounted for over one-third of the growth over that period. Between 1995-96 and 1996-97 the LEP population increased by 7%, compared to a 2% growth rate for the student body as a whole (TEA, 1998). Statewide, 49% of **all** LEP students are in bilingual education programs and 38% are in ESL programs. About 53% of Spanish-speaking LEP students are in bilingual education programs (TEA, 1999).

**Table 7**  
**SUMMARY BILINGUAL EDUCATION**  
**CERTIFICATION REQUIREMENTS**  
**TEXAS**

CREDENTIAL	LANGUAGE COMPETENCY MEASURES		OTHER COMPETENCIES
	English	Spanish	Bilingual Education Competencies
<p><i>Certification in Bilingual Education (Delivery System)</i></p> <p>Endorsement to Texas teacher certificates shall be classified into delivery system areas and special service areas</p> <p>Specific Course Requirements for Certification</p>	<p><b><i>Bilingual Elementary Comprehensive and Professional Development ExCET</i></b></p> <p>Exams are for candidates who do not yet have an elementary teaching certificate</p> <p>Bilingual Endorsement ExCET is for candidates who already have an elementary certificate and are seeking an endorsement in Bilingual Education</p>	<p>Oral and written proficiency in the language of the target population as measured by <b><i>TOPT-Texas Oral Proficiency Test</i></b></p>	<p>No competencies reported by The Education Agency. It appears the competencies are the Bilingual/Elementary Comprehensive ExCET Exam tests in several domains:</p> <p>Domain I- Dual Language Learning Environment</p> <p>Domain II- Language Development in a Dual Language Setting</p> <p>Domain III- Development Through Mathematics</p> <p>Domain IV- Development Through Social Studies</p> <p>Domain V- Development Through Science</p> <p>Domain VI- Aesthetics and Physical Development</p>

In response to a 1994-95 survey conducted by the Council of Chief State School Officers, Texas is one of 32 states indicating that they had licensing requirements for teachers of LEP students. Texas was also one of 11 states with alternative certification programs for individuals seeking bilingual and ESL endorsements. Yet, Texas reported a shortage of certified bilingual education teachers. Bilingual and ESL teachers accounted for only 7% of all teachers yet the figure represents 22% of the teachers on permit. Seventy-four districts applied for exceptions to the requirement so that they could provide bilingual education programs. These districts reported shortages of over 2,000 bilingual education teachers (TEA, 1998).

Everyone certified to teach in Texas must hold a bachelor's degree with course work in three areas (SBEC 1999): (1) a broad general education, (2) an academic specialization(s), and (3) teaching knowledge and abilities.

In addition to the above, for candidates choosing bilingual education as their area of specialization, specific course requirements also include:

- Foundations of bilingual education, including rationale and program orientation;
- Linguistics, including descriptive, applied, psycho and contrastive;
- Methodology, including reading and other curriculum content;
- Psychology, including studies in educational psychology to include testing;
- Culture, including cultural concepts, patterns, and regional contributions;
- Language, including studies of standardized or regional dialects;
- Evidence of language proficiency. A candidate may not include basic language study and may not include more than six semester hours of language study at the upper-division level (SBEC, 1999).

For an endorsement in bilingual education in Texas the candidate must add the endorsement to a valid Texas teacher's certificate that requires a college degree and completion of approved program requirements for the endorsement sought. The candidate must also complete 12 semester hours in (TEA section 230.199):

- Language acquisition and development in childhood (psycholinguistics),
- Teaching language arts and reading in the language of the target population,

Teaching English as a second language, including reading and oral communication,

- Teaching mathematics, science, and social studies in language of the target population,
- One creditable year of successful classroom teaching experience in an approved bilingual education program.

Bilingual education candidates who choose bilingual education as their area of specialization must also achieve a passing score on the Texas Oral Proficiency Test, the Professional Development, and the Bilingual/Elementary Comprehensive Examination For The Certification Of Educators In Texas (ExCET). The ExCET is a test of the content in a prospective teacher's area of specialization and of the professional knowledge required of an educator. The content covered by this test is organized into related concepts called domains. Within each domain the content is defined by a set of competencies. Each competency is composed of two major parts: (1) the *competency* statement, which broadly defines the content that an entry-level educator needs to know, and (2) the *descriptive* statement, which describes in greater detail the types of knowledge and skills covered by the competency.

The following is an example of a *competency* statement for Domain I-the dual language learning environment-Competency 001:

Diversity. The bilingual education teacher demonstrates the importance of using diverse perspectives in the dual language environment by creating a classroom climate in which learners appreciate both the diversity and the similarities of groups and individuals.

The descriptive statement to accompany the above competency statement is:

Diversity. The bilingual education teacher uses the diversity inside and outside the classroom to create an environment that nurtures the sense of community, respects differences, fosters in all learners an appreciation of their own and others' cultures, and emphasizes the benefits of being bilingual and bicultural. The teacher is aware of the importance of a variety of personal and social characteristics such as ethnicity, cultural heritage, language background, and gender and uses these characteristics to empower students and enhance their learning. The teacher can identify biases and deficiencies in the curriculum and selects/adapts appropriate materials to meet learners' linguistic, cultural, and developmental needs. The teacher builds on learners' prior knowledge and experiences to



help them extend their understanding and appreciation of the diversity of their community, the United states, and the world. (ExCET Preparation Manual 1995, p. 5)

This exam combines the Bilingual and the Comprehensive tests for those seeking certification in both areas. The ExCET tests 30 competencies in 6 domains (ExCET, 1995). The following domains and competencies are examined by this test:

- The Dual Language Learning Environment: Diversity, Learning Environment, Interdisciplinary connections, Ongoing assessment, Requirements and expectations
- Language Development in a Dual Language Program: First and second language acquisition, Factors affecting language learning, Emergent literacy, Interrelationships of listening, speaking, reading, and writing, Literature, Listening and speaking, Reading to construct meaning, Writing to convey meaning, Self-directed learning
- Development Through Mathematics: Problem-solving strategies and mathematical communication, Numbers, numeration, and mathematical operations, Measurement, geometry, and spatial sense, Functions, statistics, and probability,
- Development Through Social Studies: Social studies research skills and methods, Historical understanding, Geographic understanding, Political and economic systems and democratic principles
- Development Through Science: Basic concepts of life, earth, and physical sciences, Scientific investigations and experimental design, Gathering, organizing, and communications scientific information, Laboratory materials and safety procedures
- Aesthetic and Physical Development: Visual arts, Performing arts, Health, safety, and personal responsibility, Fitness, motor skills, games, and sports.

Candidates who already have an elementary certificate and are seeking an endorsement in bilingual education must pass the Bilingual Endorsement ExCET and demonstrate proficiency in oral communication skills in the language of the target population by achieving a passing score on the Texas Oral Proficiency Test (TOPT) (TEA, 1999).

Alternative Certification is available for candidates who are graduates of colleges and universities but are not graduates of teacher education programs. Candidates may earn this certification while working and observing in the public schools. Alternative certification in bilingual education is designed to fill current and anticipated vacancies. Basic requirements include the following:

- Bachelor's degree with a 2.5 minimum (out of 4.0) (No grade lower than 2.5 in any course)
- Basic skills in math, reading, writing, as evidenced by the state-mandated basic skills test or equivalent
- Oral and written proficiency in English and a second language and 24 semester hours in a combination of English, math, natural science and social studies
- Satisfaction of requirements for "Teacher of Record" —additional 6 semester hours including linguistics, language acquisition, bilingual/ESL methodology, and culture of target population
- A passing grade on an appropriate section of ExCET and demonstration of classroom performance which satisfies teacher appraisal requirements of state and local district (Fleischman, et al. 1995 p. A. 80).

In Texas, the “licensing” agency for the education profession is the State Board for Educator Certification (SBEC). The Board issues the certificates and assures the public that the holder has demonstrated competence for entry into the profession. It also states that the education profession must adopt high standards for all facets of the preparation, certification, and conduct of educators and must remove individuals who do not meet those standards. Educator preparation is the joint responsibility of preparation programs and the public schools.

### **Summary of State Requirements**

Though the requirements for becoming a bilingual education teacher in the seven states surveyed vary, the variations are not major. All seven states strongly emphasize the need for mastery in the student's target language. With the exception of Colorado, all states had some type of assessment instrument to test language proficiency. Many of the reports and professional literature reviewed stated the importance of the student's native language in bilingual education approaches. Guerrero (1999) points out the importance of bilingual teachers mastering the child's native language. His research examines the various assessment instruments used to assess such language proficiency. Guerrero expresses concerns about the current lack of proficiency among bilingual educators in the field.

Beyond native language proficiency examinations, all states also had assessment exams in English for subject and professional knowledge. California and New York have an assessment examination for English proficiency, while Colorado waived this type of examination if the candidate had at least a grade of "B" in a public speaking course. In Illinois, candidates must take an English examination if the candidate graduated from an institution where English is not the official language of instruction.

All seven states surveyed had some form of certification or licensure required to become a bilingual education teacher. Arizona, Colorado, and New Mexico call for an "endorsement." Illinois and Texas both have certification and endorsements. Those states referring to their bilingual education provisions as "certification" were California and New York.

California and Texas also had exams especially for bilingual education teachers, which were constructed around competencies or skills in bilingual education. These were the BCLAD and ExCET, respectively. New Mexico was the only state surveyed that actually referred to "competencies" in their state provisions. Fleischman et al. (1995), in his report to OBEMLA, also indicated that New Mexico was one of the few states that actually reported competencies for inclusion in his report. New Mexico is also in the process of revising and updating its competencies for entry-level teachers of bilingual education. (The current competencies have been in effect since July of 1989). Other states were either in the process of developing these materials, or the competencies and/or standards are embedded in their state assessments for certification.

Although all states surveyed have requirements in place, a persistent area of concern is the significant shortage of qualified bilingual education teachers. This shortage often forces school districts to hire less qualified people who may lack credentials. Some of these candidates may receive some form of partial preparation and are many times awarded emergency credentials or "waivers." However, some personnel receive no specific bilingual education preparation and are allowed to enter the classroom as teachers.

Although states differ in how they license or credential bilingual education teachers, they all have some form of requirements which need to be fulfilled before licensure can be granted. These requirements take a familiar form. One of the most recognizable forms is to require a certain type and amount of credit-bearing university coursework. These endorsements often resemble each other in terms of the general areas that need to be covered in required courses before endorsement is granted. For example, most endorsements require knowledge in the areas of foundations and instructional methods. Others include linguistic and socio-cultural coursework.



## SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

### Summary and Conclusions

Much of the emphasis in attempting to meet the needs of LEP students in the foreseeable future will directly involve institutions of higher education in partnership with SEA's and local schools. In 1997, the National Commission on Teaching & America's Future issued a report titled *What Matters Most: Teaching for America's Future*. This report outlined what the Commission believed to be its most important strategy for achieving the nation's educational goals through systemic reform. The Commission proposed ". . . an audacious goal for America's future. . . we will provide every student in America with what should be his or her educational birthright: access to competent, caring, qualified teaching in schools organized for success" (p. 1). It appears that in order to achieve this goal for America's language minority students, school systems and universities must be much more creative than before in order to close the gap between those afforded excellent and relevant educational preparation and those who fall between the cracks.

Midobuche and Benavides (1998) warn of the problems in meeting the needs of limited English proficient children in rural schools. At times, these schools find themselves far removed from a university or resource center and, thus, find it more difficult to achieve on-going professional development. However, they propose the use of the Internet as one way for rural districts to provide this professional development. Midobuche (1998), explains one such online program designed to enhance a teacher's understanding of the National Council of Teacher of Mathematics (NCTM) Curriculum and Discourse Standards, as they pertain to Hispanic LEP children.

The intent of this study was to ascertain what selected states were doing with regard to the development and implementation of standards, skills, or competencies in the field of bilingual education teacher preparation. What was discovered is that, although much is happening at several levels, the system for communicating this to the field and general public is lacking. This creates gaps of information in the bilingual education family of institutions, (SEAs, OBEMLA, IHEs, and LEAs). The appearance, and indeed the reality at times, is that many potential teachers, researchers, and other interested parties in the bilingual education network may be left at a loss to explain or even defend the field with regard to the issue of standards.

Much of the confusion, which might be typical from state to state, is a result of a lack of clarity in terminology used across disciplines and institutions. This lack of a uniform system diminishes the capacity for a free and clear exchange of information. Besides the lack of uniformity and standardization across the states, it appears that many of the things being done in bilingual teacher preparation are really quite positive. What does become evident is that much of the information is so imbedded in the beauracracy of the institutions contacted, that it is literally difficult for persons not familiar with a particular state to find that information without strenuous effort. Therefore, each state's and accompanying institution's reciprocity or articulation might be something to explore further.

In exploring the requirements in each of these seven states and the accompanying review of the academic literature, it was determined that the competencies, skills, and standards pertinent to the preparation of bilingual education teachers have been in existence since at least 1974 when the Center for Applied Linguistics held its conference on the establishment of guidelines for teacher preparation. Furthermore, these guidelines have been enhanced and refined several times since, and have been in use, to varying degrees, by those states that were surveyed in this study. Therefore, despite the benign neglect that bilingual education has, at times, endured from mainstream educators, one of the findings in this report is that the field of bilingual education has progressively moved forward in the arena of standards and competencies. There has been a constant pressure from some researchers and people from the field for a movement toward the creation of standards. Evidence of this is the recent initiative by the National Board for Professional Standards to create certification in ENL, as well as the NABE Standards and their pending revisions, and current legislative reviews under consideration by the National Clearinghouse on Bilingual Education (NCBE).

Additionally, many other pieces of information concerning bilingual education teacher preparation were derived from this study. One such piece of information is that states, as well as institutions of higher education (IHEs), are working in positive ways with respect to bilingual teacher preparation. States mandate that universities have requirements and testing procedures that teacher candidates must pass. Universities also require coursework (many times aligned with the 'qualities' listed in the NABE as well as other standards) and language competency exams which students must also pass. All of these requirements are part of the state approval system. However, as stated earlier, the difficulty in communicating this information gives the appearance that the field is stagnant and unresponsive in keeping up with reform efforts as they pertain to standards and competencies. These appearances are misleading.

## Recommendations

The recommendations that appear in this document were derived primarily from this particular survey of states and the academic literature that supports the field of bilingual education. We hope these recommendations contribute in some measure to the discourse about research in the area of standards and competencies, best practices in the field, issues of parity with mainstream education, and other policy considerations.

- We need to research and explore the current state of the art of using specific bilingual education competencies and standards and the possible benefits this may bring to the field.
- We need to examine the State Competency Exams for bilingual education teachers, since these are utilized for credentialing many teachers.
- We need to research the current ways of certifying and endorsing bilingual education teachers, with particular emphasis placed on standardizing the requirements from state to state. (Example: Texas requires 12 semester hours for an endorsement while Arizona requires 21. Is this preparation equal? Does it matter? Are bilingual education teachers better prepared by one or another?)
- We need to research alternative models of certification to alleviate the shortage of bilingual education teachers nationwide. Often, factors such as "marketability" and job security, coupled with market-driven entrepreneurial institutions, conspire to weaken the essence of many excellent bilingual education professionals and programs. Research needs to be conducted to ascertain if alternative certification programs in bilingual teacher education meet the same academic standards of rigor as others.
- We need to determine how the workload of bilingual education teachers differs from those of mainstream teachers. One approach might be to investigate the feasibility of higher salaries for bilingual education teachers, based on workload and performance factors.
- We need to conduct more research on collaborative bilingual teacher preparation models in which universities and school systems work together as partners to prepare better bilingual education teachers.
- We need to find out more about developing language proficiency in both the child's native language as well as English.

- We need to revisit the NABE Standards to align them with today's standards movement.
- We need to research the new ENL Standards and what they mean to NABE and the bilingual education professional community.
- We need collaborative efforts between federal and state level policy-makers to determine how both can work to ensure the preparation of qualified bilingual education teachers.
- We need to revisit how Title VII funds are utilized for the preparation of prospective bilingual education teachers. There needs to be a critical study of the utilization of Title VII funds to ascertain if they can be utilized in more creative ways to attract teachers to enter bilingual education.
- We need to clarify the role of the Bilingual Education Department (or whatever name it goes under), in each State Department of Education. Perhaps more personnel or funding, etc., would help in making information more accessible, as well as make compliance with bilingual education directives easier.
- We need to strengthen the commitment of higher education institutions with regard to the number of faculty and the amount of programmatic resource commitment to their bilingual teacher preparation programs.
- We need to research the academic rigor in **bilingual** teacher preparation programs to assure that the highest academic standards are upheld. Professors of bilingual teacher education must screen unsuitable candidates, both those without strong academic credentials and those with unfavorable attitudes about LEP children, their learning, and their communities.
- We need to unify the field of bilingual education, and in particular, bilingual teacher preparation, through some form of **commission** or national panel charged with examining the problems that exist in the field. This could be very similar to several of the national commissions currently in existence. The priority of this national commission would be to examine the possibility of bringing some form of standardization to the field. The unity provided by such a commission would undoubtedly serve to strengthen the attention provided to language minority students.

- We need to study the feasibility of broadening the notion of "skills and competencies." This should perhaps include a thorough examination of research conducted in the area of professional development such as that done by González and Darling-Hammond.

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González and Darling-Hammond emphasize professional development in a manner that allows teachers a larger role in determining what they need to learn.

These recommendations are made directly from the knowledge gained from the study of bilingual education teacher certification requirements, standards, competencies, and their application to bilingual education teacher preparation. They are in no way meant to be all-inclusive. They are simply meant as ideas for further study. Bilingual education would improve if those who endeavor to make it more meaningful to limited English proficient children would take a more powerful role in demanding that the voices of these children be heard. Furthermore, policies directed at ensuring that we produce the highest qualified bilingual teachers would help to accomplish this goal.

These and many other issues need to be addressed in the future if bilingual education is to retain its status as a legitimate field of study, inquiry, and practice. The role of the states, universities, and local schools will need to be examined for ways in which the issues that make bilingual education such an exciting endeavor can be a positive experience for all concerned.

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### **About CBER**

The Center for Bilingual Education and Research (CBER) is part of the College of Education, Arizona State University. CBER was founded in 1980. It is one of several university units that promote scholarship and discourse on issues and opportunities related to language, race, and ethnicity. During its early history, CBER served mainly as a technical assistance unit providing training and assistance to schools in the Southwest. In 1998, CBER shifted its focus and is now concerned with policy analysis and scholarship in bilingual and dual-language education.

We will collaborate with others who share our interest in contextualizing bilingual and dual-language education in a broader framework of needs involving school restructuring and modernization to better serve all children. CBER's vision is to inform bi-national pedagogy uniquely suited to education in the borderlands.

### **About IDRA**

Intercultural Development Research Association is a vanguard leadership development and research team working with people to create self-renewing schools that value and empower all children, families and communities. It is an independent, non-profit organization that advocates the right of every child to a quality education. For more than 25 years, IDRA has worked for excellence and equity in education in Texas and across the United States. IDRA conducts research and development activities; creates, implements and administers innovative education programs; provides teacher, administrator, and parent training and technical assistance; and develops leadership in communities to result in enlightened educational policies that work for *all* children.

### **About Mexican and American Solidarity Foundation (Fundación Solidaridad México Americana)**

The Mexican and American Solidarity Foundation was created to encourage closer ties between Mexicans and the Mexican American and Hispanic community in the United States, as well as to foster collaboration and improve relations between the United States and Mexico. It is a binational, private, non-profit, nonpartisan organization.

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