

STORAGE NAME: h3933.ei

DATE: March 4, 1998

**HOUSE OF REPRESENTATIVES
COMMITTEE ON
EDUCATION INNOVATION
BILL RESEARCH & ECONOMIC IMPACT STATEMENT**

BILL #: HB 3933

RELATING TO: Selection of Principals and Assistant Principals

SPONSOR: Committee on Education Innovation and Representative Melvin

COMPANION BILL(S):

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

(1) EDUCATION INNOVATION YEAS 6 NAYS 2

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I. SUMMARY:

HB 3933 sets up a second mechanism for selecting public school principals without making any changes in the current method of selecting principals and assistant principals from professional educators. The district school board will be able to select principals from the private sector or noneducational governmental sector. The criteria given in the bill for selecting private sector persons is not as stringent as the current criteria for selecting professional educators as principals.

The first basic criteria for eligibility for a person from the private or noneducational governmental sector is a bachelor's degree from an accredited college or university.

The second basic criteria for eligibility is five years of administrative, policy analysis or development, or planning and evaluation experience, two of which were in administrative or supervisory capacity. However, a master's degree may be substituted for one year of experience and a doctoral degree may be substituted for two years of experience.

If a private sector person is appointed as a principal, the bill requires that at least one assistant principal at the school be qualified as a professional educator.

Private sector persons appointed as assistant principals or principals will be required to serve one year as an intern or as an interim principal or assistant principal while completing a required inservice program of competency based certification.

No rulemaking authority is given in the bill.

II. SUBSTANTIVE RESEARCH:

A. PRESENT SITUATION:

Section 231.0861, F.S., provides criteria for the selection of principals and assistant principals. Candidates are evaluated and certified as having the competencies necessary for the job. The Department of Education maintains for the districts' use a list of certified candidates for principal and assistant principal.

The Florida Council on Educational Management was established in s. 231.087.F.S. The Council consists of 17 members who serve four year staggered terms and receive per diem and travel expenses. The Governor, President of the Senate, and the Speaker of the House each appoint two principals from the districts, one faculty member from an institution of higher learning in Florida which offers courses in business administration, educational management, or social sciences, and one person from the private sector management community. Additionally, the Governor appoints one elected school superintendent, one appointed school superintendent, one district school board member, one district school personnel engaged in management training, and one DOE personnel with systemwide management responsibilities.

The Council was originally charged in 1991 with the following duties:

- Identify competencies characterizing high-performing principals
- Validate through scientific research the identified competencies
- Identify standards and procedures for measuring and evaluating performance
- Identify training processes and materials for school managers
- Identify procedures necessary to develop and implement a program of competency certification for school managers
- Develop policies and procedures necessary to adopt and implement a compensation program for school managers based on performance
- Identify criteria for the screening, selection, and appointment of school managers
- Develop and approve guidelines for approval of school district training programs used for principal certification
- Establish an educational management and development network to facilitate communication, involvement, and mutual assistance among educational managers
- Serve as Board of Directors of the Florida Academy for School Leaders
- Report annually on Council activities, expenditures, and accomplishments

In completing the research required of the Council, an interview process with recognized high performing principals in Florida was completed, a literature search of the characteristics of effective school leaders was conducted, and high performing principals were shadowed to determine the characteristics of successful, high performing principals. Based on the results of the research, principal competencies and guidelines were developed and adopted for each school district's use. The competencies and guidelines were reviewed and revised by a taskforce in 1994/1995.

In 1986, each district school board was required to adopt and implement an objective-based process for the screening, selection, and appointment of public school principals and assistant principals. The criteria for this process was those that were previously approved by the Council. Although the Council has not met for 2 years due to a lack of funding, the rules they established are still in effect and the 19 competencies identified for principal certification are still used. The competencies fit into eight different arenas: public school curriculum and instruction, organizational management and development, human resource management and development, leadership skills, communication skills, technology, educational law, and educational finance. (Rule 6A-4.0081)

Some of the technical competencies specific to the educational field include: demonstration of knowledge of the principles of curriculum development, of the most prevalent concepts of schooling, and of research on instructional effectiveness; knowledge of Florida's funding plan for public elementary and secondary schools, of the processes of financial accounting, auditing, and reporting, and of the precedence and purposes for funding public elementary and secondary education; and knowledge and application of school finance concepts.

The districts are free to contract for assessments, evaluations, and training programs which are required to select principals and assistant principals. The contracts for these services can be with other local school districts, agencies, associations, or universities.

Candidates must also meet the written examination and performance requirements adopted by the State Board of Education (Rule 6A-4.0081). Since 1993, candidates for the position in secondary schools have also been required to demonstrate knowledge of career education in secondary schools.

A principal or assistant principal who is certified and has experience in another state besides Florida is required to serve one year as an intern or interim principal or assistant principal. During this year, the performance assessment for basic and high performing competencies will be completed.

In s. 231.087, F.S., the Legislature recognized that a typical baccalaureate or graduate program in education rarely provides the unique blend of skills, experience, and academic background needed for the efficient and effective management of schools. To help the districts achieve excellence in principals, the state provides a support system, which includes:

- Identification of competencies basic to effective school management
- Performance-based management training program

- Competency-based certification program for school managers (in effect since 1986)
- Performance-based evaluation and compensation program for educational managers
- Research and service center for principals and other educational managers

Additionally, the legislative intent in s. 231.087, F.S., is to encourage career development, inservice training, and skills enhancement for present and potential education managers.

B. EFFECT OF PROPOSED CHANGES:

HB 3933 sets up a second mechanism for selecting public school principals without making any changes in the current method of selecting principals. In addition to the current system of selecting public school principals and assistant principals from professional educators, the district school boards will be able to select principals from the private sector or noneducational governmental sector.

The first basic criteria for eligibility for a person from the private or noneducational governmental sector is a bachelor's degree from an accredited college or university.

The second basic criteria for eligibility is five years of administrative, policy analysis or development, or planning and evaluation experience, two of which were in administrative or supervisory capacity. However, a master's degree may be substituted for 1 year of experience and a doctoral degree may be substituted for 2 years of experience.

If a private sector person is appointed as a principal, the bill requires that at least one assistant principal at the school be qualified as a professional educator. Additionally, a private sector appointee is required to serve one year as an intern or as an interim assistant principal or principal while completing a required inservice program of competency based certification.

The following table more clearly compares eligibility criteria which will be required for candidates from professional educators and candidates from the private sector.

Professional Educator Candidates	Private Sector Candidates
Master's degree	B.S. from accredited college or university.
Three years of teaching experience	5 years of administrative, policy analysis or development or planning and evaluation experience, 2 in administrative or supervisory capacity. Master's degree may substitute for 1 year of experience; doctoral degree may substitute for 2 years of experience.
Principal and/or assistant principal or both may be professional educators.	If initial appointment is as a principal, at least one assistant principal must have received his appointment as a professional educator.

Professional Educator Candidates	Private Sector Candidates
Must meet written examination and performance requirements; demonstrate knowledge of role of career education in secondary schools	Required to serve one year as an intern or as an interim assistant principal or principal while completing a required inservice program of competency based certification.
If certified and experienced but from out of state, must serve as intern or interim assistant principal or principal while required performance assessment of basic and high performing competencies is completed.	No specific out of state requirements, but has similar intern and competency certification requirements for all private sector appointees (see box above).
Requires preservice program of competency based certification	No requirement for a preservice program, but requires an inservice program of competency-based certification to be completed during the initial year of employment

Accreditation of Schools

There is an accreditation standard that requires the headmaster or principal of the school to have an educational degree. Allowing private sector candidates to be eligible for the position of principal with less rigid requirements than those required for professional educators could create difficulties in the accreditation process.

Rulemaking

No rulemaking authority is given in the bill.

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 direct rulemaking authority is given; however, each district board must adopt and implement a process for the recruitment, screening, selection, and appointment of persons from the private sector for assignment as principals or assistant principals.

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

See note above.

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

None.

- 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?

N/A

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

N/A

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

N/A

2. Lower Taxes:

- a. Does the bill increase anyone's taxes?

N/A

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

N/A

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

N/A

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

N/A

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

N/A

3. Personal Responsibility:

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

N/A

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

N/A

4. Individual Freedom:

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

The bill does not mandate that the district hire private sector persons as principals.

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

No; the process for hiring private sector persons as principals does not interfere with nor prohibit a district from hiring from professional educators under the current criteria for selection of principals. However, the criteria for selecting private sector persons is not as stringent as the criteria for selecting professional educators as principals.

5. Family Empowerment:

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

- (1) Who evaluates the family's needs?

N/A

- (2) Who makes the decisions?

N/A

(3) Are private alternatives permitted?

N/A

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

N/A

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

N/A

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

N/A

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:

(1) parents and guardians?

N/A

(2) service providers?

N/A

(3) government employees/agencies?

N/A

D. STATUTE(S) AFFECTED:

Sections 231.0861; 231.087, Florida Statutes.

E. SECTION-BY-SECTION RESEARCH:

Section 1 Provides an alternative mechanism for selecting public school principals from the private sector in addition to the current mechanism for selecting from professional educators. Requires that each district school board include recruitment in the process of screening, selection, and appointment of professional educators as principals and assistant.

Requires that persons from private sector will be eligible for appointment as principal or assistant principal if they have a bachelor's degree and five years of administrative, policy analysis or development, or planning and

evaluation experience, two of which were in administrative or supervisory capacity. Allows master's degree to substitute for one year of experience; a doctoral degree to substitute for two years of experience. Provides that if a private sector person is initially appointed as principal, there must be at least one assistant principal who qualified under the professional educator criteria.

Reiterates requirement that professional educators meet written examination and performance requirements and demonstrate knowledge of the role of career education in secondary schools.

Requires private sectors appointees to serve one year as an intern or as an interim assistant principal or principal while completing a required inservice program of competency based certification.

Reiterates requirement that out-of-state professional educators who are certified and experienced assistant principals or principals are required to serve 1 year as an intern or interim assistant principal or principal; and requirement that the Department of Education maintain and make available to a district a list of certified candidates eligible for appointment as professional educators.

Section 2 Revises educational management support system established for excellence in principals by including the program of competency based certification for school managers as a preservice program and requiring it for principal or assistant principal applicants who are professional. Requires an inservice program of competency-based certification for principals or assistant principals from the private sector.

Section 3 Provides an effective date of July 1 of the year in which enacted.

III. FISCAL RESEARCH & ECONOMIC IMPACT STATEMENT:

A. FISCAL IMPACT ON STATE AGENCIES/STATE FUNDS:

1. Non-recurring Effects:

N/A

2. Recurring Effects:

N/A

3. Long Run Effects Other Than Normal Growth:

N/A

4. Total Revenues and Expenditures:

N/A

B. FISCAL IMPACT ON LOCAL GOVERNMENTS AS A WHOLE:

1. Non-recurring Effects:

N/A

2. Recurring Effects:

N/A

3. Long Run Effects Other Than Normal Growth:

N/A

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

1. Direct Private Sector Costs:

N/A

2. Direct Private Sector Benefits:

N/A

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

N/A

D. FISCAL COMMENTS:

N/A

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

A. APPLICABILITY OF THE MANDATES PROVISION:

The bill does not require counties or municipalities to spend funds or to take an action requiring the expenditure of funds.

B. REDUCTION OF REVENUE RAISING AUTHORITY:

The bill does not reduce the authority that municipalities or counties have to raise revenues in the aggregate.

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

The bill would not reduce the percentage of a state tax shared with counties or municipalities.

V. COMMENTS:

N/A

VI. AMENDMENTS OR COMMITTEE SUBSTITUTE CHANGES:

PCB EI 98-06 passed the Education Innovation Committee on February 18, 1997, with the following six amendments:

- Removed provision allowing professional experience to substitute for the required college education.
- Added provision that when a private sector person is initially appointed as a principal, there must be at least one assistant principal who qualifies under the criteria for professional educators.
- Requires that private sector appointees are required to serve one year as an intern or as an interim assistant principal or principal while completing the required inservice program of competency based certification.
- Requires, rather than encourages, the inservice program of competency based certification for private sector appointees.
- Removes requirement that each district school board adopt and implement a process for the recruitment, screening, selection, and appointment of persons from the private sector for assignment as assistant principals or principals. Adds language stating that persons from private sector or noneducational government are eligible if they meet the listed qualifications. (Qualifications remained the same: Bachelor's degree and five years of experience.)
- Technical amendment; removes specific date by which districts must adopt and implement objective-based process for the recruitment, screening, selection, and appointment of professional educators as principals and assistant principals.

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VII. SIGNATURES:

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