

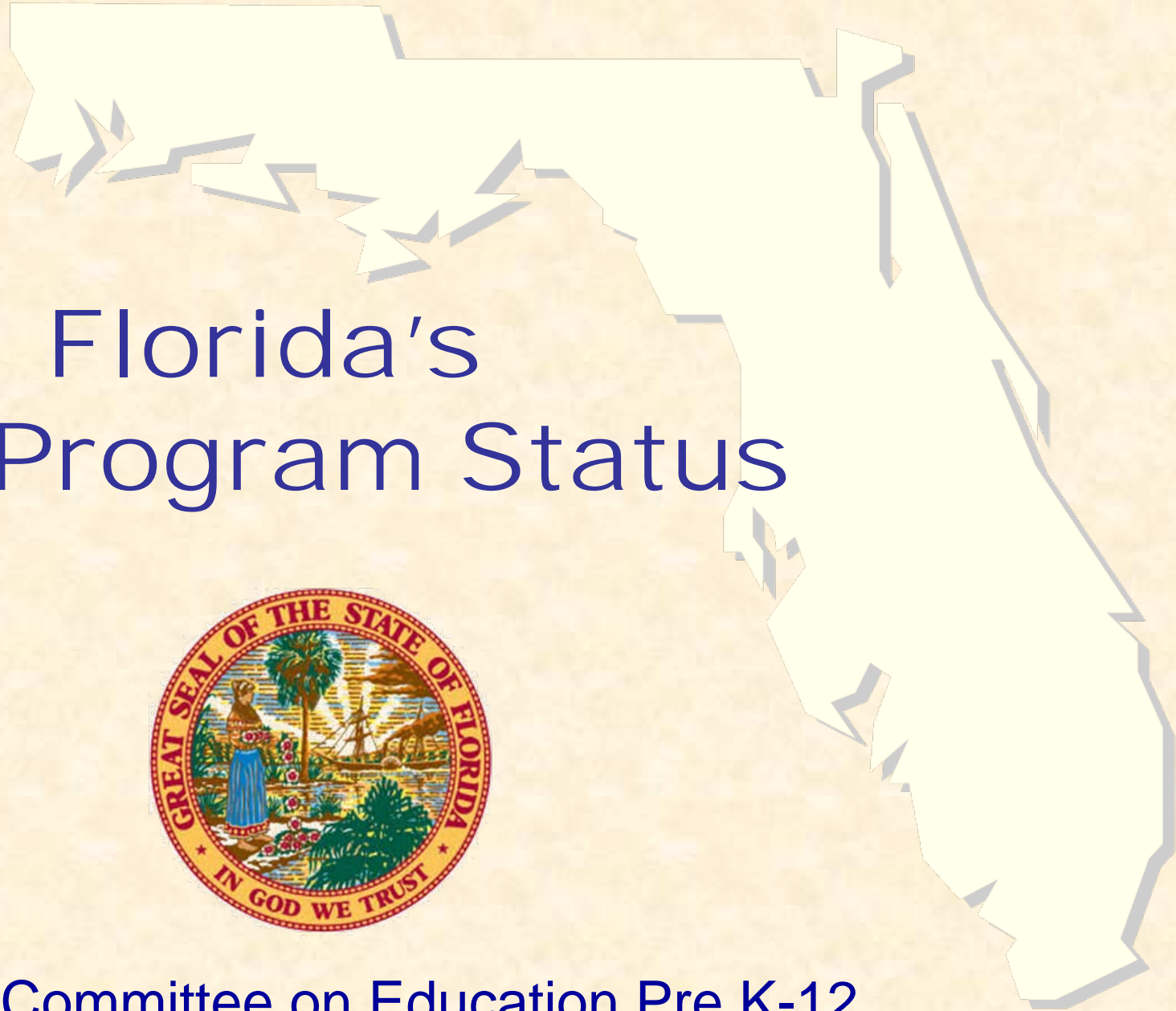
The Florida Senate
COMMITTEE MEETING EXPANDED AGENDA

EDUCATION PRE-K - 12
Senator Wise, Chair
Senator Bullard, Vice Chair

MEETING DATE: Thursday, March 10, 2011
TIME: 1:00 —3:00 p.m.
PLACE: 301 Senate Office Building

MEMBERS: Senator Wise, Chair; Senator Bullard, Vice Chair; Senators Alexander, Benacquisto, and Montford

TAB	BILL NO. and INTRODUCER	BILL DESCRIPTION and SENATE COMMITTEE ACTIONS	COMMITTEE ACTION
1	Presentation by Superintendent Tom Townsend of the Putnam County School District on learning growth		
2	Presentation by the Department of Education on the Voluntary Prekindergarten Education Program		
3	Presentation by the Office of Program Policy Analysis and Government Accountability (OPPAGA) on Voluntary Prekindergarten Education Program		
4	Presentation by the Office of Program Policy Analysis and Government Accountability (OPPAGA) on Special Facility Construction Projects		
5	Consideration of proposed committee bill:		
	SPB 7054	Student Assessment Program for Public Schools; Deletes a provision requiring that certain middle school students who earned high school credit in Algebra I take the Algebra I end-of-course assessment during the 2010-2011 school year.	



Florida's VPK Program Status



Senate Committee on Education Pre K-12
March 10, 2011

VPK Program Background

- Since September 2005, Florida has offered a free, Voluntary Prekindergarten Education (VPK) Program for four-year-old children.
- The program is intended to provide developmentally appropriate services that increase children's chances of achieving future educational success.
- In the 2009-10 school year, 156,824 children enrolled in the VPK Program representing 67.5% of eligible 4 year olds
- The Legislature appropriated \$404 million to the program for fiscal year 2010-11.



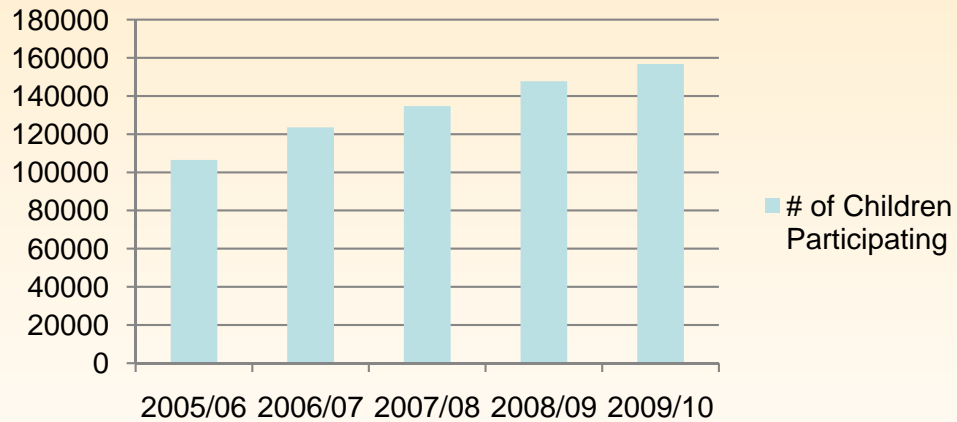
Program Administration

- The program is administered by three state agencies and local early learning coalitions.
- The Agency for Workforce Innovation has primary responsibility for adopting and maintaining coordinated program, administrative, and fiscal policies as well as implementing program standards.
- The Department of Education is primarily responsible for developing educational standards and measuring program outcomes.
- The Department of Children and Families oversees licensing of child care centers, including VPK providers.
- The state's 31 local early learning coalitions coordinate and implement the program in their service areas.

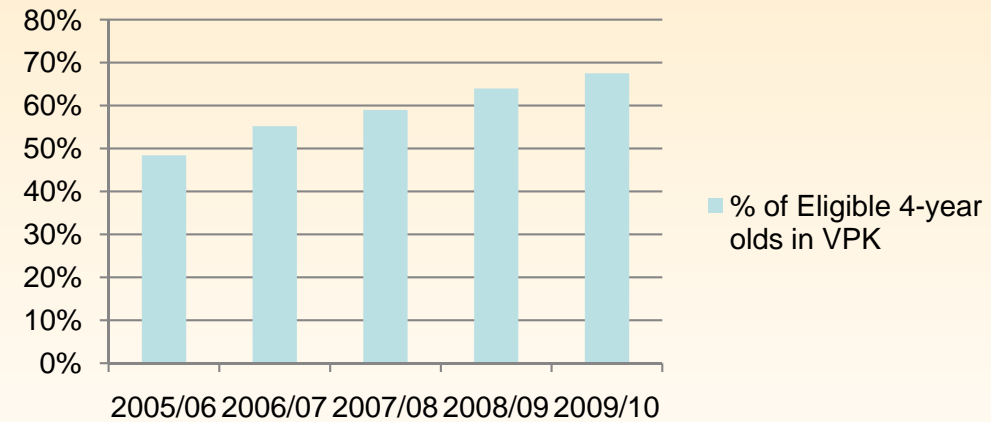


VPK Program Participation

Number of Children Participating in VPK



Percent of Eligible 4-year-olds Participating in VPK

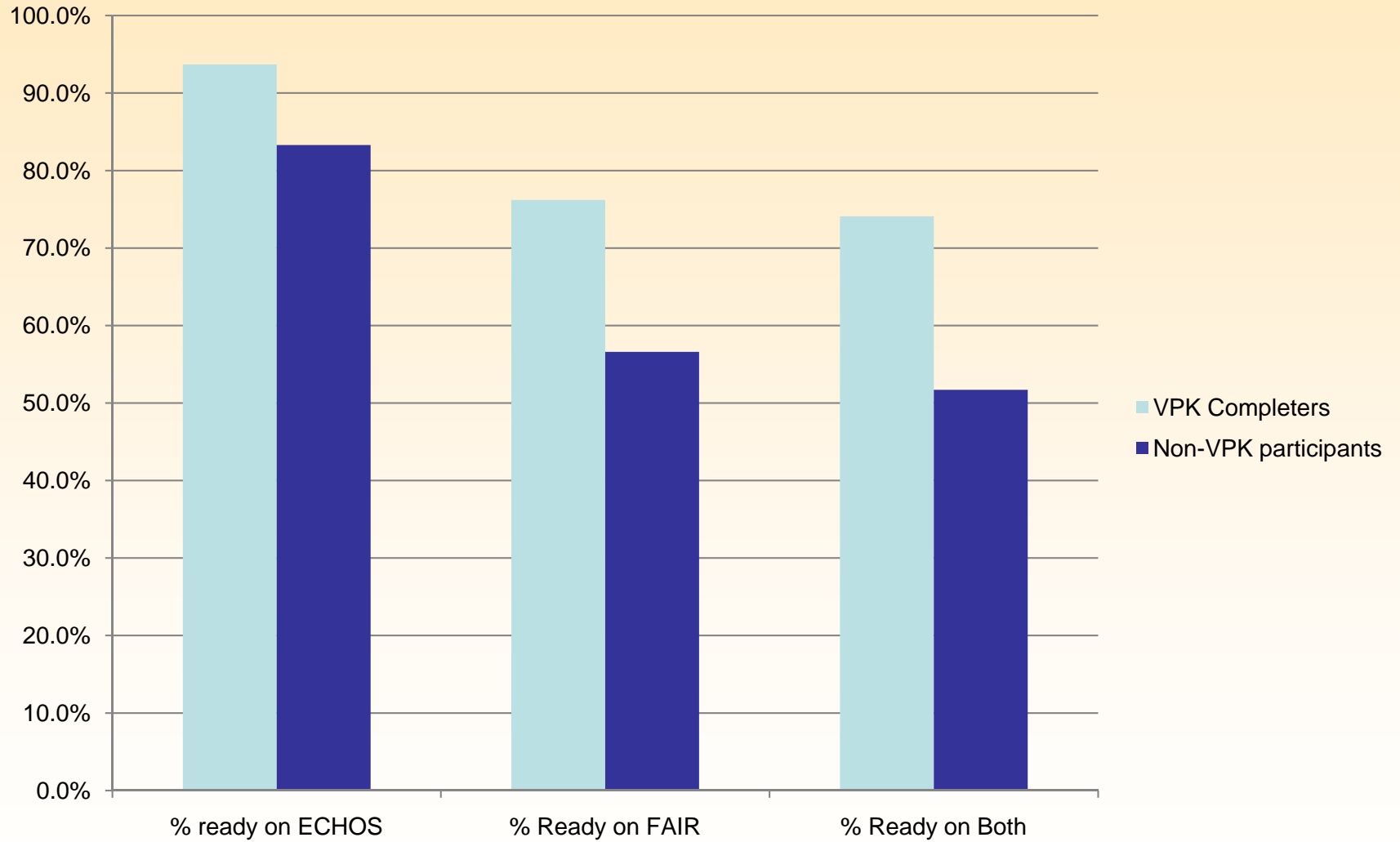


Florida Kindergarten Readiness Screener

- Two measures used for kindergarten screening in Florida
- ECHOS - observational tool used during the first 30 days of school
- FAIR - teacher administered screening of emergent literacy focusing on letter naming and phonemic awareness

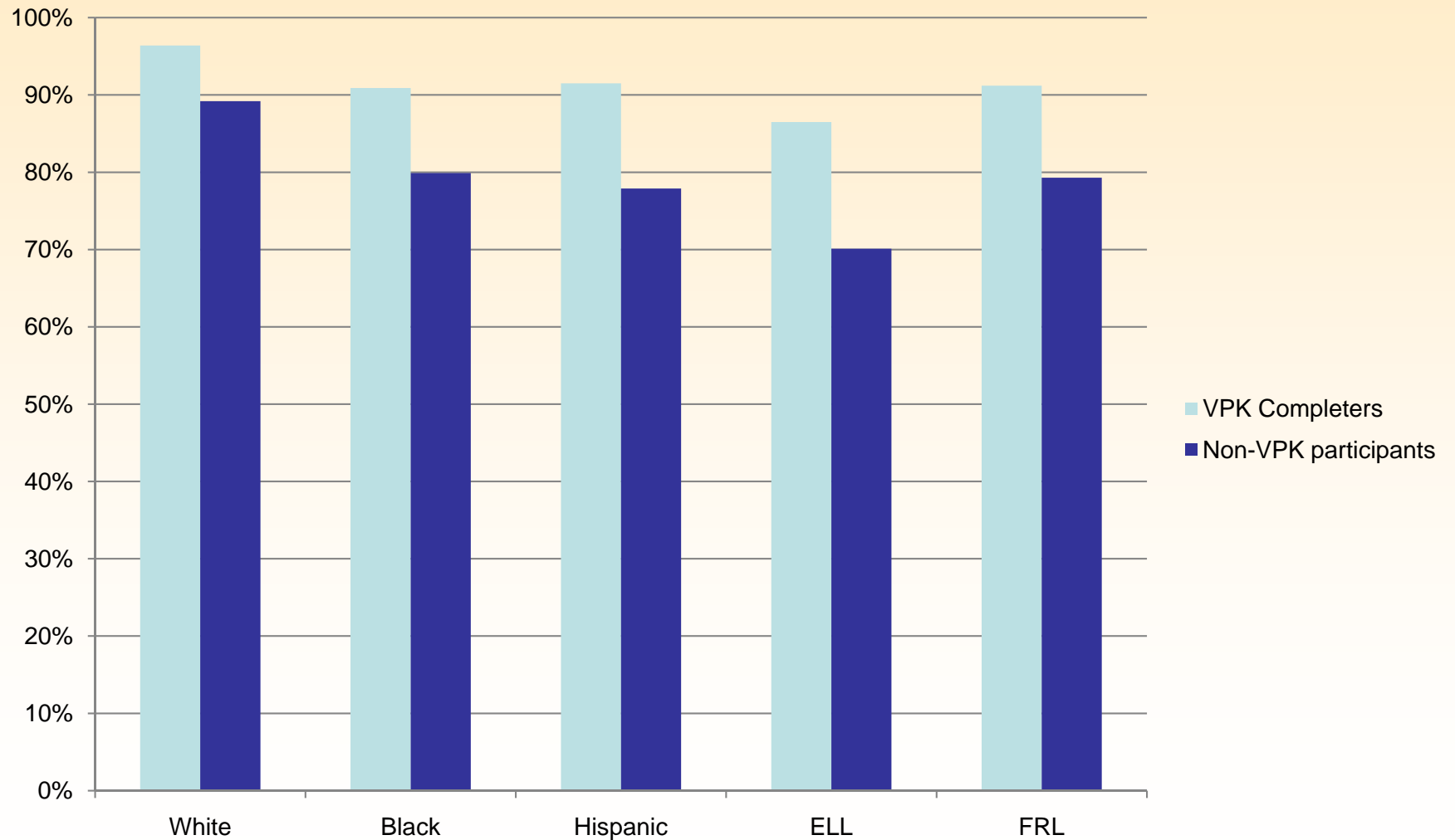


FLKRS Results by Participation Status 2009/10



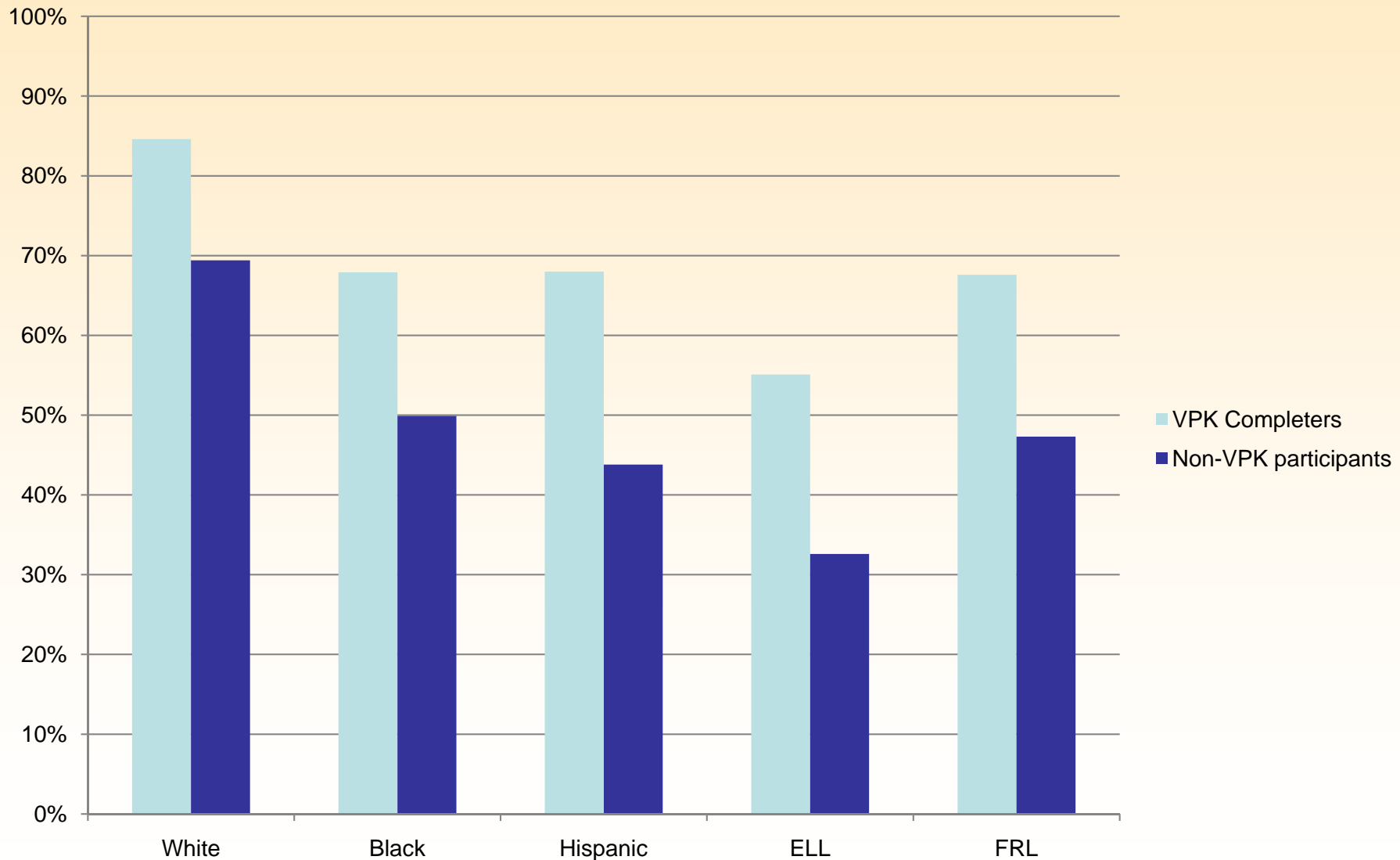
FLKRS Results by Participation Status for Subgroups 2009/10

Percent Ready on ECHOS



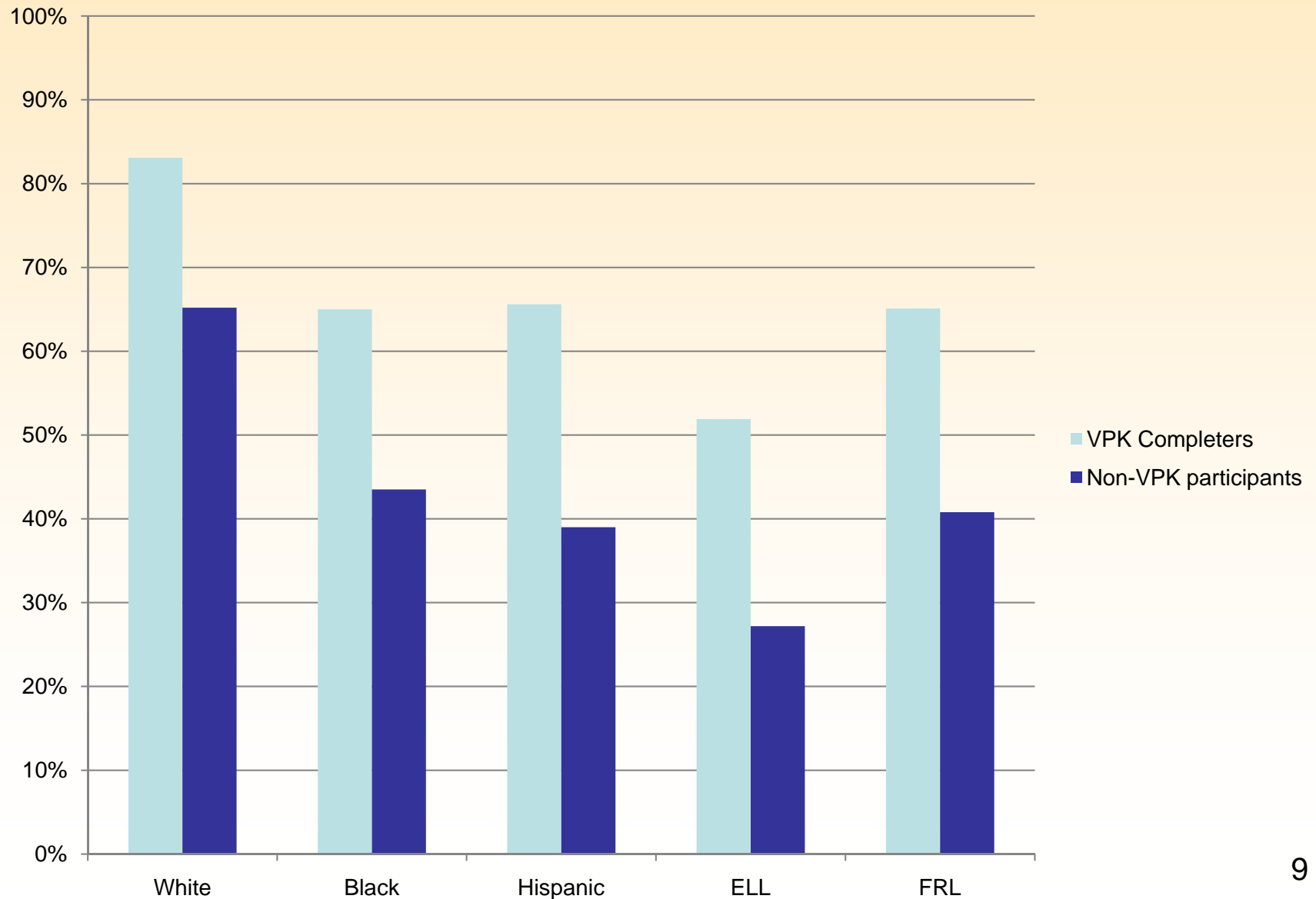
FLKRS Results by Participation Status for Subgroups 2009/10

Percent Ready on FAIR at .67



FLKRS Results by Participation Status for Subgroups 2009/10

Percent Ready on Both



Summary of 2009/10 Program Implementation

- 6,384 VPK providers in 2009-10
- 798 providers deemed “low performing” (bottom 15% of providers by law according the readiness rate)
- 499 providers with no rate:
 - 306 with less than 4 children meeting substantial completion
 - 13 with fewer than 4 children enrolled
 - 180 with fewer than 4 children screened



2005/06 VPK Cohort Performance on Grade 3 FCAT Comparison of Florida 3rd Grade Population to 3rd Graders who Participated in VPK

		Mean Scores		Effect size of Difference	Magnitude of Effect Size
		2009/10 Grade 3 Population	2009/10 Grade 3 Population Identified as VPK Participants		
READING					
	All students	314	327	0.20	Small
	Students Receiving FRL	299	313	0.24	Small
	LEP Students	*269	304	0.59	Medium
	Black Student	290	305	0.26	Small
	Hispanic Students	305	321	0.26	Small
MATHEMATICS					
		Mean Scores		Effect size of Difference	Magnitude of Effect Size
		2009/10 Grade 3 Population	2009/10 Grade 3 Population Identified as VPK Participants		
	All students	337	**350	0.20	Small
	Students Receiving FRL	321	335	0.22	Small
	LEP Students	299	333	0.52	Medium
	Black Student	309	324	0.24	Small
	Hispanic Students	331	**347	0.25	Small

Note: Although effect sizes range from small to medium all mean scores are within level 3 except for those shown in bold

* indicates scale score at achievement level 2

** indicates scale score at achievement level 4



Early literacy growth must be strengthened through high quality instruction in grades K-2.

OPPAGA Recommendations

- Strengthen Program Accountability-where more providers receive a rate and more students are screened
- Improve record matching
- Seek legislative change allowing non-public school to administer FLKRS
- Increase standard of “readiness” and revise methods for determining “low performing”



Planned Process for 2011-12 Improved Accountability

- Teachers enter FAIR data and ECHOS data into the PMRN
- Non-public schools will administer and enter FAIR data and ECHOS data into the PMRN
- Office of Early Learning obtains ECHOS and FAIR data from PMRN to calculate Readiness Rates



Increased Standards for Kindergarten Readiness Proposed Changes to Rule 6A-1.099821, F.A.C.

- Children must be ready on both ECHOS and FAIR to be considered “ready” for kindergarten.
- Increase the standard of “readiness” on FAIR to .85 over the next two years.



Questions?

Florida's VPK Program Status



OPPAGA Update on Voluntary Prekindergarten Program

Senate Education Pre-K – 12

David Summers

OPPAGA

March 10, 2011

OPPAGA Progress Report

- *Steps Taken to Improve the VPK Program; Additional Actions Needed to Increase Program Accountability (November 2010)*
- *61% of Voluntary Prekindergarten Children Are Ready for Kindergarten; Accountability Process Needs Improvement (April 2008)*

Overview

- Shortcomings in VPK Program Accountability
 - The department did not regularly report the percentage of children fully ready for kindergarten on all measures combined
 - Many providers did not receive an accountability rating
- The department has taken steps to address both issues

Reporting of Assessment Results

- In 2008, the department reported readiness by each assessment instrument separately
 - Classroom behavioral skills
 - Letter-naming and phonemic awareness skills
- Did not publicly report the percentage of VPK children that met **all** kindergarten readiness standards
- Difficult to know how effective the VPK program was at preparing children for school

Department Actions to Address This Issue

- The department is currently proposing an administrative rule change that would define readiness as the percentage of children ready on **both** current measures
- This change will improve program accountability by allowing policymakers and the public know the percentage of VPK children who meet all kindergarten readiness standards

VPK Readiness Rating Process

- Florida law requires VPK providers to receive annual readiness ratings
- Each VPK provider is given a readiness rating based on its children's scores if it had:
 - At least **four** children who **(1)** completed at least 70% program and **(2)** were subsequently assessed on both measures in kindergarten
- Providers are deemed “low performing” if they are in the bottom 15% of all providers based on readiness rating scores

Unrated Providers

- About 10% of providers did not receive an accountability rating in 2008
- Department indicates the reason is that these providers did not have complete scores for at least 4 children who completed the program
 - problems matching AWI attendance data and department kindergarten assessment scores
 - children who attend nonpublic kindergarten are not being fully assessed

Department Actions to Increase Number of Unrated Providers

- Worked with AWI to better match program enrollment data and assessment scores
- Provided more information for VPK parents about the need to have their children assessed if they attend nonpublic schools
- Despite these efforts, the percentage of providers that did not receive a rating remained at 10% (579) in 2010

Additional Actions

- The department indicates that
 - Florida law does not allow nonpublic schools to administer the full statewide kindergarten screening
 - s. 1002.69(1), *Florida Statutes*, could be amended to specifically authorize nonpublic schools to administer the assessments
 - such a change would enable school districts to work with nonpublic schools to increase the number of VPK completers who receive screenings

Questions?



**The Florida Legislature's
Office of Program Policy Analysis
and Government Accountability
(OPPAGA)**

www.oppaga.state.fl.us

David Summers - (850) 487- 9257



Special Facility Construction Projects

Senate Committee on Education
Pre-K - 12

Tim Elwell
Staff Director, Education
OPPAGA

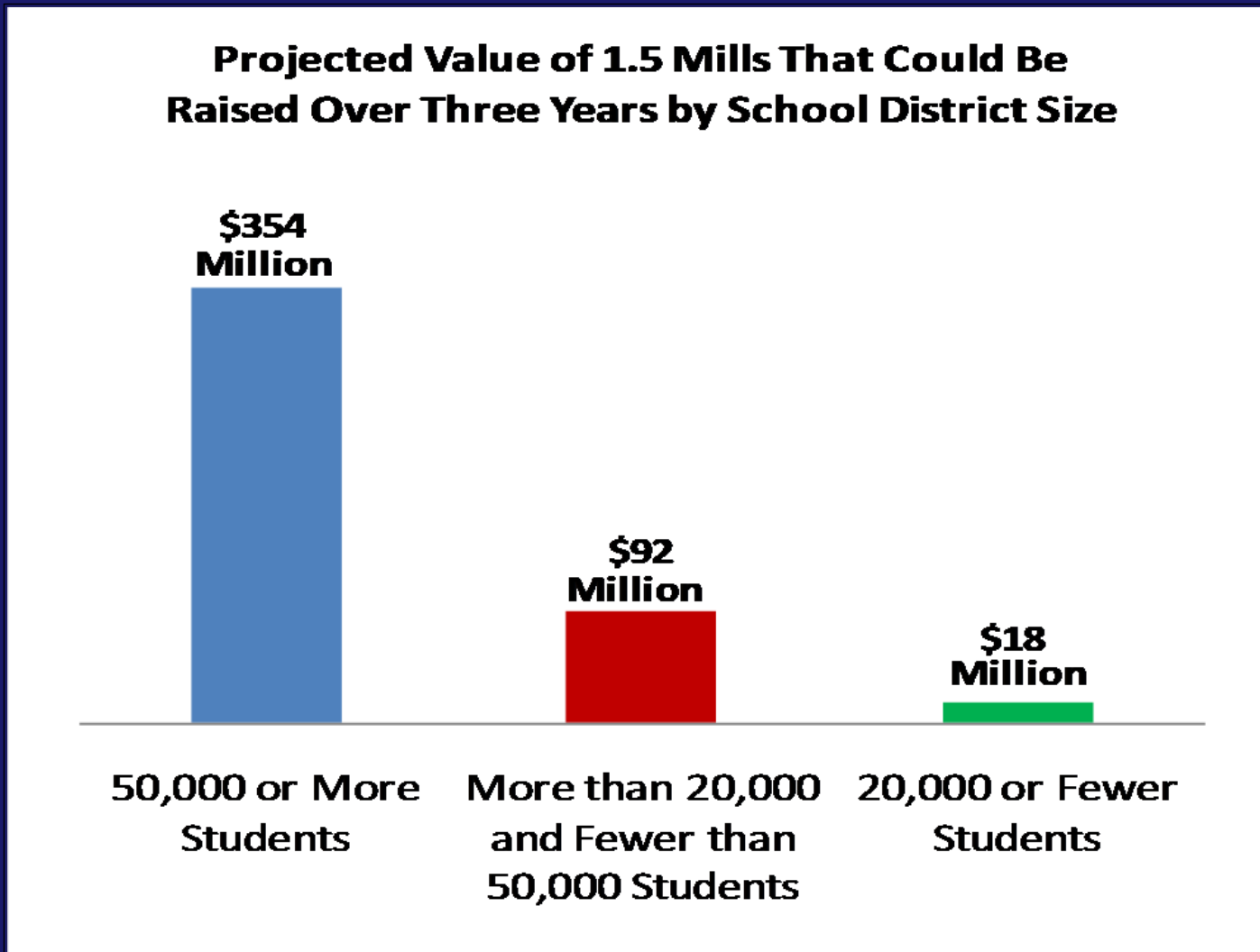
Special Facility Construction Projects Appear Needed, but Have Excess Capacity - OPPAGA Report 11-02

- Is the process the Department of Education uses to select Special Facility Construction Account projects consistent with statutory requirements?
- Were school construction projects funded through the program justified by districts' needs?
- What options could the Legislature consider to improve program effectiveness?

Background

- School districts, public colleges, and state universities may use Public Education Capital Outlay and Debt Service Trust Fund (PECO) funds to construct new facilities or maintain and renovate existing facilities
 - PECO derives revenue from gross receipts taxes on utilities
- School districts also may fund school construction from millage levied against local non-exempt property taxes and/or sales surtaxes approved by voters
- Florida law establishes the Special Facility Construction Account to provide financial assistance to school districts that lack the resources for urgent construction needs

The Value of Local Discretionary Property Taxes Raised For Capital Needs Varies Considerably Among School Districts



Process for Obtaining Program Funding

- To qualify for Special Facility Construction Account funds, districts must
 - Submit a request to the Department of Education for a critically needed project
 - Demonstrate that they lack sufficient capital outlay funding to pay for the project over a three-year period
 - Certify a three-year commitment of future state and local fixed capital outlay revenue to offset project costs
- The Department of Education reviews the requests to ensure they meet the above criteria
- A final selection committee evaluates, approves, and prioritizes requests based on criteria established in law
 - Criteria primarily have to do with student enrollment data and the age and usefulness of district facilities at the time of the request

Appropriations History

Year	Appropriation
2010-11	\$12,274,731
2009-10	12,762,458
2008-09	14,946,948
2007-08	24,994,701
2006-07	27,531,199
2005-06	54,970,000
2004-05	71,374,645
Total	\$218,854,682
Average	\$31,264,955

General Conclusions

- The Department of Education's process to evaluate, select, and prioritize projects is consistent with the program's statutory framework
 - The final selection committee considers relevant data in making funding recommendations
 - However, the department's files did not always document the rationale for program funding decisions
- Projects funded through the program were justified by district facility and enrollment needs
- **Considerable disagreement among stakeholders involved over key aspects of the program**

Disagreements Among Stakeholders

- **The purpose of the program and which types of projects should be approved**
 - Statutes do not define the term 'critical need', and stakeholders have differing interpretations of this requirement
- **The role of the Department of Education**
 - One stakeholder asserted that the department denies district requests for program funding without the appropriate statutory authority to do so
 - The department says it only provides informal guidance upon request prior to district application
- **Final selection committee membership**
 - District representatives are typically from small districts that are eligible to receive or have received program funds in prior years
 - Some stakeholders contend that this creates the appearance of a conflict of interest

Disagreements Among Stakeholders (continued)

- **Who determines the facility needs of districts**
 - Consultants conducting facility needs assessments (plant surveys) are often employed by architectural firms that design and/or build schools, creating the appearance of a conflict of interest
 - Statutes currently do not require districts to submit construction plans for program-funded projects to the department for review or approval

- **Whether cost overruns should be allowed**
 - Statutes do not limit project funding to the amount included in the department's Legislative Budget Request
 - School districts can request additional funding in subsequent years to cover cost increases and changes in project scope
 - No limit on project costs other than the statutory limits on the cost per student stations for schools

Disagreements Among Stakeholders (continued)

- **Should districts be required to levy the maximum local capital improvement millage prior to application**
 - Some stakeholders believe the program creates a disincentive for districts to levy the maximum allowable millage in the years prior to their application because they know that they can use program funding to meet their major construction needs
 - Only 9 of the 20 districts that received program funds in the last ten years levied the maximum millage during the five-year period immediately preceding their requests
- **Whether payback provisions should be changed**
 - Districts participating in the program must use all of their fixed capital outlay dollars during the three-year period following their project to offset project costs
 - Limits their ability to address other fixed capital outlay needs such as roof repair, school bus purchases, and replacing heating, ventilating, and air conditioning systems

Options to Address Stakeholder Disagreements

1. Clarify the types of projects eligible
2. Clarify the department's role
3. Require that the department conduct educational plant surveys
4. Require the department to approve project construction plans
5. Change the membership of the final selection committee
6. Require districts to levy the maximum discretionary millage prior to their application
7. Modify the cost-sharing requirement
8. Restrict program funds from paying for cost overruns

Questions?



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www.oppaga.state.fl.us

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The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

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

Prepared By: The Professional Staff of the Education Pre-K - 12 Committee

BILL: SPB 7054

INTRODUCER: Education Pre-K -12 Committee

SUBJECT: Student Assessment

DATE: March 3, 2011

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Carrouth	Matthews	ED	Pre-meeting
2.	_____	_____	_____	_____
3.	_____	_____	_____	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____
6.	_____	_____	_____	_____

I. Summary:

The proposed committee bill repeals the requirement for students who took Algebra I in the middle grades from 2007-2008 through 2009-2010 to take the Algebra I end-of-course assessment in the 2010-2011 school year. Approximately 39,600 students would not have to take the Algebra I assessment, in some cases several years after taking the Algebra I course.

This bill amends section 1008.22(3) of the Florida Statutes.

II. Present Situation:

The 2010 Legislature enacted legislation to require students to take the statewide end-course-assessment (EOC) for Algebra I, beginning in the 2010-2011 school year.¹ Although students have been required to take and pass the Algebra I course for high school graduation, students were not previously required to take an EOC associated with the course. The Algebra I EOC, for the 2010-2011 school year, will count toward 30 percent of the student's grade, and beginning with the 2011-2012 school year, a student must pass the EOC in order to earn the required credit for the course.²

Beginning in the 2010-2011 school year, the Algebra I EOC will replace the mathematics portion of the 10th grade FCAT.³ Federal law requires that all public school students be tested in reading

¹ ch. 2010-22, L.O.F.

² s. 1008.22(3)(c)2.a.(I), F.S.

³ s. 1008.22(3)(c)1., F.S.

and mathematics at least once at the elementary, middle, and high school level.⁴ To comply with federal law, the law requires that students who earned high school credit for Algebra I while in middle school in the 2007-08 through 2009-10 school years and who have not taken the 10th grade mathematics FCAT to take the Algebra I EOC.⁵ This provision was enacted to satisfy the federal testing requirements. The Department of Education estimates that approximately 39,600 students completed Algebra I in the middle grades, did not take the 10th grade FCAT in mathematics, and would be required to take the Algebra I EOC in May, 2010.⁶

Although students who take high school level courses in the middle grades will, most likely, enroll in sequentially more rigorous courses, some school districts raised concerns that the lapse in time between taking the course in middle school and sitting for the EOC in high school would be unfair. As a result, the Department of Education (Department) submitted a request to the USDOE for a waiver from the federal law for the specific cohort of students who would have been affected. The waiver was granted on January 19, 2011.⁷

III. Effect of Proposed Changes:

The proposed committee bill would repeal the requirement for approximately 39,600 students, who previously took the Algebra I course in the middle grades, but must take the Algebra I assessment in 2010-2011. The bill would enact the waiver granted by the U.S. Department of Education for these students.

If the bill is not enacted before the spring administration of the Algebra I assessment, currently scheduled for early May, the bill will be moot.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

⁴ See Section 1111(b)(3)(C)(v)(I)(cc) of the Elementary and Secondary Education Act (ESEA), available at: <http://www2.ed.gov/policy/elsec/leg/esea02/pg2.html>.

⁵ s. 8, ch. 2010-22, L.O.F., codified in s. 1008.22(3)(c)2.a.(I), F.S.

⁶ Email correspondence from the Department of Education, on file with the committee.

⁷ Letter to Commissioner of Education Eric Smith from the Assistant Secretary of the U.S. Department of Education, on file with the committee.

V. Fiscal Impact Statement:**A. Tax/Fee Issues:**

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

According to the Department of Education (DOE), there is no expected fiscal impact at this time. The DOE's contract for the end-of-course assessments allows for the number of students taking the Algebra I end-of-course assessment to be 241,579 students. If the number of students taking the assessment is more than five percent above the contract number, there could be an increase in cost. However, the contract does not provide for a reduction in price if fewer students take the Algebra I EOC.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Additional Information:**A. Committee Substitute – Statement of Substantial Changes:**

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

None.

B. Amendments:

None.