

# SENATE STAFF ANALYSIS AND ECONOMIC IMPACT STATEMENT

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

BILL: SB 748

SPONSOR: Education Committee

SUBJECT: Professional Teaching Fellowship Act

DATE: February 4, 2000                      REVISED: 2/23/00                      \_\_\_\_\_

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>White</u>	<u>O'Farrell</u>	<u>ED</u>	<u>Favorable</u>
2.	<u>McKee</u>	<u>Hadi</u>	<u>FP</u>	<u>Fav/1 amendment</u>
3.	_____	_____	_____	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____

## I. Summary:

This bill creates a two-part program called the Professional Teaching Fellowship Program. The first part of the program is the Student Fellowship Program and recruits highly qualified candidates to become teachers, then provides academic enrichment and an annual \$6,500 fellowship in the form of forgivable loans during their last 2 years of college. The fellows are not required to obtain a traditional major in education, but their intensive preparation and summer field work make them eligible for a master's degree. If the fellows teach for 2 years in a public school in Florida, they are not required to repay the loans.

The second part is called the Teaching Fellowship Program and provides sequentially advanced, year-round professional development activities to teachers in their first 3 years in the classroom. Each teacher earns an annual bonus of \$500 for participating. At the end of the program, the fellows are to be eligible for a master's degree.

The bill establishes a not-for-profit organization in the Executive Office of the Governor to implement the program.

This bill creates five new sections of the Florida Statutes.

## II. Present Situation:

Florida has a number of scholarships and forgivable loans to encourage people to enter the teaching profession. The following table is a projection of 1999-2000:

Program/Statute	Award Amount	Students Eligible	Funds Appropriated
Critical Teacher Shortage Programs			\$4,146,795
Loan Forgiveness (s. 240.4063, F.S.)	\$1,160	1,825	
Tuition Reimbursement (s. 240.4064, F.S.)	\$1,160	1,750	
Florida Teacher Scholarship/ Forgivable Loan (s. 240.4064, F.S.)			\$1,857,000
Teacher Scholarship	\$1,500	438	
Teacher Loan	\$4,000	300	
Exceptional Student Education Training Grant (s. 240.405, F.S.)		300	\$109,212
Florida Fund for Minority Teachers (s. 240.4129, F.S.)	\$4,000	710	\$3,000,000
TOTAL		5,023	\$9,113,007

None of these programs is designed to recruit the highest achieving students into the teaching profession, but to assist regular students into a particular certification area or to correct under-representation of teachers with certain demographic characteristics.

A 1999 Senate Education Committee Interim Project on Teacher Effectiveness reported that the correlation of teaching and student achievement was highest when teachers had taken and excelled in advanced level courses in the class content area. Advanced courses and high achievement have a measurable impact on the ways teachers manage the classroom and the achievement of their students as measured by scores on tests.<sup>1</sup> No other measure correlates so highly. The number of courses taken is less important than whether they were advanced.

On any scale of quality, master teachers are experienced teachers. Retention data show that the likelihood of a teacher's remaining in the profession increases dramatically after the first three years. The early years of teaching are difficult for even the most talented professionals, and countries with the highest student achievement are consistently found to use support systems for new teachers and opportunities for collaboration among teachers throughout their careers.

Florida does not have a statewide program to provide peer support to teachers in their first few years in the classroom.

### III. Effect of Proposed Changes:

The legislation under consideration will create a two-part program called the Professional Teaching Fellowship to coordinate a network of activities to identify and recruit excellent candidates to become new teachers, to support them through an enriched teacher preparation program, and to provide professional development support with three tiers of required activities throughout the first 3 years of teaching.

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<sup>1</sup>For example, see: Chaney, B. 1995. *Student Outcomes and the Professional Preparation of Eighth Grade Teachers in Science and Mathematics*, and Carlsen, W.S., 1991. *The Construction of Subject Matter Knowledge in Primary Science Teaching*.

**Section 1. Name, Intent**

Names the program and its two components, the Student Fellowship Program and the Teaching Fellowship program. It states an intent to demonstrate the need for and benefits of providing intensive programs of professional development for new teachers.

**Section 2. Student Fellowship Program; Recruitment**

Creates the recruitment component of the Student Fellowship Program. Its purpose is to identify postsecondary education institutions and fellowship candidates to implement the program. The recruitment will be coordinated by the Florida Institute for Teachers, which is created in section 5 of the bill.

The fellowship candidates are to be selected by their demonstrated excellence in a liberal arts program according to criteria established by the institute. The standards must include at least grade point average, recommendations from professors, and may include other considerations, such as extracurricular activities.

Regional review committees will be formed to assist in the recruitment of both students and colleges. The bill suggests that recruitment should concentrate on areas identified through research as most in need of new teachers and on correcting imbalances in the ratio of teachers to students. Currently, the ratio of minority teachers to minority students, especially African American, is out of balance.

The program requires an informational or promotional effort.

Candidates selected must be rising juniors who are Florida citizens enrolled in a public or private college or university in Florida. Students at independent colleges will be eligible only if the college is eligible for the William L. Boyd, IV, Florida Resident Access Grant, s. 240.605, F.S. These colleges must be baccalaureate-degree level, not-for-profit, accredited by SACS, and located in and chartered by Florida.

The fellowship award is \$6,500 annually, with a requirement to teach in a Florida public school for 1 year for every year the fellowship was received. In addition, the fellow must agree to participate in a 12 month program during the college years. That program is described in section 3 of the bill.

**Section 3. Student Fellowship Program; Postsecondary Education**

Creates requirements for the postsecondary education of fellowship recipients. The Florida Institute for Teachers will obtain participation by school districts that wish to employ the fellows and will organize experiential activities for them in schools during their last two years of college. These experiences will include working with a master teacher and with school children.

This section also requires fellows to maintain satisfactory progress to keep the fellowship and to agree to teach for 2 years in a Florida public school after graduation. The student has 5 years after graduation to fulfill the teaching requirement, otherwise he or she must repay the total amount of the award plus annual interest of 8 percent. The bill contains standard requirements for the agreement and the repayment, including the requirement of a promissory note.

The bill suggests that fellows do not need to enroll in a college of education, but may concentrate their education on a liberal arts content area. Participating colleges must assure cooperation among liberal arts programs and education programs to benefit the fellows. The program must assure that students have the opportunity to demonstrate competency in the 12 Accomplished Practices for Teachers and that they meet the subject area requirements in a subject for which Florida offers a professional teaching certificate.

#### **Section 4. Teaching Fellowship Program**

Creates the Teaching Fellowship Program, a concentrated, sequential professional development program for teachers in the first 3 years of teaching. A teacher who completes the program is eligible for a master's degree.

All recipients of a Student Fellowship are eligible, and the Florida Institute for Teachers may select others to participate if funds are available. The bill does not require a recipient to have completed requirements for a teaching certificate but allows the institute to work with employing school districts to create conditions for employment. This provision is an encouragement to bring into the teaching profession people who excel in a content area in college, but have not earned the required education credits. Both student fellows and teaching fellows must meet the same rigorous selection criteria.

The institute will work with the employing school districts to assure that the activities are provided as required and that a college or university participates to assure that the program confers credit toward a master's degree.

The program provides for a master teacher to work as a mentor with the teaching fellows and a group of 12 to 15 school children. The institute will establish criteria by which master teachers may be selected. Suggestions include national certification, selection as teacher of the year, or evidence of superior gains in achievement of students in the teacher's classroom.

The program requires teaching fellows and their mentors to work under a 12-month, full-time contract. The cohort of school children must agree, with the support of their parents, to attend school for 210 days per year. Each year of the program is one of three tiers, and the teaching fellow receives a bonus of \$500 after completing each tier.

In the first tier, the mentor and the teaching fellow receive orientation at an academy or center selected by the institute. During the summer, they work with the students on preparing individualized education plans for each of the students. Other activities or research may be required so that the fellow earns at least 6 credit hours toward a master's degree. During the first school year, a teaching fellow's assignment to a classroom must allow significant involvement of the master teacher or other teaching fellows. The school system must allow for at least 1 hour of daily consultation. Because both the mentor and the fellow work full-time, this planning period does not necessarily disrupt the classroom schedule.

In the second tier, the mentor and teaching fellow continue research and progress toward a master's degree, with a concentration on evaluating student progress and adapting teaching methods based on the results. If possible, the same cohort of students is involved during the second year. In the second school year, the teacher may be assigned additional classroom duties.

In the third tier, the program concentrates on development of curricula, technology, and assessment. In the school year of the third tier, the teaching fellow provides specialized assistance with technology and curriculum development, and may become a mentor to teaching fellows in their first or second year.

Upon completion of the program, a new teacher is eligible for a master's degree, a position as a master teacher, and a contract with the school district at a stipend authorized for a teacher with a master's degree.

### **Section 5. Florida Institute for Teachers**

Creates the Florida Institute for Teachers, a not-for-profit statutory corporation assigned for administrative purposes to the Executive Office of the Governor. Its board of directors includes 11 non-legislative members:

- Three Governor's appointees;
- Three Senate appointees;
- Three House of Representatives appointees;
- The Lieutenant Governor or designee; and
- The Commissioner of Education or designee.

The institute's duties are enumerated in sections 1-4 of the bill. This section gives the additional responsibilities to:

- Administer the forgivable loan program in cooperation with the Office of Student Financial Assistance of the Department of Education, and
- Evaluate the success of the Professional Teaching Fellowship Act. The evaluation must include following up on the recipients to report their success in teaching, including the achievement gains of students in their classes.

### **Section 6. Effective Date**

The effective date of the bill is July 1, 2000.

## **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:**

The student fellows will be eligible for an annual award of \$6,500, which must be repaid with interest if a recipient leaves the program or fails to teach in a Florida public school 1 year for every year the award was received.

Private colleges and universities that choose to participate in this program will incur costs associated with designing and implementing the Student Fellowship Program and the Teaching Fellowship Program. These costs are indeterminable.

**C. Government Sector Impact:****Florida Institute for Teachers:**

An appropriation of \$298,400 from General Revenue is needed for the Institute for the first year of operation; of that amount, \$17,712 would be nonrecurring.

**Student Fellowship Program:**

Postsecondary institutions that choose to participate in this program will incur costs associated with designing and implementing the program. Those costs are indeterminable.

The program will provide a 2-year scholarship loan of \$6,500 per year to participating students. No estimates exist for the number of students who would be interested in participating in the program, so the amount needed for the scholarship loans is unknown. Students would be repaying the loans plus interest if they do not graduate within two years, or if they graduate, are not employed as teachers within five years of graduation. These repayments would go into the State Student Financial Assistance Trust Fund and would be available for the program.

**Teaching Fellowship Program:**

Postsecondary institutions that choose to participate in this program will incur costs associated with designing and implementing the program. Those costs are indeterminable.

A school district that chooses to participate would employ a teaching fellow under a 12-month contract and provide a salary bonus or additional stipend to a master teacher to work under a 12-month contract as a mentor to the new teacher.

The Florida Institute for Teachers would provide a \$500 bonus to each teaching fellow upon completion of each of the three tiers. The cost of the bonuses is indeterminable since there is no estimate of the number of potential participants in the program. The program is available to all recipients of the student fellowship program and to others selected by the Institute.

**VI. Technical Deficiencies:**

An amendment is needed indicating that the act would be implemented to the extent funded in the General Appropriations Bill.

**VII. Related Issues:**

The recruitment component and Student Fellowship component of the program are similar to a successful program implemented in North Carolina since 1986. That program is called the Excellent Teaching Program and is coordinated by the North Carolina Teaching Fellows Commission. It has demonstrated an ability to attract and retain teachers with higher academic credentials than would have resulted without the program.

**VIII. Amendments:**

#1 by Committee on Fiscal Policy:

Specifies that this act will be implemented to the extent funded in the General Appropriations Act.

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This Senate staff analysis does not reflect the intent or official position of the bill's sponsor or the Florida Senate.

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