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Bilingual Teacher Certification in New York State: Increasing the Number of Certified Teachers

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York

Executive Summary

According to the data collected from 2006-2007 by the New York State Education Department (NYSED), the certification areas with the largest percent of full-time equivalent teachers without appropriate certification in New York State were bilingual education (28%) and bilingual special education (19%).¹ By the 2008-2009 academic year, there were 694 full-time bilingual teachers (11%) in the state that were not properly certified; 245 of these teachers were in the New York City region.² The shortage of bilingual education teachers continues as the state enters the 2011-2012 academic year.³

The shortage of properly certified bilingual education teachers in New York State has contributed to non-compliance with state laws requiring bilingual education for English Language Learners (ELLs). Bilingual programs are not always offered in accordance with the law and when bilingual education programs are, there may be high student to teacher ratios in these classrooms.⁴ Increasing the number of teachers certified in bilingual education in New York State will ensure that the skilled workforce is available to provide bilingual education to ELLs and will assist in eliminating a significant barrier to compliance with bilingual education laws.

Requirements for Teacher Certification in Bilingual Education in New York State

In order to receive certification in bilingual education candidates for certification must prove that they have completed the required education and experience. Once a candidate “has met required degree, coursework, assessment, and experience requirements” he/she may apply for certification from the Office of Teaching Initiatives at the New York State Education Department (NYSED).⁵ In addition to completing examinations demonstrating knowledge of the content area that will be taught, teachers applying for bilingual certification must also pass a Bilingual Education Assessment (BEA) examination. This examination tests “the foundations of bilingual education and current requirements and expectations associated with teaching students in bilingual education programs in New York” as well as written and oral communication skills in English and the other language of instruction.⁶

Programs in New York State to Prepare for Certification

In New York State, forty-four institutions of higher education (IHE) offer programs to prepare teachers to obtain the education

and experience necessary to obtain certification in bilingual education. Most of the programs are associated with Advanced Certification or MSED degrees. Only 16% of these programs are associated with undergraduate degrees. Most of the programs are at the graduate level and are therefore only accessible after obtaining a bachelors degree. Furthermore, only 14% of the bilingual certification preparation programs in New York State are located outside the New York City region demonstrating a need for more programs in upstate New York. These are located at six colleges and universities in Albany, Brockport, Buffalo, Cortland, Potsdam, and Rochester.

Incentives to Obtain Bilingual Education Certification

The availability of bilingual certification programs is only one problem regarding the accessibility of programs. The cost associated with programs may also be a significant obstacle to individuals interested in obtaining certification. While this is an area that has been the focus of efforts to address the shortage of properly certified bilingual education teachers through scholarships and loan forgiveness programs, there is a need to expand some of these program offerings to the entire state and to all individuals eligible for certification. Further, there appears to be a disconnect between existing incentives and teacher perceptions and teachers feel that being a bilingual teacher doubles their work but not their compensation.

Recommendations

To increase the number of teachers certified in bilingual education we recommend that recruitment be expanded to include foreign-born individuals, high school students

planning to attend college, and bilingual members of the community that may not have a bachelor's degree but have considered a career in teaching. Partnering with educators in other countries to create a teacher exchange program allowing native speakers also fluent in English to serve as teachers in the public schools will serve as a means to temporarily fill shortages and provide an additional means for bilingual speaking teachers to improve their skills.

The majority of the bilingual certification preparation programs are at the graduate level and associated with master's degrees and advanced certification. Regardless of the educational level, only 14% of bilingual certification programs are located outside the New York City region. Therefore, we recommend increasing the number of programs available to undergraduates to prepare for bilingual certification and increasing the number of programs available outside of the New York City region in order to make certification in bilingual education within reach of more individuals. We also recommend extending teacher certification and loan forgiveness programs specific to New York City to the entire state.

Introduction

The NYSED requires the instruction of English Language Learners (ELLs) by properly certified bilingual education and bilingual special education teachers under Commissioner's Regulations Part 154. Yet, there is a shortage of bilingual education and bilingual special education teachers in New York State. This has contributed to lack of compliance with the requirements under the Commissioner's Regulations Part 154.

Schools failing to offer bilingual education classes cite a lack of

bilingual teachers to instruct ELLs. Furthermore, schools with bilingual education classrooms often have high student to teacher ratios.⁷ Increasing the number of properly certified bilingual education and bilingual special education teachers in the state will assist in resolving a significant barrier to compliance with bilingual education laws and will ensure that ELLs are provided with small enough student to teacher ratios to ensure they receive the education that they are entitled to under the law.

In 2008, the NYSED released a report on the teacher supply and demand in New York State.⁸ Among the findings of the report was that a significant number of bilingual education and bilingual special education teachers in New York State were teaching without appropriate certification in the 2006-2007 academic year. During that year, 448 or 28% of the full-time bilingual education teachers in the state were not appropriately certified to teach bilingual education. Of these, 360 (or 80% of the 448) teachers without proper bilingual education certification were teaching in New York City area schools. During the same year, there were 52 or 19% of bilingual special education teachers in the state that were not appropriately certified to teach bilingual special education. Of these, 38 (or 73%) of the teachers without proper bilingual special education certification were teaching in New York City area schools.⁹ By the 2008-2009 academic year (the most recent year for which the NYSED has released a report) there were 694 full-time bilingual teachers (11%) in the state that were not properly certified; 245 of these teachers were in the New York City region.¹⁰ According to the U.S. Department of Education, the state will continue to have a shortage of bilingual education teachers during the 2011-2012 academic year.¹¹

This report describes the process for

certification for bilingual education and bilingual special education, the number and type of programs available in New York State to prepare individuals for certification, the incentives and other programs in the state designed to recruit and assist individuals in pursuing certification, and provides recommendations for how to increase the number of properly certified bilingual education and bilingual special education teachers in the state.

Requirements for Teacher Certification in Bilingual Education in New York State

In New York State, teaching certificates are issued by the Office of Teaching Initiatives at the NYSED. Teaching certificates are intended to “certify that an individual has met required degree, coursework, assessment, and experience requirements.”¹² To obtain a teaching certificate the candidate for certification should determine which pathway will lead to the required combination of education and experience. These pathways account for the current education and experience of the candidate while providing information on any additional requirements that may be needed, such as examinations. In addition to obtaining the proper certification in the content area that the individual will teach, candidates for bilingual education must also apply for a bilingual extension certificate. In order to obtain this extension a Bilingual Education Assessment (BEA) examination must be passed to prove knowledge of bilingual education instruction as well as oral and written communication in both English and Spanish.

Preparation Pathway

The first step to obtaining a teaching

certificate is to choose the “preparation pathway” or route needed to complete the education and experience requirements. Once the pathway has been selected, an application (along with the supporting documents and application fee) must be submitted to the NYSED. There are nine pathways to completing the requirements for certification as seen in Table 1. Applications for certification are submitted online.

Types of Certificates

The most common types of certificates sought are an Initial Certificate leading to a Professional Certificate and a Provisional Certificate leading to a Permanent Certificate. An Initial Certificate is an entry-level certificate for classroom teachers and is issued in a specific subject/grade title.¹³ The certificate is valid for 5 years. The Professional Certificate is an advanced level certificate that is continually valid with the completion of the required professional development hours on a five-year professional development cycle. The Provisional Certificate is an entry-level certificate for pupil personnel professionals and is issued in a specific subject/grade title. The certificate is valid for 5 years. The Permanent Certificate is the advanced level certificate for pupil personnel professionals. It is valid for life, unless revoked for cause by the NYSED.¹⁴

Bilingual Certification

For bilingual certification, classroom teachers must apply under the “Other Extensions” certificate area of interest. The title of the certificate denotes the subject and grade level in which the certificate holder is authorized to teach. The type of certificate issued to the certificate holder is dependent upon the education and experience of the holder.

General Examinations

Tests for certification are held in New York State, the Commonwealth of Puerto Rico, and Toronto, Ontario several times a year. Candidates can register for the examination(s) via mail or online. In 2011, the registration fee for each examination is \$79 for a paper based test and \$149 for a computer based test.¹⁵ A score of 220 is required to pass each examination.¹⁶

It is recommended that candidates for the New York State Liberal Arts and Sciences Test (LAST) take the exam in their sophomore or junior year of college. It is recommended that candidates for the Assessment of Teaching Skills-Written (ATS-W) take the exam after they have completed their Pedagogy coursework and field experiences (and perhaps student teaching). It is recommended that candidates for the Content Specialty Test(s) (CST) take the exam in their junior year of college in order to determine if additional courses in the concentration are needed prior to graduation.

The Bilingual Education Assessment (BEA)

The Bilingual Education Assessment (BEA) for Spanish is held in the morning and afternoon during October, February, June, and July. The availability for test sites is limited.¹⁷ This examination tests knowledge in seven subareas. First, Foundations of Bilingual Education tests “the foundations of bilingual education and current requirements and expectations associated with teaching students in bilingual education programs in New York.”¹⁸ The second and third subareas, Listening Comprehension in English and Listening Comprehension in the Target Language require comprehension of oral messages in the languages. The fourth subarea, Reading Comprehension in the

Target Language require comprehension of oral messages in the languages. The fourth subarea, Reading Comprehension in the Target Language, tests comprehension in reading Spanish. The fifth subarea, Written Expression in the Target Language, tests the ability to ability to write in Spanish. The sixth and seventh subareas, Oral Expression in English and Oral Expression in the Target Language, test the ability to communicate in English and Spanish. The examination consists of “approximately 70 multiple-choice questions, a written expression assignment, and two oral expression assignments.”¹⁹ A preparation guide for this and other examinations are available from New York State Teacher Certification Examinations.²⁰ The BEA requires a “pass” score.²¹

Programs in New York State to Prepare for Certification

Enrollment in a teacher preparation program is an important component to obtaining certification through many of the preparation pathways. New York State has 114 approved teacher preparation programs at both the graduate and undergraduate levels.²² An “inventory of registered programs” is available at the Office of College and University Evaluation website: <http://www.nysed.gov/heds/IRPSL1.html>. A search of the Inventory of Registered Programs for teacher preparation programs reveals that 44 institutions of higher education in New York State have teacher preparation programs at either the graduate or undergraduate level for certification in bilingual education. Within these 44 colleges and universities, there are 508 different degrees options for obtaining certification based upon the education level and content area of the degrees.

The majority of these programs are located in the New York City region (86% of the 44 colleges/universities). This means that individuals outside of the New York City region interested in bilingual education certification may have limited options when choosing which program they can enter. Indeed, only 73 (14% of the 508 degree programs in New York State) are offered outside the New York City region and these are located in only six cities (Albany, Brockport, Buffalo, Cortland, Potsdam, and Rochester). A follow-up survey of all 44 institutions could be conducted to determine what these programs entail (course offerings, cost of program, admissions, enrollment, commute time of students) and the quality of the programs (graduation rates, career placement) in order to determine the effectiveness of the programs.

Most degree programs associated with bilingual education preparation in New York State are master’s degrees. The most common degree is the Master of Science in Education (MSED). There are 144 MSED degree programs in New York State that lead to certification in bilingual education. The second most common degree program is Advanced Certification with 122 programs. The third most common degree program is the Master of Science in Teaching (MST) degree with 55 programs. See the appendix for a complete listing of the number of degree programs leading to certification by college/university.

Only 79 degree programs (16% of the 508 programs registered with the NYSED) are at the undergraduate level. The majority (307 or 60%) of the 508 degree programs are at the master’s level or higher. In New York State, only 27% of the population ages 25 and over has a bachelor’s degree or higher and only 12% have

obtained a graduate or professional degree.²³

Incentives to Obtain Bilingual Education Certification

The availability of bilingual certification programs is only one problem regarding the accessibility of programs. The cost associated with programs can also be a significant obstacle to individuals interested in obtaining bilingual certification. While this is an area that has been the focus of efforts to address the shortage of properly certified bilingual education teachers through scholarships and loan forgiveness programs, there is a need to expand some of these program offerings to the entire state and to non-citizens. Further, there appears to be a disconnect between existing incentives and teacher perceptions. For example, during the course of research on dual language programs, Regina Cortina found that teachers felt that becoming a bilingual teacher required more work on their part relative to their colleagues without receiving bonuses or special privileges. According to Cortina, “the teachers in the observed programs expressed that they felt fulfilled by their job, but nevertheless acknowledged it was often much more work than mainstream classrooms, although compensation was the same. Teachers who worked under Collaborative Team Teaching systems (CTI) required an additional number of hours to meet with their counterpart, prepare classes, design and document their curriculum, and also translate or do work in both languages. Doing all this work becomes an unsustainable burden for some...”²⁴

Listed below are scholarship and loan forgiveness programs offered at the federal, state, and New York City level that are available and that may

assist in covering the costs of teacher preparation programs for individuals interested in obtaining bilingual education certification in New York State.

Federal

Troops-To-Teachers

Troops-To-Teachers is a federal program to attract individuals honorably discharged from the military and already possessing a baccalaureate or advanced degree to teach in high-need school districts. The program was established through the Department of Defense in 1994 and is administered through the Defense Activity for Non-Traditional Education Support (DANTES). The program provides stipends of up to \$5,000 to eligible members of the armed forces in order to obtain certification or licensing as teachers. The program also assists individuals within the program find employment in high-need local educational agencies (LEAs) or charter schools. DANTES may pay a \$10,000 bonus to individuals in the program that agree to teach in high poverty schools instead of paying the \$5,000 stipend. Priority is given to individuals with education or military experience in science, mathematics, special education, or vocational/technical subjects and that agree to teach in subject areas related to their backgrounds.²⁵ There is a NYS Troops-To-Teachers Program Coordinator at the Office of Teaching Initiatives at the NYSED that can provide information specific to New York State for individuals interested in the program.

State

[The Intensive Teacher Institute in Bilingual Education and ESL and The Intensive Teacher Institute in Bilingual Special Education](#)

was established by the NYSED to increase the number of teachers and professionals certified in bilingual and ESL education. The program is funded by the state and provides tuition assistance of up to \$300 per a credit hour for up to fifteen credit hours for bilingual or ESL certification and up to fifteen credit hours for bilingual or ESL special education. The program is administered through a collaborative process between school districts, preschools, and IHEs located in New York State.

To be eligible for the program, individuals must fall in one of two categories. Under the first category, they must be either a full time bilingual general education teacher, bilingual special education teacher, bilingual teacher of students with speech and language disabilities, bilingual pupil personnel professional (guidance counselor, social worker, or psychologist), ESL teacher in general education, or ESL teacher in special education. The second category requires that applicants commit to a two-year full-time appointment as either a bilingual or ESL teacher after they complete the ITI program and obtain certification from NYS. The district superintendent or building principal must also commit to hiring the applicant as either a bilingual or ESL teacher for two years after the requirements are met. The superintendent or building principal making the nomination must also provide the number of ELLs and bilingual and ESL teachers in the building. Regardless of whether applicants are current or future educators applying for the ITI, they must already be proficient in English and the native language of instruction, indicate whether they are seeking bilingual or ESL certification, work in an NYSED approved bilingual special education preschool or K-12 continuum in a New York

State school district, have current and valid certification from New York State, and must not have received NYCDOE scholarships or incentives designed to address shortages in bilingual and ESL educators.

All applicants must also commit to serve as a bilingual or ESL teacher at the nominator's building for two years after the ITI program is completed.

While in the program, individuals are required to meet with the program coordinator for the IHE to determine what coursework is appropriate, register for ITI approved courses, maintain enrollment until coursework is completed, take and pass the appropriate certificate exam, submit the completed certification application to the NYSED TEACH on-line system, and ensure that the NYSED receives the information on certification exam scores, workshops, and fingerprints information required for certification. Participants in the ITI program are also asked to update ITI on their status via surveys and/or questionnaires and inform ITI staff of any changes to status or personal information. If participants in the ITI program fail to meet these requirements, they will be removed from the program and will be responsible for the repayment of tuition assistance provided by the program.²⁶

The ITI has worked with schools containing a shortage of properly certified bilingual education and ESL teachers since 1990. There have been 229 graduate and 40 undergraduates from NYS that partook in the ITI for Bilingual Education as of August 2010. As of July 2010 there were 145 professionals, 30 paraprofessionals, and eight undergraduates from NYS that participated in the ITI for Bilingual Special Education.²⁷

Teachers of Tomorrow

Teachers of Tomorrow is the result of legislation from the NYS Legislature to provide incentives to encourage prospective teachers to teach in school districts with teacher shortages or subject area shortages. Of those schools identified by the NYSED, the vast majority are cited for a need to improve in English language arts.²⁸ In particular, this program was designed to attract individuals to teach in New York City, Buffalo, Rochester, Syracuse, and Yonkers.

School districts apply for the funds and teachers that are in school districts receiving the grant contact their District Human Resources Office for information on eligibility and stipend payment information.²⁹ There are six categories of funding under the program: 1) Recruitment Incentives, 2) Science, Mathematics and Bilingual Education Tuition Reimbursement Program, 3) Summer in the City Internships, 4) New York State Master Teacher Program, 5) Teacher Recruitment Tuition Reimbursement Program, and 6) Summer Teacher Training Program. Two categories hold particular promise for increasing the number of teachers certified in bilingual education. The Science, Mathematics and Bilingual Education Tuition Reimbursement Program will reimburse teachers for courses taken to meet the requirements for a transitional certificate to teach science, mathematics, or bilingual education in a low performing school. The Teacher Recruitment Tuition Reimbursement Program provides reimbursement for coursework that has been approved towards the completion of a permanent or professional certificate for teachers that agree to teach for at least one year in an area or subject with a teacher shortage.³⁰

The Teacher Development Programs

Unit at the NYSED implements the program which was established under Chapter 62 of the Laws of 2000. Since the program was enacted in the spring of 2000, over 17,000 teachers have been recruited to schools in need through the Recruitment Incentives Program. Over 9,200 teachers received tuition reimbursement for courses leading to a permanent or professional certificate. Forty-one projects were funded under this program during the 2008-2009 academic year with an allocation of \$25 million.³¹ In the 2009-2010 academic year, 5,246 teachers were served and 38 school districts participated in Teachers of Tomorrow.³²

Teacher Opportunity Corps (TOC)

The Teacher Opportunity Corps hopes to attract more underrepresented and economically disadvantaged individuals to careers in teaching while also preparing teachers to better address the needs of students at risk of truancy, academic failure, or dropping out of school. Grants are awarded through this program to institutions of higher education that offer teacher preparation programs registered with the NYSED that lead to permanent certification. Highest priority for the grants go to schools and school districts with the highest concentration of teachers not certified in their content areas or schools with high concentrations of at-risk students. The highest priority teacher population is individuals underrepresented and underserved, including African Americans, Latinos, Native Americans, and Alaskan natives.

The TOC provides coursework designed to address the needs of at-risk students and coordinates field placements at low performing schools. It also links graduate students with mentors during their first year of teaching and provides

other support services, including counseling, academic advisement, and research experience. The Teacher Development Programs Unit at the NYSED implements the program which was established under Chapter 53 of the Laws of 1987. In the 2008-2009 fiscal year, 14 projects (at 14 institutions of higher education) were funded through this grant, for a \$671,060 appropriation. Between 1987 and 2009, 2,561 individuals have graduated from the program and \$22,933,060 has been appropriated.³³

New York City³⁴

Graduate Scholarship Program

This scholarship is designed to increase the number of individuals qualified to serve in the areas of Bilingual Special Education, Monolingual and Bilingual Speech Language Pathology/Audiology, Monolingual and Bilingual Visually Impaired, Bilingual Guidance Counselor, Bilingual School Psychology, and Bilingual Social Worker. Applicants must possess a Bachelor's degree and be admitted or awaiting admission to a participating graduate program as a fully matriculated student. There is a \$30 application fee to apply for the scholarship. The scholarship provides full tuition towards obtaining certification in New York State. In return, recipients are required to work for two years in high-need NYC public schools. The Office of Scholarship and Incentives Programs at the New York City Department of Education (NYCDOE) implements the program.³⁵

Loan Forgiveness Program

The Loan Forgiveness Program is designed to increase the number of licensed personnel in Bilingual Special Education, Monolingual and Bilingual Speech Language Pathology/Audiology, Monolingual and Bilingual Visually Impaired,

Bilingual Guidance Counselor, Bilingual School Psychology, and Bilingual Social Worker. Under the program, the NYCDOE will repay the student loans from approved sources acquired in order to complete the New York State certification requirements in one of these areas. The program is for prospective employees of the NYCDOE. To be eligible, a candidate must possess an initial or provisional certificate in one of the shortage areas and proof of U.S. Citizenship or Permanent Residency must be provided. For bilingual education areas, a bilingual extension to the certificate must be possessed. An official letter indicating completion of a state approved education program from the college or university may be substituted if the certificate or extensions has not been received. Individuals are not eligible for the program if they have benefited from the Scholarship Program, Teachers of Tomorrow, Teachers Fellows, or other Department of Education incentives programs. Each year of completed service will result in payment of one sixth of the current loan debt. The loan forgiveness cannot exceed more than \$4,000 per a year or \$24,000 over six years.³⁶

Bilingual Pupil Services

The Bilingual Pupil Services Program is designed to train bilingual paraprofessionals to become teachers in Title I public elementary schools. The program is focused on assisting ELLs with native languages of Spanish, Chinese, or Haitian-Creole. Individuals in the program are placed in a bilingual or ESL setting at a participating NYC school earning a paraprofessional salary while taking classes towards completing a bachelor's degree. The program will pay for up to 9 college credits per a semester at a participating college for bachelor's degree leading to certification in New York State in bilingual education, bilingual special

education, or ESL. The program also provides professional development, educational resources, exam preparation workshops, mentorship, and assistance with job placement. To be eligible for the program, candidates should be fluent in English and either Spanish, Chinese, or Haitian-Creole (as determined via a written and oral assessment), enrolled in an undergraduate teacher certification program at a participating college or university (in bilingual education, bilingual special education, or ESL for K-8), have 75 or more college credits towards a Bachelor's degree in education with a GPA of 2.8 or more, U.S. Citizenship or legal permanent residency requirements of the NYSED for certification, completion of a Child Abuse Identification and School Violence Prevention and Intervention workshops, and a passing LAST score.³⁷ The Office of School Based Support Services at the NYCDOE implements the program which was enacted as a Title I Tax Levy program.

NYC Teaching Fellows

The NYC Teaching Fellows program is an alternative certification program. Candidates for the program do not have to have prior experience teaching or educational coursework. The program began in the spring of 2000 and admits 2000 Fellows a year.³⁸ In 2010 approximately 9,000 NYC teachers (about 11% of NYC teachers) were fellows.³⁹ To be eligible for the program, individuals must have a bachelor's degree with a minimum GPA of 3.0 (although consideration is given to those with lower GPAs), U.S. citizenship or permanent residency with a valid green card, and be fluent in English. Individuals are not eligible if they have benefited from another NYCDOE tuition assistance program, have received an Unsatisfactory rating from the NYCDOE, have completed eighteen

or more college credit hours in teacher education or have a minor in education prior to the start of training, already are certified to teach, have taught as a full-time teacher in a New York City public school since September 2002, and have previously withdrawn from the fellowship after beginning training.

Fellows are given an intensive pre-service training Monday-Friday over the course of several weeks that includes teaching experience in a New York City classroom, master's degree coursework, and Student Achievement Framework sessions where experienced teachers provide training in instructional design and classroom management skills.⁴⁰ Fellows are also provided access to a mentor at their school, professional development opportunities, feedback on classroom instruction from a university field advisor, and access to online resources, such as a weekly newsletter, online bulletin board, and lesson plans. After the training is complete, fellows are eligible for immediate hiring in New York City public schools.

Student Teaching Initiative/Teaching and Learning Collaborative

The Student Teaching and Learning Collaborative (TLC) program provides students enrolled in a college or university program the opportunity to teach in a NYC school. Participants are able to learn instructional strategies, assessment practices, and classroom management skills from experienced teachers and also participate in professional development workshops and staff meetings. The program is implemented by the Office of Teacher Recruitment and Quality.

The Teaching and Learning Collaborative is a competitive program to select student teachers for New York City high-need schools. Participation in the program provides

recruitment and job application services (including mock interviews, resume writing, networking workshops, and principal panels). These services lead to a higher rate of full-time teacher positions than the general applicant pool for teacher positions in the New York City school system. Candidates for the program must complete their NYS certification from an accredited teacher education program, meet the university mandated requirements for student teaching, be certified to teach at the elementary or middle school level upon graduation, and are required to attend TLC workshops and meet other program requirements. TLC is available to students enrolled at: The City College of New York, The College of Staten Island, Fordham University, Lehman College, Long Island University, St. Francis College, St. John's University, Teachers College, Hofstra University, Hunter College, Pace University, and Adelphi University.⁴¹

Recommendations

Despite existing incentives, a serious shortage of certified teachers in bilingual education persists. To increase the number of certified teachers in this area we recommend that recruitment be expanded to include foreign-born individuals, high school students planning to attend college, and bilingual members of the community that may not have a bachelor's degree but have considered a career in teaching. Partnering with educators in other countries to create a teacher exchange program allowing native Spanish speakers also fluent in English to serve as teachers in the public schools will serve as a means to temporarily fill shortages and provide an additional means for Spanish speaking teachers to improve their skills. Furthermore, we recommend an increase in the number of programs available at the undergraduate level to prepare

individuals for bilingual certification and an increase in the number of university programs available outside of the New York City region in order to make certification in bilingual education with reach of more individuals. We also recommend extending teacher certification and loan forgiveness programs specific to New York City to the entire state.

In 2004, changes to Commissioner Regulation 80.1.3 regarding citizenship requirements for teacher certification in New York enabled foreign-born individuals to apply for certification.⁴² Recruiting competent and qualified non-citizens proficient in both Spanish and English will provide an additional source of individuals to teach bilingual education. If necessary, changes in incentive and loan forgiveness programs should be made to ensure these individuals are eligible for the programs.

The University of North Texas (UNT) has a Future Bilingual Teachers Academy in the summer for high school students interested in becoming bilingual teachers. At the academy high school students spend a few days learning from experienced educators how to develop lesson plans based upon school curriculum. The students also learn about college admission procedures, financial aid, and opportunities to teach bilingual education. The academy is held at the university in order to give students an experience in college life. The UNT bilingual/ESL program that runs the academy also visits high schools to discuss the program with students and their parents.⁴³

In Illinois, the Grow Your Own Teachers program recruits individuals from low-income communities in a partnership with colleges, universities, and community groups. Candidates are given five years to obtain their bachelors degree and to complete the requirements for certification. Access to childcare and transportation is also

provided. Costs for the degree not covered by financial aid can be covered through a special loan fund and the loan will be forgiven if the individual works for five years in a school serving low-income students that also has a high teacher turnover rate, large number of “not highly qualified teachers,” or has “a teaching force which is substantially different in ethnic background from the student population.”⁴⁴

The Illinois State Board of Education implements a teacher exchange program to bring certified Spanish speaking teachers from Spain and Mexico into Illinois schools. Teachers from these countries are sponsored by the state Board of Education and employed by the individual school districts. They receive a three year exchange visitor J-1 Visa from the U.S. State Department. Since the program began in 1999, 497 teachers from Spain and Mexico have participated.⁴⁵

Only 14% of the bilingual education preparation programs are located in upstate New York. These programs are only offered in six cities: Albany, Brockport, Buffalo, Cortland, Potsdam, and Rochester. Making programs available to individuals throughout the state should encourage more residents of these areas able to obtain certification. Colleges and universities in upstate New York should be made aware of the need for more bilingual education certification programs.

Only 79 degree programs (16% of the 508 programs registered with the NYSED) are at the undergraduate level. The majority (307 or 60%) of the 508 degree programs are at the master's level or higher. Since the majority of the bilingual certification preparation programs are associated with master degrees and advanced certification, we recommend increasing the number of programs available to undergraduates to prepare for bilingual certification.

Extending eligibility for incentive and loan forgiveness programs should assist in creating a larger pool of individuals certified in bilingual education. Programs specific to New York City schools should be expanded to the state level in order to assist in increasing the number of bilingual education teachers outside the New York City area. Extending programs, such as the Loan Forgiveness Program to include more than U.S. Citizens if they are excluded from eligibility will also increase the number of individuals eligible for the program and potentially increase the number of individuals certified in bilingual education and bilingual special education.

Conclusion

The shortage of teachers certified in bilingual education in New York State has contributed to lack of compliance with state laws requiring bilingual education for ELLs. There are various pathways recognized by the NYSED leading to certification in bilingual education. Certification preparation programs are an important part of the certification process, as they prepare individuals to obtain the correct combination of education and experience necessary for certification.

Most efforts in New York State to increase the number of certified bilingual education teachers have been aimed at the creation and support of incentive and loan forgiveness programs. It appears that incentive programs are being utilized and are helping to increase the number of certified bilingual education teachers in New York State public schools. However, the concentration of preparation programs in the New York City area and in graduate programs result in geographic and educational constraints on individuals interested in becoming bilingual teachers. Encouraging colleges and universities throughout New York State to increase the number of teacher certification programs offering a concentration in bilingual education available in upstate New York and at the undergraduate level would increase the number of potential candidates. Finally, by expanding recruitment efforts and through teacher exchange programs, opportunities to find competent and qualified teachers will increase.

Table 1: Nine Pathways to Teacher Certification

Candidate Profile	Pathway	How to Obtain Certification
High School Graduate	Approved Teacher Preparation Program or Interstate Reciprocity	Earn a bachelor's degree from an approved teacher preparation program at a NYS IHE or one in a state with a reciprocity agreement with NYS. Pass the New York State Liberal Arts and Sciences Test (LAST), the Assessment of Teaching Skills-Written (ATS-W), and the appropriate Content Specialty Test(s) (CST). Graduates from a NYS program may be recommended for certification by the IHE and candidates from an out of state program may apply for certification under the Interstate Reciprocity pathway.
College Graduates	Approved Teacher Preparation Program	Earn a graduate degree from an approved teacher education program at a NYS IHE. Pass the New York State Liberal Arts and Sciences Test (LAST), the Assessment of Teaching Skills-Written (ATS-W), and the appropriate Content Specialty Test(s) (CST)
1) Career Changers, 2) Persons Educated Outside the U.S., 3) Persons Not Graduated from Teaching Program	Individual Evaluation	Earn a bachelor's degree with a GPA of at least 2.5. Satisfy the semester hour requirements and specific liberal arts and sciences general core, content core, and pedagogical core competencies for the certificate in bilingual education or bilingual special education. Pass the New York State Liberal Arts and Sciences Test (LAST), the Assessment of Teaching Skills-Written (ATS-W), and the appropriate Content Specialty Test(s) (CST). Apply for a Certificate to the NYSED Office of Teaching Initiatives.
1) Career Changers, 2) College Graduates	Approved Teacher Preparation Program (Alternative Certification "Transitional B" Program)	Enroll in an Alternative Teacher Certification (ATC) Programs offered by college-school partnerships in various locations throughout the state. You may qualify for enrollment in an ATC program by: Possessing a bachelor's degree (minimum 3.0 GPA) with a major in the subject or 18 semester hours in the subject you plan to teach with 12 semester hours in a related subject; Passing the New York State Liberal Arts and Sciences Test (LAST) and the appropriate Content Specialty Test(s) (CST); Applying to a college or university with a registered ATC program. After completing the program and additional required coursework, and passing the Assessment of Teaching Skills-Written (ATS-W), the college will recommend you for a certificate.
National Board Certified Teachers	National Board Certification	Apply for a Certificate to the NYSED Office of Teaching Initiatives for a certificate in the same or equivalent New York State title to your certificate from the National Board for Professional Teaching Standards.
Certified Teachers from Other States	Interstate Reciprocity	Apply for a Certificate to the NYSED Office of Teaching Initiatives. Pass the New York State Liberal Arts and Sciences Test (LAST), the Assessment of Teaching Skills-Written (ATS-W), and the appropriate Content Specialty Test (CST). (Alternatively a conditional certificate may be issued, which allows two years to satisfy the testing requirement.)
NYS Certified Teachers seeking additional certificate	Individual Evaluation for Additional Certificate	Possess a valid New York State classroom teaching certificate. Satisfy the 30 semester hour content core requirements (some certificates also require additional pedagogy) for the certificate title. Apply for a Certificate to the NYSED Office of Teaching Initiatives. Pass the appropriate New York State Content Specialty Test(s) (CST). If the first certificate was issued as the result of completion of an approved program or a professional license, submit official transcripts of all completed coursework from all colleges attended.
NYS Certified Teachers seeking to teach another subject while completing requirements for the certificate	Individual Evaluation (for Supplementary Certificate)	Possess a valid New York State classroom teaching certificate. Satisfy the 12 semester hour content core requirements for the certificate title. Obtain a recommendation from the employing school district. Pass the appropriate New York State Content Specialty Test(s) (CST).
NYS Licensed speech language pathologists (interested in becoming teachers of speech and language disabilities)	NYS Professional License	Hold a NYS speech language pathology license. Apply for a Certificate to the NYSED Office of Teaching Initiatives.

Source: Office of Teaching Initiatives, NYSED <http://www.highered.nysed.gov/tcert/certificate/rightpathway.html> <Accessed 06/02/11>

Table 2: Number of Degree Programs in Upstate New York

Colleges/Universities	City	Number of Degree Programs
College of St. Rose	Albany	10
SUNY, Brockport	Brockport	26
SUNY, Buffalo	Buffalo	7
SUNY, Cortland	Cortland	4
SUNY, Potsdam	Potsdam	3
Nazareth College of Rochester	Rochester	23
Total		73

Source: The Office of College and University Evaluation <http://www.nysed.gov/heds/IRPSL1.html> <Accessed 10/05/09>

**Table 3. Number of Degree Programs Associated with Teacher Preparation Programs
By College/University**

College/ University	Certificate	AAS	BA	BS	BSED	EDM	MA	MAT	MS	MSED	MST	MSW	PSYD	Total
CUNY, Brooklyn College	5		3				12		1	12				33
CUNY, City College	4				2					4				10
CUNY, Herbert H. Lehman College	4		8				2			6				20
CUNY, Hunter College	4								2	4				10
CUNY, Queens College	4							1		4				9
CUNY, York College			1											1
SUNY, Brockport	1		12	10						3				26
SUNY, Buffalo	1					5				1				7
SUNY, Cortland	4													4
SUNY, Old Westbury				2										2
SUNY, Potsdam										3				3
Adelphi University	7						3		5			1		16
Bank Street College of Education	2					3				12				17
Boricua College	2			2										4
College of New Rochelle, Main Campus	1													1
College of St. Rose	4			1						5				10
Fordham University, Rose Hill and Lincoln Center	5									2	37	1		45
Hofstra University	4						13							17
Iona College, New Rochelle										1				1
Iona College, Rockland										1				1
LIU, Brentwood									4					4
LIU, Brooklyn	6		6	7					4	29				52
LIU, C.W. Post							1		5					6
LIU, Rockland									4					4
LIU, Westchester	4									2				6

Table 3 (Cont.). Number of Degree Programs Associated with Teacher Preparation Programs By College/University

College/University	Certificate	AAS	BA	BS	BSED	EDM	MA	MAT	MS	MSED	MST	MSW	PSYD	Total
Manhattan College	1						1							2
Manhattanville College	2													2
Mercy College, Bronx	1								5					6
Mercy College, Main Campus	1								6					7
Mercy College, Manhattan									1					1
Mercy College, Yorktown Heights									3					3
Nazareth College of Rochester	3									20				23
NY Institute of Technology, Manhattan				3										3
NY Institute of Technology, Old Westbury		2												2
New York University, Main Campus	1						3					2		6
Nyack College									1					1
Pace University, NYC	23			10						15	9			57
Pace University, Pleasantville	9		10							16	8			43
St. John's University, Staten Island	1									1				2
St. John's University, Main Campus	5						1		1	1				8
Touro College, Main	5						3		4					12
Yeshiva University												1	1	2
Columbia University	4					1	3		3					11
Fordham University, Westchester	4									2	1	1		8
Total	122	2	40	35	2	9	42	1	49	144	55	6	1	508

Source: The Office of College and University Evaluation <http://www.nysed.gov/heds/IRPSL1.html> <Accessed 10/5/09>

Endnotes

- ¹ University of the State of New York, The New York State Education Department, Office of Higher Education “Teacher Supply and Demand in New York State: Third Annual Report,” (May 2008), pp. 9, 15. <http://www.highered.nysed.gov/pdf/tsd2008final.pdf> <Accessed 11/10/09> The New York City Region includes New York, Bronx, Kings, Queens, and Richmond Counties. This does not include the 52 improperly certified teachers that taught bilingual special education, 38 of whom were in the New York City region.
- ² The New York State Education Department, Office of Research and Information Systems, “Teacher Supply and Demand Reports: New York State 2008-2009,” (July 2010) <http://www.highered.nysed.gov/oris/tsd/TSDreports2008-09July2010.pdf> <Accessed 06/02/11>
- ³ United States Department of Education, Office of Postsecondary Education “Teacher Shortage Areas Nationwide 1990-91 thru 2011-12,” (March 2011) <http://www2.ed.gov/about/offices/list/ope/pol/tsa.pdf> <Accessed 06/02/11>
- ⁴ Jennifer Woodward, *Bilingual Education Provision in New York State: An Assessment of Local Compliance*. NYLARNet Summer 2009.
- ⁵ Office of Teaching Initiatives, NYSED <http://www.highered.nysed.gov/tcert/certificate/certprocess.html> <Accessed 06/02/11>
- ⁶ *New York State Teacher Certification Examinations: Preparation Guide, Bilingual Education Assessment – Spanish (24)*, page 9 Office of Teaching Initiatives, NYSED http://www.nystce.nesinc.com/PDFs/NY_fld024_prepguide.pdf <Accessed 06/02/11>
- ⁷ Woodward, Jennifer. *Bilingual Education Provision in New York State: An Assessment of Local Compliances*. NYLARNet Summer 2009.
- ⁸ University of the State of New York, The New York State Education Department, Office of Higher Education “Teacher Supply and Demand in New York State: Third Annual Report,” (May 2008), pp. 9, 15. <http://www.highered.nysed.gov/pdf/tsd2008final.pdf> <Accessed 06/02/11>
- ⁹ University of the State of New York, The New York State Education Department, Office of Higher Education “Teacher Supply and Demand in New York State: Third Annual Report,” (May 2008), pp. 9, 15. <http://www.highered.nysed.gov/pdf/tsd2008final.pdf> <Accessed 06/02/11>
- ¹⁰ The New York State Education Department, Office of Research and Information Systems, “Teacher Supply and Demand Reports: New York State 2008-2009,” (July 2010) <http://www.highered.nysed.gov/oris/tsd/TSDreports2008-09July2010.pdf> <Accessed 06/02/11>
- ¹¹ United States Department of Education, Office of Postsecondary Education “Teacher Shortage Areas Nationwide 1990-91 thru 2011-12,” (March 2011) <http://www2.ed.gov/about/offices/list/ope/pol/tsa.pdf> <Accessed 06/02/11>
- ¹² Office of Teaching Initiatives, NYSED <http://www.highered.nysed.gov/tcert/certificate/certprocess.html> <Accessed 06/02/11>
- ¹³ It is also an entry-level certificate for School Building Leader.
- ¹⁴ The Permanent Certificate is also the advanced classroom teacher certificate for teachers that obtained a provisional certificate for teachers prior to February 2, 2004 (Office of Teaching Initiatives, NYSED <http://www.highered.nysed.gov/tcert/certificate/typesofcerts.html> <Accessed 6/02/11>
- ¹⁵ Additional fees may also be required. See New York State Teacher Certification Examinations Test Fees and Payment Policies, Pearson Education, Inc. http://www.nystce.nesinc.com/NY15_testfees.asp <Accessed 6/02/11>
- ¹⁶ Office of Teaching Initiatives, NYSED <http://www.highered.nysed.gov/tcert/faqtests.html> <Accessed 6/02/11>

- ¹⁷ New York State Teacher Certification Examinations, Test Selection, Pearson Education, Inc. http://www.nystce.nesinc.com/NY14_testselection.asp <Accessed 6/02/11>
- ¹⁸ *New York State Teacher Certification Examinations: Preparation Guide, Bilingual Education Assessment – Spanish (24)*, page 9 Office of Teaching Initiatives, NYSED http://www.nystce.nesinc.com/PDFs/NY_fld024_prepguide.pdf <Accessed 6/02/11>
- ¹⁹ *New York State Teacher Certification Examinations: Preparation Guide, Bilingual Education Assessment – Spanish (24)*, page 6 Office of Teaching Initiatives, NYSED http://www.nystce.nesinc.com/PDFs/NY_fld024_prepguide.pdf <Accessed 10/29/09>
- ²⁰ New York State Teacher Certification Examinations, Test Selection, Pearson Education, Inc. http://www.nystce.nesinc.com/NY_viewSG_opener.asp <Accessed 10/29/09>
- ²¹ Office of Teaching Initiatives, NYSED <http://www.highered.nysed.gov/tcert/faqtests.html> <Accessed 06/02/11>
- ²² Office of Teaching Initiatives, NYSED <http://www.highered.nysed.gov/tcert/career/nysteacherprepinst.html> <Accessed 11/7/09>
- ²³ U.S. Census Bureau, Profile of Selected Social Characteristics: 2000 http://factfinder.census.gov/servlet/QTTable?_bm=n&_lang=en&_qr_name=DEC_2000_SF3_U_DP2&_ds_name=DEC_2000_SF3_U&_geo_id=04000US36 <Accessed 06/02/11>
- ²⁴ Regina Cortina, *Putting Languages on a Level Playing Field*, NYLARNet, Fall 2011, p. 10.
- ²⁵ A high need LEA is defined as a school with at least 20 percent of the students from low-income households or at least 10,000 poor children and with a high number of teachers teaching outside their field or with emergency credentials. A high poverty school is defined as a school with at least 50 percent of the students from low-income households or a school with a larger percentage of students qualified for assistance under the Individuals with Disabilities Education Act. Troops-To-Teachers Program <http://www.ed.gov/programs/troops/index.html> <Accessed 06/02/11>
- ²⁶ Eastern Suffolk BOCES, *Intensive Teacher Institute. ITI Eligibility Requirements and Application* http://www.esboces.org/Specially_Funded_Programs/BETAC/docs/ITI%20Graduate%20Eligibility%20Requirements%20and%20Application_2010-2011_FINAL.pdf <Accessed 06/02/11>
- ²⁷ John B. King, Jr. The State Education Department. The University of the State of New York. Memo “Raising the Achievement of English Language Learners” (October 2010), page 6.
- ²⁸ NYSED, *Teachers of Tomorrow Program 2009-2010* <http://www.highered.nysed.gov/kiap/pdf/20092010TOTRFP.pdf>, Attachment C <Accessed 06/02/11>
- ²⁹ NYSED, *Teachers of Tomorrow: Klap: NYSED* <http://www.highered.nysed.gov/kiap/ted/tot/> <Accessed 06/02/11>
- ³⁰ NYSED, *New York State Education Department – Office of Higher Education Teacher Development Programs Unit 2008-2009 Teachers of Tomorrow (TOT)* <http://www.highered.nysed.gov/kiap/pdf/2008-09TOTFactSheet.pdf> <Accessed 06/02/11>
- ³¹ NYSED, *Teachers of Tomorrow Program 2009-2010* <http://www.highered.nysed.gov/kiap/pdf/20092010TOTRFP.pdf> <Accessed 06/2/11>
- ³² NYSED, *Teachers of Tomorrow: Klap: NYSED* (May 2011) <http://www.highered.nysed.gov/kiap/ted/tot/> <Accessed 06/02/11>
- ³³ NYSED, *New York State Education Department Office of Higher Education Office of K-16 Initiatives and Access Programs Teacher Development Programs Unit Teacher Opportunity Corp (TOC)* <http://ohe32.nysed.gov/kiap/pdf/2008-2009TOCFactSheet.pdf> <Accessed 06/02/11>

³⁴ In addition to the programs mentioned below, the Career Training Program assists eligible full time paraprofessionals employed by NYC public schools (or substitute paraprofessional that have worked over 30 days and have not earned college credits) in earning a Bachelor's degree through tuition support and by paying the college application fee.

³⁵ Teach NYC http://www.teachnycprograms.net/getpage.php?page_id=59 <Accessed 06/02/11>

³⁶ Teach NYC http://www.teachnycprograms.net/getpage.php?page_id=79 <Accessed 11/10/09 and 06/02/11>

³⁷ Teach NYC http://www.teachnycprograms.net/getpage.php?page_id=96 <Accessed 06/06/11>

³⁸ NYC Teaching Fellows, *About NYCTF – Program and Statistics* <http://www.nyctf.org/about/history.html> <Accessed 12/06/09>

³⁹ NYC Teaching Fellows, *Our Mission and Values* <https://www.nycteachingfellows.org/purpose/mission.asp> <Accessed 06/06/11>

⁴⁰ NYCTF – *What is the Fellowship – Training & Support* http://www.nyctf.org/the_fellowship/training.html <Accessed 06/06/11>

⁴¹ Students enrolled at other universities are able to explore the possibility of participating through the student teaching coordinator at their university. NYCDOE, *Teaching and Learning Collaborative – Student Teaching Initiative* <http://schools.nyc.gov/TeachNYC/incentives/students/tlcollaborative.htm> <Accessed 06/06/11>

⁴² *Subpart 80-1 General Requirements for Teachers' Certificates: Regulation of the Commissioner of Education* <http://www.highered.nysed.gov/tcert/part80-1.html#Section1.3> <Accessed 06/06/11>

⁴³ “UNT to offer summer academy for future bilingual teachers” <http://web3.unt.edu/news/story.cfm?story=10512> <Accessed 06/06/11>

⁴⁴ Grow Your Own Illinois <http://www.growyourownteachers.org/BeATeacher/index.htm> <Accessed 06/06/11>

⁴⁵ “Teacher Exchange Visitor Program” http://www.isbe.state.il.us/bilingual/htmls/spanish_exchange.htm <Accessed 06/06/11>







NYLARNet

The New York Latino Research and Resources Network (NYLARNet) was created to bring together the combined expertise of U.S. Latino Studies scholars and other professionals from five research institutions within New York State to conduct non-partisan, policy relevant research in four target areas: Health, Education, Immigration and Political Participation. This network is constituted by recognized scholars and other professionals who are engaged in critical thinking, dialogue, and the dissemination of information on U.S. Latino issues. NYLARNet addresses a broad spectrum of concerns related to the four target areas mentioned above, and provides information services to legislators, public agencies, community organizations, and the media on U.S. Latino affairs. NYLARNet also pays special attention to the realities and needs of the largely neglected Latino populations throughout New York State and outside of New York City.

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