



Economic Impact Analysis Virginia Department of Planning and Budget

8 VAC 20-21 – Licensure Regulations for School Personnel Department of Education August 23, 2001

The Department of Planning and Budget (DPB) has analyzed the economic impact of this proposed regulation in accordance with Section 9-6.14:7.1.G of the Administrative Process Act and Executive Order Number 25 (98). Section 9-6.14:7.1.G requires that such economic impact analyses include, but need not be limited to, the projected number of businesses or other entities to whom the regulation would apply, the identity of any localities and types of businesses or other entities particularly affected, the projected number of persons and employment positions to be affected, the projected costs to affected businesses or entities to implement or comply with the regulation, and the impact on the use and value of private property. The analysis presented below represents DPB's best estimate of these economic impacts.

Summary of the Proposed Regulation

Pursuant to changes in the Code of Virginia (Sections 22.1-292.1, 22.1-298, 22.1-299, 22.1-299.3, and 22.1-303), the Board of Education (board) proposes to make several amendments to these regulations, including adding the Local Eligibility License. All of these provisions are already in effect pursuant to the Code. In addition, the board proposes to add a fourth qualification option for the division superintendent license.

Estimated Economic Impact

Local Eligibility License

The Local Eligibility License, which is specifically established in the Code of Virginia, is similar to the Provisional License. A person can obtain either a Provisional License or a Local Eligibility License to teach if she possesses a bachelor's degree, has completed the subject-specific coursework necessary for endorsement in a content area, and gains employment with a Virginia school division. The Provisional License is granted by the Department of Education

(department) upon demonstration that these conditions have been met. A local school board issues the Local Eligibility License. Both licenses last three years and are nonrenewable. In order for a teacher with either a Provisional or Local Eligibility License to obtain a renewable Collegiate Professional License, the individual must obtain state-specified passing scores on the PRAXIS I and II examinations and complete a specified number of professional studies credits. PRAXIS I (basic skills: reading, writing, and mathematics) and PRAXIS II (subject area) are national standardized qualifying exams for teachers.

Pursuant to the Code amendments, the Local Eligibility License has been available since July 1, 2000. In practice, the introduction of the Local Eligibility License has enabled individuals to become working licensed teachers for six years without passing the PRAXIS exams, which test both basic skills and knowledge specifically related to their teaching area, and without completing the professional studies credits required for a Collegiate Professional License. Prior to the introduction of the Local Eligibility License, individuals could only teach for three years without these qualifications. According to a report presented to the board by the Department of Education,¹ of the 234 Local Eligibility Licenses issued for the 2000-2001 school year, 153 were issued to individuals who had previously held a three-year provisional license. Thus, the majority of individuals who have obtained the Local Eligibility License appear to have obtained it because they failed to pass the Praxis exams and/or failed to complete the professional studies credits within the three years they held a Provisional License.

The impact on the quality of teaching of having obtained all the required professional studies credits required for a Collegiate Professional License is not clear. The 1996 National Commission on Teaching and America's Future report, "What Matters Most: Teaching for America's Future," emphasizes the importance of pedagogy training. However, research exists that indicates that students with teachers who have not had the additional hours of professional studies perform no worse than students who have traditionally certified teachers.² Since PRAXIS scores are not generally available in data sets for research, there are no known studies associating the performance of students with the PRAXIS scores of their teachers. But it seems likely that students would be better off with teachers who had knowledge at or beyond a

¹ "A Report on the Use of the Local Eligibility License for 2000-01 School Year," presented to the Virginia Board of Education by the Virginia Department of Education on November 30, 2000.

minimum standard. Plus, there is research that shows that students with teachers who are certified to teach in their subject area have a statistically positive impact on student test scores relative to teachers not certified in their subject area.³ Thus, it may be preferable to limit individuals to three years of teaching without passing the qualifying (PRAXIS) examinations, rather than six years.

Division Superintendent Licensure

Currently, an individual can obtain a division superintendent license by meeting the requirements of at least one of three options. The requirements of Option One include an earned doctorate degree in educational administration or educational leadership, and five years of educational experience in a public or accredited nonpublic school. The educational experience must include at least two years of teaching experience at the preK-12 level and at least two years of administration/supervision at the preK-12 level.

The requirements of Option Two include an earned master's degree plus 30 hours beyond the master degree, five years of educational experience in a public or accredited nonpublic school, and completion of the requirements for administration and supervision preK-12 endorsement. Similar to Option One, the educational experience must include at least two years of teaching experience at the preK-12 level and at least two years of administration/supervision at the preK-12 level. The requirements for the administration and supervision preK-12 endorsement include demonstrated knowledge and understanding of: 1) student growth and development, 2) systems and organizations, 3) theories, models, and principles of organizational development, 4) values and ethics of leadership, 5) the purpose of education and its role in modern society, and 6) principles of representative governance that under gird the system of American schools. Each of the six areas listed above include several subcategories.

The requirements of Option Three include an earned master's degree, five years of educational experience in a public or accredited nonpublic school, and a current and valid out-of-state license with an endorsement as a division/district superintendent. Similar to Options One

² For example, see Barnes, Salmon, and Wale (1989), Goebel, Romacher, and Sanchez (1989), and Miller, McKenna, and McKenna (1996).

³ For example, see Goldhaber and Brewer (2000).

and Two, the educational experience must include at least two years of teaching experience at the preK-12 level and at least two years of administration/supervision at the preK-12 level.

The board proposes to introduce a fourth option for obtaining a division superintendent license. The requirements under Option Four include a master's degree, "a senior leadership position such as Chief Executive Officer or senior military officer," and a recommendation from a school board interested in employing the individual as superintendent. With the introduction of Option Four, the pool of potential candidates that local school divisions can consider for their superintendent position widens considerably. The role of superintendent, particularly at larger school divisions, consists primarily of overall leadership and management. Individuals such as highly successful managers in the private sector likely possess skills that could serve well in the capacity of superintendent. By expanding the pool of potential candidates, school divisions would be permitted to hire individuals who may have substantially superior management ability and experience than would otherwise be available without Option Four. If local school boards determine that their needs for a superintendent require elements of or all of the education and experience requirements contained within Options One, Two, or Three, the school boards will remain free to only consider candidates with those attributes.

Businesses and Entities Affected

The proposed changes to the regulation will affect the 132 school divisions, as well as individuals considering obtaining a superintendent license.

Localities Particularly Affected

The proposed changes to the regulation affect localities throughout the Commonwealth.

Projected Impact on Employment

The proposed additional option for superintendent licensure will likely have some impact upon whom is hired as superintendent for some school divisions, but will not affect the number of such positions.

Effects on the Use and Value of Private Property

The proposed changes to the regulation will not likely significantly affect the use and value of private property.

References:

Barnes, Susan, James Salmon, and William Wale (1989), "Alternative Teacher Certification in Texas," Presented at the annual meeting of the American Educational Research Association, March. ERIC Document No. 307316.

Goebel, Stephen D., Karl Romacher, and Kathryn S. Sanchez (1989), *An Evaluation of HISD's Alternative Certification Program of the Academic Year: 1988-1989*. Houston: Houston Independent School District Department of Research and Evaluation. ERIC Document No. 322103.

Goldhaber, Dan D. and Dominic J. Brewer (2000), "Does Teacher Certification Matter? High School Teacher Certification Status and Student Achievement," *Educational Evaluation and Policy Analysis*, 22(2): 129-145.

Miller, John W., Michael C. McKenna, and Beverly A. McKenna (1996), "A Comparison of Alternately and Traditionally Prepared Teachers," *Journal of Teacher Education*, 49(3): 165-176.

National Commission on Teaching and America's Future (1996), *What Matters Most: Teaching for America's Future*. New York: Author.

"A Report on the Use of the Local Eligibility License for 2000-01 School Year," presented to the Virginia Board of Education by the Virginia Department of Education on November 30, 2000.