

## HOUSE OF REPRESENTATIVES STAFF ANALYSIS

**BILL #:** CS/HB 1159 Educator Preparation and Certification  
**SPONSOR(S):** Education & Employment Committee, Busatta Cabrera  
**TIED BILLS:** None **IDEN./SIM. BILLS:** CS/SB 934

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Secondary Education & Career Development Subcommittee	16 Y, 0 N	Wolff	Sanchez
2) Post-Secondary Education & Lifelong Learning Subcommittee	15 Y, 0 N	Wolff	Kiner
3) Education & Employment Committee	19 Y, 0 N, As CS	Wolff	Hassell

### SUMMARY ANALYSIS

The bill provides additional pathways to certification for teachers. The bill permits applicants for certification to satisfy the mastery of general knowledge requirement through receipt of a master's degree or higher from an institution the Department of Education (DOE) has identified as a quality program. Additionally, the bill permits applicants to satisfy the professional education competence requirement through completion of a DOE approved Educator Preparation Institute (EPI) and receipt of a highly effective rating on their performance evaluation.

The bill requires that the core curricula for teacher preparation programs and EPI competency-based certification programs include instruction on the early identification of students in crisis as well as the use of technology in education and distance learning. The bill permits EPIs to provide instruction and professional development for nondegreed teachers in career programs.

The bill authorizes an organization of private schools or a consortium of charter schools to develop an alternative preparation program for certified teachers for submission to the DOE for approval.

The bill expands the William Cecil Golden Professional Development Program for School Leaders (PD Program) to provide supports to additional school administrators and leaders while focusing on data- and evidence-based training and supports.

The bill has an indeterminate positive impact on local government and the private sector. See fiscal comments.

The bill provides an effective date of July 1, 2021.

# FULL ANALYSIS

## I. SUBSTANTIVE ANALYSIS

### A. EFFECT OF PROPOSED CHANGES:

#### Teacher Preparation Programs

##### Present Situation

Teacher preparation programs are accountable for producing individuals with the competencies and skills necessary to achieve the state education goals.<sup>1</sup> State-approved teacher preparation programs are offered by Florida public and private postsecondary institutions, public school districts, and private providers by which candidates for educator certification can, depending on the type of program, demonstrate mastery of general knowledge, professional preparation and education competence, and subject area knowledge for purposes of attaining an educator certificate.<sup>2</sup>

As part of the initial approval requirements<sup>3</sup> for a teacher preparation program, the program must require its students to meet, at a minimum, the following prerequisites for admission into the program:<sup>4</sup>

- Have at least a 2.5 GPA for the general education component of undergraduate studies or have completed the requirements for a baccalaureate degree with a minimum of a 2.5 GPA from any college or university.<sup>5</sup>
- Demonstrate mastery of general knowledge, including the ability to read, write, and perform in mathematics, by passing the General Knowledge Test (GKT) of the Florida Teacher Certification Examination<sup>6</sup> (FTCE) or, for a graduate level program, obtain a baccalaureate degree from an institution.<sup>7</sup>

Teacher preparation programs may waive these admissions requirements for up to 10 percent of admitted students. Programs must implement strategies to ensure these students receive assistance to meet the professional certificate requirements and must annually report their status to the DOE.<sup>8</sup>

The State Board of Education (SBE) must adopt rules to establish uniform core curricula for each state-approved teacher preparation program.<sup>9</sup> These rules must include, at a minimum, the following:<sup>10</sup>

- The Florida Educator Accomplished Practices.<sup>11</sup>
- The state-adopted content standards.
- Scientifically researched and evidence-based reading instructional strategies that improve reading performance for all students, including explicit, systematic, and sequential approaches to teaching phonemic awareness, phonics, vocabulary, fluency, and text comprehension and multisensory intervention strategies.
- Content literacy and mathematics practices.
- Strategies appropriate for the instruction of English language learners.

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<sup>1</sup> Section 1004.04(1)(b), F.S.

<sup>2</sup> See Florida Department of Education, *Professional Development in Florida*, <http://www.fldoe.org/teaching/professional-dev/> (last visited April 1, 2021). See also rule 6A-5.066, F.A.C.; ss. 1004.04(3)(a) and 1004.85(1), F.S.

<sup>3</sup> Section 1004.04(3)(a)-(c), F.S.

<sup>4</sup> Section 1004.04(3)(b)1.-2., F.S.

<sup>5</sup> See rule 6A-4.003(1), F.A.C. The college or university must be accredited by a regional accrediting association as defined by the State Board of Education (SBE) rule or any college or university otherwise approved by the SBE.

<sup>6</sup> See s. 1012.56(3)(a), F.S. and rule 6A-4.0021, F.A.C.

<sup>7</sup> See rule 6A-4.003(1), F.A.C. The institution must be accredited or approved by the SBE.

<sup>8</sup> Section 1004.04(1), F.S.

<sup>9</sup> Section 1004.04(2)(a), F.S.

<sup>10</sup> Section 1004.04(2)(b)1-7, F.S.

<sup>11</sup> Florida Department of Education, *The Florida Educator Accomplished Practices (FEAPs)*, <http://www.fldoe.org/teaching/professional-dev/the-fl-educator-accomplished-practices.stml> (last visited April 1, 2021). The Florida Educator Accomplished Practices (FEAPs) are Florida's core standards for effective educators and provide valuable guidance to Florida's public school educators and educator preparation programs throughout the state on what educators are expected to know and be able to do.

- Strategies appropriate for the instruction of students with disabilities.
- Strategies to differentiate instruction based on student needs.
- The use of character-based classroom management.

Each teacher-candidate must be instructed and assessed on the uniform core curricula in his or her program concentration area during course work and field experiences. Additionally, each candidate must participate in field experience and pass the FTCE.<sup>12</sup>

EPIs are offered by Florida postsecondary institutions or qualified private providers to provide instruction for baccalaureate or higher degree holders who did not earn an education-related degree, resulting in qualification for a temporary teaching certificate.<sup>13</sup> EPIs are designed for baccalaureate degree holders to become certified teachers.<sup>14</sup>

EPIs are permitted to provide any or all of the following:<sup>15</sup>

- Professional development to assist teachers in improving classroom instruction and in meeting certification or recertification requirements.
- Instruction to assist potential and existing substitute teachers in performing their duties.
- Instruction, through a competency-based certification program, for baccalaureate degree holders, from noneducation majors, to become certified teachers.

EPIs may be approved to offer competency-based certification programs for noneducation major baccalaureate degree holders to permit participants to meet teacher certification requirements.<sup>16</sup> In order to be approved by the DOE, the EPI must submit evidence of its ability to provide students with instruction in the statutorily mandated minimum core curricula of teacher preparation programs described above.<sup>17</sup>

### Effect of Proposed Changes

The bill provides additional requirements for the core curricula of teacher preparation programs and EPI competency-based certification programs. The bill requires that the core curricula address:

- Strategies for the early identification of students in crisis or experiencing a mental health challenge and the referral of such students to a mental health professional for support.
- Strategies to support the use of technology in education and distance learning.

The bill removes the requirements that an applicant for a teacher preparation program pass the GKT prior to admission. Participants in teacher preparation programs must now complete the GKT requirement prior to graduation from the program. Accordingly, the bill removes the authority for teacher preparation programs to waive admission requirements.

The bill adds a new area of instruction that an EPI may provide, namely, instruction and professional development for part-time or full-time nondegree teachers of career programs.

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<sup>12</sup> Section 1004.04(2)(c)-(d), F.S.

<sup>13</sup> Section 1004.85, F.S.

<sup>14</sup> Section 1004.85(3), F.S.

<sup>15</sup> Section 1004.85(2), F.S.

<sup>16</sup> Section 1004.85(3), F.S.

<sup>17</sup> Section 1004.85(3)(a), F.S.

## Teacher Certification

### Present Situation

Florida is similarly situated to many other states with respect to the examination component of the professional teacher certification process. Specifically, 27 other states and the District of Columbia require passage of a test for baseline, core academic skills like the GKT.<sup>18</sup>

Florida has three types of teaching certificates: a professional certificate; a temporary certificate; and an adjunct certificate.<sup>19</sup> For all three, teacher-candidates must submit an application, satisfy general eligibility requirements<sup>20</sup> and certificate-specific requirements included in the chart below.

<u>Temporary Certificate Requirements</u> <sup>21</sup>	<u>Professional Certificate Requirements</u> <sup>22</sup>	<u>Adjunct Certificate Requirements</u> <sup>23</sup>
<p>All general eligibility criteria, plus:</p> <ul style="list-style-type: none"> <li>• Demonstrate mastery of subject area knowledge</li> <li>• Obtain full-time employment in a position for which a Florida educators' certificate is required in a Florida public, state supported, or a nonpublic school which has an approved system for documenting the demonstration of required professional education competence</li> </ul>	<p>All general eligibility criteria, plus:</p> <ul style="list-style-type: none"> <li>• Demonstration of general knowledge</li> <li>• Demonstration of subject area knowledge</li> <li>• Demonstration of professional preparation and education competence</li> </ul>	<p>All general eligibility criteria , plus:</p> <ul style="list-style-type: none"> <li>• Does not require passage of the GKT or mastery of general knowledge</li> <li>• Demonstrate expertise in the area to be taught by passing a subject-area test.</li> </ul> <p>Adjunct certificate-holders may be employed as part-time instructional staff. The adjunct certificate is valid for only one year and may be reissued if the individual receives a rating of "effective" or "highly effective."</p>

A temporary certificate is nonrenewable, valid for three school years, and allows a teacher-candidate to be employed full-time while completing the outstanding requirements for a professional teaching certificate.<sup>24</sup> Demonstration of the mastery of general knowledge must be satisfied within one year of the date of employment under the temporary certificate.<sup>25</sup>

In addition to achieving a passing score on the GKT, there are four additional ways to satisfy the mastery of general knowledge requirement. They are:<sup>26</sup>

- Documentation of a valid professional standard teaching certificate issued by another state;
- Documentation of a valid certificate issued by the National Board for Professional Teaching Standards or other credentialing board approved by the State Board of Education (SBE);
- Documentation of two semesters of teaching in a postsecondary institution identified by the DOE as having a quality program; or

<sup>18</sup> Praxis, *State Requirements*, <https://www.ets.org/praxis/states> (last visited April 1, 2021).

<sup>19</sup> Rule 6A-4.004(4), F.A.C., provides for an "athletic" certificate. This certificate is distinct from those referenced above in that it is limited to athletic coaches who do not have responsibility for subject matter instruction.

<sup>20</sup> Section 1012.56(2), F.S.

<sup>21</sup> Section 1012.56(7)(b), F.S.

<sup>22</sup> Section 1012.56(7)(a), F.S.

<sup>23</sup> Section 1012.57, F.S.

<sup>24</sup> Florida Department of Education, *Certificate Types and Requirements*, <http://www.fldoe.org/teaching/certification/general-cert-requirements/> (last visited April 1, 2021).

<sup>25</sup> Section 1012.56(2)(g), F.S.

<sup>26</sup> Section 1012.56(3)(a)-(e), F.S.

- Achievement of passing scores on national or international examinations that test comparable content and relevant standards including, the Graduate Record Examination (GRE).

An applicant for a professional certificate, is considered to have satisfied the demonstration of professional preparation and education competence if they successfully completed a professional preparation and education competence program approved by the DOE and received a highly effective rating on their performance evaluation under s. 1012.34, F.S.

A district school board may design an alternative teacher preparation program to enable certified teachers to add additional coverage to their certificates.<sup>27</sup> Any such program must be reviewed and approved by the DOE.<sup>28</sup> The program must be designed to assure that persons who complete the program are competent in the necessary areas of subject matter specialization.<sup>29</sup> Two or more districts may jointly participate in an alternative preparation program for teachers.<sup>30</sup>

### Effect of Proposed Changes

The bill allows applicants for teacher certification to satisfy the mastery of general knowledge requirement by submitting documentation of receipt of a master's or higher degree from an accredited postsecondary institution identified by the DOE as having a quality program resulting in a baccalaureate degree or higher.

The bill exempts an applicant that completes an EPI program approved by the DOE and is rated highly effected in their performance evaluation from the requirement to take or achieve a passing score on the professional education competency examination before awarded a professional certificate.

The bill authorizes an organization of private schools or a consortium of charter schools to develop an alternative preparation program for certified teachers. Programs developed by these entities must be reviewed and approved by the DOE in the same manner as a program developed by a district school board.

## **School District Employment of Certain Instructional Personnel**

### Present Situation

Each school district is required to establish minimum qualifications for substitute teachers, part-time and full-time teachers in adult education programs and part-time or full-time nondegreed teachers of career programs.<sup>31</sup> The minimum requirements for substitute teachers must provide:<sup>32</sup>

- The filing of fingerprints in the same manner as other school district personnel.
- Documentation of minimum education level of high school diploma or equivalent.
- Completion of an initial orientation and training program provided by the school district.<sup>33</sup>

Part-time or full-time teachers in adult education programs are required to submit fingerprints in the same manner as other school district personnel.<sup>34</sup> Such teachers employed solely to provide postsecondary instruction may be exempted from this requirement.<sup>35</sup>

The school district must establish minimum qualifications for part-time or full-time nondegreed teachers in career programs based primarily on successful occupational experience rather than academic

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<sup>27</sup> Section 1012.575, F.S.

<sup>28</sup> *Id.*

<sup>29</sup> *Id.*

<sup>30</sup> *Id.*

<sup>31</sup> Section 1012.39, F.S.

<sup>32</sup> Section 1012.39(1)(a), F.S.

<sup>33</sup> *Id.* The required orientation and training must address district policies and procedures on school safety and security, education liability laws, professional responsibilities, and ethics.

<sup>34</sup> Section 1012.39(1)(b), F.S.

<sup>35</sup> *Id.*

training.<sup>36</sup> The minimum qualifications must require the submission of fingerprints in the same manner as other school district personnel, unless the teacher provides only postsecondary instruction,<sup>37</sup> and documentation of the following:<sup>38</sup>

- A high school diploma or the equivalent.
- Completion of 6 years full-time successful occupational experience or the equivalent part-time experience providing occupational instruction in the field.
- Completion of career education training through the school district's inservice master plan.
- For full-time teachers, completion of professional education training in teaching methods, course construction, lesson planning and evaluation, and teaching special needs students.<sup>39</sup>
- Demonstration of successful teaching performance.
- Documentation of industry certification, when such certification is available and applicable.

### Effect of Proposed Changes

The bill provides that the career education training required for nondegreed teachers in career program may satisfied by the completion of an EPI program approved by the DOE.

## **Professional Development**

### Present Situation

Each school district professional development system is required to provide inservice activities and support targeted to the individual needs of teachers.<sup>40</sup> Each school district's professional development system must provide for training to reading coaches, classroom teachers, and school administrators in:

- effective methods of identifying characteristics of conditions such as dyslexia and other causes of diminished phonological processing skills;
- incorporating instructional techniques into the general education setting which are proven to improve reading performance for all students; and
- using predictive and other data to make instructional decisions based on individual student needs.<sup>41</sup>

All elementary grades instructional personnel must be provided access to sufficient training so they can meet certification or endorsement requirements established by the SBE with respect to reading instruction and intervention.<sup>42</sup>

The PD Program is a collaborative network of state and national professional leadership organizations for school principals. The program is designed to respond to Florida's needs for quality school leadership and support the efforts of school leaders in improving instruction and student achievement and developing and retaining quality teachers. Professional development provided through the program must be based upon the Florida Principal Leadership Standards and other school leadership standards.<sup>43</sup>

### Effects of Proposed Changes

For the purposes of the PD Program, the bill defines "educational leader" to mean teacher leaders, assistant principals, principals, or school district leaders. The bill expands the scope of the PD Program to provide high-quality standards and training for educational leaders. Additionally, the bill provides that

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<sup>36</sup> Section 1012.39(1)(c), F.S.

<sup>37</sup> Section 1012.39(1)(c)1., F.S.

<sup>38</sup> Section 1012.39(1)(c)2.a.-f., F.S.

<sup>39</sup> The required training must be completed at an accredited or approved institution or through an approved school district teacher education program.

<sup>40</sup> Section 1012.98(4)(b)4., F.S.

<sup>41</sup> Section 1012.98(4)(b)11., F.S.

<sup>42</sup> *Id.*

<sup>43</sup> Section 1012.986(1)-(2), F.S.

the PD Program shall consist of school districts, state-approved educational leadership programs, regional consortia, and charter management organizations along with the current state and national professional leadership organizations. The PD Program must support the needs of educational leaders using the framework of leadership standards adopted by the SBE.

The bill amends the goals of the PD program to include supporting and enhancing the roles of all educational leaders, increasing the quality and capacity of educational leadership development programs, and supporting evidence-based leadership practices. The PD program must seek to maintain a clearinghouse and disseminate data-supported information related to:

- student achievement and learning;
- civic education;
- coaching and mentoring;
- mental health awareness;
- technology in education;
- distance learning; and
- school safety.

The bill provides that the PD Program may coordinate delivery of PD Program components through state university and local educational leadership academies.

#### B. SECTION DIRECTORY:

**Section 1.** Amends s. 1004.04, F.S., requiring additional specified strategies to be included in rules establishing uniform core curricula for each state-approved teacher preparation program; requiring that certain teacher preparation programs require students to demonstrate mastery of general knowledge by passing the General Knowledge Test of the Florida Teacher Certification Examination by the time of graduation; deleting a provision authorizing a teacher preparation program to waive certain admissions requirements for up to 10 percent of admitted students.

**Section 2.** Amends s. 1004.85, F.S., expanding the instruction that an educator preparation institute may provide to include instruction and professional development for part-time and full-time nondegreed teachers of career programs; requiring additional specified strategies be demonstrated before approval.

**Section 3.** Amends s. 1012.39, F.S., revising the minimum qualifications for part-time and full-time nondegreed teachers of career programs.

**Section 4.** Amends s. 1012.56, F.S., revising the acceptable means of demonstrating mastery of general knowledge to include documentation of receipt of a master's or higher degree from certain postsecondary institutions; revising the criteria for the Department of Education to issue a professional certificate.

**Section 5.** Amends s. 1012.986, F.S., defining the term "educational leader"; providing that the William Cecil Golden Professional Development Program for School Leaders must consist of a network of specified entities; revising the goals of the program; requiring the department to also offer program components through university or educational leadership academies and through educational leadership coaching and mentoring; making technical changes.

**Section 6.** The bill provides an effective date of July 1, 2021.

## II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

### A. FISCAL IMPACT ON STATE GOVERNMENT:

#### 1. Revenues:

None.

2. Expenditures:

None.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

The bill has an indeterminate positive impact on state colleges and universities. Changes to teacher preparation program entry requirements could lead to a rise in enrollments.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

The bill has an indeterminate positive impact on the private sector by offering part-time and full-time nondegreed educators of career programs another route to obtain instruction and professional development, there is the potential for these educators to increase their personal revenue by securing higher paying employment.

D. FISCAL COMMENTS:

No additional comments.

### III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

None.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

The SBE will have to conduct rulemaking to incorporate new curriculum requirements in the bill.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

### IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

On April 15, 2021, the Education & Employment Committee adopted two amendments and reported the bill favorably as a committee substitute. The amendments:

- Provide a cross reference to clarify when the exemption from the professional competency examination created by the bill applies.
- Authorize an organization of private schools or a consortium of charter schools to design an alternative teacher preparation program for approval by the DOE.

The analysis is drafted to the committee substitute adopted by the Education & Employment Committee.