

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: PCB APC 15-06 Florida Best and Brightest Teacher Scholarship Program

SPONSOR(S): Appropriations Committee

TIED BILLS: **IDEN./SIM. BILLS:**

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
Orig. Comm.: Appropriations Committee		Heflin	Leznoff

SUMMARY ANALYSIS

The bill conforms statute to the funding decisions in the 2015-2016 GAA (GAA).

The bill creates the Florida Best and Brightest Teacher Scholarship Program to designate teachers who have achieved high academic standards during their own education as Florida's best and brightest teacher scholars. Beginning in the 2015-2016 school year the scholarship program shall provide funding for scholarships to be awarded to teachers who have demonstrated a high level of academic achievement. To be eligible for a scholarship, a teacher must have scored at or above the 80th percentile on either the SAT or ACT based upon the percentile ranks in effect when the teacher took the assessment and also have been evaluated as highly effective pursuant to s. 1012.34, F.S. However, a first-year teacher who has not been evaluated is also eligible if the teacher scored at or above the 80th percentile on either the SAT or ACT based upon the percentile ranks in effect when the teacher took the assessment.

Teachers must provide an official record of his or her SAT or ACT score no later than October 1 to demonstrate eligibility for the award. Once a teacher is deemed eligible by the school district, the teacher remains eligible as long as he or she is employed by the school district and maintains or, if the teacher is a first-year teacher, earns the evaluation designation of highly effective pursuant to s. 1012.34, F.S.

School districts must submit to the department the number of eligible teachers annually, by December 1. The department shall disburse funding annually, by February 1, in an amount prescribed in the General Appropriations Act (GAA), to each school district for each eligible teacher to receive a scholarship. If the number of eligible teachers exceeds the total appropriation authorized in the GAA, the department is required to prorate the award amount for each teacher.

School districts must provide payment of the scholarship to each eligible teacher annually by April 1.

Florida School for the Deaf and Blind and charter school governing boards are considered school districts for purposes of implementing and administering the program.

The bill requires an appropriation that will be addressed in the House proposed GAA to provide the amount of scholarship award per teacher. *See Fiscal Comments*

The bill takes effect July 1, 2015

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Research indicates that classroom teacher effectiveness is the most important school-level variable influencing student learning. Students who are taught by ineffective teachers perform at much lower levels than students demonstrating comparable ability taught by high-performing teachers. Students taught by an ineffective teacher for even one year experience long-term negative impacts on achievement.¹ Furthermore, the academic ability and performance of teachers has been a subject for researchers since the early 1900s.² There has been research linking verbal scores on tests such as the SAT or ACT of teachers and the learning gains of those teachers' students. Specifically, multiple studies indicate that students learn more from teachers who achieved higher SAT or ACT scores suggesting that quality teachers achieved high standardized test scores.³ Moreover, one study suggests that the key in recruiting quality teachers is through higher salaries or pay incentives.⁴

Present Situation

Teacher Compensation

Florida law provides general requirements for contracts, compensation, and performance evaluation of classroom teachers.⁵

Classroom teachers salary schedules are collectively bargained. Prior to statutory changes being made in 2011⁶ a typical school district salary schedule set forth an escalating salary scale based upon "steps." Each step represented the employee's years of experience. Instructional personnel received automatic annual salary increases based upon these steps. Additional automatic increases were provided to those with advanced degrees.⁷ The statutory changes required school districts to adopt a salary schedule for all employees hired prior to July 1, 2014, and provide a performance salary schedule for teachers hired after July, 2014 or those teachers on an annual contract⁸. The performance salary schedule must provide annual salary adjustments for instructional personnel and school administrators based on the performance evaluations required in s. 1012.34, F.S.

Performance Evaluations

Florida law requires each district school superintendent to establish procedures to evaluate the job performance of district instructional, administrative, and supervisory personnel.⁹ The DOE must

¹ Sanders and Rivers, *Cumulative and Residual Effects of Teachers on Future Student Achievement*, at 6-8 (Nov. 1996), available at <http://www.mccsc.edu/~curriculum/cumulative%20and%20residual%20effects%20of%20teachers.pdf>.

² Lankford, Loeb, McEachin, Miller and Wyckoff, *Who Enters Teacher? Encouraging Evidence That the Status of Teaching is Improving*, Educational Researcher, Vol. 43, No. 9, at 444-453 (Dec. 2014).

³ Wayne and Youngs, *Teacher Characteristics and Student Achievement Gains: A Review*, Review of Educational Research, Vol. 73, No. 1, at 89-122 (Spring, 2003), available at

<http://rachaelrobinsonedsi.wiki.westga.edu/file/view/Teacher+characteristics+in+student+achievement.pdf>

⁴ Figlio, *Can Public Schools Buy Better-Qualified Teachers?* Industrial and Labor Relations Review, Vol. 55, No. 4 at 686-699 (July 2002), available at <http://ilr.sagepub.com/content/55/4/686.full.pdf+html>

⁵ Section 1012.01(3)(a), F.S.

⁶ Chapter 2011-1, L.O.F.

⁷ See s. 1012.22(1)(c), F.S.; see, e.g., Hillsborough County Public Schools, *Salary Schedules 2009-2010*, at 8-10 (2009), available at http://www.sdhc.k12.fl.us/HumanResources/PDFs/SALARY/HCPs_SalarySchedule_Entire.PDF; see, e.g., Glades County School District and Glades County Teacher's Association, *Instructional Personnel Master Contract*, at 16 (Jan. 14, 2010)[hereinafter *Glades Teacher Contract*].

⁸ Section 1012.22(1)(c)5., F.S.

⁹ Section 1012.34(1)(a), F.S. Definitions for school district personnel are provided in s. 1012.01, F.S.

approve each school district's performance evaluation system,¹⁰ which must be based upon sound educational principles and contemporary research in effective educational practices; be designed to support effective instruction; provide appropriate instruments, procedures, and criteria for improving the quality of instruction; and include opportunities for parental input.¹¹

Classroom teachers must be evaluated annually, except that newly hired classroom teachers must be evaluated at least twice in their first year of teaching in the school district.¹² "Newly hired classroom teachers" include first-time teachers new to the profession as well as veteran teachers new to the school district.¹³

Each employee's evaluation must be conducted by his or her supervisor, who may consider input from other trained personnel.¹⁴ Each performance evaluation system must provide training to evaluators on the proper use of the evaluation criteria and procedures and must include processes for monitoring evaluator reliability and system effectiveness.¹⁵

The criteria used to evaluate instructional personnel, including classroom teachers, are student performance, instructional practice, and professional and job responsibilities.¹⁶ The criteria used to measure school administrator performance are student performance, instructional leadership, and professional and job responsibilities.¹⁷ Currently, at least 50 percent of an instructional personnel or school administrator evaluation must be based upon student performance, with certain exceptions.¹⁸ Student performance must be measured by statewide assessments¹⁹ or, for subjects and grade levels not tested by statewide assessments, local assessments.²⁰

School district performance evaluation systems must differentiate among four levels of performance:

- Highly effective;
- Effective;
- Needs improvement, or for instructional personnel in their first three years of employment who need improvement, developing; and
- Unsatisfactory.²¹

Beginning with the 2015-2016 school year, the State Board of Education must establish in rule specific, discrete standards for each performance evaluation level; including student performance levels that, if not met, will result in an unsatisfactory evaluation.²² The Commissioner of Education must consult with experts, instructional personnel, school administrators, and education stakeholders in developing the criteria for the performance evaluation levels.²³

¹⁰ Section 1012.34(1)(b), F.S. A district school board must annually review its evaluation system for compliance with state law. Any changes to the system must be approved by the board. DOE must monitor each school district's implementation of its evaluation system for compliance with state law. Section 1012.34(1)(b) and (6), F.S.

¹¹ Section 1012.34(2), F.S.

¹² Section 1012.34(3)(a), F.S.

¹³ *See id.*

¹⁴ Section 1012.34(3)(c), F.S.

¹⁵ Section 1012.34(2)(f)-(h), F.S.

¹⁶ Section 1012.34(3)(a)1., 2., and 4., F.S.

¹⁷ Section 1012.34(3)(a)1., 3., and 4., F.S.

¹⁸ Section 1012.34(3)(a)1., F.S. If less than three years of data are available for a classroom teacher, the student performance component of the evaluation may comprise no less than 40 percent of the evaluation. Section 1012.34(3)(a)1.a., F.S. A similar reduction applies for school administrators for whom less than three years of data are available. Section 1012.34(3)(a)1.b., F.S.

¹⁹ The statewide assessment program for public schools includes statewide, standardized assessments for ELA (grades 3-11) and mathematics (grades 3-8); EOC assessments for Algebra I, Algebra II, geometry, Biology I, civics, and U.S. History; and FCAT 2.0 science (grades 5 and 8). EOC assessments count 30 percent of a student's final course grade. Section 1008.22(3)(c), F.S.

²⁰ Sections 1012.34(3)(a)1. and 1008.22(6), F.S.

²¹ Section 1012.34(2)(e), F.S.

²² Section 1012.34(8)-(9), F.S.

²³ Section 1012.34(2)(e), F.S.

Effect of Proposed Changes

The bill creates the Florida Best and Brightest Teacher Scholarship Program to designate teachers who have achieved high academic standards during their own education as Florida's best and brightest teacher scholars. Beginning in the 2015-2016 school year the scholarship program shall provide funding for scholarships to be awarded to teachers who have demonstrated a high level of academic achievement. To be eligible for a scholarship, a teacher must have scored at or above the 80th percentile on either the SAT or ACT based upon the percentile ranks in effect when the teacher took the assessment and also have been evaluated at highly effective pursuant to s. 1012.34, F.S. However, a first-year teacher who has not been evaluated is also eligible if the teacher scored at or above the 80th percentile on either the SAT or ACT based upon the percentile ranks in effect when the teacher took the assessment.

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The bill also designates the Florida School for the Deaf and Blind and charter school governing boards as school districts for purposes of implementing and administering the program.

B. SECTION DIRECTORY:

Section 1. Creates s. 1012.731, F.S.; providing legislative intent; establishing the Florida Best and Brightest Teacher Scholarship Program; providing eligibility criteria; requiring a school district to annually submit the number of eligible teachers to the department; providing for funding and disbursement of funds; and defining the term "school district" for purposes of the act.

Section 2. Provides that the bill takes effect July 1, 2015.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

2. Expenditures:

The bill requires an appropriation for purposes of awarding scholarships to teachers who have achieved high academic standards. The GAA will establish the award amount to be provided per teacher. The awards will be bonuses to teachers and will not be included in the teacher's base salary for purposes of determining retirement benefits. The PCB GAA provides an appropriation of \$45.45 million to implement the bill and award teachers \$10,000 scholarships.²⁴ The appropriation will allow for a maximum of 4,545 teacher awards.

²⁴ PCB APC 15-0, Specific Appropriation 99A.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

School districts may experience an indeterminate insignificant fiscal impact to implement and administer the scholarship program.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

Eligible teachers will receive an economic benefit if they are eligible to receive the award. However, the College Board charges a fee of \$11.25 for each score report requested and an archive retrieval fee of \$31 for scores earned prior to 2004. Teachers will incur the cost of having the score submitted to the school district to determine eligibility for the award.

D. FISCAL COMMENTS:

None.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not applicable.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES