

EIA and EAA Budget and Proviso Requests for FY 2021-22

**Presented to EOC
Recommendations by EIA Subcommittee
December 15, 2020**

Section 59-6-10 of the Education Accountability Act requires the Education Oversight Committee (EOC) to “review and monitor the implementation and evaluation of the Education Accountability Act and the Education Improvement Act programs and funding” and to “make programmatic and funding recommendations to the General Assembly.” To meet this statutory requirement, the EOC required each EIA-funded program or entity to submit a program and budget report detailing the objectives and outcomes of each program for Fiscal Years 2019-20 and 2020-21 and including any additional requests for Fiscal Year 2021-22.

Additional EIA requests for **Fiscal Year 2021-22** total \$108,391,594.

On November 10, 2020, the Board of Economic Advisors (BEA) issued updated revenue projections for FY 2020-21. The BEA identified a \$17.3 million increase in EIA funds for FY 2020-21. As compared to Pre-COVID projections, EIA growth was reduced by over \$50 million. See Table 1.

Table 1

| Pre-COVID Fiscal Year 2020-21 | |
|---|---------------------|
| EIA Projection pre-COVID | \$930,272,000 |
| EIA Recurring Base 2019-20 | \$860,735,000 |
| Pre-Covid EIA Projected Surplus (Non-recurring) | \$69,538,000 |
| Projected Fiscal Year 2020-21 As of November, 2020 | |
| EIA Projection | \$878,023,000 |
| EIA Recurring Base 2019-20* | \$860,735,000 |
| Projected EIA Surplus (Non-recurring) | \$17,288,000 |

The BEA also issued new estimates on November 10, 2020 for 2021-22 for projected estimates for EIA funds. See Table 2.

Table 2

| EIA Estimate 2021-22 November 2020 | |
|--|---------------------|
| EIA Estimate (November 10, 2020) | \$ 905,400,000 |
| EIA Base Appropriation 2019-20* | \$860,735,000 |
| Projected EIA Projected Funds (Recurring) | \$44,665,000 |

Note *: Assumes continuing resolution remains in effect for 2020-21.

Based on the November BEA estimate, there is a projected surplus of \$17,288,000 in EIA funds (non-recurring) for 2020-21 and \$44,665,000 in EIA Projected Funds (recurring) for 2021-22. The new requests for EIA total \$108 million.

The EIA and Improvement Mechanism Subcommittee met on the following dates:

- October 26, 2020: Held public hearing for all entities funded by or requesting EIA revenues
- November 16, 2020: Held public hearing for all entities funded by or requesting new EIA revenues and convened to discuss EIA budget priorities. Subcommittee requested EOC staff to compile priorities of EIA budget from the discussion and present recommendation for consideration at the December 7, 2020 meeting.
- December 7, 2020: Held meeting, via Zoom, to review and discuss EIA recommendations. Recommendations were approved by the EIA Subcommittee as presented.

Issues with EIA Funding

1. Charter School Funding:

Beginning in Fiscal Year 2011-12, EIA funds were appropriated for charter schools. The first appropriation, \$343,146, was for the operations of the South Carolina Public Charter School District. In Fiscal Year 2012-13, the appropriation was \$30,343,146, which included \$1,700 per weighted pupil for students in virtual charter schools and \$3,250 per weighted pupil for students in brick and mortar schools.¹

Over time, the EIA line item has increased as more charter schools open and more students enroll. In recent years, the increase in student enrollment in charter schools is reducing the amount of any new revenue in EIA funding available for any new project/programs.

With the continuous increase in the number of charter school students, funding charter schools from EIA funds is creating a dilemma. For example in FY 2021-22, the charter school cost to fund both the full amount for increased student growth and the requested per pupil increase would be \$57 million. In order to fully fund student enrollment increases only, the cost would be \$45 million. The current estimate for growth in FY 2021-22 EIA funds is only \$44.6 million.

How South Carolina funds charter schools, for the per pupil local share, is at a point that a new method should be considered. Options include:

- Instead of funding charter schools at the 135 day membership report, capture actual students enrolled at the 45 day membership report to get an accurate picture of the year's enrollment
- Allow home district's local share to follow the student thereby eliminating the need for the per pupil share in EIA
- Look at funding local per pupil share from other sources in the general fund revenues.

2. Review of EIA Funding Procedures

Dealing with the educational impact of COVID-19 will require a strategic deployment of all education resources around a set of clearly defined goals and outcomes. While funding many commendable programs, EIA funding has become disjointed and must be refocused around a high-level strategic plan designed to support students and educators with the greatest efficiency and measurable impact. Accordingly, the EOC will collaborate with key stakeholders to develop and articulate strategic goals and

¹ Proviso 1.74 of the Fiscal Year 2012-13 General Appropriation Act.

review and make recommendations to revise current application and reporting procedures as necessary. The goal is to align all EIA spending to address strategic, system-level needs. Currently funded programs will be advised of any changes to the process and invited to reapply for funding if they determine their program aligns within the articulated EIA Strategic Deployment Plan.

3. Re-evaluate the K-12 Funding Formula for South Carolina

Given the need to address options for funding the growth of charter schools, it is equally important to include in the evaluation the method to fund all public schools across South Carolina (charter and non-charter). The recent Education Funding Model created by the Office of Revenue and Fiscal Affairs in 2019 could be a starting point for this process. (Note this model did not address charter schools in its analysis and charter schools would need to be included in future analyses.)

Recommendations for EIA Funding

I. EIA Surplus FY 2021-22

For the current fiscal year, the EIA surplus of non-recurring dollars is expected to be \$17,288,000.

Recommendation 1: Instructional Materials **\$15,788,000**

With the request from the South Carolina Department of Education for additional funds for instructional materials and to ensure instructional materials for schools and teachers are up-to-date and aligned with newly revised academic standards, a recommendation is made to utilize \$15,788,000 of the nonrecurring funds for instructional materials with a priority for instructional materials that are evidence-based in grades K-12 English language arts, grades 9-12 mathematics and K-12 social studies. The academic standards for these subjects were adopted in 2015 and 2019, respectively, and these materials on the list have older copyright dates.

Recommendation 2: Artificial Intelligence **\$1,500,000**

There is no artificial intelligence curriculum in South Carolina as a pathway in career and technical education (CTE). Given the ever-growing need for trained individuals in this industry, a recommendation is made to develop, pilot and implement a high school curriculum for high school students in the CTE program. Southern Regional Education Board (SREB) has expressed an interest in working with South Carolina to develop the first integrated curriculum to include lesson plans, assessments, teacher training and equipment. Sites in South Carolina would be identified to implement the pilot during the pilot period. The final product would be a 2-3 year long program for

high school students and is intended to be an additional career completer pathway. The estimated cost for the development of the curriculum, teacher training and pilot is 1.5 million. The request is for one-time funds with a provision for carry over to complete the project.

II. EIA Projected Growth FY 2020-21

All programs funded for 2020-21 are recommended for funding at current levels.

With EIA additional requests totaling \$108 million and available EIA recurring growth funding estimate of \$44,665,000, the Subcommittee prioritized funding into three categories: (1) College and Career Ready, (2) Teacher Recruitment and Retention and (3) Evaluation of Alignment of EIA Programs with Strategic Goals/Expected Outcomes.

Priority 1: College and Career Ready

Recommendation 3: Post-secondary Enrollment and Success (E500) \$56,000

According to the Every Student Succeeds Act (ESSA) plan submitted in 2017 by the South Carolina Department of Education, the state has set goals related to high school post secondary enrollment in credit bearing courses and percentage of South Carolinians with a post-secondary degree. See attachment A. In order for states to keep pace with the demands of a more advanced workforce, the Lumina Foundation recommends at least 65% of the individuals should have a post-secondary education/credential by 2020.²

Currently, South Carolina uses the College Freshman Report as a means to capture post-secondary enrollment. The report does not have the means to accurately collect all high school graduates progress for in-state and out-of-state post-secondary institutions. The College Freshman Report is outlined below.

Section 59-101-130 of the SC Code of Laws requires high schools to submit:

- The number of high school graduates that entered the freshman class, either in or out of state, for whom the first semester report has been received
- A breakdown of all courses passed
- And a breakdown of all courses failed.

Institutions of higher learning in South Carolina submit a report to high schools based on the first semester accomplishments of each freshman.

This information is populated on the school's state report card.

² <https://www.luminafoundation.org/facts-and-figures>

The process outlined above is labor intensive and often does not accurately reflect the high school graduates who enroll in all post-secondary institutions across the nation. In addition, the matriculation of students in an institution, student transfers, and student completion data is not obtained.

The Subcommittee is recommending securing the services of the National Student Clearinghouse for the purpose of providing a clear and accurate picture of every South Carolina high school graduate's enrollment and success in a two/four-year colleges/universities/technical colleges/community colleges (in-state and out-of-state). The National Student Clearinghouse follows the path of students from post-secondary enrollment to graduation. The National Student Clearinghouse meets FERPA (Family Educational Rights and Privacy Act) compliance. The data, already available at the national level, could be further disaggregated at the state, district and school levels. For an example of a state level document, see attachment B.

The Office of Revenue and Fiscal Affairs would receive the funds appropriated for these services and serve as the intermediary agency between the South Carolina Department of Education (SCDE) and National Student Clearinghouse.

The implementation of the National Students Clearinghouse would reduce the paperwork in high schools and eliminate the need for Section 59-101-130.

(Note: Cost for the services to the National Student Clearinghouse is reduced each of the first five years.)

Add 1A. (New Proviso) With the funds appropriated to the Revenue and Fiscal Affairs Office, the state will utilize the services of the National Student Clearinghouse to comply with Section 59-18-1950 of the South Carolina Code of Laws. The funds will allow the state as well as all high schools to receive timely and accurate information about the college-going rate and success of South Carolina students who attend postsecondary institutions. The Department of Education will collaborate with the Revenue and Fiscal Affairs Office to facilitate the exchange and safeguarding of data.

Recommendation 4: Charter School Funding \$29,178,733

The request for additional EIA funds from the Charter Institute at Erskine and the South Carolina Public Charter School Districts is \$57,355,081 for FY 2021-22. As part of this request, the statewide charter school authorizers are requesting an increase in the per pupil increase of 7.5% for both brick and mortar and virtual schools. The increases would be from \$3600 to \$3870 for brick and mortar schools and from \$1900 to \$2043 for virtual schools. This request for \$57.4 million also includes an increase of \$31,743,666 for increased student enrollment during the current school year.

The EIA Subcommittee is recommending: (1) no increase in the per pupil funding level; (2) \$13,306,900 for student enrollment increases in new charter schools; and (3) \$15,871,833 for increased funding of students who enrolled in charter schools in school year 2020-21. The recommendation assumes that half of the student growth in charter schools due to COVID-19 in 2020-21 will continue in 2021-22.

The following chart compares the request of the charter school authorizers with the cost of keeping the per pupil rates consistent.

| Fiscal Year 2021-22 | Total Increase | Of increase, new schools/enrollment | COVID-19 Increase in Students |
|----------------------------|-----------------------|--|--------------------------------------|
| 7.5% Increase in Rates | \$ 57,335,081 | \$ 25,591,415 | \$ 31,743,666 |
| No increase in Rates | \$ 45,050,566 | \$ 13,306,900 | \$ 31,743,666 |
| Recommendation | \$ 29,178,733 | \$ 13,306,900 | \$ 15,871,833 |

Further, it is recommended that the 45-day and the 90-day count for Fiscal Year 2020-21 be secured for both charter districts to adjust the projected enrollment, up or down, for 2020-21. The two charter school authorizers will use \$16.4 million in funds unexpended in Fiscal Year 2019-20 and carried forward in Fiscal Year 2020-21 to support the COVID-19 student enrollment growth.

Note: For schools requesting to move from one charter district to the other, the funding would follow the students in the schools to the new district.

Estimating the number of students can be difficult, especially with new schools expecting to open plus the transitory nature of students, especially during the pandemic. However, a process should be developed that more closely estimates the realistic number of students so that the state can make available the appropriate funds for students attending the charter schools across South Carolina without excessive funds in surplus.

In the future, one option would be for each district to outline projections for the new year by school with a rationale and submit to the EOC as part of their program review report. In addition, a percentage could be used to estimate the number of new students based on patterns in the past.

Recommendation 5: Industry Certifications \$2,450,000

In fiscal year 2019-20, \$550,000 in recurring funds was allocated in EIA funds for industry credentials. The Department allocated another \$2,450,000 from savings from the EIA assessment line item. Districts are allotted \$10,000 for industry certifications with the remaining funds allocated based on the number of completers the previous year.

Note: The Department indicates there is an expected three million dollars surplus for 2020-21 in EIA assessment funds. The information from SDE has been requested regarding these unexpended assessment funds.

In the future in order to get a more accurate need of districts, it is recommended for districts to submit to the department by student, the name of the assessment(s) and the cost for each assessment at the end of each school year. This data would not serve only to support the needs for sufficient funding for schools but also provides a more transparent picture of specific industry certifications students obtain.

Recommendation 6: Funding to Increase (CERDEP) 4K Classes \$4,019,246

CERDEP is designed to serve 4-year-olds who meet eligibility requirements based on free/reduced lunch and/or Medicaid in a full day, 180-day instructional program that prepares them to enter kindergarten ready to learn. Over the past decade the South Carolina General Assembly has expanded CERDEP funding to provide greater access to students in districts with high poverty. CERDEP now includes 62 districts.

There are thousands of children in the remaining districts in South Carolina who would benefit from having access to high quality 4K learning experiences. This funding would be one strategy to phase-in a statewide expansion of full day 4K classes.

The funds would be allocated as follows.

- a. The South Carolina Department of Education would receive the funds that were requested for seven (7) additional classes of 20 students each for an additional 140 students. The cost includes \$10,000 per classroom for start-up plus \$4600 per student. The total cost is **\$714,000**.
- b. First Steps would receive **\$3,305,246** or \$4600 per student which is approximately 718 students.

Additionally, the EOC recommends to the General Assembly removing the Department of Social Services (DSS) licensing requirements for all public school 4K classes.

Recommendation 7: EIA 4-Year-Old Childhood (Half Day 4K)

Currently EIA funds allocated for half day 4K is \$15,513,846. This was initiated in 1984 with the enactment of EIA. Districts that currently utilize these funds are not CERDEP eligible. Approximately two (2) million of these dollars are used to administer the 5K and 4K formative assessments.

In order to phase-in a statewide expansion of full day program 4K classes, these funds could be part of an overall strategy to transition from half day 4K to full day. The EOC recommends to the General Assembly to utilize the \$13.5 million in half day 4K to

support statewide expansion of 4K to full day. In addition, the EOC recommends to the General Assembly to remove the licensing requirements from Department of Social Services for all public school 4K classes. There is no fiscal impact to EIA funding.

Recommendation 8: Charter School Learner Validated Pilot \$2,000,000

Pursuant to Proviso 1A.59 of the 2019-20 General Appropriation Act, the Education Oversight Committee (EOC) issued a report to the General Assembly regarding charter school funding models. Recommendations from this report included addressing equity in funding between virtual and brick-and-mortar charter schools as well as working to improve student outcomes in virtual schools, which tend to lag brick-and-mortar schools both nationally and in South Carolina.

“The traditional, seat-time based school schedule is reinforced by current student funding models. The dominant model, which is based on average daily attendance, is not flexible enough to enable the exponential number of variations—including accelerated or expanded time for learning activities—required to implement true personalized learning. As students mix both online and offline learning, they might take courses or components of courses from a variety of providers. New student funding models, no longer based on rigid attendance counts, must evolve to support this integrated set of blended and fully online course and school providers. Otherwise, virtual schools will struggle, as individual schools’ ability to personalize is constrained by a funding stream that cannot support an array of multiple providers. Without mechanisms that enable funds to easily flow across district, state, and national lines at more discrete levels, the field will be stunted by a lack of scale and market-based incentives.”³

A pilot of learner validated funding is sought to provide an alternative to traditional, enrollment funding for virtual high schools and charter high schools. In this learner validated funding pilot, a funding model would be developed to supplement the current base funding and incentivize increased student achievement towards College and Career Readiness (CCR) above the school’s base CCR levels.

Add 1A. (New Proviso) Of the funds appropriated, 2,000,000 shall be allocated to the Education Oversight Committee for the development and implementation of a learner validated funding pilot for charter schools. Up to two virtual high schools and up to two brick-and-mortar charter high schools will be selected by the EOC for inclusion in the funding pilot. In this pilot project, a learner validated funding model will be developed by the EOC to incentivize increased College and Career Readiness (CCR) student achievement in charter high schools that is above the school’s CCR base. The learner validated funding model would also serve as a supplement to the current base charter funding level. Criteria for determining and measuring student achievement and progress towards CCR completion as well as funding amounts will be developed by the EOC as a part of the pilot project. Carry forward of funding is allowed.

³ <https://www.immagic.com/eLibrary/ARCHIVES/GENERAL/EDSCTRUS/E070607T.pdf>

Recommendation 9: COVID Innovative Academic Recovery Camps
\$2,500,000

To provide additional resources to support the S.C. Read to Succeed Act of 2014 and to provide support to students who may have loss instructional time during COVID spring 2020 and fall 2020, the South Carolina Department of Education would create a process to allow school districts to develop and create innovative programs and/or community partnerships to provide after-school, summer or Saturday Academic Recovery Camps in mathematics and reading/writing. If choosing community partnerships, the district would utilize volunteers, mentors, and tutors to support students struggling in reading and mathematics reader in elementary schools across South Carolina. Schools with a fifty percent or greater poverty index would be targeted, however, schools that fall below the 50% would be eligible to serve only pupils in poverty (PIP). Schools that receive the grant would be responsible for outlining how they would measure student performance pre and post in their application in order to measure and produce results in student performance.

The Education Oversight Committee (EOC) would be responsible for evaluating the impact of innovative camps on student performance.

Recommendation 10: Matching Workforce Demands with Career Pathways
\$2,500,000

To meet the current and future workforce demands of our state and nation, SC students and families must understand what the needs and expectations of the workforce are. They must understand the options available to students and what pathways make sense to each individual student and their goals for the future.

The EOC is recommending \$2.5 million to enhance Tallo, an online platform that connects SC students with career and educational opportunities. The program, which already receives state funds, matches students with jobs, internships, college programs and scholarship money. The free app and digital platform allow users to showcase talents and skills on their digital portfolio, so colleges, companies and organizations can identify and connect with them on the app. There are currently over 102,000 Tallo users in South Carolina and it is used in over 200 high schools and career centers.

An enhancement should include a comprehensive look at career pathways and programs of study which are aligned to student interests. The pathways need to be informed by real-time, labor market data to determine high-skill, high demand industry sectors to which career pathways and programs of study will align. This online tool can be used effectively in Individual Graduation Plan (IGP) conferences with students and families and help career and college counselors in schools.

Priority 2: Teacher Recruitment and Retention

Recommendation 11: Increase Compensation for Teachers

A. Other Agencies' Teacher Salary \$336,013

If the General Assembly approves salary increases for teachers at 2%, these funds will allow the special schools to increase salaries of instructional staff by the same percentage as provided by the local school districts in which the special school resides.

B. Increase teacher salaries

The South Carolina Department of Education has requested that teacher salaries be increased by 2 percent in Fiscal Year 2021-22 using general fund revenues. States throughout the Southeast are also focusing on increasing the minimum starting salary as well as increasing all teachers by a specific dollar amount.

How the General Assembly decides to increase teacher salaries, the EOC recognizes that the starting salary and the average teacher salary for teachers in South Carolina must be increased to stay competitive with the region. Revenue and Fiscal Affairs projects the average teacher salary for the Southeast to be \$53,426 in Fiscal Year 2021-22. The average teacher salary in South Carolina in school year 2019-20 was \$53,329.

See table 3 below.

**Table 3
Teacher Salary Comparisons**

| Fiscal Year | Southeastern Average Teacher Salary * | % Increase | SC Actual Average Teacher Salary | % Increase | Difference in SC Actual versus SE Average | % Above or Below SE Average |
|--------------------|--|-------------------|---|-------------------|--|------------------------------------|
| 2013-14 | \$48,289 | | \$48,430 | | \$141 | 0.3% |
| 2014-15 | \$48,985 | 1.4% | \$48,561 | 0.3% | (\$424) | -0.9% |
| 2015-16 | \$49,363 | 0.8% | \$48,769 | 0.4% | (\$594) | -1.2% |
| 2016-17 | \$50,119 | 1.5% | \$50,050 | 2.6% | (\$69) | -0.1% |
| 2017-18 | \$50,750 | 1.3% | \$50,182 | 0.3% | (\$568) | -1.1% |
| 2018-19 | \$51,854 | 2.2% | \$50,882 | 1.4% | (\$972) | -1.9% |
| 2019-20 | \$53,213 | 2.6% | \$53,329 | 4.8% | \$116 | +0.22% |
| 2020-21 | \$53,213 | 0% | | | | |
| 2021-22 | \$53,426 | 0.4% | | | | |

Source: SC Revenue and Fiscal Affairs Office, September 1, 2020 letter to State Superintendent of Education.

C. New minimum salary schedule

The EOC recommends that the state consider amending the existing state minimum salary schedule to allow interested districts to pilot a new minimum salary schedule prior to potential state-wide implementation.

Attracting and retaining excellent teachers must always be a top state priority, now more than ever, as South Carolina seeks to help students recover from COVID-related learning losses. Creating more flexibility strategies to pay teachers as the professionals they are, and reward great teaching is vital.

One of the factors that impacts employee satisfaction is salary and the ability to “move up.” The current South Carolina statewide minimum salary schedule is known as a single salary schedule or “steps and lanes.” Teachers are paid based on steps that represent years of services or seniority and on lanes that are their educational attainment i.e. bachelor’s degree, master’s degree, etc.

In simplifying the salary schedule and implementing career levels, bands or ladders, the experience of Wisconsin should be considered. A report by the Wisconsin Center for Education Research documents the changes made. All districts moved away from the single salary structure to some degree. Several Wisconsin districts moved away from automatic step increases, choosing instead to create compensation systems that: embraced district goals, recognized teacher contributions to the organization, aligned with the state’s teacher effectiveness system and moved to a career pathway approach. “The districts limited the number of lanes or change the lanes from education-based to a more career-level approach. All districts modified the steps to reflect a professional path for educators (as opposed to a uniform step and lane system), about half of the districts (in the sample survey) adapted a career level approach, also referred to as career bands or ladders.”⁴

A career-level approach for South Carolina could be implemented to address the following objectives:

- Teachers would be compensated for more than just seniority and educational achievement;
- Such as system might create career pathways that encourage individuals to remain classroom teachers; and
- Provide greater flexibility for schools and districts in recruiting teachers, especially teachers in hard-to-staff disciplines.

In addition to the single salary schedule, districts may give salary supplements or additional pay to teacher through stipends or bonuses. For example, teachers gaining National Board certification at the school may receive stipends. Teachers may also be

⁴ Teacher Compensation: Standard Practices and Changes in Wisconsin. August 2016. Wisconsin Center for Education Research. https://wcer.wisc.edu/docs/working-papers/Working_Paper_No_2016_5.pdf

eligible for hiring or performance bonuses while other districts offer bonuses for teachers who teach hard-to-staff subjects or in hard-to-staff schools.

The South Carolina 2020-21 state minimum salary schedule compensates teachers for years of experience from 0 to 23 years and educational level across five different levels - bachelor's degree; bachelor's degree plus 18 hours; master's degree; master's degree plus 18 hours; and doctorate.

A single salary schedule is used by most states because it minimizes pay bias regarding favoritism, gender and race. They system also gives predictability to teachers while incentivizing teachers to remain in the profession. The longer an individual is employed in the profession, the more pay he or she earns annually, even if the pay is only a 1 or 2 percentage increase. Most salary schedules "stop" after a certain number of years. In our state, the salary schedule stops at 23 years.

Individual districts, however, have extended the steps in their district salary schedule. In 2019-20, 60 of the 79 traditional school districts adopted district salary schedules that exceed 23 years.

The following 19 districts have district salary schedules that "stop" at 23 years:

| | | | |
|-------------|--------------|------------|--------|
| Allendale | Clarendon 1 | Hampton 2 | York 1 |
| Bamberg 1 | Dillon 3 | Laurens 55 | |
| Bamberg 2 | Fairfield | Lee | |
| Barnwell 19 | Florence 4 | McCormick | |
| Barnwell 45 | Greenwood 51 | Marion | |
| Cherokee | Hampton 1 | Newberry | |

The criticisms of the current system focus on its rigidity. The single salary schedule does not give flexibility for compensation to attract, reward and retain teachers. The single salary schedule also favors teachers with more seniority if across-the-board pay increases are implemented. In the event district revenues decline, districts are typically locked into paying teachers. Finally, research questions the link between a teacher's education and seniority and students' academic performance.

Recommendation 12: S.C. Teacher Working Conditions Survey \$250,000

Increasing the number of teachers entering the teaching profession is one strategy for reducing the teacher shortage. However, simultaneously addressing the problem of teacher turnover is equally as critical to providing teachers for all of our schools. Research on teacher retention indicates teachers cite working conditions as the

number one reason for leaving the teaching profession⁵. A growing body of research suggests working conditions for teachers influence the quality of teaching, teacher retention and school improvement⁶.

Currently, teachers can participate, annually, in an optional teacher climate survey online. This survey originated in 1985 as part of the 1984 Education Improvement Act. The survey focuses on six indicators of effectiveness: positive school climate, instructional leadership of principals, emphasis on academic, high expectations for students, frequent monitoring of students' success and positive home/school relations. The results of this survey are reported on the school report card by three categories: percent satisfied with the learning environment, percent satisfied with the social and physical environment, and percent satisfied with home/school relations.

The Subcommittee recommends the utilization of a new Teacher Working Conditions Survey either adopted or adapted from the North Carolina Teaching, Empowering, Leading and Learning survey (TELL). Multiple states, including Colorado, Kentucky, Maryland, North Carolina, and Oregon, are now using TELL as part of their strategy to learn more about what should be done to retain teachers from a state policy perspective as well as a district/school policy. A South Carolina Teacher Working Conditions Survey would provide a voice for all teachers in the following areas:

- Community support and involvement
- Teacher leadership
- School leadership
- Managing student conduct
- Use of time
- Professional development
- Facilities and resources
- Instructional practices and support
- New teacher support

The South Carolina Teacher Working Conditions Survey would be assigned to CERRA to secure services for the development and/or administration of the survey. The results would be reported at the state, district and school level. Minimum thresholds for teacher participation at the school level would need to be identified as well as the minimum number of teachers at a school/grade level so as not to be able identify a specific teacher. All teacher responses would be anonymous.

⁵ Podolsky, A., Kini, T., Bishop, J., & Darling-Hammond, L. (2016) Solving the Teacher Shortage. Palo Alto, CA: Learning Policy Institute

⁶ Johnson, S.N., Berg, J.H., Donaldson, M.L. (2005) Who stays in teaching and why: A review of the literature on teacher retention. Cambridge, MA: Harvard School of Education.

An example of a North Carolina teacher survey document showing district level teacher responses in aggregate is shown in attachment C.

Recommendation 13: Support for Expansion of Teaching Fellows, Proteam and Teacher Cadet \$1,000,000

a. In order to encourage and attract quality high school graduates to the teaching profession the Subcommittee concurs with CERRA's recommendation of **\$860,000** for 15 additional Teaching Fellows.

Currently, CERRA awards 200 Teaching Fellows per year to high school graduates interested in becoming a teacher. Approximately 1,000 applications are received by CERRA each year for teaching fellows with 500 students being offered an interview. About 400 high school graduates are deemed eligible for Teaching Fellows with only 200 being awarded. (Note: Applications are expected to increase in 2020-21, as Clemson University will be added as a host Teaching Fellows site.)

Based on data from the 2000-2005 Teaching Fellows cohorts, 78% of the Fellows graduated in the program. Seventy-one percent of the Fellows are employed in South Carolina school districts. Ninety-three percent of the Fellows' graduates have either satisfied their loan to CERRA or are currently teaching for loan forgiveness in South Carolina.

b. In addition, the recommendation includes supporting additional classes for Proteam and Teacher Cadets to ensure every middle and high school can offer these classes to their students. The cost is **\$140,000**.

Priority 3: Evaluation of Alignment of EIA Programs with Strategic Goals/Expected Outcomes

Recommendation 14: Independent Evaluation of EIA Programs \$375,000

The Education Improvement Act of 1984 was established to promote excellence in education in South Carolina schools. Specifically, the Education Improvement Act set out to improve schools in South Carolina by increasing student academic achievement, providing better services to special groups of students and school personnel, improving school conditions, involving extensive community involvement in school affairs, and gaining higher public confidence in our schools.

Currently, the EIA funds 30 programs under the South Carolina Department of Education and 25 programs to other agencies/entities within South Carolina. On an annual basis, each program provides the EOC with a program review that includes goals, strategies and outcomes. Financial data is also provided.

Over the years many of the EIA programs currently funded do not provide the detailed data needed to ensure the programs are working for the purpose stated and/or meet the overarching goals created by the Education Improvement Act. In order to know the effectiveness/impact an EIA program has, it is recommended that annually up to five (5) EIA programs be selected for an independent evaluation. This evaluation would include the data needed to determine if the intended goals of the EIA program are being met, the actual impact on student learning, and/or if the program was appropriate to be funded under EIA. Results of the evaluations and recommendations from the EOC based on the evaluation results would be shared with the EOC, the Governor and the General Assembly for consideration of future funding.