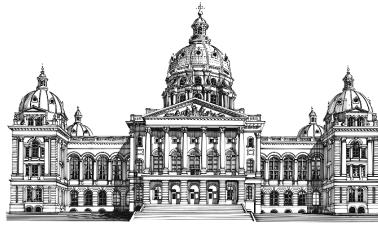


# Iowa Legislative Fiscal Bureau

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State Capitol  
Des Moines, IA 50319  
December 1, 1998

## Board of Educational Examiners

### ISSUE

This **Issue Review** provides history, background, and current issues regarding the Board of Educational Examiners.

### AFFECTED AGENCIES

Department of Education - Board of Educational Examiners

### CODE AUTHORITY

Chapter 272, Code of Iowa

### BACKGROUND

The Board of Educational Examiners was created in 1989 to:

- Provide leadership in licensure for educational practitioners.
- Develop rules for the approval of professional development programs offered by local education agencies and community colleges.
- Develop a code of professional rights, responsibilities, practice, and ethics.

The Board assumed the work and responsibilities of the former Iowa Professional Teaching Practices Commission and the broad licensing responsibilities of the State Board of Education. The licensing function currently includes:

- Authority to establish criteria for teaching licenses and endorsements.
- Development of license renewal requirements.
- Processing of new license and renewal applications.
- Revocation or suspension of practitioner licenses.
- Reprimand or exonerate practitioner behavior.

The Board consists of 11 members appointed by the Governor for four-year terms. Statutory membership also requires representation as follows:

- Five classroom teachers.
- Four school administrators.
- Two public members, one of which is the Director of the Department of Education (or the Director's designee).

Staff for the Board includes an Executive Director (appointed by the Board) and a secretary. Additional staff support is provided by the Bureau of Practitioner Preparation and Licensure, which is part of the Administrative Division of the Department of Education. **Attachment I** lists the current Board members and Board staff.

### **CURRENT SITUATION**

#### ***License Fees***

One of the duties of the Board is to determine license fees. Licenses are renewed every five years. Fees are revised as needed. In 1972, fees were increased from \$2 to \$15. In 1993, fees were increased from \$15 to \$25. During FY 1998, the license fees in effect were as follows:

- \$25 for each new license, renewal, substitute, administrator, added endorsement, Statement of Professional Recognition evaluation, coaching, conditional license, and out-of-state evaluation.
- \$50 for each emergency license.
- \$50 for each Statement of Professional Recognition.
- \$5 for each duplicate license.

During FY 1998, the Board voted to increase license fees, effective September 16, 1998, as follows:

- \$50 for each new license, renewal, substitute, administrator, Statement of Professional Recognition evaluation, coaching, conditional license, and out-of-state evaluation.
- \$25 for each added endorsement.
- \$100 for each emergency license.
- \$50 for each Statement of Professional Recognition.
- \$10 for each duplicate license.

**Table 1** below illustrates license fee information.

**Table 1****License Fees**

	FY 1994	FY 1995	FY 1996	FY 1997	FY 1998
License Fee Revenue	\$419,323	\$522,887	\$553,655	\$555,783	\$612,128
Average fee per license	\$ 26.79	\$ 26.73	\$ 26.74	\$ 26.98	\$ 27.53
Licenses Issued	15,651	19,565	20,707	20,599	22,237

\*FY 1996 reflects the first evaluator license renewal period.

License fee revenue is deposited in the General Fund and is not retained by the Board. However, HF 2533 (FY 1999 Education Appropriations Act) contains language that allows the Board to retain up to 75% of any new revenue generated by an increase in fees to offset administrative costs. In addition to the annual appropriation for the Board, fee revenue offsets the cost of a portion of the Licensure Bureau of the Department of Education. Staff in the Licensure Bureau are responsible for the physical processing and issuance of licenses. **Table 2** illustrates appropriations and expenses for the Board and the Bureau since FY 1994.

**Table 2****Board Revenues and Expenditures**

	FY 1994	FY 1995	FY 1996	FY 1997	FY 1998
License Fee Revenue	\$419,323	\$522,887	\$553,655	\$555,783	\$612,128
General Fund Appropriations					
Board of Ed Examiners	172,178	192,780	193,225	196,980	201,973
<b>Total Revenues</b>	<b>\$591,501</b>	<b>\$715,667</b>	<b>\$746,880</b>	<b>\$752,763</b>	<b>\$814,101</b>
Expenditures					
Board of Ed Examiners	157,265	192,749	191,912	221,959	195,459
License Bureau (Dept. of Ed.)	319,920	364,431	370,124	321,159	381,233
<b>Total Expenditures</b>	<b>477,185</b>	<b>557,180</b>	<b>562,036</b>	<b>543,118</b>	<b>576,692</b>
<b>Net Benefit to General Fund</b>	<b>\$114,316</b>	<b>\$158,487</b>	<b>\$184,844</b>	<b>\$209,645</b>	<b>\$237,409</b>

**Licensing Backlogs**

On occasion, the Board experiences a backlog in processing new and renewal licenses. During periods of backlog, school districts are unable to receive timely confirmation of qualified staff for purposes of hiring and compensation. Phone calls regarding status increase during backlog periods which adds to the problem. The provision in HF 2533 allowing the Board to keep new license fee revenues will allow hiring of additional staff that will eliminate the backlog problem.

**Attachment II** provides a breakdown of the more than 22,000 licenses that were issued in FY 1998.

**Complaints and Hearings**

One of the responsibilities of the Board is to hold hearings on complaints about practitioners. Complaints usually consist of problems with practitioner behaviors or violations of the Board's administrative rules. During FY 1998, the Board received 24 complaints and held 19 evidentiary hearings related to those complaints.

***Studies***

The Board recently completed a statewide survey entitled "The Status of Support Programs for Beginning Teachers in Iowa Public and Nonpublic School Districts." The Board also completed the second year of a two-year Teacher Induction and Mentoring Pilot Program with the Creston Community Schools.

***Teacher Preparation Interim / Educator Prep Task Force***

The Executive Director has represented the Board at the meetings of the Teacher Preparation Study Committee during the 1998 Legislative Interim. The purpose of this Legislative Study Committee is to review the status of existing teacher and administrator preparation programs and support for beginning teachers. The Executive Director of the Board presented a variety of information particularly in the areas of teacher shortages and mentorship programs to the Committee. Some issues under consideration by the Committee that may impact the Board include:

- Mentorship programs.
- Requiring education faculty at Iowa's teacher preparation programs to possess teacher licenses. In a brief survey done by the Board, it was estimated that approximately 60.0% of such staff possess a teaching license. The Board estimates there are 800 teacher preparation educators in Iowa that would be affected by such a requirement.
- Competency testing. Some states require that teachers pass a competency test to receive a license.
- Background checks for teachers prior to licensure.

**Attachment III** shows how Iowa compares to other states in terms of assessments of practitioners, background checks, and mentoring programs.

The Governor created a similar Educator Prep Task Force which is being co-chaired by Ted Stilwill, Director of the Department of Education, and Anne Kruse, Executive Director of the Board of Educational Examiners. This Task Force intends to study and implement, through the administrative rule process, new teacher and administrator assessment requirements that will be conditions for licensure. The Task Force also intends to work with teacher preparation colleges and universities in Iowa to implement similar assessments as a condition for acceptance in teacher education programs. **Attachment IV** shows the press release issued by the Governor's Office and also contains a list of the other Task Force members.

***Teacher Shortage Areas***

The Board is asked to provide information regarding teacher shortage areas. The data used by the Board to determine shortage areas is the number of conditional licenses issued for a particular endorsement. While this information is helpful in determining teacher shortage areas, it does not allow for projection of future needs. It also does not disclose shortage areas if a conditional license is not requested. While Iowa does have a shortage of teachers with particular endorsements such as special education, there is not a shortage in the total number of teachers. In fact, Iowa teacher preparation programs typically graduate approximately 3,000 new teacher candidates per year. On average, the need for new teachers in Iowa is about 1,000 per year. **Attachment V** shows the most recent listing of shortage areas by conditional license count.

**ALTERNATIVES**

The General Assembly may want to consider the following items in regard to the Board:

- Transferring the funding and FTE positions of the Bureau of Practitioner Preparation and Licensure from the Administrative Division of the Department of Education to the Board (see budget discussion below). The Executive Director of the Board currently supervises and directs all the duties of these personnel, including performance evaluations and budgeting. Under this alternative, Sandra Renegar, the Department's consultant for practitioner preparation and development, would continue to report to the Department Director to maintain a separation of the duties between the certification of teacher preparation programs (by the State Board and the Department) and the licensure of teachers (by the Board of Educational Examiners).
- Codifying the provision in HF 2533 that allows the Board to retain 75.0% of the increased revenue from license fee increases for operational support.
- Making changes in the licensure procedures that may be recommended by the Teacher Preparation Study Committee, such as requiring background checks, competency testing, and that teacher preparation staff have teaching licenses. It is possible that the Board could approve a new type of license for educators in teacher preparation programs that would be less burdensome than obtaining practitioner's license (mainly the length of the student teaching period), yet still require some actual classroom experience.

**BUDGET IMPACT**

The FY 1999 General Fund appropriation to the Board is \$201,973 and 2.0 FTE positions. However, as stated previously, the licensing function of the Board is also supported by 6.0 FTE positions and approximately \$400,000 in the Bureau of Practitioner Preparation and Licensure which is a part of the Administrative Division of the Department of Education. In addition, there are 2.0 FTE positions within the Licensure Bureau that are funded entirely with federal funds that are dedicated to special education licensure. Total FY 1998 expenditures for the Board and other licensing support functions was \$814,000.

The Board also anticipates additional license revenue of approximately \$500,000 during FY 1999 from the increase of teacher license fees that will be used to support the functions of the Board. Approximately \$200,000 of these funds will be used to hire two clerks and two consultants to assist with licensure functions. Any funds remaining will be deposited in the General Fund.

The Board also received an FY 1999 appropriation of \$475,000 from the Technology Initiatives Fund to computerize records. The Board has identified a contractor to complete the work and work began September 30, 1998.

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 (August 3, 1998)

Nick Benzing  
 30594 - 290th Street Box 364  
 Neola, Iowa 51559

Teacher  
 Underwood Community Schools

Judith J. Brueggeman, Vice-Chair  
 1153 White Avenue  
 Harris, Iowa 51345-7550

Elementary Principal  
 Harris-Lake Park Community Schools

Mary Conrad  
 1516 Sixth Avenue North  
 Fort Dodge, Iowa 50501

Instructor  
 Iowa Central Community College

Gerald Cowell  
 1004 S. Cherry Street  
 Creston, Iowa 50801

Superintendent  
 Creston Community Schools

Martha Cumpton  
 1900 E. 12th Street  
 Des Moines, Iowa 50316

Teacher  
 Des Moines Schools

James Ehmen  
 311 Franklin Street  
 Cedar Falls, Iowa 50613

Teacher  
 Janesville Consolidated Schools

Peter E. Hathaway  
 3118 Dearborn Boulevard  
 Sioux City, Iowa 51104

Principal  
 Sioux City Community Schools

Velma R. Huebner  
 101 S. Ash Box 111  
 Stanwood, Iowa 52337

Teacher  
 Olin Consolidated Schools

Judy Jeffrey  
 (Chair's Designee - Public Member)

Administrator, Division of  
 Early Childhood, Elementary,  
 And Secondary Education  
 Department of Education

Thomas A. Sunderbruch  
 2138 W. Hayes  
 Davenport, Iowa 52804

Principal  
 Assumption High School - Davenport

Vacant

Public member

Board Staff

Dr. Anne E. Kruse, Executive Director  
 Secretary - M. Linda Beal

**NUMBER OF PRACTITIONER LICENSES ISSUED**  
 July 1, 1997 through June 30, 1998

License Code	Name of License	Number Issued
02	Old ten year	4
03	Pre-professional	1
10	Provisional	4,124
15	Educational	7,463
20	Professional Teacher	1,240
25	Professional Administrator	582
28	One-year Conditional (Admin Decision)	50
30	Conditional: one year	527
35	Conditional: two-year	621
36	Emergency Renewal – Teacher	230
37	Emergency Renewal – Administrator	8
38	Two-year Teacher Exchange	386
39	Conditional: three-year special educ	114
40	Substitute	2,315
42	One-year conditional: AEA Administrator	4
43	Evaluator License – Administrator	89
44	Evaluator License – Teacher	39
45	AEA Administrator	4
50	Provisional Occupational Secondary	22
55	Occupational Secondary	2
60	Provisional Occupational Postsecondary	53
65	Occupational Postsecondary	77
70	Provisional Postsecondary	17
75	Postsecondary	47
80	SPR – School Social Work	12
81	Speech-Language Pathologist	1
82	School Audiologist	4
83	Physical Therapist	2
84	Occupational Therapist	6
87	Special Education Nurse	0
88	School Nurse	3
90	Coaching Authorization	1,888
	Endorsements	2,301
	Total	22,237

SOURCE: Iowa Board of Educational Examiners

**NATIONAL COMPARISON  
ASSESSMENTS, BACKGROUND CHECKS, MENTORING PROGRAMS**

State	Basic Skills	Subject Matter	Pedagogical Skills	Background Checks	Beg. Tchr Support System
Alabama	X	X	X	X	X
Alaska	X			X	
Arizona	X			X	
Arkansas	X	X	X	X	
California	X	X		X	X
Colorado	X	X	X	X	X
Connecticut	X	X	X	X - employment	X
Delaware	X	X	X	X - employment	X
Florida	X	X	X	X	X
Georgia	X	X		X - employment	X
Hawaii	X	X	X	X - employment	
Idaho				X	
Illinois	X	X		X - employment	
Indiana	X	X	X	X	X
Iowa					
Kansas	X		X		
Kentucky	X	X	X	X	X
Louisiana	X	X	X	X - employment	X
Maine	X		X	X	X
Maryland	X	X	X	X - employment	
Massachusetts	X	X		X - employment	
Michigan	X	X		X - employment	X
Minnesota	X			X	X
Mississippi	X	X	X		
Missouri	X	X		X	X
Montana	X				
Nebraska	X			X	
Nevada	X	X	X	X	X
New Hampshire	X			X - employment	X
New Jersey	X	X		X - employment	X
New Mexico	X		X	X	X
New York		X	X		
North Carolina	X	X	X	X	X
North Dakota	X	X	X	X	
Ohio	X	X	X	X	X
Oklahoma	X	X	X	X	X
Oregon	X	X	X	X	
Pennsylvania	X	X	X	X - employment	X
Rhode Island	X		X	X	
South Carolina	X	X	X	X	X
South Dakota					
Tennessee	X	X	X	X	X
Texas	X	X	X	X	X
Utah				X	X
Vermont					
Virginia	X	X	X	X - employment	
Washington	X			X	X
West Virginia	X	X		X - employment	X
Wisconsin	X			X	X
Wyoming				X	
	45	33	29	43	29

FOR IMMEDIATE RELEASE

TUESDAY, AUGUST 4, 1998

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## EDUCATOR PREP TASK FORCE MEMBERS ARE NAMED

### **Group's work will complement Council for Continuous Improvement**

DES MOINES – Governor Terry Branstad continued to move ahead with his efforts to improve the quality of Iowa's schools by directing Iowa Department of Education Director Ted Stilwill and State Board of Educational Examiners Executive Director Anne Kruse to assemble and lead a Task Force on Educator Preparation.

Branstad said the task force will work in conjunction with the Council for Continuous Improvement in Education, which was created last Monday to design, develop, implement and evaluate new concepts to help schools support, assess and compensate quality teachers and administrators.

"We are taking a comprehensive approach to the challenges of paying good teachers and administrators more for doing their jobs well," Branstad said. "The development of quality teachers and administrators starts with proper preparation."

Stilwill and Kruse, who will serve as co-chairs, announced that the other members of the task force are Sally Frudden, Charles City, State Board of Education; James Ehmen, Janesville, State Board of Educational Examiners; Ruth Ann Gaines, Des Moines, 1998 Iowa Teacher of the Year; John Hartung, Iowa Association of Independent Colleges and Universities; Frank Stork, Executive Director, State Board of Regents; Joan McShane, Davenport, 1993 Iowa Teacher of the Year; Dr. Greg Robinson, Urbandale, 1998 Iowa Elementary Principal of the Year; Dr. Barbara

Grohe, Iowa City, 1998 National Superintendent of the Year; Dr. Thomas Switzer, Dean of the College of Education, University of Northern Iowa; Dr. Phil George, Chair, Department of Education, Central College; and Jim Blietz, Council Bluffs, Administrator, Area Education Agency 13.

The task force will review initiatives that Iowa and key leadership states currently use to prepare educators. The group will also work with the State Board of Education, Board of Educational Examiners, Iowa Association of Colleges of Teacher Education to set out a direction for the redesign.

"We will put in place, through rulemaking, new teacher and administrator assessment requirements that will be a condition for licensure. We will also work with the universities to institute a similar assessment as a condition for acceptance into the educator programs at the universities," Stilwill said. "These changes will assure that new teachers and administrators are competent not only in the subject matter they teach but also in the way they teach it."

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**Board of Educational Examiners**  
**Conditional Licenses - 1997-98**  
Includes regular and special education, not administrators

<b>Endorsement #</b>	<b>Name of Endorsement</b>	<b>Frequency</b>
222	7-12 Multicategorical Resource – Mild	102
172	K-6 Counselor	77
182	Middle School (Grades 5-8)	67
148	K-6 Reading	66
221	K-6 Multicategorical Resource – Mild	66
202	7-12 Behavior Disorders	63
173	7-12 Counselor	57
226	7-12 Multicat Spec Class w/Integ	52
201	K-6 Behavior Disorders	47
225	K-6 Multicat Spec Class w/ Integ	46
118	Driver Education & Safety	46
104	K-12 ESL	32
120	7-12 English/Language Arts	31
236	School Psychologist	27
138	7-12 Health	27
156	7-12 Physics	26
107	K-12 Talented & Gifted	25
134	7-12 Spanish	24
143	7-12 Math	23
146	K-6 Physical Education	23
204	K-6 Mental Disabilities	22
147	7-12 Physical Education	22
147	7-12 American Government	22
223	Early Childhood Special Education	21
160	7-12 Economics	20
161	7-12 Geography	20
165	7-12 Sociology	20
154	7-12 General Science	18
208	K-6 Learning Disabilities	18
205	7-12 Mental Disabilities	16
209	7-12 Learning Disabilities	16
108	K-6 Media Specialist	16
140	7-12 Industrial Technology	15
207	K-12 Mental Disabilities M/S/P	14
155	7-12 Physical Science	14
163	7-12 Psychology	13
167	K-6 Speech/Comm Theatre	13
168	7-12 Speech/Comm Theatre	13
236	Speech/Language Pathologist	12
109	7-12 Media Specialist	12
166	7-12 World History	12
152	7-12 Chemistry	11
103	Prekindergarten/Kindergarten	11

151	7-12 Biology	10
145	7-12 Music	9
144	K-6 Music	8
153	7-12 Earth Science	8
174	K-12 School Media Specialist	8
149	7-12 Reading	7
158	7-12 American History	7
214	K-6 Hearing Impaired	6
248	Consultant: Multicategorical Res.	6
115	7-12 Business - General	6
119	K-6 English/Language Arts	6
142	K-6 Math	6
216	Hearing Impaired Itinerant	5
117	7-12 Business - Marketing/Management	5
249	Consultant: MC-SCIN	4
113	K-6 Art	4
116	7-12 Business-Office	4
139	7-12 Home-Economics	4
141	7-12 Journalism	4
137	K-6 Health	4
215	7-12 Hearing Impaired	3
219	7-12 Visually Impaired	3
234	Work Experience Coordinator	3
123	K-6 French	3
159	7-12 Anthropology	3
164	K-6 Social Studies	3
218	K-6 Visually Impaired	2
220	Visually Impaired Itinerant	2
239	Director of Special Education	2
241	Consultant: Mental Disabilities	2
242	Consultant: Behavior Disabilities	2
243	Consultant: Learning Disabilities	2
150	K-6 Science - Basic	2
114	7-12 Art	2
211	K-6 Physically Handicapped	1
212	7-12 Physically Handicapped	1
213	PK-K Hearing Impaired	1
245	Consultant: Hearing Impaired	1
255	Supervisor: School Psychologist	1
176	K-12 Reading Specialist	1
112	7-12 Agriculture	1
124	7-12 French	1
125	K-6 German	1
133	K-6 Spanish	1
	Total	1,463

**Conditional Licenses - Administrators  
1997-98**

<b>Endorsement #</b>	<b>Name of Endorsement</b>	<b>Frequency</b>	<b>Cumulative Frequency</b>
169	K-6 Principal	33	33
170	7-12 Principal	24	57
171	PK-12 Superintendent	16	73

**Special Education Conditional Licenses  
Issued FY90 through FY98**

<b>Academic school year</b>	<b>Number licenses issued</b>	<b>Difference from previous year</b>
<b>1997-98</b>	<b>569</b>	<b>-95</b>
<b>1996-97</b>	<b>664</b>	<b>+17</b>
<b>1995-96</b>	<b>647</b>	<b>-10</b>
<b>1994-95</b>	<b>657</b>	<b>+110</b>
<b>1993-94</b>	<b>547</b>	<b>-35</b>
<b>1992-93</b>	<b>582</b>	<b>No change</b>
<b>1991-92</b>	<b>582</b>	<b>+35</b>
<b>1990-91</b>	<b>547</b>	<b>+101</b>
<b>1989-90</b>	<b>446</b>	

SOURCE: Iowa Board of Educational Examiners