

The Florida Senate
PROFESSIONAL STAFF ANALYSIS AND ECONOMIC IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: Education Pre-K - 12 Appropriations Committee

BILL: CS/SB 1238

INTRODUCER: The Committee on Pre-K--12 Education and Senator Gaetz

SUBJECT: Education

DATE: April 24, 2007

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Carrouth</u>	<u>Matthews</u>	<u>ED</u>	<u>Fav/CS</u>
2.	<u>Armstrong</u>	<u>Hamon</u>	<u>EA</u>	<u>Pre-meeting</u>
3.	_____	_____	<u>RC</u>	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____
6.	_____	_____	_____	_____

I. Summary:

World Class Education Standards

The bill is a comprehensive education initiative, which requires the State Board of Education (SBE) to systematically review and replace the Sunshine State Standards with the new World Class Education Standards. The World Class Education Standards would more closely align Florida's curriculum standards to the knowledge demands students will face in a global economy by integrating the following skills:

- Critical thinking;
- Problem-solving;
- Innovation;
- Effective communication;
- Effective collaboration;
- Self-directed learning;
- Information and media literacy;
- Global awareness; and
- Civic engagement.

The bill also provides for more specific content within the standards-based subject areas including a focus on government and civics education within the social studies content and both performing and visual arts within the required arts content standards.

The bill includes timelines for establishing an expedited schedule for the adoption of the new standards and subsequent periodic review of the adopted standards.

The SBE is required to involve Florida educators, including select administrators and postsecondary staff, lay citizens, business leaders identified by Enterprise, Florida, Inc., and national and international curriculum experts in the review and development of the new standards, and to review and consider rigorous standards adopted in other states.

The bill includes provisions to align the new standards and to make appropriate adjustments to the Florida Comprehensive Assessment Test (FCAT) and requires that social studies, with an emphasis on civics education and government, be included in the statewide assessment. The bill also requires the Commissioner of Education to administer the FCAT as close to the end of the school year as practicable while still ensuring receipt of test scores by the end of the academic year.

The bill requires the SBE to provide statewide standardized professional in-service training on the development and scoring procedures for the FCAT, resources available to teachers and parents, and the ethical and professional importance of effective standards-based instruction rather than teaching the test. All state educators would be required to participate in the SBE developed in-service as a condition of employment. The bill provides for professional development and subject-area teacher examinations to be aligned to the new standards for purposes of teacher certification.

World Languages

The bill requires the SBE to establish content standards in foreign languages deemed most critical to a global economy and to encourage school districts to offer these foreign languages beginning in the elementary grades. The SBE must provide flexibility in foreign-language teacher certification to take advantage of Florida's international, multilingual community.

Accelerated Learning Opportunities

The bill requires school districts to adopt policies beginning with the 2008-2009 school year to provide for accelerated learning opportunities for academically talented students, including opportunities for those students who are not eligible for gifted programs. The Department of Education must conduct an annual review of district gifted and acceleration programs and to conduct an evaluation to determine the effect that gifted courses have on student achievement.

Supplemental Education Services

The bill allows qualified public schools within a district to serve as a supplemental education services (SES) provider to Title I schools deemed to be in need of improvement and with similar populations of students. Any SES contracted provider that fails to deliver the required services to eligible students by September 15 of each year would no longer be qualified to serve as a provider, effective the following school year. In these instances, school districts would be required to have supplemental services from an approved provider that is acceptable to parents, with services in place for students within 10 calendar days.

End-of-Course Examinations

The bill defines comprehensive end-of-course exams as assessments for standards-based courses that are not tested through FCAT, which require sufficient quality and rigor of student responses. Beginning with the 2008-2009 school year, districts choosing to participate in the Merit Award

Program (MAP)¹ for instructional personnel would be required to use end-of-course examinations that meet the requirements in the bill or end-of-course assessments as provided for in the Merit Award Program signed into law.²

This bill amends the following sections of the Florida Statutes: 39.0016, 445.049, 1000.21, 1001.02, 1001.03, 1001.215, 1001.41, 1001.42, 1002.33, 1002.415, 1003.41, 1004.04, 1007.35, 1008.22, 1008.25, 1008.331, 1008.385, 1012.05, 1012.28, 1012.52, 1012.56, 1012.585, 1012.72, and 1012.98.

The bill creates the following sections of the Florida Statutes: 1003.451, 1003.59, and 1008.221. The bill also creates one undesignated section of law.

II. Present Situation:

Florida's Sunshine State Standards

In 1996, the State Board of Education adopted Florida's content and performance standards for K-12 public education, known as the Sunshine State Standards, which include standards for the academic subject areas of language arts, mathematics, science, social studies, foreign languages, the arts, and health and physical education.³ Florida has exercised and enjoyed a leadership role nationally with its adoption of rigorous academic standards and a system of accountability. Recent research studies, however, have suggested a possible disconnect, although not specific to Florida, between standards established for academic achievement and the demands of a rapidly changing global community.⁴

In 2005, the Department of Education (DOE) initiated a review of the Sunshine State Standards and began the revision of standards for language arts and mathematics.⁵ On January 17, 2006, the State Board of Education adopted a 6-year review and revision schedule for each subject area of the Sunshine State Standards. Under the schedule, all of the standards are designated for revision during 2006-2010. Standards revision for language arts, with an emphasis on reading, was completed in 2006. On January 25, 2007, the State Board of Education adopted reading and language arts standards, grouping the standards into four grade-level ranges and including new standards for individual grade-levels in K- 8.⁶ The standards for high school are grouped into two ranges, grades 9-10, and grades 11-12. The revision of standards for mathematics began in 2006 and continues to date.

¹ Chapter 2007-3, L.O.F.

² Id.

³ Florida Department of Education - Sunshine State Standards - <http://www.firn.edu/doe/curric/prek12/index.html>

⁴ Bill and Melinda Gates Foundation – High Schools for the New Millennium

⁵ DOE requested funding - \$700,000, Line Item 35, SBE request 8-16-05

⁶ Florida Department of Education, 2006 Sunshine State Standards, K-12 Reading and Language Arts (Jan. 25, 2007) - http://etc.usf.edu/flstandards/la/la_sss.pdf.

Partnership for 21st Century Skills: A New Vision for Curriculum Standards in a Global Community

The Partnership for 21st Century Skills (Partnership) was established to serve as a catalyst for change in teaching, learning, and assessment, and as an advocate among education policy makers through a unique partnership of education, business, and government leaders.⁷

The Partnership has developed a unified, collective vision for 21st century learning that can be used to strengthen American education.⁸ The Partnership's vision is based on a Framework for 21st Century Learning that includes:

- 21st century content—Several significant, emerging content areas that are critical to success in communities and workplaces, but typically not emphasized in schools today;
- Global awareness;
- Financial, economic, business and entrepreneurial literacy;
- Civic literacy;
- Health and wellness awareness;
- Learning and thinking skills—As much as students need to learn academic content, they also need to know how to keep learning and to make effective and innovative use of what they know throughout their lives. Learning and thinking skills are comprised of:
 - Critical thinking and problem solving skills;
 - Communication skills;
 - Creativity and innovation skills;
 - Collaboration skills;
 - Information and media literacy skills;
 - Contextual learning skills;
 - Information and communications technology (ICT) literacy—The ability to use technology to develop 21st century content knowledge and skills, in support of 21st century teaching and learning; and
 - Life skills—Good teachers have always incorporated life skills into their pedagogy. The challenge today is to incorporate these essential skills into schools deliberately, strategically, and broadly. Life skills include:
 - Leadership;
 - Ethics;
 - Accountability;
 - Adaptability;
 - Personal productivity;
 - Personal responsibility;
 - People skills;
 - Self-direction; and
 - Social responsibility.

Standards-Based Assessment in Florida

From 1995 to 1998, the Florida Comprehensive Assessment Test (FCAT) was developed and

⁷ Membership includes: Adobe, Apple, Bellsouth, Cisco Systems, Dell, Verizon, ETS, Intel, Microsoft, NEA, Oracle, Polyvision, SAS, and others. See <http://www.21stcenturyskills.org>

⁸ See Framework - <http://www.21stcenturyskills.org>

designed to measure the content specified in the Sunshine State Standards, and then subsequently field tested. In January 1998, the FCAT was administered for the first time to students in grades 4, 5, 8, and 10 in reading and mathematics.

Under current law, FCAT assessments are administered in reading, writing, science, and mathematics⁹ as follows:

- FCAT Reading and FCAT Mathematics for students in grades 3-10;
- FCAT Writing for students in grades 4, 8, and 10; and
- FCAT Science for students in grades 5, 8, and 11.¹⁰

21st Century Assessments

The Partnership for 21st Century Learning calls for authentic 21st century assessments as an essential foundation of a 21st century education and addresses five important areas: core subjects; 21st century content; learning skills; ICT literacy; and life skills. To be effective, sustainable and affordable, assessments must use modern technologies to increase efficiency and timeliness. A balance of assessments, including high-quality standardized testing along with effective classroom assessments, offers students a powerful way to master the content and skills central to success.¹¹

Professional Development of Florida Educators

Under current law, teachers are required to complete various courses of professional development throughout their teaching careers. To renew a professional educator certificate, a teacher must complete six college credits or 120 in-service points during a 5-year period.¹² Other provisions are required in current law for specific subject area endorsements.¹³

School districts are required to submit annually a master plan of in-service activities for approval by the Department of Education.¹⁴ In order to meet the requirements outlined in statute¹⁵ and to address other local needs, school districts provide for professional development in-service activities, contract for programs, or rely on regional consortium service organizations to provide staff development for their teachers and administrators. Many programs are currently offered online.¹⁶

Foreign Languages

Under current law, school districts are required to develop plans and provide students with a complete education to include instruction in foreign languages.¹⁷ In January 2006, President

⁹ s. 1008.22(3)(c), F.S.

¹⁰ Florida Department of Education - <http://fcats.fldoe.org/aboutfcats/english/about.html>

¹¹ <http://www.21stcenturyskills.org> – See Framework

¹² s. 1012.585(3)(a), F. S.

¹³ Florida teachers are required to complete 300 inservice points during a 6-year period for the English for speakers of other languages (ESOL) endorsement - Rule 6A-4.0244, F.A.C.

¹⁴ s. 1012.98(4)(b)4., F.S.

¹⁵ s. 1012.98, F.S.

¹⁶ See <http://forpd.ucf.edu> and <http://www.deltaschoolleaders.org/online-resources.aspx>

¹⁷ ss. 1001.41(3) and 1001.435, F.S.

¹⁸ www.whitehouse.gov/news/releases/2006/01/20060105-1.html

¹⁹ http://www.ced.org/newsroom/press/press_foreignlanguages.pdf

Bush announced a foreign language initiative that involves the Secretaries of Defense, Education, and State, and the Director of International Intelligence. The goal of the initiative is to improve and expand international studies and to address America's defense, diplomatic, intelligence, and education efforts, as well as our economic security.¹⁸ Other organizations invested in America's ability to compete globally have indicated the importance of providing foreign languages instruction in languages more appropriate to the current and new world economy.¹⁹ These languages include, among others, Arabic, Chinese, Persian/Farsi, Hindi, Japanese, Korean, Russian, and Turkish.

III. Effect of Proposed Changes:

World Class Education Standards

The bill is a comprehensive education initiative, which requires the State Board of Education to systematically review and replace the Sunshine State Standards with the new World Class Education Standards. The World Class Education Standards, based on the Framework for 21st Century Learning developed by the Partnership for 21st Century Skills, would more closely align Florida's curriculum standards to the knowledge demands students will face in a global economy by integrating the following skills:

- Critical thinking;
- Problem-solving;
- Innovation;
- Effective communication;
- Effective collaboration;
- Self-directed learning;
- Information and media literacy;
- Global awareness; and
- Civic engagement.

The bill also provides for more specific content within the standards-based subject areas including a focus on government and civics education within the social studies content and both performing and visual arts within the required arts content standards.

The bill includes timelines for establishing an expedited schedule for the adoption of new standards and a subsequent periodic review of the adopted standards. The revision of the state standards would require the SBE to involve Florida educators, including select administrators and postsecondary staff, lay citizens, business leaders identified by Enterprise, Florida, Inc., and national and international curriculum experts in the review and development of the new standards.

Because the revision of the state adopted standards would substantially affect other integral components of Florida's quality education system, each recommendation for the repeal or replacement of the standards must include an estimate of expenditures necessary to implement the new standards. The estimated expenditures would include teacher preparation and staff development, adoption of aligned instructional materials programs, adjustments to classroom instruction, and revisions to the FCAT and other accountability measures. The bill would require

the SBE to submit an annual report on the status of the review, adoption, and implementation of the standards as they are revised, to the Governor, the President of the Senate, and the Speaker of the House of Representatives.

The standards review and revision process presents an invaluable window of opportunity, not only to address the research implications of added rigor and relevance, but also to genuinely engage curriculum leaders who have demonstrated expertise in standards design, postsecondary educators, Florida's lay community, and the expertise of business leaders and the representative workforce who will one day employ many of our students. If the review and revision process is responsive to the recommendations of curriculum standards research studies, the process would most likely result in consolidating the number of standards and benchmarks, provide more in-depth coverage, student understanding and application, increased rigor relative to FCAT-tested benchmarks, and a more closely aligned curriculum to the needs of a global community. Of equal importance is a review process that focuses on a cross pollination of standards and benchmarks among different subject areas in order to provide a framework for enhanced instructional strategies and for meeting the unique needs of non-traditional learners.

Effect of New Standards on Assessment Practices

The bill requires the alignment of the new standards with the Florida Comprehensive Assessment Test (FCAT). Social studies, with an emphasis on civics education and government, would be added to the statewide assessment and system for curriculum accountability. This provision would align social studies instruction and student knowledge to recommendations outlined in the National Standards for Civics and Government.²⁰ The bill also requires the Commissioner of Education to administer the FCAT as close to the end of the school year as practicable while still ensuring the receipt of test scores by the end of the academic year. Under the bill, FCAT writing would not be administered prior to March 1 and other FCAT-tested subject areas would not be administered earlier than April 15 of each year. This provision would allow for additional instructional time for students.

The bill requires the SBE to provide statewide standardized professional teacher in-service on the development and scoring procedures of the FCAT, resources available to teachers and parents, and the importance of effective standards-based instruction rather than teaching to the test. These provisions would encourage the sharing of information by effective instructors and promote the understanding that effective instruction eliminates any need to provide unnecessary testing instruction. State educators would be required to participate in the SBE developed in-service and school districts would be required to align all appropriate in-service activities to the new standards. The bill also provides for professional development and subject-area teacher examinations to be aligned to the new standards for purposes of teacher certification and allows for accrual of in-service points to be applied to the subject areas of specialization.

World Languages Instruction

The bill requires the SBE to establish content standards in foreign languages deemed most significant to a global economy and to encourage school districts to offer foreign languages beginning in the elementary grades. The SBE must provide flexibility in foreign-language teacher certification to take advantage of Florida's international, multilingual community. The

²⁰ www.civiced.org

DOE reports that many local school districts have established developmentally appropriate foreign language and home language instructional programs in elementary schools and that local school districts have established elementary or middle school exploratory foreign language instructional programs in their schools. The aim of these programs, however, is not communicative proficiency, but to motivate students to pursue future participation in a foreign language program by exposing them to other languages and cultures.²¹ The bill would encourage schools to implement comprehensive foreign language programs beginning at the elementary level and more aligned to languages used predominantly in a global economic arena and in international relations. These provisions would align to the goals of the national initiative from Washington D.C., as well as the recommendations of the Committee for Economic Development, an independent, nonpartisan organization of business and education leaders dedicated to policy research on the major issues of the 21st century.²² While the provisions in the bill are only recommended to schools districts, offering non-traditional and more appropriate foreign languages study would allow for Florida students to communicate and civically engage in a global economy and to compete more effectively in a constantly changing global workforce.

Accelerated Learning Opportunities

The bill requires school districts to adopt policies beginning with the 2008-2009 school year to provide for accelerated learning opportunities for academically talented students, including opportunities for those students who are not eligible for gifted programs under current law.²³ The Department of Education must conduct an annual review of district gifted and acceleration programs and to conduct an evaluation to determine the effect that gifted courses have on student achievement.

Supplemental Education Services (SES)

The bill allows qualified public schools within a district to serve as a supplemental education services (SES) provider to Title I schools deemed to be in need of improvement and with similar populations of students. Any SES contracted provider that fails to deliver the required services to eligible students by September 15 of each year would no longer be qualified to serve as a provider, effective the following school year. School districts would be required to have services for students in place within 10 calendar days by an approved provider that is acceptable to the parents. These provisions may provide for supplemental instruction by educators with an established track record of serving specific populations of students and would also ensure that services are provided within an effective timeframe to provide for the critical education needs of the students to be served.

End-of-Course Examinations

The bill defines comprehensive end-of-course exams as assessments for standards-based courses that are not tested through the FCAT, which require sufficient quality and rigor of student responses. Beginning with the 2008-2009 school year, districts choosing to participate in the merit award program for instructional personnel would be required to use end-of-course examinations that meet the requirements in the bill, including nationally-developed end-of-course examinations such as AP or IB. These provisions would establish a more rigorous

²¹ Office of Academic Achievement through Language Acquisition – <http://www.firm.edu/doe/aala/omsflpg.htm>

²² www.ced.org

²³ ss. 1003.01 and 1011.75, F.S.

standard for courses currently not tested through the FCAT and would encourage instruction that is aligned to higher order thinking skills and student application.

After-school Programs

The bill requires the Office of Program Policy Analysis and Government Accountability (OPPAGA) to review after-school programs and report on the following:

- The public and private after-school programs available to families;
- The identification of strong accountability measures;
- Existing research of educational benefits through after-school programs;
- Options to create incentives to expand after-school programs;
- Methods of maximizing federal funding for after-school programs; and
- The identification and cost of options to revise state methods to maximize federal funding for after-school programs.

The report is due to the Governor and the Legislature by January 1, 2008.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

V. Economic Impact and Fiscal Note:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

The fiscal impact of this bill is significant. Some costs may be mitigated by use of current recurring funds for assessment, textbook adoption, and standards revision. Other costs may necessitate an appropriation. The following provides a very rough estimate of some of the costs associated with implementation of the provisions of this bill:

World Class Education Standards

The Department of Education estimates that the cost to replace the Sunshine State Standards with World Class Education Standards (WCS) and expedite the review cycle from the current 6-year cycle to a 3 or 4-year cycle would be \$4.1 million. Although the bill does not specify a date by which the DOE must adopt the new standards, it requires the SBE to establish an expedited adoption schedule. The DOE has estimated its costs based on a 3.5-year adoption schedule. Under this assumption, the estimated costs for development and adoption of the new standards would be spread over the next four years as follows:

	07/08	08/09	09/10	10/11	Total
World Class Standards	\$700,000	\$1,200,000	\$1,100,000	\$1,100,000	\$4,100,000
Realign Curriculum	<u>\$ 75,000</u>	<u>\$ 75,000</u>	<u>\$ 75,000</u>	<u>\$ 75,000</u>	<u>\$ 300,000</u>
Total	\$775,000	\$1,275,000	\$1,175,000	\$1,175,000	\$4,400,000

Florida Comprehensive Assessment Test (FCAT)

The bill requires the FCAT to be aligned to the World Class Education Standards. The DOE estimates an additional \$1 million annually for FCAT alignment with the revised standards. If the 3.5-year adoption cycle is assumed, the increase would be needed for the next four fiscal years.

The bill also requires the FCAT to assess students in social studies, with an emphasis on history, government, and civics, at least once at the elementary, middle, and high school grade levels. According to the DOE, \$1 million in additional funds is needed to develop and prepare an FCAT social studies assessment. Once the exam is developed, there may be additional costs for administration.

If the same 3.5-year adoption assumption is made, the following additional costs would arise over the next four fiscal years:

	07/08	08/09	09/10	10/11	Total
Align FCAT	\$1,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$4,000,000
Social Studies	<u>\$1,000,000</u>				<u>\$1,000,000</u>
Total	\$2,000,000	\$1,000,000	\$1,000,000	\$1,000,000	\$5,000,000

Teacher Certification and Professional Development Revisions and Alignment

The bill requires the Florida Teacher Certification Examinations to be aligned with the new World Class Education Standards. The DOE, as an ongoing activity, contracts for the administration, scoring, and reporting of teacher certification exams and development activities to support revisions of test content. Revisions of certification exams to align with the new standards may be able to be accomplished within existing assessment funds. The 2007-08 budget request for this effort is roughly \$15 million.

End-of-Course Exams

The DOE purchased from the Hillsborough School District for \$400,000 a supply of end-of-course exams that may be used by other school districts. These exams would need to be realigned with the World Class Education Standards. In addition, the DOE has requested \$2 million for 2007-08 to begin work on a statewide end-of-course exam.

Other

The DOE also estimates that it would cost \$300,000 to develop world-language curricula. In addition, the agency estimates an additional cost of \$350,000 to implement the FCAT professional development component of the bill. Also, there may be some additional cost associated with adopting new instructional materials programs aligned to the new standards.

To some degree, efforts to implement provisions of this bill would have a similar fiscal impact on school districts.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Summary of Amendments:

None.

This Senate Professional Staff Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.
