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 Committee on Appropriations

BILL:	SB 360
INTRODUCER:	Senator Stargel
SUBJECT:	Middle School Study
DATE:	April 24, 2017
REVISED:	

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Benvenisty	Graf	ED	**Favorable**
2.	Sikes	Elwell	AED	**Recommend: Fav/CS**
3.	Sikes	Hansen	AP	**Pre-meeting**

I. Summary:

SB 360 requires the Florida Department of Education to conduct a comprehensive study of states with high-performing students in grades 6 through 8 in reading and mathematics, based on the states' performance on the National Assessment of Educational Progress; and report findings of the study to the Governor, the State Board of Education, and the Legislature by December 2017. Specifically, the study must review, at a minimum:

- Academic expectations and instructional strategies.
- Attendance policies and student mobility issues.
- Teacher quality.
- Middle school administrator leadership and performance.
- Parental and community involvement.

The bill increases the workload of the Department of Education. Costs associated with this workload will be absorbed within current resources of the department.

The bill takes effect July 1, 2017.

II. Present Situation:

Florida's student assessment program for public schools specifies school district and student participation in certain state and national assessments.[1]

Public School Student Assessment Program

The primary purpose of the student assessment program is to provide student academic achievement and learning gains data to students, parents, teachers, school administrators and district staff.[2] The program must be designed to:[3]

- Assess the achievement level and annual learning gains of each student in English Language Arts (ELA) and mathematics and achievement level in all other subjects assessed.
- Provide data for making decisions regarding school accountability, recognition, and improvement of operations and management.
- Identify the educational strengths and needs of students and the readiness of students to be promoted to the next grade level or to graduate from high school.
- Assess how well educational goals and curricular standards are met at the school, district, state, national, and international levels.
- Provide information to aid in the evaluation and development of educational programs and policies.
- Provide instructional personnel with information on student achievement of standards and benchmarks in order to improve instruction.

Statewide, Standardized Assessment Program

The Commissioner of Education (commissioner) is required to design and implement a statewide, standardized assessment program aligned to the core curricular content established in the Next Generation Sunshine State Standards.[4]

The statewide, standardized assessment program consists of:

- Statewide, standardized comprehensive assessments for:[5]
  - ELA;
  - Mathematics; and
  - Science.

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[1] Section 1008.22(2)-(3), F.S.

[2] Section 1008.22(1), F.S. The data is to be used by districts to improve instruction; by students, parents, and teachers to guide learning objectives; by education researchers to assess national and international comparison data; and by the public to assess the cost benefit of the expenditure of taxpayer dollars. *Id.*

[3] *Id.*

[4] Section 1008.22(3), F.S. The Next Generation Sunshine State Standards (NGSSS) establish the core content of the curricula to be taught in the state and specify the core content knowledge and skills that K-12 public school students are expected to acquire.

[5] Section 1008.22(3)(a), F.S. Federal law requires students to be tested in reading or language arts and mathematics in each of grades 3 through 8 and not less than once in grades 10 through12. With respect to science, students must be tested once during grades 3 through 5, grades 6 through 9, and grades 10 through 12. 20 U.S.C. s. 6311(b)(3). The Florida Department of Education posts the Statewide Assessment Schedule on its website. Florida Department of Education, *Florida Statewide Assessment Program 2016-2017 Schedule, available at* https://info.fldoe.org/docushare/dsweb/Get/Document-7514/dps-2015-175a.pdf.

- End-of-Course (EOC) assessments for:[6]
  - Civics;
  - United States History;
  - Algebra I;
  - Algebra II;[7]
  - Geometry; and
  - Biology I.

All statewide, standardized assessments and EOC assessments use scaled scores and achievement levels.[8] Achievement levels range from 1 through 5, with level 1 being the lowest achievement level, level 5 being the highest achievement level, and level 3 indicating satisfactory performance on an assessment.[9]

Trends in student performance on statewide, standardized reading, ELA, and mathematics assessments for the middle grades are indicated in the tables below. In the 2014-15 academic year, the Florida Standards Assessment (FSA) in ELA and Mathematics replaced the FCAT 2.0 assessments.

Reading and English Language Arts

The following table shows performance trends of students in grade 6 scoring at each achievement level on the statewide, standardized Reading and ELA assessment, as applicable.[10]

Performance of Students in Grade 6 on Statewide, Standardized Reading or ELA Assessment						
Year	Test	Level 1	Level 2	Level 3	Level 4	Level 5
2010-11	FCAT 2.0 Reading	17%	24%	29%	19%	10%
2011-12	FCAT 2.0 Reading	19%	24%	28%	19%	10%
2012-13	FCAT 2.0 Reading	19%	23%	28%	20%	10%
2013-14	FCAT 2.0 Reading	16%	23%	28%	20%	11%
2014-15	FSA ELA	24%	26%	22%	21%	8%
2015-16	FSA ELA	22%	26%	22%	21%	8%

The following table shows performance trends of students in grade 7 scoring at each achievement level on the statewide, standardized Reading and ELA assessment, as applicable.[11]

Performance of Students in Grade 7 on Statewide, Standardized Reading or ELA Assessment						
Year	Test	Level 1	Level 2	Level 3	Level 4	Level 5
2010-11	FCAT 2.0 Reading	18%	24%	29%	19%	10%
2011-12	FCAT 2.0 Reading	18%	25%	29%	19%	11%
2012-13	FCAT 2.0 Reading	20%	23%	27%	19%	11%

[6] Section 1008.22(3)(b), F.S.
[7] Students are not required to take the Algebra II EOC assessment. However, a student who selects Algebra II must take the Algebra II EOC assessment. Section 1003.4282(3)(b), F.S.
[8] Section 1008.22(3)(e), F.S. and Rule 6A-1.09422, F.A.C.
[9] *Id.*
[10] Email, Florida Department of Education (Feb. 28, 2017).
[11] *Id.*

2013-14	FCAT 2.0 Reading	21%	23%	27%	19%	11%
2014-15	FSA ELA	25%	24%	23%	18%	11%
2015-16	FSA ELA	27%	24%	22%	17%	10%

The following table shows performance trends of students in grade 8 scoring at each achievement level on the statewide, standardized Reading and ELA assessment, as applicable.[12]

Performance of Students in Grade 8 on Statewide, Standardized Reading or ELA Assessment						
Year	Test	Level 1	Level 2	Level 3	Level 4	Level 5
2010-11	FCAT 2.0 Reading	19%	28%	26%	17%	10%
2011-12	FCAT 2.0 Reading	17%	27%	26%	18%	12%
2012-13	FCAT 2.0 Reading	17%	27%	26%	19%	11%
2013-14	FCAT 2.0 Reading	18%	25%	25%	19%	12%
2014-15	FSA ELA	23%	22%	26%	18%	11%
2015-16	FSA ELA	22%	21%	26%	19%	12%

Mathematics

The following table shows performance trends of students in student in grade 6 scoring at each achievement level on the statewide, standardized mathematics assessment.[13]

Performance of Students in Grade 6 on Statewide, Standardized Mathematics Assessment						
Year	Test	Level 1	Level 2	Level 3	Level 4	Level 5
2010-11	FCAT 2.0	22%	24%	26%	18%	9%
2011-12	FCAT 2.0	23%	25%	25%	18%	10%
2012-13	FCAT 2.0	23%	24%	25%	18%	10%
2013-14	FCAT 2.0	23%	23%	24%	19%	11%
2014-15	FSA Math	26%	24%	23%	19%	8%
2015-16	FSA Math	26%	24%	23%	18%	8%

The following table shows performance trends of students in grade 7 scoring at each achievement level on the statewide, standardized mathematics assessment.[14]

Performance of Students in Grade 7 on Statewide, Standardized Mathematics Assessment						
Year	Test	Level 1	Level 2	Level 3	Level 4	Level 5
2010-11	FCAT 2.0	20%	24%	28%	18%	10%
2011-12	FCAT 2.0	20%	24%	27%	18%	10%
2012-13	FCAT 2.0	21%	24%	27%	18%	9%
2013-14	FCAT 2.0	21%	23%	28%	19%	9%
2014-15	FSA Math	25%	23%	27%	16%	9%
2015-16	FSA Math	27%	21%	27%	17%	9%

[12] Email, Florida Department of Education (Feb. 28, 2017).
[13] *Id.*
[14] *Id.*

The following table shows performance trends of students in grade 8 scoring at each achievement level on the statewide, standardized mathematics assessment.[15]

Performance of Students in Grade 8 on Statewide, Standardized Mathematics Assessment						
Year	Test	Level 1	Level 2	Level 3	Level 4	Level 5
2010-11	FCAT 2.0	22%	22%	30%	16%	10%
2011-12	FCAT 2.0	22%	21%	30%	16%	11%
2012-13	FCAT 2.0	25%	24%	31%	14%	6%
2013-14	FCAT 2.0	28%	25%	29%	12%	6%
2014-15	FSA Math	29%	26%	26%	12%	7%
2015-16	FSA Math	28%	24%	26%	12%	10%

National and International Assessments

In addition to the administration of statewide, standardized assessments, Florida school districts are required to participate in the National Assessment of Educational Progress (NAEP), or similar national or international assessments,[16] both for the national sample and for any state-by-state comparison programs, as directed by the commissioner.[17]

National Assessment of Educational Progress (NAEP)

The NAEP is the largest continuing, nationally representative assessment of students' knowledge and performance in a variety of subject areas, including but not limited to mathematics, reading, and writing.[18] The NAEP provides results on subject matter achievement for student populations, subgroups of student populations, and under certain circumstances, by selected large urban schools districts.[19] The NAEP in reading and mathematics is administered to a representative sample of students in grades 4 and 8 every two years.[20] The NAEP reports assessment results using three achievement levels:[21]

- Basic – A student achieving the Basic level demonstrates a partial mastery of prerequisite knowledge and skills that are fundamental for proficient work at each grade.

[15] *Id.*

[16] International assessments allow Florida the opportunity to compare the performance of students in the United States to the performance of students in other countries around the world. Florida Department of Education, *National and International Assessments,* http://www.fldoe.org/accountability/assessments/national-international-assessments/ (last visited March 3, 2017). Individual student participation in the assessments is voluntary, and parents can choose to have their child (ren) not participate as stipulated in federal law. *Id.* Florida participates in the Progress in International Reading Literacy Study (PIRLS), Program for International Student Assessment (PISA), Trends in International Mathematics and Science Study (TIMSS), and the International Computer Information Literacy Study (ICILS). *Id.* Participation in a specific international assessment is not specified in Florida law. Section 1008.22(2), F.S.

[17] Section 1008.22(2), F.S.

[18] National Center for Education Statistics, *NAEP Overview,* https://nces.ed.gov/nationsreportcard/about/ (last visited March 3, 2017). Additional NAEP subject area assessments include science, the arts, civics, economics, geography, U.S History, and Technology and Engineering Literacy. *Id.*

[19] *Id.*

[20] The Nation's Report Card, *Overview of the Nation's Report Card,* https://www.nationsreportcard.gov/faq.aspx (last visited March 3, 2017).

[21] National Center for Education Statistics, *NAEP Achievement Levels,* https://nces.ed.gov/nationsreportcard/achievement.aspx (last visited March 3, 2017).

- Proficient – A student achieving the Proficient level demonstrates solid academic performance at the grade assessed.[22]
- Advanced – A student achieving the Advanced level demonstrates superior performance.

Participation in the NAEP provides a basis for comparing the knowledge and skills of Florida students with students in other states and with the nation as a whole.[23]

Reading

The following table shows performance trends of students in grade 8 scoring at each achievement level on the NAEP reading assessment compared to select states.[24]

Performance of Students in Grade 8 on NAEP Reading Assessment					
Year	Jurisdiction	Below Basic	At Basic	At Proficient	At Advanced
2015	National Public	25%	42%	29%	3%
	Florida	**25%**	**45%**	**28%**	**2%**
	Connecticut	18%	39%	37%	6%
	Massachusetts	17%	37%	39%	6%
	New Hampshire	15%	40%	40%	5%
	New Jersey	20%	39%	35%	6%
	Vermont	17%	39%	38%	6%
2013	National Public	23%	42%	31%	4%
	Florida	**23%**	**43%**	**30%**	**3%**
	Connecticut	17%	38%	39%	6%
	Massachusetts	16%	36%	40%	8%
	New Hampshire	16%	40%	38%	6%
	New Jersey	15%	39%	40%	7%
	Vermont	16%	39%	39%	6%
2011	National Public	25%	43%	29%	3%
	Florida	**27%**	**43%**	**27%**	**2%**
	Connecticut	17%	39%	38%	6%
	Massachusetts	16%	38%	40%	6%
	New Hampshire	16%	44%	36%	4%
	New Jersey	16%	39%	39%	6%
	Vermont	18%	38%	39%	6%

The following table shows performance trends of students in grade 8 scoring at each achievement level on the NAEP mathematics assessment compared to select states.[25]

[22] National Center for Education Statistics, *NAEP Achievement Levels*, https://nces.ed.gov/nationsreportcard/achievement.aspx (last visited March 3, 2017). Students reaching this level have demonstrated competency over challenging subject matter, including subject-matter knowledge, application of such knowledge to real world situations, and analytical skills appropriate to the subject matter. *Id.*

[23] Florida Department of Education, *National and International Assessments*, http://www.fldoe.org/accountability/assessments/national-international-assessments/ (last visited March 3, 2017).

[24] Email, Florida Department of Education (Feb. 28, 2017).

[25] Email, Florida Department of Education (Feb. 28, 2017).

Performance of Students in Grade 8 on NAEP Mathematics Assessment					
Year	Jurisdiction	Below Basic	At Basic	At Proficient	At Advanced
2015	National Public	30%	38%	24%	8%
	Florida	**36%**	**38%**	**21%**	**5%**
	Massachusetts	19%	30%	33%	18%
	Minnesota	18%	34%	35%	13%
	New Hampshire	16%	37%	34%	12%
	New Jersey	21%	32%	30%	16%
	Washington	26%	35%	28%	11%
2013	National Public	27%	39%	26%	8%
	Florida	**30%**	**40%**	**24%**	**7%**
	Massachusetts	14%	31%	36%	18%
	Minnesota	17%	35%	33%	14%
	New Hampshire	16%	38%	33%	13%
	New Jersey	18%	34%	33%	16%
	Washington	21%	37%	30%	12%
2011	National Public	28%	39%	26%	8%
	Florida	**32%**	**40%**	**22%**	**4%**
	Massachusetts	14%	34%	36%	15%
	Minnesota	17%	36%	34%	13%
	New Hampshire	18%	38%	33%	11%
	New Jersey	18%	35%	33%	14%
	Washington	23%	36%	29%	11%

III. Effect of Proposed Changes:

The bill requires the Florida Department of Education (DOE) to conduct a comprehensive study of states with high-performing students in grades 6 through 8 in reading and mathematics, based on the states' performance on the National Assessment of Educational Progress (NAEP). Specifically, the study must review, at a minimum:

- Academic expectation and instructional strategies, including:
  - Alignment of elementary and middle grades expectations with high school graduation requirements;
  - Research-based instructional practices in reading and mathematics, including those targeting low-performing students;
  - The rigor of the curriculum and courses and the availability of accelerated courses; and
  - The availability of student support services.
- Attendance policies and student mobility issues.
- Teacher quality, including:
  - Teacher certification and recertification requirements;
  - Teacher preparedness to teach rigorous courses;
  - Teacher recruitment and vacancy issues; and
  - Staff development requirements and the availability of effective training.
- Middle school administrator leadership and performance; and
- Parental and community involvement.

The comprehensive study will involve a review of factors that may contribute to student success. The findings and recommendations may assist the state in considering policy options to improve instruction and student performance in Florida based on a review of best practices of states with high-performing middle grade students in reading and mathematics. The bill indicates:

- Massachusetts, New Hampshire, Vermont, Connecticut, and New Jersey as the top performing states in the percentage of student in grades 4 and 8 who score at or above proficiency on the NAEP reading assessment; and
- Massachusetts, Minnesota, New Hampshire, New Jersey, and Washington as the top performing states in the percentage of student in grades 4 and 8 who score at or above proficiency on the NAEP mathematics assessment.

The bill requires the DOE to submit a report on its findings, as well as recommendations to improve middle school student performance, to the Governor, State Board of Education, President of the Senate, and Speaker of the House of Representatives by December 2017. The bill provides for expiration of the provisions related to the comprehensive study of states after the submission of the final report.

The bill takes effect July 1, 2017.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

The bill increases the workload of the Department of Education. Costs associated with this workload will be absorbed within current resources of the department.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Statutes Affected:

This bill creates an unnumbered section of the Florida Statutes.

IX. Additional Information:

A. Committee Substitute – Statement of Changes:
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

None.

B. Amendments:

None.