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FISCAL IMPACT REPORT

ORIGINAL DATE 02/25/13

SPONSOR Morales LAST UPDATED _____ HB _____

SHORT TITLE Evidence of Teacher Competency SB 475

ANALYST Pahl

ESTIMATED ADDITIONAL OPERATING BUDGET IMPACT (dollars in thousands)

	FY13	FY14	FY15	3 Year Total Cost	Recurring or Nonrecurring	Fund Affected
Total	\$0.0	\$0.0	\$0.0	N/A	N/A	N/A

(Parenthesis () Indicate Expenditure Decreases)

SOURCES OF INFORMATION

LFC Files

Responses Received From

New Mexico State University (NMSU)
Public Education Department (PED)
University of New Mexico (UNM)

SUMMARY

Synopsis of Bill

Senate Bill 475 (SB 475) amends the Public School Personnel Act to create new requirements for teachers advancing to a level two and level three teaching license. To advance to a level two license, a teacher must have at least three years of successful level one teaching experience and submit a professional development dossier that includes evidence of meeting competency requirements. To advance to a level 3 license, a teacher must have a post-baccalaureate degree or be a national board certified teacher, have three years of more of successful level two teaching, and submit a professional development dossier with similar requirements as the dossier needed to advance to a level two license.

SB 475 defines the competency requirements to be evaluated in the professional development dossier for licensure advancement. Competencies are housed within three strands:

1. A teaching strand that includes evidence of student learning and performance, teacher instructional plans, materials, assessment and implementation of state education standards;

2. A student learning strand that includes evidence of teacher adaptations or modifications for diverse learners, classroom management strategies, observation reports and evidence of communication with students and parents; and
3. A professional learning strand that includes evidence of a teacher’s professional development activities and collaboration with the professional community, including parent surveys, research publications, or professional publications

FISCAL IMPLICATIONS

While the School Personnel Act includes minimum salaries for each licensure level, SB 475 is not likely to have a significant impact on district salary costs because the bill codifies the Public Education Department’s (PED) current practice in allowing teachers to increase licensure levels.

SIGNIFICANT ISSUES

SB 475 codifies the PED’s current practice in allowing teachers to increase licensure levels using a professional development dossier along with other requirements including teaching experience. As such, the bill is not anticipated to have exceptional impact on the current process teacher use to advance licensure levels, or change the number of teachers advancing licensure levels.

The PED states that SB 475 establishes a lockstep pattern of compensation and advancement that does not account for differences in ability, quality, and performance in teachers. Lack of acknowledgement of job performance, high expectations, and lack of supportive working conditions all contribute to high exit rates from the teaching profession. The PED notes the professional development dossier exacerbates these factors in creating a “gate keeper” for teacher advancement that is not directly tied to job performance. The bill would also establish in law a greater dependence on credentialing, a practice that has very little connection to increased student achievement (Boyd, 2006; Weisberg, Sexton, et al, 2009; Goldhaber, 2010; Glazerman, Loeb, et al, 2010, “The Irreplaceables,” 2012)

In their response, the University of New Mexico (UNM) stated that SB 475 provides greater specificity to the criteria for advancement from Level 2 to Level 3 in the 3-Tier Advancement system. The criteria for a Level 3A license removes a provision for “post baccalaureate (graduate) degrees” as mandatory, and makes them one of two options. The UNM states this means teachers will no longer be required to maintain their relationship to intellectual and academic advancements in education, and would make New Mexico the only state in the nation which does not have a higher education provision in its advancement process for principals.

PERFORMANCE IMPLICATIONS

The New Mexico State University (NMSU) states SB 475 should enhance the performance of teachers moving from a level one to a level three license.

According to the PED:

The 2009 Legislative Finance Committee (LFC) report “The Three-Tiered Licensure System and the Achievement Gap,” indicates that level 3 PDD passers increased student achievement by 2.8 scale score points over level 1 teachers that had not yet completed a PDD. Considering the \$20,000.00 increase in base salary, this is not an effective return

in investment, and does not indicate that the process of the PDD served as a significant factor in improving teacher practice.

The 2012 LFC report “Effective Use of Student Test Data to Assess and Improve Teacher Evaluation,” reiterates the 2009 findings and further recommends that New Mexico develop an evaluation system that aligns teacher performance to the three-tier system.

SB 475 would create a continued need for support of a system that has shown little impact on recruitment and retention of teachers, improved teacher effectiveness, and ultimately an improved educational outcome for New Mexico schools. Reallocating these resources toward regional and systemic training of educators could help New Mexico in establishing improved practices that are grounded in proven, research-based practices.

ADMINISTRATIVE IMPLICATIONS

SB 475 should not change the current administrative burden associated with teachers advancing licensure levels. See Significant Issues, above.

CONFLICT, DUPLICATION, COMPANIONSHIP, RELATIONSHIP

HB 481 is a duplicate bill.

HB 276 also amends the School Personnel Act to provide for advancement through the three-tiered licensure system by directly linking effectiveness in the classroom to licensure advancement.

SB 418 also addresses teacher licensure requirements. The bill requires applicants for a level one elementary teaching licensure to show individual content knowledge in language arts, mathematics, science and social studies. HB 167 is a duplicate bill to SB 418.

OTHER SUBSTANTIVE ISSUES

A recent LFC staff evaluation of the three tiered licensure system and effective teaching in New Mexico recognized quality teaching is the most influential school factor affecting academic success. Previous evaluations of the three tiered system confirmed the system decreasing widespread teacher shortages, reducing unqualified teachers, and improving teacher pay. Student performance, however, has not improved with taxpayer investments in teacher pay. Student performance within teacher licensure levels and between licensure levels suggests the local and state evaluation systems are not screening teachers for their effectiveness in the classroom. Furthermore, each licensure level has high and low performing teachers. The three-tiered system continues to offer a solid framework to align resources to performance, but student achievement must be better incorporated into the process. If modified, student achievement could be a data-driven concern for all teachers and serve as a way to reward the state’s best teachers and intervene for struggling teachers.

The PED has sought, through rule, to improve the local evaluation component of the three-tiered system and initiated two task forces to examine how to incorporate student achievement,

including using VAMs, into a new system. However, statutory changes not addressed by the new PED rule are necessary to reform local evaluations and the state licensure system.

Recommendations of the report included:

- Revise the professional development dossier (PDD) with new requirements and competencies that focus on student achievement. The PDD will have new requirements strengthening expectations for student achievement, requiring satisfactory annual evaluations, and allowing the most effective teachers, as measured by a statewide value added model, to bypass the PDD process;

The full report can be found at:

<http://www.nmlegis.gov/lcs/lfc/lfcdocs/perfaudit/Public%20Education%20Department%20%E2%80%93%20Promoting%20Effective%20Teaching%20in%20New%20Mexico.pdf>

ALTERNATIVES

The PED states:

Passing legislation that allows for advancement based on performance of teachers, allowing highly effective and exemplary teachers to advance at a faster pace than lesser performing teachers. Such legislation that aligns with current empirical research that indicates the most impactful school factor in student achievement is the teacher. Passing legislation that aligns teacher effectiveness with compensation, licensure, and property rights will help recruit higher performers to the profession, allow high performers to advance more efficiently, and ultimately aid principals in staffing classrooms with more effective teachers.

MMP/svb