

**Continued Approval of Teacher Preparation Programs in Florida:  
A Description of Program Performance Measures**

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## PURPOSES OF THE REPORT

Teacher preparation programs in Florida approved by the Florida Department of Education (FDOE) must receive continued approval every seven years. Criteria for continued approval are specified in section 1004.04, Florida Statutes (F.S.) and State Board of Education (SBE) Rule 6A-5.066, Florida Administrative Code, Approval of Educator Preparation Programs. Certain requirements are the same as those required for initial program approval: each candidate must have a minimum GPA of 2.5 (on a 4-point scale) for the general education component of undergraduate studies or (for post-baccalaureate programs) an overall GPA of 2.5 (on a 4-point scale) from any college or university accredited by a regional accrediting association; each candidate must pass the General Knowledge Test of the Florida Teacher Certification Examination (FTCE) or, for a graduate level program, hold a baccalaureate degree from an accredited institution. Programs must provide documentation that they have followed the uniform core curricula which is defined in 1004.04(2)(b), Florida Statutes (F.S.) and includes

1. The Florida Educator Accomplished Practices,
2. State-adopted content standards,
3. Scientifically researched reading instruction,
4. Content literacy and mathematics practices,
5. Strategies appropriate for the instruction of English language learners,
6. Strategies appropriate for the instruction of students with disabilities, and
7. School safety.

Programs must also provide documentation that each candidate receives instruction and is assessed on the uniform core curricula and, before program completion, must pass each portion of the FTCE required for a professional certificate in the area or areas of program concentration.

In 2013, the Florida Legislature required that the continued program approval for each teacher preparation program be based upon six new performance measures, as well as other objective and quantifiable measures of the program and the performance of the program completers. The re-defined measures for continuing program approval according to 1004.04(3)(e) Florida Statutes (F.S.) includes

- placement of program completers
- retention of program completers,
- district evaluations,
- achievement of prekindergarten-grade 12 (pre-12) students of completers,
- achievement by subgroups, and
- production of teachers in critical shortage areas.

These requirements have begun to be operationalized, and data from the 2012-2013 school year were analyzed to assist in making recommendations for performance targets that will impact continued program approval. The performance measures and their associated performance targets for program reauthorization are currently under review as part of State Board of Education (SBE) rule development procedures.

The purpose of this report is:

To provide baseline data to the State Legislature on teacher preparation programs in Florida, as required in section 1004.04, Florida Statutes (F.S.), and SBE Rule 6A-5.066, FAC:

By January 1 of each year, the Department of Education shall report the results of each approved program's annual progress on the performance measures in paragraph (a) as well as the current approval status of each program to: The Governor; the President of the Senate; the Speaker of the House of Representatives; the State Board of Education; each Florida postsecondary teacher preparation program; each district school superintendent; the public.

These data comprised performance measures that will be used in the program approval process conducted by the FDOE of all state-approved teacher preparation programs in the state. (Currently, programs must be re-approved every seven years.)

## HOW TO READ THIS REPORT

The six performance measures will be summarized in two ways.

- First, descriptive statistics will be presented for groups of recent program completers at the state level, broken down by preparation program type: Initial Teacher Preparation programs (ITPs) at state universities, ITPs at state colleges, ITPs at private colleges and universities, Professional Development Certification Programs (PDCPs)<sup>1</sup>, and Educator Preparation Institutes (EPIs). These statistics include means, medians, and standard deviations.
- Second, data will be presented by ordering programs from low to high on each of the six performance measures. These graphic displays will allow policymakers to see the extent to which programs vary across the spectrum of performance.

## INTRODUCTION

Unlike many other states that approve teacher preparation at the institutional level, the state of Florida approves teacher preparation programs at the program level. This means that FDOE initial program approvals and continued approvals are not conducted of a college or university as a single unit, but each program within an institution is approved separately using standards and guidelines established in law and SBE rule.

The three types of state-approved teacher preparation programs in Florida are: Initial Teacher Preparation programs (ITPs), Professional Development Certification Programs (PDCPs); and Educator Preparation Institutes (EPIs).

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<sup>1</sup> Prior to legislation in 2013, these were called District Alternative Certification programs“(DACPs).

### Initial Teacher Preparation programs (ITPs)

Initial Teacher Preparation programs (ITPs) cover both general pedagogical (instructional) techniques and methods that are specific to individual subject content areas. These programs are usually offered as four-year undergraduate degrees or post baccalaureate degrees at the master's or higher level, and are most often located in colleges of education, but may be offered in associated colleges as well (e.g., art education may be offered in a college of fine arts.) The FDOE approves ITP programs in both public and private universities and colleges.

### Professional Development Certification Programs (PDCPs)

*(Formerly District Alternative Certification Programs)*

The state of Florida also provides several alternative routes to teacher certification. In 2002, school districts were first required to offer District Alternative Certification Programs (DACPs) for teachers working under a Florida Temporary Certificate who wished to acquire a Professional Certificate while on the job. The FDOE developed an alternative certification program that districts could adopt at no cost to fulfill the requirements of the legislation. Some districts chose to develop their own alternative certification programs. In 2013 legislation, DACPs were changed to Professional Development Certification Programs (PDCPs).

### Educator Preparation Institutes

In 2004, the state created another alternative route to teacher certification. Educator Preparation Institutes (EPIs) were developed for non-education major college graduates who wished to meet certification requirements. Many of the EPIs were developed at Florida community colleges, most of which have since become reclassified as state colleges as a result of offering four-year baccalaureate degrees. Both alternative certification programs, PDCPs and EPIs, have been successful in attracting and preparing hundreds of teachers throughout Florida each year.

Currently, there are 490 authorized teacher preparation programs located in 89 public and private institutions of higher education, and 21 Florida local school districts. Among these, 395 programs had one or more completers during the six academic years (2007-2008, 2008-2009, 2009-2010, 2010-2011, 2011-2012, 2012-2013) included in the study (see Table 1).

	Number of Institutions	Number of Programs	Number of "Active" Programs*
Initial Teacher Preparation (ITP) State Colleges and Universities	23	276	214
Initial Teacher Preparation (ITP) Private Colleges and Universities	24	166	133
Professional Development Certification Programs (PDCPs)	21	21	21
Educator Preparation Institutes (EPI) State and Community Colleges	27	27	27
<b>Totals</b>	<b>95</b>	<b>490</b>	<b>395</b>
* Active programs are defined as having one or more completers in the last three years.			

### TEACHER AND LEADER PREPARATION IMPLEMENTATION COMMITTEE (TLPIC)

The Teacher and Leader Preparation Implementation Committee (TLPIC) was a Race to the Top Implementation Committee, the purpose of which was “to provide input, feedback and recommendations to the state in the development and implementation of performance standards and targets for continued approval of state-approved teacher and school leadership preparation programs.” Members of the TLPIC served at the appointment of the Commissioner of Education, and were expected to “include teacher and school leader educators from postsecondary institutions and school districts, teachers, and principals, and may include other education stakeholders.” Additionally, the members “represented Florida’s diversity in culture, community, and region and ... included representation from a variety of types of preparation institutions ....”<sup>2</sup>

Throughout 2012 and 2013, the TLPIC met “to provide operational definitions and collect data related to the impact of program completers on student achievement using Florida’s Value-Added Model for Student Growth, the placement of program completers in a teaching position the first or second year following program completion, the retention of program completers in teaching positions, and the production of teachers in critical shortage areas.”<sup>3</sup> In the spring of 2012, the TLPIC met to finalize their recommendations to the FDOE. Their recommendations included the metrics to be used to operationalize the six performance measures as well as a system for scoring the teacher preparation programs for the purposes of continued program approval.

<sup>2</sup> <http://www.fldoe.org/committee/tlp.asp>

<sup>3</sup> Letter from TLPIC chairman to Commissioner Pam Stewart, September 28, 2012.

**CONTINUED PROGRAM APPROVAL – NEW REQUIREMENTS**

During the 2013 legislative session, the Florida Legislature passed Senate Bill 1664, which “accepted the TLPIIC recommendation for continued approval accountability...”<sup>4</sup> Specifically, the bill required that the following performance measures be included in the continued program approval process:<sup>5</sup>

- Placement of program completers in instructional positions in Florida public schools and private schools, if available (except for PDCPs )
- Retention of completers employed in instructional positions in Florida public schools
- Results of program completers’ annual evaluations
- Performance of students in p-12 who are assigned to in-field program completers on statewide assessments using the results of the student learning growth formula adopted under section 1012.34, F.S.
- Performance of students in p-12 who are assigned to in-field program completers aggregated by selected student subgroups
- Production of program completers in Critical Teacher Shortage Areas, as defined in section 1012.07, F.S.

The measures for each of the above will be described and analyzed in the following sections of this report. The metrics used to operationalize the six performance measures are scheduled to be presented to the State Board of Education in January 2015. A supplement to this report with the performance targets added will be produced after approval by the SBE.

**DESCRIPTIVE DATA: PROGRAM AND STUDENT ACHIEVEMENT DATA**

1. Placement of program completers is defined in draft Rule 6A-5.066, FAC, as “the percentage of program completers...employed in a full-time or part-time position in a Florida public school district, or if data are available,...employed in a private p-12 school or out-of-state p-12 school; their first or second year following program completion.” Placement rates do not apply to PDCP programs, since most completers are already working as teachers before completing their programs.

For this analysis, one baseline year of program completers in 2010-2011 was used for computing placement statistics, as it was the most current year that allowed for computing placement based on the definition as noted below.

- a. Number placed is defined as the number of program completers in 2010-2011 placed in an instructional position in a Florida public school (or private or out-of-state school if data are available) one or two years (2011-2012 or 2012-2013) following program completion.

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<sup>4</sup> Staff analysis CS/CS/SB/1664 Senate Appropriations Committee, April 21, 2013, p.10.

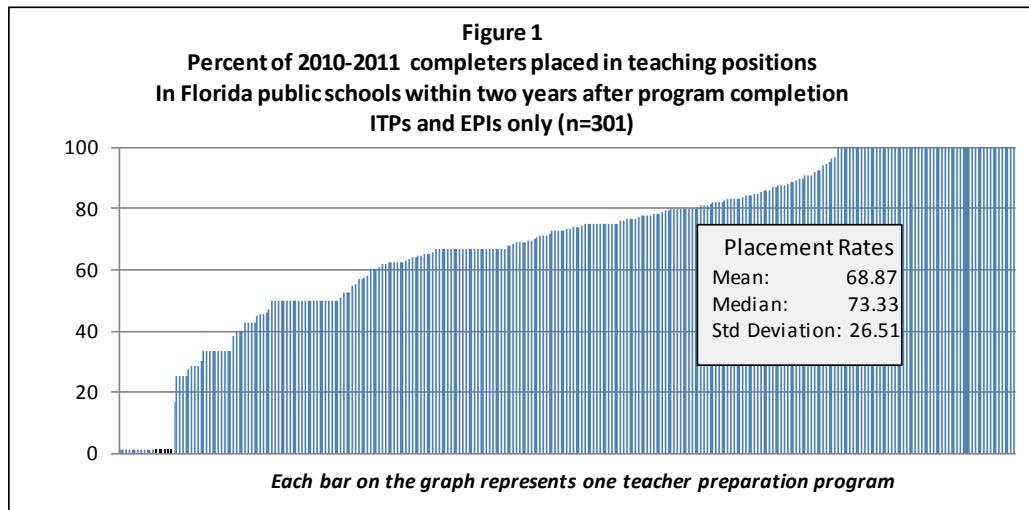
<sup>5</sup> Further changes to the laws that govern teacher preparation programs were enacted in sections 1004.04, 1004.85 and 1012.56(8),F.S.

- b. Percentage placed is similarly defined as the number of program completers in 2010-2011 placed, as a percentage of total program completers.

The average placement rate for ITP and EPI programs was 68.9 percent (a slight decline from last year's finding of 75.9 percent). Additional highlights from the data include:

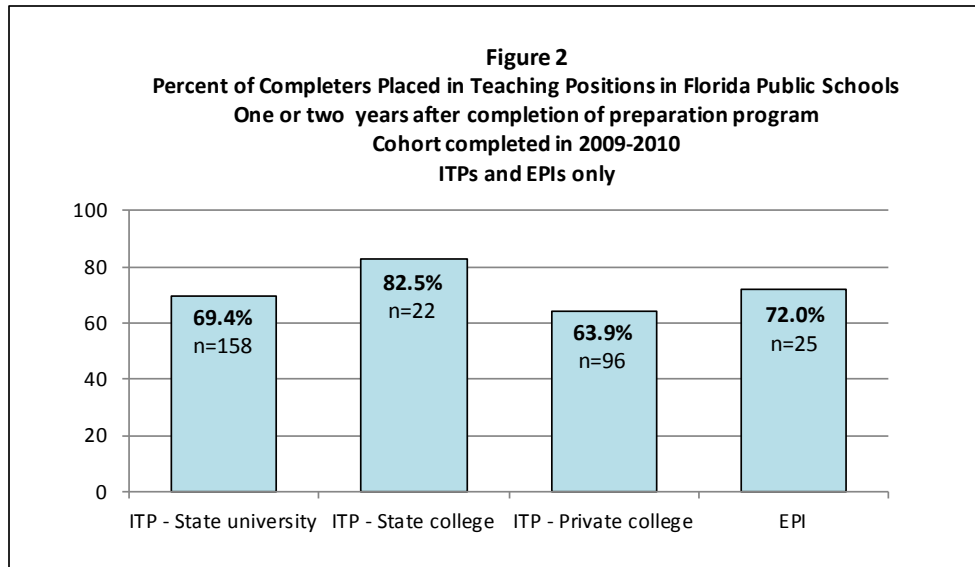
- Eighteen of the programs had no students placed from the cohort of completers of 2010-2011.
- Fifty (16.6 percent) programs placed fewer than 50 percent of their completers from that cohort (an increase from last year's 10 percent).
- Seventy-two programs (23.9 percent) placed 90 percent or more of their completers, including 59 programs (19.6 percent) that placed all of their completers (see Figure 1).<sup>6</sup>

These findings were similar to last year's, when 27.7 percent of programs placed 90 percent or more of their completers, and 16.8 percent placed all their completers.

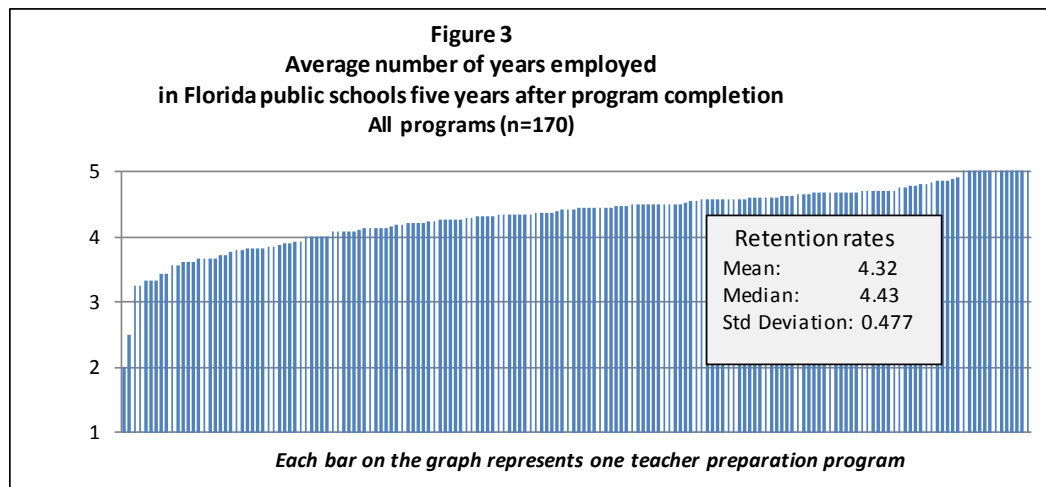


Percentages of completers placed in Florida public schools varied across program type. ITPs at state colleges placed more than eighty percent of their completers, while ITPs at state and private universities placed fewer than 70 percent (see Figure 2). Seventy-two percent of EPI completers were placed in Florida public schools.

<sup>6</sup> Annual Program Performance Reports (APPRs) will be produced for programs with three or more completers within the cohort and two completers for evaluation systems. APPRs are yearly public report cards issued by the FLDOE for state-approved preparation programs that includes results of outcome-based performance metrics specified in statute.

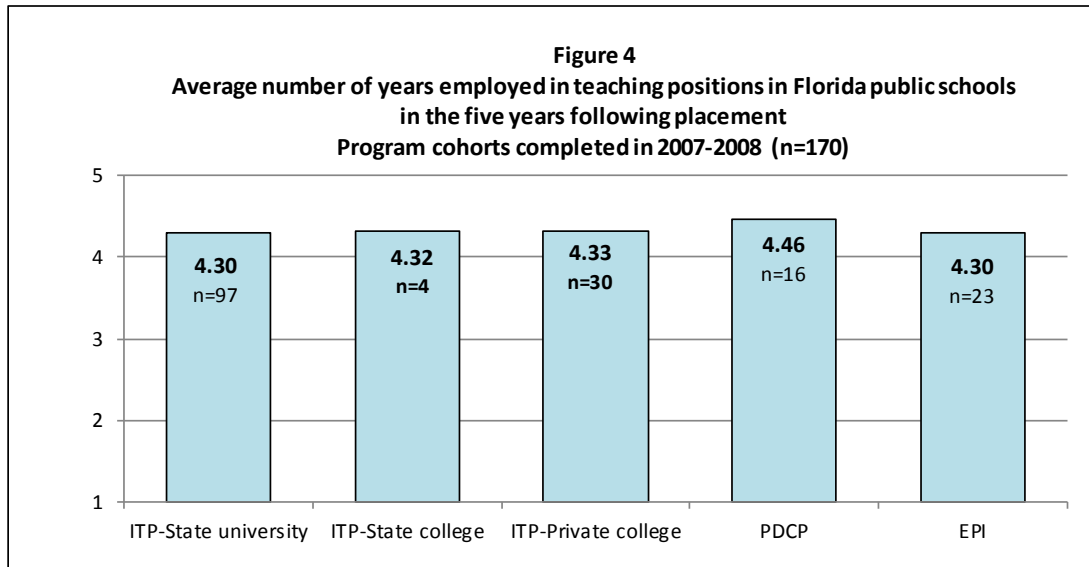


2. Retention of program completers is defined by draft Rule 6A-5.066, FAC as “...the average number of years that program completers were employed in a 5-year period following initial employment in either of the 2 subsequent years following completion.” For this analysis, one baseline year of program completers in 2007-2008 was used for computing retention statistics, as it was the only year that allowed for follow-up of completers for the two 5-year periods following the year after their completion or a year later.



Retention rates of completers were virtually identical across EPIs and ITPs in public and private universities and colleges: average employment was between 4.30 and 4.46 years for all preparation program types. Like last year, PDCP completers had the longest average tenure over the five years since the year or two after they completed their program, but the difference is less pronounced, amounting to less than 0.15 years, or less than one month (see Figure 4).





The mean retention rate of 4.32 years reflects a strong commitment to teaching among this cohort of completers. Only two programs had completers with an average 5-year employment rate less than 3 years, and only 31 programs (18.2 percent) had average retention rates of their completers that were under 4 years.

3. District Evaluations. In Florida, all persons in instructional positions must be evaluated by their districts each year. By statute, section 1012.34, F.S., at least fifty percent of a teacher's evaluation must be based on student learning. The rest of the evaluation may be based on classroom observations, professional activities, and other measures specified by the district. The state requires the use of the following ratings in the district evaluations: "highly effective," "effective," "needs improvement" or "developing," and "unsatisfactory."

Analysis in this report is based on completers from the previous three-year period who received an annual evaluation rating from the most recent year. Thus, teachers included in the report are 2009-2010, 2010-2011 and 2011-2012 completers who were employed and evaluated in 2012-2013.

Teacher Ratings in District Evaluations	N	Highly Effective	Effective	Needs Improvement	Developing	Unsatisfactory
ITP - State university	150	29.39	67.08	3.88	1.67	0.17
ITP - State college	24	20.21	74.53	0.69	4.47	0.11
ITP - Private college	80	20.21	74.53	0.69	4.47	0.11
PDCP	21	36.15	62.22	1.20	0.42	0.02
EPI	26	29.80	66.73	1.14	2.03	0.31
<b>All programs</b>	<b>275</b>	<b>27.15</b>	<b>69.02</b>	<b>1.52</b>	<b>2.61</b>	<b>0.14</b>

Recent program completers were evaluated as highly effective or effective across all preparation types. Over 96 percent received either an *effective* or *highly effective* rating – exactly the same as in last year’s report (see Table 2). Just over four percent were rated *needs improvement*, *developing*, or *unsatisfactory*.

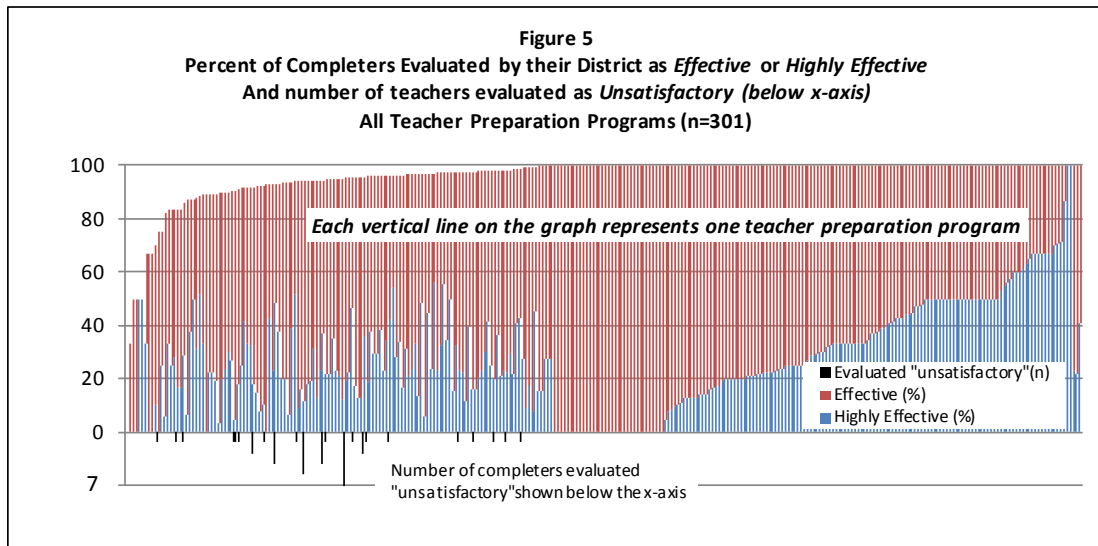


Figure 5 presents the distribution of programs according to their ranking on the percentage of their completers who received *Highly Effective* or *Effective* district evaluation ratings. Only 29 programs had fewer than 90 percent of their completers rated below “effective” or “highly effective.” In contrast, more than half the programs (170 or 56.4 percent) can show that 100 percent of their completers were evaluated as “effective” or “highly effective” (see Figure 5).

Additionally, the number of completers from each program who received *Unsatisfactory* evaluations is displayed below the x-axis. There were only 22 programs that had completers who received a rating of *Unsatisfactory*; these programs ranged from 1 to 7 completers per program. The vast majority of programs (93%) had no completers who received *Unsatisfactory* ratings from their school districts.

4. Performance of pre-K through grade 12 students on statewide assessments: According to draft Rule 6A-5.066, FAC, programs must be evaluated “by using the results of student learning growth on statewide assessments.” Florida has adopted a model that estimates the contribution teachers make to individual student learning by determining an “expected” score on a statewide standardized test for each student, and then attributing a portion of the difference between the expected score and the student’s actual score to the influence of the teacher.<sup>7</sup> This difference is defined as the “value added” by the teacher to the student’s learning.

For the purposes of teacher evaluations, the differences between expected and actual scores of all the teacher’s students are combined to produce the teacher’s Value Added Model (VAM) score: if the VAM score of a given teacher is positive, it is interpreted that the teacher’s students are generally scoring higher than expected when compared to similar students across the state. If negative, the teacher’s students are generally “underperforming” compared to students with similar characteristics. A teacher who receives a VAM score of zero has students who, on average, performed at the same level as similar students across the state.<sup>8</sup>

In this report, mean VAM scores for completers of preparation programs are first averaged to assign a VAM score to each program. VAM scores of teacher preparation programs are expressed in two ways. First, program VAM scores are reported directly as calculated, representing the percent above or below the mean. A score of zero indicates that students of the completers of a program scored, on average, at the mean of similar students throughout the state; non-zero scores represent the percent above or below the mean scored by the students of program completers.

Second, program VAM scores will be expressed as the percentage of students of program completers scoring at or above their expected scores, i.e., at or above the mean of similar students across the state. This definition will be used in reporting VAM scores of student subgroups in the next section of this report.

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<sup>7</sup> The expected score is based on the student’s prior test score(s) and several additional variables including student characteristics such as disability or gifted status, as well as others that express relevant influences over the current school year, e.g., attendance.

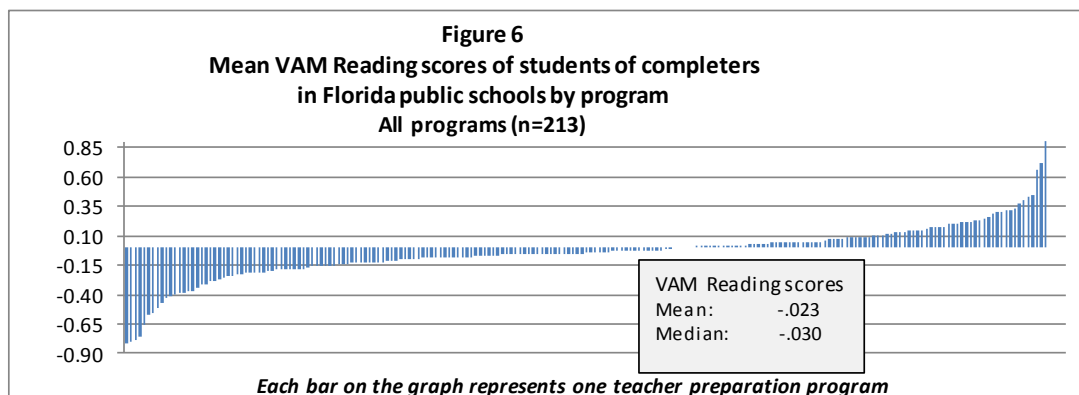
<sup>8</sup> Another way of understanding the VAM score of zero is that the completers’ students, on average, do not deviate from their predicted scores.

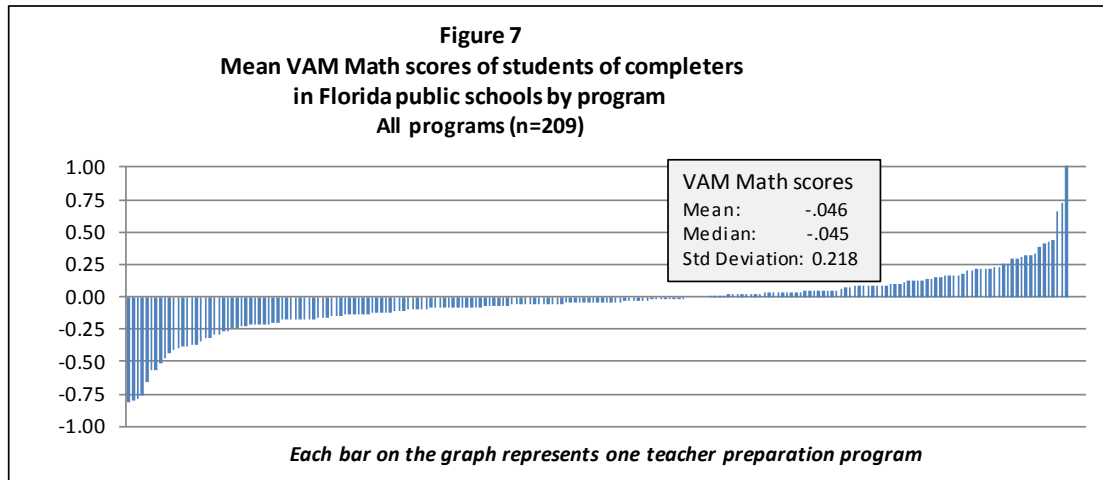
	Median	Mean	Std Dev	Min	Max	N
ITP - State university	-0.03	-0.04	0.14	-0.45	0.29	167
ITP - State college	-0.04	-0.05	0.06	-0.18	0.02	30
ITP - Private college	0.00	0.02	0.22	-0.42	1.10	128
PDCP	0.01	-0.01	0.14	-0.29	0.19	20
EPI	-0.03	-0.04	0.12	-0.33	0.21	25
<b>All programs</b>	<b>-0.02</b>	<b>-0.03</b>	<b>0.13</b>	<b>-0.33</b>	<b>0.36</b>	<b>370</b>

	Median	Mean	Std Dev	Min	Max	N
ITP - State university	-0.05	-0.05	0.22	-0.82	0.66	167
ITP - State college	-0.10	-0.09	0.09	-0.27	0.10	30
ITP - Private college	-0.07	-0.09	0.29	-0.80	0.72	128
PDCP	0.05	0.06	0.12	-0.11	0.44	20
EPI	0.01	0.00	0.11	-0.38	0.20	25
<b>All ITP programs - Math</b>	<b>-0.03</b>	<b>-0.03</b>	<b>0.17</b>	<b>-0.48</b>	<b>0.42</b>	<b>370</b>

Mean VAM scores of recent completers of ITP programs (with the exception of reading at private ITPs) were marginally below zero in both reading and math, meaning that their students scored below the state averages for similar students on statewide assessments (see Tables 3-4).

A closer look at the distribution of programs shows that nearly 84 programs (39.4 percent) have recent completers whose students achieved greater than their expected scores in reading (i.e., programs with positive VAM scores). Similarly, in math, 78 programs (37.3 percent) had recent completers whose students scored higher than they were expected to by the model (see Figures 6-7).





5. Student performance by subgroups:

By draft Rule 6A-5.066, FAC, language, student subgroups are “students in prekindergarten through grade 12 who are assigned to in-field program completers aggregated by student subgroup, as referenced in sections 1004.04,(4)(a)3.d., 1004.85(4)(b)4. and 1012.56(8)(c)2.c., F.S., as a measure of how well the teacher preparation program prepares teachers to work with a diverse population of students in a variety of settings in Florida public schools.” These groups are: Caucasian, African-American, Hispanic, Asian, Native American, students qualifying for free/reduced lunch, students with disabilities, and English language learners.

In this section, a program’s score for each individual subgroup represents the percentage of students in that subgroup who were taught by program completers and scored at or above their expected score on math and reading statewide assessments. For example, a reading score of 65 percent for Hispanic students indicates that 65 percent of Hispanic students taught by completers from that program scored at or above the mean of similar students across the state.

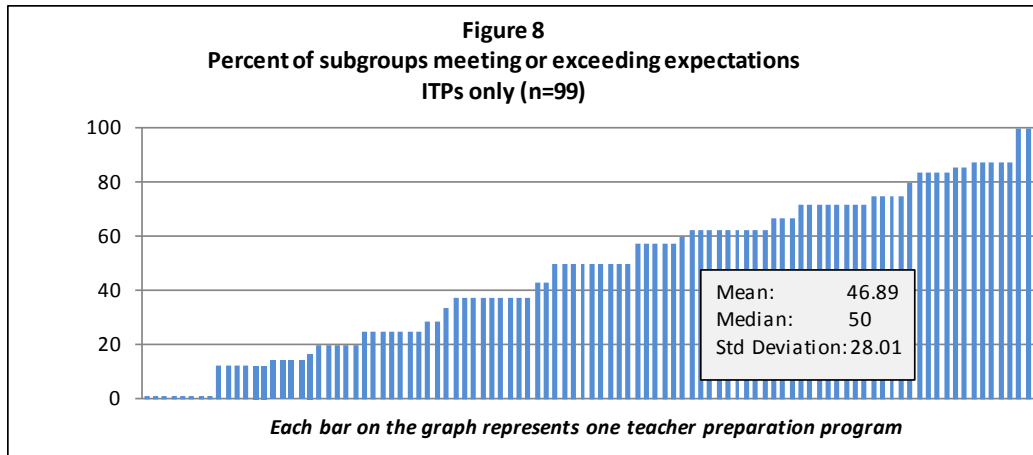
Over all preparation program types, student subgroups of the cohorts of completers in 2009 to 2012 performed below expectations (i.e., the mean of comparable students). However, Asian students whose teachers attended a state university or private college outperformed expected scores. Native Americans and English as a second language (ESOL) students of completers from state colleges underperformed expected scores. For almost all other subgroups reported, the percentage of the students of recent program completers meeting predicted scores was within five percentage points of the statewide average, i.e., of students of more experienced teachers.

	Caucasian	African American	Hispanic	Asian	Native American	Free/ Reduced Lunch	Students w/ Disabilities	English as a second language (ESOL)	Number of Programs
ITP - State university	48.17	43.35	47.16	58.98	46.15	45.72	47.28	48.98	<b>47-52</b>
State average - ITP State univ.	49.07	45.75	49.72	55.03	47.68	47.52	48.95	48.95	
ITP - State college	46.93	42.14	50.77	42.17	33.90	43.85	47.34	38.92	<b>7-11</b>
State average - ITP State coll	48.73	45.26	49.43	55.14	50.12	47.29	48.21	49.01	
ITP - Private college	47.86	46.41	47.29	61.99	52.70	47.41	49.66	50.64	<b>14-37</b>
State average - ITP Private coll	49.07	45.77	49.73	55.03	47.61	47.53	48.99	48.95	

A summary measure was computed to represent the success of programs across all subgroups. First, the percent of students that met expectations was computed for each subgroup (for both the program itself and for all similar programs). If the program performance was greater than or equal to the percentage of all programs in the field, then the program “met or exceeded” expectations for that subgroup.

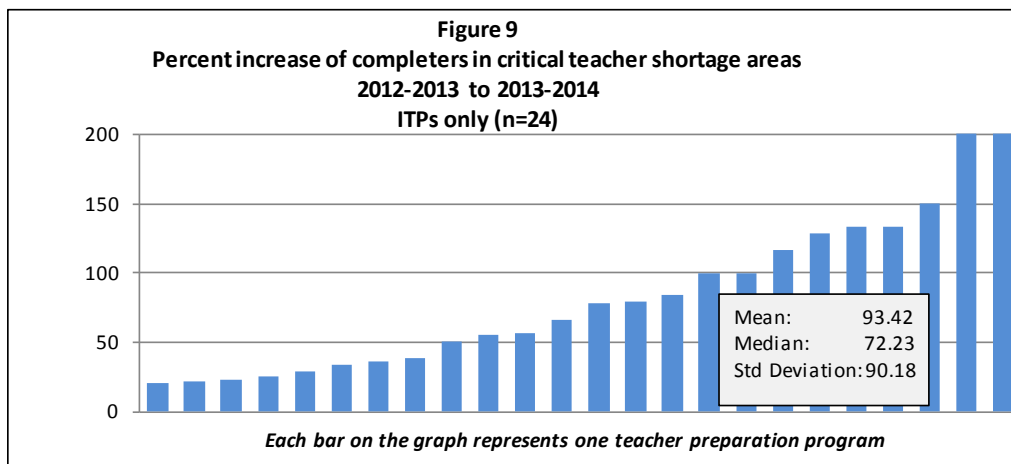
Not all programs have completers teaching students who received standardized test scores in all eight subgroups. Therefore, the summary measure was calculated as the percentage of subgroups meeting or exceeding expectations divided by all subgroups taught by completers of the particular institution. For example, if a program had teachers with students who had standardized test scores from among six of the subgroups, and if four of these subgroups had met or exceeded expectations, then the score would be 4/6, or 66.7%. A minimum of 4 subgroups must be represented among students taught by program completers from the program in order for this measure to be calculated for the program.

The finding that the median program has 50 percent of subgroups meeting or exceeding expectations places the cohort of employed program completers in 2009-2012 squarely in the middle of the statewide distribution. However, eight programs had no subgroups performing at or above expectations, and 44 programs had fewer than 40 percent of student subgroups performing at that level. In nineteen programs, 75 percent of students of completers met or exceeded expectations.



6. Production of program completers in statewide critical teacher shortage areas: The critical teacher shortage (CTS) areas defined by the Florida State Board of Education for 2014-2015 are: science, world languages, English/language arts, reading, exceptional student education (ESE), mathematics, and English for speakers of other languages (ESOL).

Production of completers in critical teacher shortage areas was defined in draft rule language as a “bonus” performance criterion. The performance measure selected is the increase in the number of CTS completers from the year prior. The distribution of increases by program is shown in Figure 8. Twenty-four programs showed increases in the production of teachers in critical shortage areas from the previous year. The statewide median growth in CTS completers for all programs is 72.2 percent – considerably higher than reported last year. There are nine programs with increases over one hundred percent – more than doubling their output from the previous year.



**Summary of findings about teacher preparation programs**

1. Approximately 70 percent of completers were placed in instructional positions across Florida's Initial Teacher Preparation Programs (ITPs) and Educator Preparation Institutes (EPIs). Percentages of completers placed in Florida public schools were similar across two preparation types and public and private universities and colleges.
2. The average number of years employed in Florida public schools five years after program completion was 4.32 years.
3. Recent program completers were evaluated as effective or highly effective across all preparation types. Over 96 percent received either an *"effective"* or *"highly effective"* rating. Just under four percent were rated *"needs improvement," "developing,"* or *"unsatisfactory."*
4. Achievement scores on standardized tests of students of recent completers of ITP programs were slightly below zero in both reading and math, meaning that their students scored below the state averages for similar students on statewide assessments.
5. Achievement scores on standardized tests of students for recently employed program completers were generally below state averages across all student subgroups.
6. Twenty-four programs showed increases in the production of teachers in critical shortage areas from the previous year. The statewide median growth in CTS completers for all programs is 72.2 percent.