

# Building The Capacity For Degreed Teachers For Florida's Pre-Kindergarten System

December 2004



**A Report of the  
Florida TaxWatch  
Center for Educational  
Performance and Accountability  
in Cooperation with the  
FSU Center for Prevention &  
Early Intervention Policy**



FLORIDA STATE UNIVERSITY  
**P** Center for  
**REVENTION & E**ARLY INTERVENTION  
*Policy*

## *Acknowledgements*

Four-year-degreed early childhood teachers are a critical component of high quality pre-kindergarten. This *Special Report* by the Florida TaxWatch Center for Educational Performance and Accountability (CEPA) responds to the question of whether Florida has the capacity to meet the demand for qualified pre-kindergarten teachers and recommend strategies for implementation. The Trust for Early Education, a project of the Pew Charitable Trusts, recognized the need and urgency for such a study and graciously provided funding.

Principal authors were Florida State University Center for Prevention & Early Intervention Policy faculty members Michael Walsh, Assistant in Research and Dr. Mimi Graham, Director. The *Report* was written under the direction of Florida TaxWatch Senior Vice President and CEPA Executive Director Keith G. Baker, Ph.D.

We are grateful for the editorial review and counsel of Dr. Steve Barnett of the National Institute for Early Education Research, David Lawrence, President of the Early Childhood Initiative Foundation, Roy Miller, President, and Linda Alexionok, UPK Director of The Children's Campaign, Inc.

We trust that the data and views contained herein will help inform policymakers in their deliberations on behalf of Florida's most important asset, its children.

*The Center for Educational Performance & Accountability is one of four Centers of Excellence at Florida TaxWatch. Its multi-year research initiative is designed to rethink, redefine, and re-tool Florida's public education system. An advisory committee comprised of 36 of the best and brightest citizens in the fields of education, civic service, and business steer the Center's research in providing answers to improve student performance in all 67 school districts in the state and ensuring a workforce capable of sustaining and increasing the quality of life for all Floridians.*

*The Florida TaxWatch Board of Trustees is responsible for the general direction and oversight of the research institute and safeguarding the independence of the organization's work. In his capacity as chief executive officer, the president is responsible for formulating and coordinating policies, projects, publications and selecting the professional staff. As an independent research institute and taxpayer watchdog, the research findings, conclusions, and recommendations of Florida TaxWatch do not necessarily reflect the view of its members, staff or distinguished Board of Trustees.*

---

*Building The Capacity For Degreed Teachers For Florida's Pre-Kindergarten System.* A Report of the Florida TaxWatch Center for Educational Performance and Accountability in Cooperation with the FSU Center for Prevention & Early Intervention Policy. Michael Walsh, B.A., Mimi Graham, Ed.D., & Keith G. Baker, Ph.D., December 2004.

# Building the Capacity for Degreed Teachers for Florida's Pre-Kindergarten System

## Executive Summary

A constitutional mandate requires that “*Every four-year old child in Florida shall be provided by the State a high quality pre-kindergarten learning opportunity*” by Fall 2005. The most critical component of high-quality education is the education level of the teacher. This study examines the supply and demand of bachelor-degreed teachers for Florida's Universal Pre-Kindergarten Program (UPK) and offers recommendations to meet the mandate.

To meet Florida's constitutional mandate, the state will need an estimated 7,166 additional bachelor degreed early childhood teachers phased in over the next six years. This estimate is based on the revised population projections of four-year-olds by the Florida Office of Economic and Demographic Research, a 70 percent participation rate, and a class size of 20 children with one degreed teacher and one assistant (a ratio of one adult to ten children).

Demand for new pre-kindergarten teachers exists at the same time that K-12 growth and the class-size requirements generate simultaneous needs for new elementary education teachers. These competing demands have evoked questions as to whether the supply of degreed teachers will be sufficient to allow Florida to build its UPK program on the foundation of one degreed teacher for every 20 pre-kindergarten students. However, Florida's public universities alone could largely meet the need for degreed teachers in pre-kindergarten programs by merely matching annually the number of elementary education graduates that they produced in their peak years during the recent past. This can be accomplished in addition to *the current thousands of elementary education graduates each year*. It is possible that if state universities match their peak production, 728 new elementary education majors would be available for staffing pre-kindergarten programs each year, and 4,368 over six years. (These numbers do not include the 2,091 elementary education grads in 2004 and subsequent years who would be available for service in K-12 schools.)

In fact, producing these additional graduates, plus modestly increasing teacher supply from private colleges and universities and through alternative methods, would allow Florida to fully implement a requirement of one degreed teacher (and an assistant) for every 20 pre-kindergarten students in six years, or by 2010. Furthermore, if the UPK program is structured as a half-day program, full-time teachers could serve twice as many children and fewer degreed teachers would be required. To accelerate placement of degreed teachers in preK settings, economic incentives should be provided to programs that meet the goal earlier than 2010.

Higher education has the capacity and is willing, but potential teachers must be enticed to the classroom. Economic incentives have proven effective in Georgia, where 80 percent of preK teachers are degreed due to the differential pay for degreed teachers. Through the implementation of the following recommendations to attract potential teachers and accelerate capacity within higher education, Florida can produce sufficient numbers of four-year degreed teachers to provide a “quality” pre-kindergarten program for children.

***Recommendations to ensure and accelerate capacity within higher education must include:***

- a defined career path and streamlined agreements to articulate from CDA to associate degrees to bachelor's degrees.
- increased recruitment and provision of stipends to attract students to early childhood education in institutions of higher education.
- establishment of summer institutes and other accelerated means of obtaining early childhood coursework to attract retired and out-of-field teachers.
- tuition incentives for students who take less than four years to obtain a degree.
- utilizing the potential of community college four-year baccalaureate degrees to increase accessibility and affordability, especially for those continuing to work in child care, Head Start, or other early childhood programs while pursuing a degree.

***Recommendations to attract potential teachers for UPK include:***

- structuring Florida's UPK reimbursement commensurate with education level to increase participation of degreed teachers.
- incentives for non-degreed caregivers currently in Head Start and other child care programs to pursue four-year degrees, such as TEACH scholarships, educational loans, and loan forgiveness policies in exchange for a teaching contract.
- enhancing nationwide pre-kindergarten teacher recruitment, including provision of relocation expenses and contract bonuses (minimum employment term required).
- providing incentives for teachers who have voluntarily left the field to return.
- providing competitive salaries and increased recruitment of out-of-state teachers.
- providing mentors and other support for non-traditional degreed individuals entering the pre-kindergarten teaching field.
- providing competitive salaries that provide incentives (bonus and/or base salary increase) as level of teacher education increases and length of pre-kindergarten teaching increases.
- providing job-sharing opportunities (morning-afternoon teacher) to encourage degreed teachers who have left the field or retired teachers to return to teaching pre-kindergarten students on a part-time basis.

## Table of Contents

<b>1. Rationale for Bachelor-Degreed Teachers.....</b>	<b>4</b>
<b>2. Examining the Demand for Teachers.....</b>	<b>6</b>
a. UPK Projected Teacher Needs .....	6
b. Competing Demands for Degreed Teachers.....	7
<b>3. Examining the Supply Sources (Capacity) for Teachers.....</b>	<b>8</b>
a. Florida’s Public Universities.....	9
b. Florida’s Private Colleges and Universities.....	10
c. Community College Four-Year Teacher Programs.....	10
d. Out-of-State Four-Year Degreed Teachers.....	11
e. Returning Teachers.....	12
f. Non-traditional 4-year Degrees.....	13
<b>4. Summary Recommendations.....</b>	<b>14</b>

## List of Tables

<b>Table 1: UPK Projected Teacher Needs from 2005-2010 .....</b>	<b>6</b>
<b>Table 2: Demand for New Elementary Teachers in Florida .....</b>	<b>7</b>
<b>Table 3: Sources for New UPK Teachers .....</b>	<b>8</b>
<b>Table 4: Florida’s Public Universities Bachelor’s Degrees Awarded in Elementary Education 1991-2004 .....</b>	<b>9</b>
<b>Table 5: Florida Teachers: Reasons for Leaving .....</b>	<b>12</b>
<b>Table 6: Reasons for Voluntarily Leaving Teaching.....</b>	<b>12</b>
<b>Chart 1: Summary of Supply and Demand for UPK Teachers .....</b>	<b>15</b>

*Every four-year old child in Florida shall be provided by the State a high quality pre-kindergarten learning opportunity in the form of an early childhood development and education program which shall be voluntary, high quality, free, and delivered according to professionally accepted standards. An early childhood development and education program means an organized program designed to address and enhance each child’s ability to make age appropriate progress in an appropriate range of settings in the development of language and cognitive capabilities and emotional, social, regulatory and moral capacities through education in basic skills and such other skills as the Legislature may determine to be appropriate.*

— Florida’s Constitutional Amendment

## Rationale for Bachelor-Degreed Teachers

*School readiness and school success are dependent on intellectual competence and emotional and social health. They are not separate in any given child. The smartest kid who is in emotional turmoil will not be an effective learner in school.*

— Dr. Jack P. Shonkoff  
Dean, Heller Graduate School, Brandeis University

Florida citizens voted overwhelmingly to establish universal *high quality* pre-kindergarten for all four-year-olds in the state. According to more than a decade of research, the most critical component of high-quality education is the education level of the teacher. Competent teachers, well trained in childhood development, are considered by far the most critical of all the factors that contribute to the environment in which children learn. The strongest indicators for long-term success tied to early education are related to the education level of the caregivers and amount of participation in ongoing training in early childhood development.<sup>1,2</sup>

Teachers who have earned four-year college degrees are better equipped to provide high quality preschool education than are teachers with a two-year degree (associate's degrees), Child Development Associate, or a High School diploma.<sup>3</sup> Bachelor degrees typically entail a minimum of 1,800 clock hours or 120 credit hours of instruction; associate degrees require at least 900 hours (60 credits); and the CDA is 120 hours, the equivalent of eight credit hours. Many non-degreed "teachers" have not been successful academically due to poor writing, grammar, and math skills and are less likely to expand children's vocabularies, plan activities to achieve certain developmental skills, or to recognize or appropriately address developmental problems.

The central rationale for UPK is to help ensure children's social, emotional, and cognitive readiness for school. Better-educated teachers have more positive, sensitive and responsive interactions with children,<sup>4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16</sup> provide richer language and cognitive experiences and are less authoritarian, punitive and detached.<sup>5, 6, 7, 8, 9, 17, 18, 19</sup>

Special training in child development further increases a teacher's knowledge and ability to positively impact the child's critical window of language, social and intellectual development. Early childhood teachers are not "watered-down K-12 teachers" who require four-year-olds to sit at desks with ditto sheets in teacher-directed instruction. Rather, they are knowledgeable in child development and the activities and materials that help children attain developmental milestones. They know that play is the context in which young children learn best and they structure the classroom with a variety of learning centers, with purposeful learning activities embedded in each. They know children learn best by utilizing their senses through touching, feeling, smelling, and doing so they have multiple opportunities for hands-on experiences.

Early childhood teachers understand that school readiness is not just about early literacy but rather requires integration of social, emotional, and intellectual development. They create a language-rich environment—building vocabulary, providing a dramatic play center, and having books easily accessible in the classroom, on the playground, and even in the potty. They know that learning doesn't just occur at prescribed "math" or "science" time but rather integrate learning throughout the daily routine: counting spoons while setting the table or naming the type of trees on the playground, for example. By knowing developmental expectations and being keen observers, they recognize signs of early problems in learning and know how to ameliorate them or to obtain special help. They build on each child's interests in order to create enthusiastic, life-long learners.

Specifically, children in classrooms taught by bachelor's degreed teachers in early childhood:

- present fewer problem behaviors in the classroom and are more sociable with peers.<sup>5, 9, 17, 18, 19, 20, 21, 22, 23</sup>
- have higher self-confidence.
- play more creatively and imaginatively.
- score higher on language tests than children in classrooms taught by those with an AA or less education.<sup>5, 6, 7, 8, 9, 17, 18, 19</sup>

In summary, the research is consistent and compelling, confirming the superior performance of children when taught by a degreed early childhood teacher. Providing quality teachers is also a prudent economic investment. A 2003 study by the Federal Reserve Bank of Minneapolis found that “investment in early childhood development programs brings a real public return of 12 percent and a real total return, public and private, of 16%. We are unaware of any other economic development effort that has such a public return, and yet early childhood development is rarely viewed in economic development terms.”<sup>24</sup>

Given that baccalaureate-degreed teachers are essential to Florida's mandate to establish *high-quality* pre-kindergarten programs, does the supply of teachers meet the demand? How could capacity be accelerated? This study establishes the projected demand for UPK teachers as well as competing demands and then examines the supply and projected capacity through both public and private institutions of higher learning. Finally, various incentives are recommended to ensure the prompt utilization of degreed teachers, consistent with the experience of New Jersey (discussed later in this paper).

## Examining the Demand for Teachers

### UPK Projected Teacher Needs

The number of projected teachers needed is calculated based on four assumptions as shown in Table 1. The first assumption is that there will be an increased number of four-year-olds based on the most recent projections prepared by the Office of Economic and Demographic Research (EDR) as of October 24, 2004 (includes 2000 Census data not included in previous projections).<sup>25</sup>

The second assumption is a 70 percent participation/utilization rate. Some families will prefer to “home-school” their children or for some reason not participate in UPK. The 70 percent participation rate (which includes Head Start) approximates the experience of Georgia’s pre-kindergarten program. As reported in the *Tampa Tribune* of November 5, 2004, a recent survey of Florida parents indicated that 67 percent of Florida’s families would likely participate in UPK. Oklahoma has a 90 percent participation rate for its two-hour per day program while other states have less than 50 percent. Based on the Florida survey, the voter mandate for UPK, and the experience of other states, 70 percent is a reasonable estimate for participation.

The third assumption is determining the number of degreed teachers currently serving children in a preK program. The most recent School Readiness Estimating Conference in November 2004 reported a total of 68,572 four-year-olds currently served in publicly funded preschool programs. Of those, 24,124 were in public school programs, 26,895 in School Readiness programs, and 17,553 in Head Start.<sup>26</sup> Although bachelor-degreed teachers serve a number of four-year-olds in School Readiness, public schools, and Head Start programs, there is no reliable source to indicate the exact quantity. We’ve assumed that most of the public school programs have degreed teachers and those that don’t are counterbalanced by the degreed teachers in Head Start and School Readiness programs. Therefore, we have conservatively estimated that roughly only a third of these programs (serving 24,124 students) currently have degreed teachers.

The fourth assumption is a ratio of one teacher to 10 children with a group limit of 20, as recommended by national best practices. Each class of 20 children would be taught by one degreed teacher and one assistant teacher. To calculate the total number of degreed teachers needed, the projected number of four-year-olds is multiplied by a 70 percent participation rate, minus those currently served by degreed teachers, divided by 20 (a degreed teacher for every classroom of 20 children).

As shown in Table 1, the initial demand for teachers is substantial with small additional increments needed each year thereafter.

**Table 1: UPK Projected Teacher Needs from 2005-2010**

Year	Projected number of 4-year olds	70% participation rate	Less 24,124 PreK currently served by public schools	# of four-year degreed teachers to have one per class of 20 children
<b>2005</b>	220,853	154,597	130,473	<b>6,524</b>
<b>2006</b>	225,123	157,586	133,462	<b>6,673</b>
<b>2007</b>	229,109	160,376	136,252	<b>6,812</b>
<b>2008</b>	232,824	162,977	138,852	<b>6,943</b>
<b>2009</b>	236,261	165,383	141,259	<b>7,063</b>
<b>2010</b>	239,200	167,440	143,316	<b>7,166</b>

## Competing Demands for Degreed Teachers

The Florida's need for new preK teachers is competing against the overall need for new teachers due to growth, retirement, and the new class-size amendment approved by voters in 2002. The amendment sets maximum allowable students per teacher per classroom in public schools: 18 for pre-kindergarten to third grade; 22 in grades four through eight; and 25 in grades nine through twelve. The amendment also required that the state (not local districts) provide sufficient funding to reduce the current class size by two students per year until the maximum allowable size is attained.

Due to a combination of growth, resignations, retirement, and class size adjustments, 130,520 additional teachers will be needed for K-12 between the years 2005 and 2010.<sup>27</sup> The greatest number of new teachers needed by 2010 is in Elementary Education (50,076), the same general subject area from which new preK teachers will be needed.<sup>28</sup>

**Table 2: Demand for New Elementary Teachers in Florida**

<b>Years</b>	<b>Number of Elementary Teacher Positions to be filled</b>
2004-05	7,680
2005-06	7,884
2006-07	12,574
2007-08	7,613
2008-09	7,220
2009-10	7,105
<b>Total</b>	<b>50,076</b>

## Examining the Supply Sources (Capacity) for Teachers

The supply of teachers needed in Florida in all grades and disciplines comes from four primary sources: graduates from the state’s public and private colleges and universities, graduates from out-of-state colleges and universities who move to Florida, non-traditional sources (non-education degree graduates), and returning teachers who have left the profession and subsequently return. The largest number of Florida’s teachers is produced by the state’s public and private colleges and universities, but they are expected to meet only about 60 percent of Florida’s projected need.<sup>29</sup>

An estimated 7,166 new teachers will be required for UPK (Table 1). Table 3 indicates the number of new preK teachers that can be expected from each source over six and eight-year periods. The goal would be to fully implement the baccalaureate degree requirement in six years. Even without an estimate for the contribution of the Community College System four-year elementary education degree graduates or non-traditional (alternative certification) elementary education teachers, this goal is possible. Through scholarships, compensation parity and other incentives, the four-year degreed teacher requirement can be met, and met in a relatively short period of time, as already achieved by other states.<sup>39</sup>

**Table 3: Sources for New UPK Teachers**

<b>Source</b>	<b>6 Year</b>	<b>8 Year</b>
State Public Universities	<b>4,368</b>	5,824
Private Colleges and Universities	<b>900</b>	1,200
Returning Teachers	<b>1,200</b>	1,600
Community College 4-year Degrees	<b>TBD</b>	TBD
Out-of-State Teachers	<b>800</b>	1,200
Non-Traditional 4-year Degrees	<b>TBD</b>	TBD
Potential Total	<b>7,268</b>	9,824

This plan relies on elementary education graduates, not graduates in early childhood education, to staff preK programs. Other pathways are available to obtain credentials to teach four-year-olds, depending on the institution, including child development degrees offered in colleges of human development; early childhood special education or preK endorsements offered in colleges of education; or “age 3 to grade 3” or primary education (K-3) or elementary education (K-6). In addition to the degree, public schools require certification that entails coursework “in the respective field,” student teaching, and passing a certification test. Ideally, teachers of four-year-olds would be degreed with coursework in early childhood education and certified. Initially, however, the most expeditious means of obtaining “high quality” would be to utilize elementary education graduates and to later add the 15-credit-hour certification requirement in 6A-4.0142(5), Florida Administrative Code, through in-service training.

One of the major barriers to producing degreed teachers is the lack of articulation agreements between associate in science degrees and bachelor’s degrees. Polk Community College and University of South Florida provide a model for this type of articulation. Legislative or administrative action needs to define a career path and streamline agreements requiring articulation from CDA to associate degrees to bachelor’s degrees for all of Florida’s community colleges to institutions of higher education.

## Florida's Public Universities

The state's public universities produce the largest number of Florida's teachers.<sup>30</sup> Florida's 11 public universities have demonstrated the capacity to produce greater numbers of teachers than currently graduated. Table 4 reports the number of baccalaureate degrees in elementary education conferred by Florida's public universities between 1991 and 2004.<sup>31</sup> The annual total ranges between 1,898 (2001) and 2,295 (1999), and is relatively constant at approximately 2,100 per year over the 14-year period. (This is significantly higher than the 170 bachelors degrees in the pre-elementary/early childhood specialty conferred in 2004). The number of graduates fluctuates dramatically within universities, doubling in some years and declining significantly in other years. This demonstrates the capacity of the universities to respond to increased demand. Demand is affected by multiple factors such as recruitment, market demand, salaries, and scholarships.

The "bold" cells in Table 4 show the highest number of elementary education graduates for each state university over the last 14 years. This *available capacity* could supply the preK program with an additional 728 teachers per year if each university matched each year the highest number of graduates that it graduated in a prior year. The aggregate "annual high total" is 2,819, 728 graduates more than the number for 2004. While these "new" elementary teacher could be used to meet other competing needs for teachers, we assume that, through various incentives, they will be utilized in the pre-kindergarten program. Over a six-year-period, an additional 4,368 elementary teachers would be available from this underutilized capacity to serve preK students. The remainder of elementary education graduates—2,091 in 2004, or 12,546 over six years—would remain available for K-12 hiring needs.

**Table 4: Florida's Public Universities Bachelor's Degrees Awarded in Elementary Education 1991-2004**

**Bachelor's Degrees Awarded by State Universities 1991 - 2004 (est)**

FY	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004
FAMU	31	61	78	103	132	156	148	<b>168</b>	125	136	115	87	105	80
FAU	160	158	225	232	299	355	385	405	363	415	351	358	437	<b>441</b>
FGCU	-	-	-	-	-	-	-	4	45	59	65	65	<b>80</b>	62
FIU	297	<b>323</b>	8	320	280	272	286	236	259	209	170	204	192	170
FSU	<b>310</b>	225	241	150	126	127	125	143	142	133	121	132	144	168
NCF	-	-	-	-	-	-	-	-	-	-	-	-	-	-
UCF	379	<b>413</b>	382	306	297	322	328	321	379	346	379	360	377	386
UF	192	199	194	187	178	197	<b>214</b>	206	210	196	170	211	178	162
UNF	128	141	155	161	135	125	141	165	171	<b>199</b>	160	157	169	187
USF	518	466	<b>527</b>	447	433	434	510	479	476	377	281	432	351	338
UWF	70	<b>144</b>	140	81	73	91	123	118	125	104	86	84	87	97
Total	<b>2085</b>	<b>2130</b>	<b>1950</b>	<b>1987</b>	<b>1953</b>	<b>2079</b>	<b>2260</b>	<b>2245</b>	<b>2295</b>	<b>2174</b>	<b>1898</b>	<b>2090</b>	<b>2120</b>	<b>2091</b>

**2819**

**Additional Elementary Education Teacher Graduates:**

**728**

**RECOMMENDATIONS:** Define a career path and streamline agreements to articulate from CDA to associate degrees to bachelor's degrees. Increase allocations for existing institutions of higher education to hire additional faculty, increase recruitment and provide stipends to attract students to early childhood education. Provide summer institutes and other accelerated means of obtaining early childhood coursework to attract retired and out-of-field teachers. Provide tuition incentives for taking less than four years to obtain a degree.

## Florida's Private Colleges and Universities

Private colleges and universities make a significant contribution to Florida's teacher supply—providing approximately one out of every four teachers. In 2001-02, Florida's public and private colleges and universities produced a total of 5,744 classroom teacher education degree graduates [4,251 from public universities (74%) and 1,493 from private colleges and universities (26%)]. The state's private colleges and universities contributed an increasing share of Florida's classroom teachers, from 20 percent in 1996-97 to 25 percent in 2001-02. In the area of elementary education, seventeen of Florida's private colleges and universities produced 541 of the total 2,211 graduates in 2001-02.<sup>32</sup>

As a potential source of four-year degreed teachers to meet the new demand of the universal preK program, Florida's private colleges and universities should be encouraged to continue to increase their share and number of elementary classroom teachers. A nominal annual increase over the 2001-2002 total would produce an additional 900 elementary teachers in six years and 1,200 in eight years.

**RECOMMENDATIONS:** Targeted loans and scholarships for private colleges and university students for early childhood/elementary teacher education could be provided. Increase allocations for private institutions of higher learning to produce additional teachers through stipends and accelerated recruitment of students into elementary education.

## Community College Four-Year Teacher Programs

Florida's 28 community colleges are an entry point into the postsecondary education system for prospective teachers (via the associate of arts degree). For many caregivers working in early childhood programs, community colleges provide an accessible, affordable means of working towards a college degree while working full-time. Community colleges attract a diversity of ethnicities, those for whom English is not their native language, and non-traditional students who reflect the population of children served in many childcare centers. Efforts have been ongoing for several decades to create a career ladder for early childhood professionals, beginning with the Child Development Associate (120 clock hours of coursework) and working toward an associate's degree.

Community colleges are authorized under **S. 1007.22, Florida Statutes** to: "...establish intra-institutional and inter-institutional programs to maximize articulation. Programs may include upper-division-level courses offered at the community college, distance learning, transfer agreements that facilitate the transfer of credits between public and nonpublic postsecondary institutions, and the concurrent enrollment of students at a community college and a state university to enable students to take any level of baccalaureate degree coursework." Many community colleges have implemented joint programs with other postsecondary institutions that grant four-year degrees.

In 2001, the Florida Legislature expanded the community college's authority (upon meeting certain requirements) to include the granting of four-year baccalaureate degrees. **S. 1007.33 (3) Florida Statutes** states: "A community college may develop a proposal to deliver specified baccalaureate degree programs in its district to meet local workforce needs. The proposal must be submitted to the State Board of Education for approval. The community college's proposal must include the following information: (a) Demand for the baccalaureate degree program is identified by the workforce development board, local businesses and industry, local chambers of

commerce, and potential students; (b)Unmet need for graduates of the proposed degree program is substantiated; and (c)The community college has the facilities and academic resources to deliver the program. The proposal must be submitted to the Council for Education Policy Research and Improvement for review and comment. Upon approval of the State Board of Education for the specific degree program or programs, the community college shall pursue regional accreditation by the Commission on Colleges of the Southern Association of Colleges and Schools. Any additional baccalaureate degree programs the community college wishes to offer must be approved by the State Board of Education.”

Recently, Chipola Junior College (Chipola College), Miami-Dade Community College (Miami Dade College) and St. Petersburg Junior College (St. Petersburg College) (under **S. 1004.73, Florida Statutes**) have begun four-year degree programs in teacher education. These new state colleges (and others in the future) could be an important source of teachers, especially as the demand for four-year degreed pre-kindergarten teachers is established.

**RECOMMENDATIONS:** Define a career path and streamline agreements to articulate from CDA to associate degrees to bachelor’s degrees. Examine expansion and utilization of four-year baccalaureate degrees with community colleges to increase accessibility and affordability, especially for caregivers continuing to work in Head Start, child care, or other early childhood programs while working toward a degree.

### **Out-of-State Four-Year Degreed Teachers**

During the 1990s approximately 36 percent of Florida’s new teachers (in all subject areas) came from other states and nations. Of new elementary teachers, approximately 30 percent were derived from out-of-state.<sup>33</sup> Clearly, recruitment of out-of-state teachers will continue to be an important source of new pre-kindergarten teachers.

**RECOMMENDATIONS:** Enhance nationwide pre-kindergarten teacher recruitment, including relocation expenses and contract bonuses (minimum employment required), in order to increase the number of out-of-state teachers.

## Returning Teachers

A large pool of potential pre-kindergarten teachers already exists—experienced teachers who have left the teaching field. Nationally, approximately one-third of teachers leave the field after only three years of teaching and one-half after five years.<sup>34</sup> In Florida in 2002-03, more than 8,000 teachers left the field, 90 percent voluntarily.

The Florida Department of Education recently published the results of statewide teacher exit interviews for the periods 2001-02 and 2002-03.<sup>35</sup> The results are reported in the table below:

**Table 5: Florida Teachers: Reasons for Leaving**

	July 2001 - June 2002	July 2002 - June 2003
Total Teachers	136,951	141,231
Teachers Leaving	6,704	8,034
Avg. Years of Teaching Service (leaving)	9.4	11.8
<b>Separation Category:</b>		
Voluntary	6,042	7,282
Involuntary	378	374
Other	284	378

The following table reports the top five reasons for voluntary separations. Note that the reasons were similar for both periods and that inadequate salary was the least reported factor for leaving.<sup>36</sup>

**Table 6: Reasons for Voluntarily Leaving Teaching**

Top 5 Reasons (More than 1 possible)	July 2001 - June 2002		July 2002 - June 2003	
	Number	Percent	Number	Percent
Retirement	1,277	21.1%	2,130	29.2%
Family/Personal	1,803	29.8%	2,047	28.1%
Relocation	1,728	28.6%	1,941	26.6%
Other	958	15.9%	890	12.2%
Inadequate Salary	394	6.5%	286	3.9%

Leaving teachers also were asked about their future employment plans. The two highest responses were: None or not known [2003 – 5,773 (73.7%); 2002 – 4,636 (69.2%)] and Teaching [2003 – 1,198 (15.3%); 2002 – 1,065 (15.9%)].<sup>37</sup>

Teachers who have voluntarily left the profession are an important source of potential pre-kindergarten teachers. As the above data shows, more than 6,000 degreed, experienced teachers could be available each year. It is not inconceivable to estimate that 200 of these teachers a year might be induced to return as pre-kindergarten teachers—or 1,200 over six years.

**RECOMMENDATIONS:** Remove all barriers to allow retired teachers to return to the field and provide competitive salaries that provide incentives. Provide intensive coursework to accelerate certification or credits necessary to re-enter the field.

## Non-Traditional 4-Year Degrees

A potentially important source of pre-kindergarten teachers is the pool of individuals who wish to change careers and who possess a bachelor's or higher degree, but not in the field of education. An alternative in-service training program in the necessary pre-kindergarten coursework and pedagogy could help produce new teachers in a short amount of time, especially if offered at a time and place convenient to the aspiring new teacher. This is consistent with numerous Florida TaxWatch recommendations and legislative initiatives to produce more teachers in Florida.

Other states have successfully used these types of alternative certification strategies for building capacity. The four-year degreed teacher requirement can be met, and met in a relatively short period of time. For example, a New Jersey Supreme Court ruling in *Abbott v. Burke* required preschool teachers in some school districts to have a bachelor's degree and certification. Already-hired preschool teachers were given four years to obtain these. Through scholarships, compensation parity and other incentives, more than 83 percent of teachers have met the degree requirement and more than half have obtained the necessary certification (both within three years of the four-year deadline).<sup>39</sup>

Another alternative source of four-year degreed pre-kindergarten teachers is individuals possessing an associate in science degree in Early Childhood Development and Education. Although the AS is a terminal degree, a specially tailored upper-level course curriculum (again, on an in-service basis) would provide these individuals with a career ladder for advancement, while upgrading and enhancing the quality of pre-kindergarten education.

**RECOMMENDATION:** Provide incentives to attract alternative sources of baccalaureate degreed teachers.

## Summary Recommendations

The capacity to provide four-year degreed teachers for Florida's new universal pre-kindergarten program already exists, however, it needs support to optimize its maximum potential. A combination of incentives and phase-in strategies is required to facilitate this. As shown in **Table 4**, the total number of four-year degree elementary teacher education graduates from the state's public universities was *flat* over the fourteen-year period 1991–2004. This is in contrast to the total number of four-year degree graduates in all disciplines from Florida's public universities, which increased 59 percent over the same period.<sup>38</sup> Again, if they annually repeat the outputs they've had in the recent past, Florida's public universities can meet most of the need. Clearly, while the capacity exists to produce more elementary teachers (and as a result, pre-kindergarten teachers), targeted institutional incentives will be needed to increase utilization of this capacity. In addition, individuals must see the benefits associated with becoming pre-kindergarten teachers and have incentives for pursuing careers in early childhood teaching.

### **Recommendations to ensure and accelerate capacity within higher education include:**

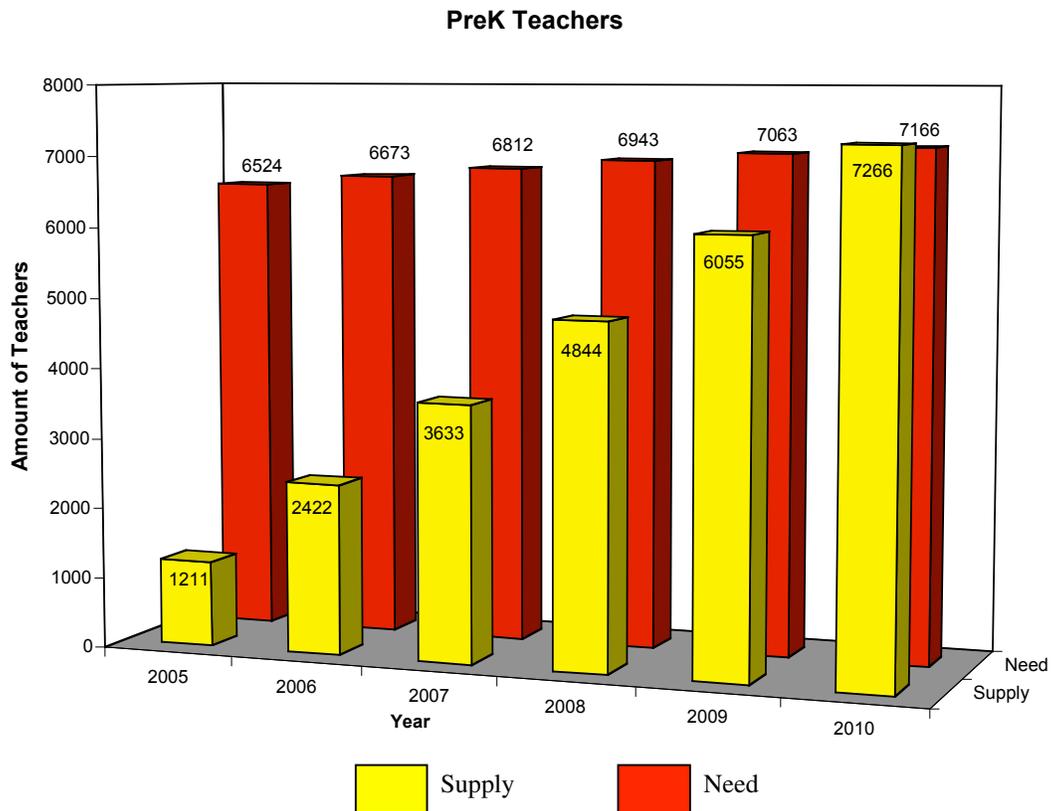
- a defined career path and streamlined agreements to articulate from CDA to associate degrees to bachelor's degrees.
- increased recruitment and provision of stipends to attract students to early childhood education in institutions of higher education.
- establishment of summer institutes and other accelerated means of obtaining early childhood coursework to attract retired and out-of-field teachers.
- tuition incentives for students who take less than four years to obtain a degree.
- utilizing the potential of community college four-year baccalaureate degrees to increase accessibility and affordability, especially for those continuing to work in child care, Head Start, or other early childhood programs while pursuing a degree.

Higher education has the capacity and is willing, but potential teachers must also be enticed to the classroom. Economic incentives proved effective in Georgia, where 80 percent of preK teachers are degreed because higher differential pay was offered to degreed teachers.

### **Recommendations to attract teachers for UPK include:**

- structuring Florida's UPK reimbursement commensurate with education level to increase participation of degreed teachers.
- incentives for non-degreed caregivers currently in Head Start and other child care programs to pursue four-year degrees, such as scholarships like TEACH, educational loans, and loan forgiveness policies in exchange for a teaching contract.
- enhancing nationwide pre-kindergarten teacher recruitment, including provision of relocation expenses and contract bonuses (minimum employment term required).
- providing incentives for teachers who have voluntarily left the field to return.
- providing competitive salaries and increased recruitment of out-of-state teachers.
- providing mentors and other support for non-traditional degreed individuals entering the pre-kindergarten teaching field.
- providing competitive salaries that provide incentives (bonus and/or base salary increase) as level of teacher education increases and length of pre-kindergarten teaching increases.
- providing job-sharing opportunities (morning-afternoon teacher) to encourage degreed teachers who have left the field or retired teachers to return to teaching pre-kindergarten students on a part-time basis.

**Chart 1: Summary of Supply and Demand for UPK Teachers**



The above graph illustrates both the supply and demand for UPK teachers. As illustrated, the supply of teachers would be phased-in to fully achieve the demand for degreed teachers by the sixth year. The four-year degreed teacher requirement could be expedited through scholarships, compensation parity and incentives, as demonstrated by other states.<sup>39</sup> Florida can produce sufficient numbers of four-year degreed teachers to provide a “quality” pre-kindergarten program for children if there is the resolve to do so. UPK offers to ignite a new momentum that can result in improved teaching and learning for all of Florida’s young children.

## Endnotes

---

- <sup>1</sup> Kagan, L. & Neuman, (1996). The Relationship between Staff Education and Training and Quality in Child Care Programs, *Child Care Information Exchange*.
- <sup>2</sup> The National Committee on Early Childhood Pedagogy (2000). B. Bowman, M. Suzanne Donovan & S. Burns (Eds.). *Eager to Learn: Educating our preschoolers*. National Research Council: Commission on Behavioral and Social Sciences and Education. Washington, DC: National Academy Press.
- <sup>3</sup> Howes, C., Smith, & Galinsky, E. (1995). *The Florida Child Care Quality Improvement Study*. NY: Family and Child Work Institute.
- <sup>4</sup> Phillipsen, L.C., Burchinal, M.R., Howes, C. & Cryer, D. (1997). The prediction of process quality from structural features of child care. *Early Childhood Research Quarterly*, 12, 282-303.
- <sup>5</sup> Barnett, S., Lamy, C. & Frede, E. (2001). *Preschool classroom quality in Abbott districts, 2000-2001*. [CEER Supplementary Technical Report]. New Brunswick, NJ: Center for Early Education, Rutgers University.
- <sup>6</sup> Howes, C. (1997). Children's experiences in center-based child care as a function of teacher background and adult: child ratio. *Merrill-Palmer Quarterly*, 43, 404-425.
- <sup>7</sup> Howes, C., James, J. & Ritchie, S. (2003). Pathways to effective teaching. *Early Childhood Research Quarterly*, 18. (2003). 104-120.
- <sup>8</sup> Whitebook, M., Howes, C. & Phillips, D. (1990). *Who Cares? Child Care Teachers and the Quality of Care in America*. First report of the National Child Care Staffing Study). Washington, DC: Center for the Child Care Workforce.
- <sup>9</sup> Zill, N., Resnick, G., Kim, K., Hubbell McKey, R., Clark, C., Connell, D., Pai-Samant, S., Connell, D., Vaden-Kiernan, M., O'Brien, R., D'Elio, M. (2001). *Head Start FACES: Longitudinal Findings on Program Performance, Third Progress Report*. Washington, DC: Research, Demonstration and Evaluation Branch & Head Start Bureau, Administration on Children, Youth and Families, U.S. Department of Health and Human Services.
- <sup>10</sup> Peisner-Feinberg, E., Burchinal, M., Clifford, R., Yazejian, N., Culkin, M., Zelazo, J., Howes, C., Byler, P., Kagan, S., & Rustici, J. (1999). *The children of the Cost, Quality, and Outcomes study go to school*. Chapel Hill, NC: University of North Carolina.
- <sup>11</sup> Adams, D., Roach, M., Riley, D., & Edie, D. (2002). Wisconsin Child Care Research Partnership Issue Brief #8: What characteristics relate to child care quality? Madison, WI: University of Wisconsin Extension.
- <sup>12</sup> Cost, Quality and Outcomes Study Team, (1995). *Cost, Quality, and Child Outcomes in Child Care Centers*. Denver, CO: Economics Dept., University of Colorado at Denver.
- <sup>13</sup> Cassidy, D.J. & Lawrence, J.M. (2000). The "why's" behind the "how to's" in child care classrooms. *Journal of Research in Childhood Education*. 14 (2) 193-204.
- <sup>14</sup> DeKruif, R.E., McWilliam, R.A., Ridley, S.M. & Wakely, M.B. (2000). Classification of teacher's interaction behaviors in early childhood classrooms. *Early Childhood Research Quarterly*, 15, (2) 247-268
- <sup>15</sup> McMullen, M.B. & Allat, K. (2002). Education matters in the nurturing beliefs of preschool caregivers and teachers. *Early Childhood Research and Practice*, 4 (2).
- <sup>16</sup> Layzer, J., Goodson, B., & Moss, M. (1993). *Life in preschool: Volume one of an observational study of early childhood programs for disadvantaged four-year-olds*. Cambridge, MA: Abt Associates.
- <sup>17</sup> Burchinal, M. R., Roberts, J. E., Riggins, R., Zeisel, S. A., Neebe, E., & Bryant, D. (2000). Relating quality of center child care to early cognitive and language development longitudinally. *Child Development*, 71, 339-357.
- <sup>18</sup> Peisner-Feinberg, E.S., Burchinal, M.R., Clifford, R.M., Culkin, M.L., Howes, C., Kagan, S.L., Yazejian, N. (2001). The relation of preschool child-care quality to children's cognitive and social development trajectories through second grade. *Child Development*, 72 (5), 1534-1553.
- <sup>19</sup> Vandell, D.L. & Powers, C.P. (1983). Day care quality and children's free play activities. *American Journal of Orthopsychiatry*, 53(3), 493-500.

- 
- <sup>20</sup> Burchinal, M.R., Peisner-Feinberg, E., Pianta, R., & Howes, C. (2002). Development of academic skills form preschool through second grade: Family and classroom predictors of developmental trajectories. *Journal of School Psychology, 40* (5). 415-436.
- <sup>21</sup> Dunn, L. (1993). Proximal and distal features of day care quality and children's development. *Early Childhood Research Quarterly, 8*(2), 167-192.
- <sup>22</sup> Howes, C., Phillips, D., Scarr, S., & McCartney, K.(1987). Child-care quality and children's social development. *Developmental Psychology, 23*(4), 537-543.
- <sup>23</sup> Phillipson, L., & Peisner-Feinberg, E. (2000). The consistency and predictability of teacher-child relationships during the transition to kindergarten. *Journal of School Psychology, 38*, (2), 113-32.
- <sup>24</sup> Grunnewald, R., & Rolnick, A. (2003) Early childhood development = economic development. *Fedgazette*, Federal Reserve Bank of Minneapolis.
- <sup>25</sup> Office of Economic and Demographic Research, the Florida Legislature. *Estimated Number of Children, October 1, 2000 – October 1, 2010 by County*. October 26, 2004.
- <sup>26</sup> Office of Economic and Demographic Research, the Florida Legislature. *School Readiness Estimating Conference*. November 4, 2004.
- <sup>27</sup> Council for Education Policy Research and Improvement, the Florida Legislature. *Florida Teachers and The Teaching Profession*. March 2003, 1.
- <sup>28</sup> Florida Department of Education. (2004). *Projected Number of Teachers Needed: Florida Public Schools*. Retrieved November 30, 2004, from <http://www.firn.edu/doe/evaluation/teachdata.htm>
- <sup>29</sup> Office of Economic and Demographic Research, the Florida Legislature. (2000) *Forecast of Supply and Demand for Public School Teachers in Florida 2000-1 through 2009-10, 4*.
- <sup>39</sup> Coffman, J. and Lopez, E., "Raising Preschool Teacher Qualifications, With a Case Study on How New Jersey's Early Childhood Teachers are Getting Four-Year Degrees and Certification Under a Four-Year Deadline" (2003).
- <sup>30</sup> Office of Economic and Demographic Research, the Florida Legislature. (2000) *Forecast of Supply and Demand for Public School Teachers in Florida 2000-1 through 2009-10, 4*.
- <sup>31</sup> Florida Department of Education. *Division of Colleges and Universities Facts and Figures – Degrees Awarded by State University System Institutions since 1991 – Elementary Teacher Education Bachelors Degrees*. www.MyFlorida.com
- <sup>32</sup> Florida Department of Education. *Trends in the Supply of New Teachers in Florida*. December 2003, 4.
- <sup>33</sup> Office of Economic and Demographic Research, the Florida Legislature. (2000) *Forecast of Supply and Demand for Public School Teachers in Florida 2000-1 through 2009-10*, appendix table.
- <sup>34</sup> Council for Education Policy Research and Improvement, the Florida Legislature. *Florida Teachers and The Teaching Profession*. March 2003, 21.
- <sup>35</sup> Florida Department of Education. *Teacher Exit Interview Statewide Results Summary, July 2001 – June 2002 and July 2002 – June 2003*.
- <sup>36</sup> Ibid.
- <sup>37</sup> Ibid.
- <sup>39</sup> Coffman, J. and Lopez, E., "Raising Preschool Teacher Qualifications, With a Case Study on How New Jersey's Early Childhood Teachers are Getting Four-Year Degrees and Certification Under a Four-Year Deadline" (2003).
- <sup>38</sup> Florida Department of Education. *Division of Colleges and Universities Facts and Figures – Degrees Awarded by State University System Institutions since 1991 – All Bachelors Degrees* www.MyFlorida.com
- <sup>39</sup> Coffman, J. and Lopez, E., "Raising Preschool Teacher Qualifications, With a Case Study on How New Jersey's Early Childhood Teachers are Getting Four-Year Degrees and Certification Under a Four-Year Deadline" (2003).

**For a copy of the report, please call:  
(850) 222-5052**

**OR**

**Write TaxWatch at:**

**P.O. Box 10209**

**Tallahassee, FL 32302**

**OR**

**Access and download the report at:**

**[www.floridatxwatch.org](http://www.floridatxwatch.org) where this *Briefings* was initially released  
electronically on December 10, 2004 before being printed in hardcopy format.**

---

**Florida**  
**TaxWatch**  
106 N. Bronough St.  
P.O. Box 10209  
Tallahassee, FL 32302

NON-PROFIT ORG.

U.S. POSTAGE  
PAID

TALLAHASSEE, FL  
Permit No. 409