

**STORAGE NAME:** h1009a.cu

**DATE:** March 25, 1997

**HOUSE OF REPRESENTATIVES  
COMMITTEE ON  
COLLEGES AND UNIVERSITIES  
BILL ANALYSIS & ECONOMIC IMPACT STATEMENT**

**BILL #:** HB 1009

**RELATING TO:** Postsecondary Education

**SPONSOR(S):** Representative Morse

**STATUTE(S) AFFECTED:** New section of Florida Law

**COMPANION BILL(S):** Identical SB 2 by Senator Meadows

**ORIGINATING COMMITTEE(S)/COMMITTEE(S) OF REFERENCE:**

- (1) COLLEGES AND UNIVERSITIES YEAS 10 NAYS 0
  - (2) EDUCATION APPROPRIATIONS
  - (3)
  - (4)
  - (5)
- 

**I. SUMMARY:**

This bill creates a program to award scholarships to students and incentives to postsecondary education institutions for increasing the number of minority teachers in Florida public schools.

This bill creates a new section of Florida Law.

Funding decisions for the scholarship incentive program will be made in the Education Appropriations Committee as part of the annual appropriations process.

II. SUBSTANTIVE ANALYSIS:

A. PRESENT SITUATION:

The 1996 Legislature, in Specific Appropriations 79A and 1610B, funded a program designed to recruit and provide scholarships and incentives for minority groups under-represented in the teaching workforce. Specific Appropriation 79A (Department of Education), for \$200,000, was from the General Revenue Fund. Specific Appropriation 1610B (Executive Office of the Governor), \$3 million of which was for the minority teacher scholarships, was from the Grants and Donations Trust Fund.

The language that directs expenditures from the appropriations provided that the program be administered according to SB 2822, which did not become a law. This bill is identical to 1996 CS/CS/SB 2822, by Senator Meadows and Senator Casas, except for the effective date.

The program is administered by the Florida Fund for Minority Teachers, Inc., administratively housed in the College of Education at the University of Florida. A total of 700 scholarships at \$4,000 each have been awarded, and 686 of them have been accepted by new students in teacher education programs. Of the recipients, 62 percent are African American and 32 percent are Hispanic American. More than half of the scholarships went to students who transferred into the teacher education programs from community colleges. The majority of the community college transfers attended Broward Community College, Santa Fe Community College, Brevard Community College, Tallahassee Community College, and Florida Community College at Jacksonville. These colleges will be eligible for incentive rewards of \$2,000 per student if the students enroll for a second year of teacher education.

In its February 1996 report, "Trends in the Supply of Minority Teachers," the Department of Education reported that the number and proportion of students who are members of minority groups is growing. The growth is especially phenomenal in comparison to the number of minority teachers. In 1979, for every minority teacher in the Florida public schools, there were 29 minority students. By 1994, for every minority teacher, there were 36 minority students.

According to the report, the number of minorities who graduate from a teacher education program in Florida is insufficient to maintain even the current level of representation in the classroom. In 1994, 25.1 percent of the public school *students* were African American and 14.5 percent of the public school classroom *teachers* were African American, but only 9.9 percent of the teacher education *graduates* were African American. Among Hispanic Americans, the percentages for both students and teachers are increasing, although the number of Hispanic students is growing at a faster rate than the number of teachers.

The differences are more pronounced among enrollments by institution. Some institutions are more successful than others in enrolling minority students in their colleges of education; some show an ability to improve:

- In 1993-1994, African Americans made up 94.4 percent of all teacher education graduates at historically black colleges and universities, but represented only 4.3 percent of teacher education graduates at state universities.
- More than two-thirds of the Hispanic American teacher education graduates completed their work at the Florida International University. Fifteen percent of the Hispanic teacher education graduates attended Nova University and 8 percent attended the University of South Florida.
- From 1985 to 1994, Nova University increased its African American teacher education graduates from 17 to 84.

Since 1986, Florida has supported four scholarship or forgivable loan programs for teachers. In 1993, the four were combined into the Florida Teacher Scholarship and Forgivable Loan Program. In 1994-1995, a total of 424 awards were made from that Program. In addition, the tuition reimbursement program for teachers who take courses in critical shortage areas awarded 1,713 awards, and the Student Loan Forgiveness Program made 738 awards. None of these programs is specifically designated for minority students, although the "Chappie" James Most Promising Teacher Scholarship Loan Program was named for a famous African American General in the United States Air Force.

**B. EFFECT OF PROPOSED CHANGES:**

The proposed legislation would create a program to award scholarships to students and incentives to postsecondary education institutions for increasing the number of minority teachers in Florida public schools.

A student would be eligible to receive a \$4,000 scholarship if he or she is African American, Hispanic American, Asian American, or Native American and is enrolled in the junior year in a teacher education program at a public or nonpublic college or university. Eligibility for annual renewal of the scholarship would continue for up to 3 years provided that the student attended full time and made satisfactory progress toward a baccalaureate degree with a major in education.

The student would enter into an agreement for a repayment schedule and sign a promissory note for the amount of the scholarship. If the student graduated and taught school in a public school in Florida for the same number of years he or she received the scholarship, the debt would be forgiven. However, if the student did not graduate or did not teach long enough or at all, the remaining funds would become payable, with 8 percent interest, 13 months after the student gave up the option to teach. The interest would not start accruing until that same 13th month. Deferrals of repayment obligations would be available and include: continuing education, inability to obtain a teaching position, disability, or other hardships. Under these conditions, a recipient

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could qualify for a deferment of 12 consecutive months or a total of 24 months. Repayment could be for as little as \$50 a month or the amount of the interest accrued, whichever was more. A recipient would have up to 10 years to repay the loan.

A college or university would be eligible to award scholarships from the program if it operated a teacher education program and was accredited by the Commission on Colleges of the Southern Association of Colleges and Schools (SACS).

The available scholarships would be divided equally among eligible colleges, and the colleges would have freedom to determine which students would receive them. The bill encourages the donors to use the scholarships to recruit new minority students to teacher education and not to reward students who would enter the field without that assistance. If a college could not award all of its scholarships, other colleges could award that scholarship.

When a minority teacher education scholar graduates, the bill provides for an incentive of \$2,000 to be awarded to the student's college or university. If the student transfers from a community college into the teacher education program, the community college receives a \$2,000 reward. If the student is a man or majors in mathematics or science education, the incentive would be increased by \$500 to both the community college and the university. The colleges and universities are directed to use the incentive funds for minority recruitment and retention.

The scholarship incentive would be administered by a not-for-profit corporation called the Florida Fund for Minority Teachers, housed in the College of Education at the University of Florida. The corporation would have a board of directors of 12 members appointed by the Governor from recommendations provided by the Board of Regents, the State Board of Community Colleges, and the State Board of Independent Colleges and Universities. A majority of the members are lay members who do not derive a majority of their income from education.

The Florida Fund for Minority Teachers board would appoint staff and would recommend a 7-year plan and budget to be included in the Legislative Budget Request of the Commissioner of Education. The corporation would have responsibility for operating a training program for recruitment and retention of minority teacher education students, including an annual conference or series of conferences for prospective scholarship candidates. The amount that could be used for administration, including the conferences, is limited to 15 percent of the appropriations.

C. APPLICATION OF PRINCIPLES:

1. Less Government:

a. Does the bill create, increase or reduce, either directly or indirectly:

(1) any authority to make rules or adjudicate disputes?

No.

(2) any new responsibilities, obligations or work for other governmental or private organizations or individuals?

There is a corporation created in the bill to administer the scholarship and incentive program.

(3) any entitlement to a government service or benefit?

No.

b. If an agency or program is eliminated or reduced:

(1) what responsibilities, costs and powers are passed on to another program, agency, level of government, or private entity?

None.

(2) what is the cost of such responsibility at the new level/agency?

None.

(3) how is the new agency accountable to the people governed?

None.

2. Lower Taxes:

a. Does the bill increase anyone's taxes?

No.

b. Does the bill require or authorize an increase in any fees?

No.

c. Does the bill reduce total taxes, both rates and revenues?

No.

d. Does the bill reduce total fees, both rates and revenues?

No.

e. Does the bill authorize any fee or tax increase by any local government?

No.

3. Personal Responsibility:

a. Does the bill reduce or eliminate an entitlement to government services or subsidy?

No.

b. Do the beneficiaries of the legislation directly pay any portion of the cost of implementation and operation?

No.

4. Individual Freedom:

a. Does the bill increase the allowable options of individuals or private organizations/associations to conduct their own affairs?

No.

b. Does the bill prohibit, or create new government interference with, any presently lawful activity?

No.

5. Family Empowerment:

a. If the bill purports to provide services to families or children:

No.

(1) Who evaluates the family's needs?

Not Applicable.

(2) Who makes the decisions?

Not Applicable.

(3) Are private alternatives permitted?

Not Applicable.

(4) Are families required to participate in a program?

Not Applicable.

(5) Are families penalized for not participating in a program?

Not Applicable.

b. Does the bill directly affect the legal rights and obligations between family members?

No.

c. If the bill creates or changes a program providing services to families or children, in which of the following does the bill vest control of the program, either through direct participation or appointment authority:

**NOT APPLICABLE**

(1) parents and guardians?

(2) service providers?

(3) government employees/agencies?

D. SECTION-BY-SECTION ANALYSIS:

This section need be completed only in the discretion of the Committee.

III. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT:

A. FISCAL IMPACT ON STATE AGENCIES/STATE FUNDS:

1. Non-recurring Effects:

None.

2. Recurring Effects:

See Fiscal Comments

3. Long Run Effects Other Than Normal Growth:

None.

4. Total Revenues and Expenditures:

See Fiscal Comments.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS AS A WHOLE:

1. Non-recurring Effects:

None.

2. Recurring Effects:

None.

3. Long Run Effects Other Than Normal Growth:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

1. Direct Private Sector Costs:

None.



2. Direct Private Sector Benefits:

None.

3. Effects on Competition, Private Enterprise and Employment Markets:

None.

D. **FISCAL COMMENTS:**

Minority teacher education students would be eligible for a \$4,000 annual scholarship for up to 3 years of education. The debt would be forgiven if the student became a teacher in a Florida public school and taught for as long as he or she earned the scholarship.

Community Colleges and public and private universities that operate colleges of education would be eligible for the following financial incentives when a minority teacher education scholar graduates:

	Woman	Man	Science/Math	Other major
\$2,000	X			X
\$2,500	X		X	
\$2,500		X		X
\$3,000		X	X	

The number of scholarships and incentives would be determined by annual appropriations. The bill indicates that the budget request would be for an initial 700 scholarships and incentives, with 700 renewals and 350 new scholarships in the second year. An appropriation of \$5 million would produce sufficient revenue for the initial year. The 7-year projection is \$34.6 million to fully fund the Scholarship Incentive Program.

Funding decisions for the scholarship incentive program will be made in the Education Appropriations Committee as part of the annual appropriations process.

IV. CONSEQUENCES OF ARTICLE VII, SECTION 18 OF THE FLORIDA CONSTITUTION:

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A. APPLICABILITY OF THE MANDATES PROVISION:

None.

B. REDUCTION OF REVENUE RAISING AUTHORITY:

None.

C. REDUCTION OF STATE TAX SHARED WITH COUNTIES AND MUNICIPALITIES:

None.

V. COMMENTS:

None.

VI. AMENDMENTS OR COMMITTEE SUBSTITUTE CHANGES:

NONE.

VII. SIGNATURES:

COMMITTEE ON COLLEGES AND UNIVERSITIES:

Prepared by:

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