

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.)

Prepared By: Higher Education Committee

BILL: Proposed Committee Bill 7068

INTRODUCER: Committee on Higher Education

SUBJECT: Teacher Quality

DATE: February 19, 2007

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Carrouth</u>	<u>Matthews</u>	<u>HE</u>	<u>Pre-meeting</u>
2.	_____	_____	_____	_____
3.	_____	_____	_____	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____
6.	_____	_____	_____	_____

I. Summary:

The bill creates the Florida Quality Educator Council (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 Council would also oversee the selection of demonstration partnerships to be established between postsecondary institutions and local school districts to pilot currently available research on teacher quality. Finally, the Council would initiate pilot implementation of quality research based on the data collection initiative, as findings become available.

This bill creates an undesignated section of the Florida Statutes.

II. Present Situation:

The Senate Committee on Education conducted an interim study in 2006 on teacher recruitment, preparation, support, and retention.¹ The study examined research on the teaching profession relating to teacher recruitment practices, promising practices and trends in teacher preparation, and successful policies targeted to the support and retention of highly effective teachers. The report found a need to provide opportunities to pilot existing research and to possibly codify statutorily those practices proven to be most effective.

Current research studies confirm that teacher quality is the single greatest factor in influencing student achievement.² The studies tend to focus on recruitment, preparation, professional

¹ Florida Senate Interim Report 2007-115

² <http://www.edweek.org/rc/issues/teacher-quality>

development, and support mechanisms such as quality mentoring and principal leadership, as the core elements most closely associated with highly effective teaching qualities.³

In 1999, Louisiana established a Blue Ribbon Commission for Educational Excellence (LBRC). The Commission was directed to establish a high profile board and to create a cohesive PK-16 system to hold universities and school districts accountable for recruiting, preparing, supporting, and retaining quality teachers who produce higher-achieving K-12 students. A fundamental component to Louisiana's success was the Commission's establishment of a comprehensive data collection and analysis system that would provide the state with accurate teacher quality information to examine teacher preparation programs, schools, and curricula.⁴

Recruitment

Demand

Florida has a teaching shortage, especially in the critical shortage areas of math, science, foreign languages, exceptional student education, and English for Speakers of Other Languages.⁵ The Department of Education (DOE) estimates that the state will need 18,000 new teachers to adequately staff public school classrooms in the 2007-2008 school year.⁶

Supply

Florida presently has 33 teacher preparation institutions approved through the DOE. The number of graduates produced by the 33 programs has remained stagnant over the past several years and even when combined with alternative preparation mechanisms, state totals will not meet the teaching needs of Florida's K-12 classrooms.⁷ Based on data provided by the DOE, Florida's state universities, private colleges and universities, and community colleges offering four-year degrees, provided a combined total of 5234 graduates in 2005-06.⁸ When combined with alternative preparation pathways, the total completers for 2005-2006 was 6,775.⁹ It is not presently known how many of the program completers are currently teaching in Florida classrooms. Florida school districts rely heavily on 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.¹⁰

State Efforts

Florida has established and continues to expand recruitment efforts to increase the pool of qualified public school teachers. The state funds high school teaching career academies to encourage high school students to pursue a career in the teaching profession by providing actual

³ 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

⁴ *The Louisiana Story: Improving Preparation and Support of Teachers Through Data*, Jean Burns, Staff Director of LBRC: www.teachingdata.org/pdfs/state_example_la.pdf

⁵ Department of Education, Critical Teacher Shortage Areas 2006-07, p. 16

⁶ Florida DOE presentation to the Senate PK-12 Education Committee, February 7, 2007

⁷ 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/

⁸ 2005-06 Supply: State University = 72%; Private Postsecondary = 25%; Four-year Community Colleges = 3%

⁹ Presentation to Senate Committee on Education PreK-12, January 24, 2007 – Slide 20

¹⁰ Office of Human Resources - 2006/2007 Pinellas County Schools New Hires

classroom experience.¹¹ Additionally, the state also provides funding to postsecondary institutions to support inventive outreach programs to college students who have yet to declare a major and to provide extended advisory support to those pursuing teaching degrees.¹²

The state also offers multiple pathways to attain professional certification,¹³ including Educator Preparation Institutes (EPI's),¹⁴ district developed and state approved alternative certification programs,¹⁵ and the Professional Teaching Option,¹⁶ an option for college majors in fields such as math, science, and technology that include teaching demonstration and competency skills. The alternative certification provisions in statute require a mentoring component and professional development opportunities to address any teacher competency gaps, provisions not currently required for graduates of traditional teacher preparation programs.

The DOE maintains an active role in the recruitment of new teachers from both out-of-state institutions and those graduating from state-approved teacher education programs. The DOE maintains the Teach in Florida website,¹⁷ which includes information on state requirements, available teaching positions, financial support information, and links to other valuable transition to teaching information. The DOE has also contracted this year with Teachers-Teachers.com to expand recruitment efforts. Teachers-Teachers.com is a free service designed to help educators find new teaching positions, administrative opportunities, and other related service positions and includes job postings from 1,920 school systems and private schools nationwide.¹⁸

Preparation

The DOE, in collaboration with state approved teacher preparation programs, modified teacher preparation course content and outcomes by developing the Educator Accomplished Practices.¹⁹ The Educator Accomplished Practices specify detailed teaching skills to be demonstrated at three different levels of the teaching profession: preprofessional, professional, and accomplished. 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.

The Education Schools Project recently released the *Educating School Teachers* report, a study of teacher education programs conducted by Arthur Levine, the former President of the Teachers College at Columbia University.²⁰ The study examined the relationship between student achievement gains and teacher preparation and found:

- Inadequate preparation;

¹¹ Succeed, Florida Career Paths – 2006-2007 Appropriation = \$7.458 million

¹² Succeed, Florida Crucial Professionals Teaching Grants – 2006-2007 Appropriation = \$10.234 million

¹³ http://www.fldoe.org/edcert/mast_prof.asp

¹⁴ 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

¹⁵ 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

¹⁶ http://www.fldoe.org/edcert/mast_prof.asp

¹⁷ <http://www.teachinflorida.com>

¹⁸ <http://www.teachers-teachers.com>

¹⁹ Rule 6A-5.065, F.A.C. - <http://www.firn.edu/doe/rules/6a-5.htm>

²⁰ http://www.edschools.org/teacher_report.htm

- A curriculum in disarray;
- Disconnected faculty;
- Low admissions standards;
- Insufficient quality control;
- Disparities in institutional quality; and
- A direct correlation between the quality and type of teacher education program and student achievement.

The recommendations of the Levine report include transforming colleges of education into professional practice schools similar to the concept of teaching hospitals for medical students in order to create environments that “enrich education, research, and professional development.” The study also includes key components of existing exemplary teacher education programs, which may well serve to reinforce new initiatives currently operating in several state university teacher preparation programs. Florida Atlantic University, for example, requires clinical teaching experiences for its entering freshman and provides opportunities for upperclassmen to serve as paid substitute teachers in area public schools under the direct guidance of a mentor teacher.²¹ The University of North Florida requires all education students to complete clinical teaching experiences within a challenging urban setting and is one of only two undergraduate institutions with higher admissions standards for teacher education students than for those in other colleges within the university.²²

Retention

Attrition rates for beginning teachers seriously impede the retention of a quality teaching staff in K-12 classrooms.²³ 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.²⁴ 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.²⁵ However, there are no studies addressing the costs associated with loss of student engagement and learning that could result when a teaching staff is constantly changing.

State Efforts

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.²⁶ Baseline data is currently being collected from these district programs and may serve to provide a possible framework for a statewide induction initiative.

²¹ Florida Senate Interim Report 2007-115

²² Ibid.

²³ *No Dream Denied*, National Commission on Teaching and America’s Future (NCTAF), pp. 22-25

²⁴ www.theteachingcommission.org/press/key-facts.html

²⁵ *No Dream Denied*, NCTAF - Texas State Board for Educator Certification

²⁶ Duval, Escambia, Gadsden, Lee, Miami-Dade, Pinellas, Suwannee

Effective induction programs for beginning teachers provide an extensive network of support that include mentoring from highly effective teachers, professional development aligned to teaching strategies, student assessment and classroom management, instructional leadership from the principal, and professional learning communities to provide support and collaboration among teachers. Quality induction programs substantially affect the retention of new teachers and result in teacher competency, and therefore, student achievement much more rapidly than in school environments where new teachers are left to work independently and in isolation.²⁷ 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.²⁸ As stated, 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 establishes the Florida Quality Educator Council within the Executive Office of the Governor to direct a comprehensive data collection and analysis initiative to examine current teacher recruitment, preparation and retention efforts in order to recommend the most effective and cost efficient practices in recruiting, preparing, and supporting an effective teaching workforce. Based on the research regarding the critical importance of highly effective teaching, the bill would require a quality data system in order to determine which teaching practices and funding lead to increased student achievement.²⁹ Additionally, the Council would oversee demonstration partnerships between postsecondary institutions and schools to engage in piloting potentially effective teacher quality programs and practices based on available research and to implement promising practices based on findings of the data collection and analysis initiative as those findings become available. Finally, the Council would provide data-driven policy recommendations as to how data is collected, analyzed, and employed and how teachers can be most effectively prepared, supported and retained.

The Council's membership would be based on a broad range of shareholders and include a highly effective teacher, principal, 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.

The bill takes effect upon becoming law.

²⁷ *Induction Into Learning Communities*, Fulton, Yoon, & Lee, NCTAF, August 2005

²⁸ Arkansas, Delaware, Kentucky, Louisiana, Mississippi, North Carolina, Oklahoma, South Carolina, Virginia, and West Virginia

²⁹ After conducting a study of 14 states, SREB published a report on *Data Systems to Enhance Teacher Quality* and concluded that much of the needed information exists, but unfortunately in a variety of state agencies and multiple databases. (*Resolve and Resources to Get a Qualified Teacher in Every Classroom*, SREB 2004)

IV. Economic Impact and Fiscal Note:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

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

V. Technical Deficiencies:

None.

VI. Related Issues:

None.

VII. Summary of Amendments:

None.

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