

# SENATE STAFF ANALYSIS AND ECONOMIC IMPACT STATEMENT

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

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Prepared By: Higher Education Committee

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BILL: CS/SB 1924

INTRODUCER: Committee on Higher Education and Senator Oelrich

SUBJECT: Teacher Quality

DATE: March 21, 2007

REVISED: \_\_\_\_\_

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Carrouth</u>	<u>Matthews</u>	<u>HE</u>	<u>Fav/CS</u>
2.	_____	_____	<u>GO</u>	_____
3.	_____	_____	<u>EA</u>	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____
6.	_____	_____	_____	_____

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## I. Summary:

The bill is a comprehensive approach to address policy improvements and recommendations related to the recruitment, preparation, support, and retention of highly effective teachers based on current research. In particular, the bill:

- Revises provisions relating to the state-approved teacher preparation programs to require classroom teaching experiences for student teachers at the onset of postsecondary coursework and to provide for placement of student and beginning teachers in schools with demonstrated principal leadership skills;
- Revises the Critical Teacher Shortage Loan Forgiveness Program to include that eligible teachers must commit in writing to teach in the designated subject area for a minimum of three years;
- Includes accountability for alternative teacher preparation pathways to equal that of traditional teacher preparation programs with regard to teaching skills of completers;
- Expands eligibility for the Florida Teachers Lead Program Stipend to include prekindergarten teachers who are funded through the FEFP and charter school teachers, Prekindergarten through grade 12;
- Requires applicants for certification by the National Board for Professional Teaching Standards (NBPTS) to demonstrate evidence of student achievement and learning gains and to sustain achievement gains in order to continue receiving the annual bonus. Funding currently earmarked for mentoring bonuses for national board teachers would be redirected and used to target support for mentoring of new and struggling teachers and to include screening and professional development training for mentor teachers, with priority given to teachers holding national board certification;

- Encourages interested school districts to develop during the 2007-2008 school year quality induction models for new teachers based on current research for use as possible models for potential statewide implementation the following year. The bill also amends current statutes related to comprehensive district professional development to include a variety of support mechanisms for new and beginning teachers; and
- Creates the Florida Quality Educator Council (Council) within the Executive Office of the Governor to direct a comprehensive data collection and analysis initiative. The analysis of data would be used to determine the most effective and cost efficient methods for recruiting, preparing, supporting, and retaining a high quality teaching workforce. The data collection and analysis would be conducted jointly by the K-20 Data Warehouse and a Florida-based research institution. The Council would oversee the selection of demonstration partnerships, established between postsecondary institutions and local school districts, to pilot currently available research on teacher quality. Finally, the Council would oversee pilot implementation of quality research based on the data collection initiative and recommend to policy makers the most effective practices in all areas of teacher quality.

This bill creates section 1012.988 and amends the following sections of Florida Statutes: 1001.03, 1001.215, 1004.04, 1004.85, 1009.59, 1012.01, 1012.71, 1012.72, 1012.98, and 1012.986.

## II. Present Situation:

Current research studies confirm that teacher quality is the single greatest factor in influencing student achievement.<sup>1</sup> The Senate Committee on Education conducted an interim study in 2006 on all aspects of teacher preparation and support.<sup>2</sup> The study examined research and cited the most promising practices and trends in teacher preparation and policies targeted to the support and retention of highly effective teachers. The studies focus on recruitment, preparation, professional development, and support mechanisms such as quality mentoring and principal leadership, as the core elements most closely associated with highly effective teaching qualities.<sup>3</sup> The report found a need to provide opportunities to pilot existing research and to possibly codify statutorily those practices proven to be most effective.

The 2006 Legislature granted an appropriation of \$97.898 million to provide bonuses to 7,089 teachers holding national board certification. Current law allows for eligible teachers to earn a bonus of ten percent of the average statewide teacher salary for the NBPTS credentials and an additional ten-percent bonus for those nationally board certified teachers who agree to mentor non-board certified teachers a total of twelve days outside of their regularly scheduled instructional time with students.<sup>4</sup>

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<sup>1</sup> <http://www.edweek.org/rc/issues/teacher-quality>

<sup>2</sup> Florida Senate Interim Report 2007-115

<sup>3</sup> The Center for Teaching Quality; Teacher Quality US; International Society for Technology in Education; National Forum Journals; The New York Times; Southern Regional Education Board; The American Association of Colleges for Teacher Education, Education Week

<sup>4</sup> The Florida Department of Education (DOE) reports that 7089 teachers received certification bonuses and 5214 received mentoring bonuses in 2005-06.

### **Teacher Recruitment – Current Supply and Demand**

Florida is currently experiencing a teaching shortage, primarily in the critical shortage areas of math, science, foreign languages, exceptional student education, and English for Speakers of Other Languages.<sup>5</sup> The Department of Education (DOE) estimates that the state will need 16,800 new teachers to adequately staff public school classrooms in the 2007-2008 school year.<sup>6</sup>

The recent number of graduates produced by the 33 state-approved teacher preparation programs, even when combined with alternative preparation mechanisms, will not meet the teaching needs of Florida's K-12 classrooms.<sup>7</sup> Florida school districts continue to rely heavily on the recruitment of teachers from other states. Pinellas County, for example, estimates that upwards of 60 percent of their 2006-2007 new hires came from out-of state.<sup>8</sup>

### **Teacher Recruitment - State Efforts**

The state funds high school teaching career academies to encourage high school students to pursue teaching careers<sup>9</sup> and provides funding to postsecondary institutions to support inventive outreach and recruitment efforts targeted to students who have yet to declare a major.<sup>10</sup>

Newly established pathways for professional certification<sup>11</sup> include Educator Preparation Institutes (EPI's),<sup>12</sup> district-developed and state-approved alternative certification programs,<sup>13</sup> and the Professional Teaching Option,<sup>14</sup> an option for college majors in fields such as math, science, and technology that include teaching demonstration and competency skills.

### **Teacher Preparation**

The Education Schools Project recently released the *Educating School Teachers* report, a study of teacher education programs, which examined the relationship between student achievement gains and teacher preparation. The study's findings included inadequate preparation, a curriculum in disarray, low admissions standards, and disparities in institutional quality. The recommendations of the Levine report include transforming colleges of education into professional practice schools similar to the concept of teaching hospitals provided for medical students and interns.<sup>15</sup>

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<sup>5</sup> DOE, Critical Teacher Shortage Areas 2006-07, p. 16

<sup>6</sup> DOE – March 22, 2007

<sup>7</sup> Graduates by Year: 1993 - 5800; 1994 - 6100; 1995 - 6000; 1996 - 6100; 1997 - 6200; 1998 - 6300; 1999 - 6100; 2000 - 5900; 2001 - 6000; 2002 - 5700 from Trends in the Supply of New Teachers in Florida, FLDOE; [www.flbog.org/factbook/](http://www.flbog.org/factbook/) - (It is not presently known how many of the program completers are currently teaching in Florida classrooms.)

<sup>8</sup> Office of Human Resources - 2006/2007 Pinellas County Schools New Hires

<sup>9</sup> Succeed, Florida Career Paths – 2006-2007 Appropriation = \$7.458 million

<sup>10</sup> Succeed, Florida Crucial Professionals Teaching Grants – 2006-2007 Appropriation = \$10.234 million

<sup>11</sup> [http://www.fldoe.org/edcert/mast\\_prof.asp](http://www.fldoe.org/edcert/mast_prof.asp)

<sup>12</sup> EPI's were first funded by the 2003 Legislature to provide a process for baccalaureate holders to enroll in education courses and to attain teaching credentials. The first EPI's were approved in August, 2005

<sup>13</sup> Alternative certification pathways are also available to school district instructional staff holding temporary teaching certificates in order to provide necessary competency skills. 2005-2006 – 4478 participants; 1314 completers

<sup>14</sup> [http://www.fldoe.org/edcert/mast\\_prof.asp](http://www.fldoe.org/edcert/mast_prof.asp)

<sup>15</sup> [http://www.edschools.org/teacher\\_report.htm](http://www.edschools.org/teacher_report.htm)

Florida's teacher preparation course content has been recently modified to align to the Educator Accomplished Practices,<sup>16</sup> which specify detailed teaching skills to be demonstrated at three different levels of the profession: preprofessional, professional, and accomplished. All state-approved programs are scheduled to align teacher education course and field-work to the Educator Accomplished Practices by 2008.

### **Teacher Retention**

Attrition rates for beginning teachers seriously impede the retention of a quality teaching staff in K-12 classrooms.<sup>17</sup> The National Center for Education Statistics estimates that one-third of America's teachers leave sometime during their first three years of teaching and almost half leave during the first five years.<sup>18</sup> Studies on teacher attrition highlight the extensive costs associated with training new teachers as well as the relative loss of student achievement<sup>19</sup>

Several research studies have been convened in an effort to uncover possible solutions to and counteract teacher attrition. The studies consistently emphasize the need to provide quality induction programs for beginning teachers. Effective induction programs include an extensive network of mentoring from highly effective teachers, professional development aligned to student achievement and classroom management, instructional leadership from the principal, and professional learning communities to support collaboration among teachers.<sup>20</sup> Several studies found that induction-related support programs have a substantial affect on the retention and instructional competency of new teachers when compared with schools where new teachers are left to work independently and without support mechanisms.<sup>21</sup> The newly updated Southern Regional Education Board (SREB) *Challenge to Lead Series* profiles ten member states that currently require state-supported induction and or mentoring programs for beginning teachers.<sup>22</sup> As noted in the research, the mentoring component, albeit an essential piece, is only one aspect of an effective induction program for beginning teachers.

### **III. Effect of Proposed Changes:**

The bill revises provisions relating to state-approved teacher preparation programs to require classroom teaching experiences for student teachers at the onset of postsecondary coursework and to provide for the placement of student and beginning teachers in schools with demonstrated principal leadership skills. These provisions are included in the bill to align to effective research-

<sup>16</sup> All state-approved teacher preparation programs are required to have the Educator Accomplished Practices integrated into their curriculum by 2008 in order to maintain approval status. Rule 6A-5.065, F.A.C. - <http://www.firn.edu/doe/rules/6a-5.htm>

<sup>17</sup> *No Dream Denied*, National Commission on Teaching and America's Future (NCTAF), pp. 22-25

<sup>18</sup> [www.theteachingcommission.org/press/key-facts.html](http://www.theteachingcommission.org/press/key-facts.html)

<sup>19</sup> *No Dream Denied*, NCTAF - Texas State Board for Educator Certification - A recent study conducted in Texas estimates that a teacher turnover rate of close to 40 percent costs the state a "conservative" \$329 million annually. If the estimated costs were to also include new training and substitute teacher salaries, the estimate could be as high as \$2.1 billion a year.

<sup>20</sup> The DOE is currently providing oversight for the Teacher Early Career/Early Placement Support Program. The program supports competitive grants to seven school districts using \$1.5 million in federal Title II funding, focusing primarily on professional development programs for early teachers in high need schools and shortage areas in the following counties: Duval, Escambia, Gadsden, Lee, Miami-Dade, Pinellas, and Suwannee

<sup>21</sup> *Induction Into Learning Communities*, Fulton, Yoon, & Lee, NCTAF, August 2005

<sup>22</sup> Arkansas, Delaware, Kentucky, Louisiana, Mississippi, North Carolina, Oklahoma, South Carolina, Virginia, and West Virginia

based strategies identified in the Senate Interim Report on educator preparation and support for new teachers.<sup>23</sup>

Current law requires that state-approved traditional teacher preparation programs be held accountable for the essential skills of their graduates and to offer additional, individualized training until those skills are determined by the educator's employer to be satisfactory. Accountability provisions are added in the bill for alternative teacher preparation pathways to equal that of traditional teacher preparation programs.

The bill requires that teachers applying for the Critical Teacher Shortage Loan Forgiveness Program must commit in writing to teach in the designated subject area for a minimum of three years. Research cited in the Senate Interim Report suggests that beginning teachers need 3-5 years to attain consistently effective teaching and classroom management skills. These provisions are included to support and encourage teachers to remain in the classroom for a period of time sufficient to reap the necessary instructional skills.

Studies conducted to date have shown minimal impact, if any, on student achievement by teachers through the NBPTS.<sup>24</sup> The bill, therefore, requires applicants for certification by the NBPTS to demonstrate evidence of student achievement and learning gains and to sustain achievement gains in order to continue receiving an annual bonus. Funding previously earmarked for mentoring bonuses for NBPTS would be used to target support for mentoring of new and struggling teachers and to include screening and professional development training for mentor teachers, with priority given to teachers holding national board certification. These provisions parallel the research included in the Senate Interim Report and subsequently released research studies on effective induction and beginning teacher programs.<sup>25</sup> School districts would benefit from funding for professional development designed to train mentor teachers and funding for support endeavors for new and mentor teachers. Additionally, these provisions may result in expedited instructional skills for new teachers and lower teacher attrition rates.

Under the bill, interested school districts would develop during the 2007-2008 school year quality induction models for new teachers based on current research. The district-developed plans would then be used as proposed models for possible statewide implementation the following year. These provisions are also directly aligned to research studies and school districts' requests to be provided ample time for planning and development of new programs. The bill also revises current comprehensive district professional development to provide a framework for beginning teacher support programs so that these practices are integrated throughout all aspects of teacher training and professional development.

The bill creates the Florida Quality Educator Council within the Executive Office of the Governor to direct a comprehensive data collection and analysis initiative to determine the most effective and cost efficient methods to recruit, prepare, support, and retain a high quality teaching workforce. The data collection and analysis would be conducted jointly by the K-20

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<sup>23</sup> Florida Senate Interim Report 2007-115; [www.newteachercenter.org](http://www.newteachercenter.org);

<sup>24</sup> The Effects of NBPTS-Certified Teachers on Student Achievement, D. Harris & T. Sass, January 2007; Education Week, March 7, 2007

<sup>25</sup> Florida Senate Interim Report 2007-115; [www.newteachercenter.org](http://www.newteachercenter.org);

Data Warehouse and a Florida-based research institution. The Council would also oversee the selection and piloting of demonstration partnerships established between postsecondary institutions and local school districts that are based on teacher quality research. Finally, the Council would oversee the implementation of quality research pilot programs that are based on the data collection initiative and recommend to policymakers the most effective practices and trends in securing a quality teaching workforce. The Council's membership would be based on a broad range of shareholders and include highly effective teachers, principals, a parent, student, district superintendent, postsecondary president, local education foundation representative, and a business leader actively involved in Florida's public schools. Members of the Council would be appointed by the Governor, the President of the Senate, and the Speaker of the House of Representatives. Members would serve without compensation, but would be reimbursed for travel and per diem expenses.

Other provisions in the bill include:

- Adding instructional coaches within the statutory definition for instructional personnel;
- Expanding eligibility for prekindergarten teachers funded through the FEFPP within the Florida Teachers Lead Program Stipend and prekindergarten through grade 12 charter school teachers;
- Codifying the Florida Educator Accomplished Practices for teacher certification purposes as provided in rule;<sup>26</sup>
- Requiring support programs for new teachers to be incorporated within the district comprehensive professional development plan; and
- Recognizing high performing principals and opportunities for these principals to serve as mentors.

The bill takes effect upon becoming law.

#### **IV. Constitutional Issues:**

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

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<sup>26</sup> Rule 6A-5.065, F.A.C. – <http://www.firm.edu/doe/rules/6a-5.htm>

D. Other Constitutional Issues:

**Sound Actuarial Basis Requirement**

Section 14 of Article X of the State Constitution requires that any changes made to a publicly funded retirement or pension system resulting in an increase in member or beneficiary benefits must also include provision for the funding of the increase in benefits on a sound actuarial basis. Since the bill amends s. 1012.01(1)(d), F.S., to include instructional coaches in the definition of instructional personnel, the reading coaches would be eligible under the bill to participate in the extension of DROP to 96 months with the approval of the district school superintendent. Accordingly, an actuarial study may be required to determine the impact on the Florida Retirement System in conformance with Section 14, Article X of the State Constitution. If the instructional coaches already meet the definition of instructional personnel under s. 1012.01(1)(d), F.S., an actuarial study would not be required.

V. **Economic Impact and Fiscal Note:**

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

The requirement for teachers to commit in writing to teach three years in order to be eligible for Critical Teacher Loan Forgiveness may reduce the number of teachers who apply. Conversely, additional funds would be prorated and available to other participating teachers in critical shortage areas.

C. Government Sector Impact:

The costs to alternative teacher preparation programs for failure of their completers to meet the Florida Educator Accomplished Practices for teacher certification purposes is indeterminate.

The cost to add prekindergarten teachers to the Florida Teachers Lead Stipend Program, based on a stipend amount of \$267, would be approximately \$1.98 million.<sup>27</sup> The DOE estimates that 4,388 teachers are currently employed in Florida charter schools, which would cost an additional \$1.1 million to the Florida Teachers Lead Stipend Program. These costs would be recurring.

There would be indeterminate costs associated with providing administrative support to the Council and for reimbursing Council members for travel and per diem expenses.

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<sup>27</sup> DOE - 7,429 Pre-K teachers statewide.

**VI. Technical Deficiencies:**

If the intent of the bill is to include charter school classroom teachers in the Teachers Lead Program, s. 1012.71(3), F.S., may need to be amended to provide that teachers would certify that they are employed by the district school board or a charter school.

The new subsection (4) of s. 1012.72, F.S., relating to district induction models, is more appropriately placed with similar provisions amended into the School Community Professional Development Act under s. 1012.98, F.S.

**VII. Related Issues:**

None.

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

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## **VIII. Summary of Amendments:**

None.

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