

**EDUCATION OVERSIGHT COMMITTEE**

**Agenda  
Monday, December 10, 2012  
1:00 p.m.  
433 Blatt Building**

- |      |   |                |  |
|------|---|----------------|--|
| I.   | Welcome and Introductions   | Mr. Robinson   |  |
| II.  | Approval of the Minutes of October 8, 2012  | Mr. Robinson   |  |
| III. | Subcommittee Reports  |                |  |
|      | A. Academic Standards and Assessments<br>Information: 2012 South Carolina District and School<br>Report Cards | Dr. Merck      |  |
|      | B. EIA and Improvement Mechanisms<br>Action: FY2013-14 Budget and Proviso Recommendations                     | Mr. Drew       |  |
|      | C. Public Awareness<br>Information: Implementation of Public Awareness<br>Campaign                            | Mrs. Hairfield |  |
| IV.  | Policy Discussion - 2013 Legislative Session  | Mr. Robinson   |  |
| V.   | Adjournment   | Mr. Robinson   |  |

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**SOUTH CAROLINA EDUCATION OVERSIGHT COMMITTEE**  
**Minutes of the Meeting**  
**October 8, 2012**

Members Present: Mr. Robinson; Mr. Bowers; Mr. Drew; Senator Fair; Senator Hayes; Mrs. Hairfield; Mr. Martin; Dr. Merck; Rep. Neal; Rep. Patrick; Rep. Smith; Mr. Warner; Mr. Whittemore; and Dr. Zais

- I. Welcome and Introductions: Mr. Robinson welcomed members and guests to the meeting. He introduced the newest member of the EOC, Mr. Phillip Bowers, who is the Speaker's business appointee to the EOC, filling the unexpired term of Mr. Terry Brown.
- II. Approval of the Minutes of the August 8, 2012 Meeting - Mr. Drew noted an error in the minutes regarding the number of charter schools operating in the state. Mr. Warner also asked that the minutes be amended regarding the discussion on the ability of the new consortium assessments to reflect concern that the assessments may not be able to assess skills and dispositions. The minutes as amended were approved.
- III. Key Constituencies - Catalytic Leadership Initiative  
The chairman introduced the Catalytic Leadership Initiative, a group of individuals from across the spectrum (education, business, and community leaders) who have as their mission "to improve the quality of life of children of color and children of poverty within the state of South Carolina by creating, facilitating and maintaining catalytic connections and a strategic work plan which transcends political, geographical, organizational and generational boundaries." Specifically the group has targeted for key areas: education; health care; poverty and juvenile justice. The South Carolina Legislative Black Caucus is a partner of the initiative. The chairman then called upon Rep. Neal to introduce his fellow Initiative members who were in attendance.

Speaking for the Catalytic Leadership Initiative, Dr. Ronald Epps, former superintendent of Richland School District One described the collaborations that are working to establishing strategic connections and partnerships that focus on symbiotic interdependence of social programs and identifying strategic initiatives in the four areas to address - education, health, poverty and criminal justice.

Mr. Warner noted that diversity even exists in Greenville County. Dr. Epps responded that all schools have diversity but the same pedagogy of teaching is good for all. Dr. Merck asked about the impact of the Common Core State Standards on graduation rates. Dr. Epps responded that rigor has become more meaningful than ever with professional development being the key.

Rep. Neal followed up by talking about the importance of having community involvement, motivating parents and the community, to address the negative impact of poverty on children. The community has to play a role for positive changes to occur for children.

Rep. Smith asked how the state can get parents, whose children attend failing schools, to become involved. Dr. Epps concurred and noted that the Catalytic Leadership Initiative is now reaching out to the faith-based community to engage parents.

## Subcommittee Reports

The committee then turned to the Subcommittee reports.

### A. Academic Standards and Assessments:

Dr. Merck was recognized. First, regarding the Palmetto Gold and Silver Reward Program, Dr. Merck presented the following subcommittee recommendations along with a rationale for each:

Recommendation 1: The criteria used to evaluate Palmetto Gold and Silver Award winners based on the release of the 2012 state report cards should be amended accordingly. Regarding schools with steady growth, only schools that have a growth rating of Good or better for two consecutive years would receive a Palmetto Silver award. Schools that have a growth index of Average or better for three years would not be eligible for a Palmetto Silver Award.

Recommendation 2: The Accountability Division of the EOC will analyze the results of the 2012 state report cards and propose alternative criteria for the Palmetto Gold and Silver Award Program to the Academic Standards and Assessment Subcommittee for the 2013 state report card release. Significant changes to the Palmetto Gold and Silver criteria should be consistent with the implementation of the new value table and indices for determining growth ratings for the 2013 state report card ratings.

Dr. Zais asked for clarification if the subcommittee had recommended a specific model based on the May report. Mrs. Barton replied that the subcommittee had not endorsed one of the models but would analyze the results of the 2012 state report cards and the change to the growth index to make additional recommendations for \*the subsequent Palmetto Gold and Silver recognitions.

The committee then unanimously adopted both recommendations.

Then, Dr. Merck presented the initial comments of the subcommittee regarding the composition of cyclical review of the accountability system. Mr. Warner noted that the existing accountability system is not adequate and should promote innovation as was recommended by the EOC in the innovation proviso that was vetoed. Rep. Neal concurred that accountability must be broader than the acquisition of knowledge.

### B. EIA and Improvement Mechanisms

Mr. Drew was recognized. He stated that the EIA and Improvement Mechanisms Subcommittee will begin its budget deliberations on October 22.

### C. Public Awareness

Mrs. Hairfield called upon Dana Yow of the EOC staff to review the public awareness campaign for 2012-13 as well as to reflect upon the actions taken last year. Ms. Yow focused on changes to the plan which include: (1) targeting business community; (2)

considering outdoor advertising; (3) expanding social media; (4) conducting a video contest focused on innovation for middle and high school students; (5) updating Family Friendly Standards; and (6) engaging public in cyclical review of the accountability system.

V. EOC Objectives for FY2012-13

The committee then reviewed the draft EOC objectives for 2012-13. Mr. Warner emphasized that the objectives do not adequately address the need to create urgency around improving public education. Mr. Drew noted that the objectives are specific goals that must be accomplished for the year. Mr. Warner pressed the members that the EOC must be bold, dramatic recommendations this year that raise the public awareness that progress and innovation need to occur; otherwise, the EOC is another example of fragmented governance. Mr. Warner suggested that the EOC needs to be the catalyst for transforming public education and can do so with bold recommendations.

Rep. Neal shared Mr. Warner's frustration and the need for innovation and transformation. Innovation must come from everyone – engage communities to move forward. Mr. Drew concurred with the sense of urgency and suggested that the cyclical review and public awareness campaign may be the avenues to raise these issues. Sen. Hayes reflected that the EOC's reputation as being an independent body that provides accurate information and is courageous to report the hard numbers and to report on how South Carolina is doing is vital. Rep. Smith concurred that the EOC's input is important to legislators.

The discussion then turned to governance issues. Dr. Zais noted that more autonomy at the local level is needed and more accountability for student performance. Dr. Zais affirmed that teacher and principal evaluations should hold teachers and principals accountable for student performance. Rep. Neal noted that more than one approach is needed to address failing schools. Engaging parents, communities as well as engaging all resources, not just educational services, are important.

VI. Adjournment

Having no other business, the EOC adjourned.



## 2012 Annual School and District Ratings SUMMARY

Based on data received from SCDE October 29, October 30, November 6, and November 7, 2012.

### ABSOLUTE Ratings for Schools

Accountability Rating	2012	2011	2010	2009
<b>Excellent</b>	<b>395 (33%)</b> Primary: 31 Elementary: 205 Middle: 72 High: 87	<b>318 (27%)</b> Primary: 27 Elementary: 166 Middle: 53 High: 72	<b>242 (21%)</b> Primary: 32 Elementary: 134 Middle: 36 High: 40	<b>188 (16%)</b> Primary: 26 Elementary: 111 Middle: 26 High: 25
<b>Good</b>	<b>234 (20%)</b> Primary: 1 Elementary: 133 Middle: 55 High: 44	<b>211 (18%)</b> Primary: 3 Elementary: 129 Middle: 51 High: 28	<b>209 (18%)</b> Primary: 0 Elementary: 119 Middle: 46 High: 44	<b>185 (16%)</b> Primary: 3 Elementary: 105 Middle: 41 High: 36
<b>Average</b>	<b>404 (34%)</b> Primary: 0 Elementary: 225 Middle: 125 High: 54	<b>462 (39%)</b> Primary: 1 Elementary: 259 Middle: 125 High: 77	<b>510 (44%)</b> Primary: 0 Elementary: 289 Middle: 136 High: 85	<b>537 (46%)</b> Primary: 0 Elementary: 301 Middle: 143 High: 93
<b>Below Average</b>	<b>97 (8%)</b> Primary: 0 Elementary: 61 Middle: 31 High: 5	<b>120 (10%)</b> Primary: 0 Elementary: 66 Middle: 42 High: 12	<b>136 (12%)</b> Primary: 0 Elementary: 72 Middle: 52 High: 12	<b>170 (15%)</b> Primary: 0 Elementary: 86 Middle: 62 High: 22
<b>At Risk</b>	<b>61 (5%)</b> Primary: 0 Elementary: 20 Middle: 24 High: 17	<b>69 (6%)</b> Primary: 0 Elementary: 23 Middle: 29 High: 17	<b>69 (6%)</b> Primary: 0 Elementary: 24 Middle: 27 High: 18	<b>83 (7%)</b> Primary: 0 Elementary: 33 Middle: 29 High: 21
Number of Report Cards	1,191	1,180	1,166	1,163

The above table includes all charter schools but does not include ratings for career and technology centers.

### ABSOLUTE Ratings for School Districts

Accountability Rating	2012	2011	2010	2009
<b>Excellent</b>	27 (32.1%)	11 (12.8%)	6 (7.0%)	1 (1.2%)
<b>Good</b>	15 (17.9%)	22 (25.6%)	12 (14.0%)	0
<b>Average</b>	30 (35.7%)	35 (40.7%)	48 (55.8%)	24 (28.2%)
<b>Below Average</b>	4 (4.8%)	9 (10.5%)	14 (16.3%)	39 (45.9%)
<b>At Risk</b>	8 (9.5%)	9 (10.5%)	6 (7.0%)	21 (24.7%)
Number of Districts	84	86	86	85

Note: The SC Public Charter School District started receiving ratings in 2010.

### GROWTH Ratings for Schools

<b>Accountability Rating</b>	<b>2012</b>	<b>2011</b>	<b>2010</b>	<b>2009</b>
<b>Excellent</b>	<b>374 (32%)</b> Primary: 9 Elementary: 203 Middle: 88 High: 74	<b>251 (21%)</b> Primary: 3 Elementary: 152 Middle: 54 High: 42	<b>263 (23%)</b> Primary: 13 Elementary: 183 Middle: 42 High: 25	<b>110 (10%)</b> Primary: 7 Elementary: 76 Middle: 8 High: 19
<b>Good</b>	<b>265 (22%)</b> Primary: 21 Elementary: 131 Middle: 75 High: 38	<b>249 (21%)</b> Primary: 24 Elementary: 126 Middle: 67 High: 32	<b>242 (21%)</b> Primary: 15 Elementary: 139 Middle: 67 High: 21	<b>201 (17%)</b> Primary: 15 Elementary: 124 Middle: 26 High: 36
<b>Average</b>	<b>390 (33%)</b> Primary: 0 Elementary: 243 Middle: 112 High: 35	<b>456 (39%)</b> Primary: 0 Elementary: 293 Middle: 134 High: 29	<b>402 (35%)</b> Primary: 1 Elementary: 240 Middle: 144 High: 17	<b>535 (46%)</b> Primary: 1 Elementary: 338 Middle: 185 High: 11
<b>Below Average</b>	<b>101 (9%)</b> Primary: 0 Elementary: 44 Middle: 20 High: 37	<b>140 (12%)</b> Primary: 0 Elementary: 49 Middle: 27 High: 64	<b>135 (12%)</b> Primary: 0 Elementary: 58 Middle: 29 High: 48	<b>161 (14%)</b> Primary: 0 Elementary: 50 Middle: 50 High: 61
<b>At Risk</b>	<b>57 (5%)</b> Primary: 1 Elementary: 22 Middle: 12 High: 22	<b>75 (7%)</b> Primary: 3 Elementary: 23 Middle: 17 High: 32	<b>116 (10%)</b> Primary: 0 Elementary: 17 Middle: 15 High: 84	<b>150 (13%)</b> Primary: 1 Elementary: 47 Middle: 31 High: 70
Number of Report Cards	1,187	1,171	1,158	1,156

### GROWTH Ratings for School Districts

<b>Accountability Rating</b>	<b>2012</b>	<b>2011</b>	<b>2010</b>	<b>2009</b>
<b>Excellent</b>	21 (25.0%)	18 (20.9%)	23 (26.7%)	0 (0%)
<b>Good</b>	34 (40.5%)	24 (27.9%)	28 (32.6%)	2 (2.4%)
<b>Average</b>	16 (19.0%)	21 (24.4%)	17 (19.8%)	5 (5.9%)
<b>Below Average</b>	6 (7.1%)	20 (23.3%)	11 (12.8%)	20 (23.5%)
<b>At Risk</b>	7 (8.3%)	3 (3.5%)	7 (8.1%)	58 (68.2%)
Number:	84	86	86	85

Note: The SC Public Charter School District started receiving ratings in 2010.

## Districts Ranked by 2012 **ABSOLUTE** Index

	<b>DISTRICT</b>	<b>ABSOLUTE INDEX 2012</b>	<b>Poverty Index 2012</b>	<b>ABSOLUTE RATING 2012</b>
1	YORK 4	4.32	27.76	Excellent
2	LEXINGTON 5	3.95	44.21	Excellent
3	DARLINGTON	3.88	82.41	Excellent
4	YORK 2	3.84	43.44	Excellent
5	LEXINGTON 1	3.83	51.07	Excellent
6	ANDERSON 1	3.8	56.42	Excellent
7	SPARTANBURG 1	3.77	65.49	Excellent
8	ANDERSON 2	3.74	68.43	Excellent
9	CLARENDON 3	3.71	70.75	Excellent
10	BARNWELL 29	3.69	84.67	Excellent
11	SPARTANBURG 2	3.68	64.22	Excellent
12	SPARTANBURG 5	3.67	63.70	Excellent
13	SPARTANBURG 6	3.66	70.05	Excellent
14	GREENWOOD 52	3.63	68.95	Excellent
15	FLORENCE 5	3.56	75.90	Excellent
16	CALHOUN	3.55	90.37	Excellent
17	RICHLAND 2	3.55	58.00	Excellent
18	GEORGETOWN	3.54	75.16	Excellent
19	MARION 7	3.51	98.13	Excellent
20	OCONEE	3.5	71.49	Excellent
21	SALUDA	3.5	80.28	Excellent
22	ABBEVILLE	3.46	79.09	Excellent
23	FLORENCE 1	3.45	72.87	Excellent
24	DORCHESTER 2	3.44	57.61	Excellent
25	LANCASTER	3.41	67.21	Excellent
26	SPARTANBURG 4	3.41	68.72	Excellent
27	ANDERSON 4	3.4	68.08	Excellent
28	CLARENDON 1	3.38	95.36	Good
29	HORRY	3.37	74.50	Good
30	FLORENCE 2	3.35	78.73	Good
31	PICKENS	3.35	64.12	Good
32	GREENVILLE	3.33	60.32	Good
33	CHARLESTON	3.32	63.53	Good
34	SUMTER	3.3	81.81	Good
35	FLORENCE 3	3.29	92.92	Good
36	KERSHAW	3.27	68.63	Good
37	YORK 1	3.27	72.40	Good
38	YORK 3	3.26	64.92	Good
39	LEXINGTON 3	3.25	77.53	Good
40	SPARTANBURG 3	3.24	74.18	Good
41	BERKELEY	3.22	71.8	Good

	<b>DISTRICT</b>	<b>ABSOLUTE INDEX 2012</b>	<b>Poverty Index 2012</b>	<b>ABSOLUTE RATING 2012</b>
42	ANDERSON 5	3.2	68.22	Good
43	BAMBERG 1	3.15	77.08	Average
44	AIKEN	3.13	71.4	Average
45	CHESTERFIELD	3.11	80.64	Average
46	NEWBERRY	3.11	75.65	Average
47	GREENWOOD 50	3.1	74.01	Average
48	HAMPTON 1	3.09	83.49	Average
49	BEAUFORT	3.08	67.31	Average
50	DILLON 3	3.08	79.38	Average
51	ANDERSON 3	3.07	79.59	Average
52	DORCHESTER 4	3.07	87.79	Average
53	EDGEFIELD	3.07	71.84	Average
54	LEXINGTON 2	3.04	77.29	Average
55	LAURENS 55	2.98	80.75	Average
56	COLLETON	2.96	88.54	Average
57	CHEROKEE	2.94	78.73	Average
58	CLARENDON 2	2.94	91.07	Average
59	UNION	2.93	80.40	Average
60	CHESTER	2.92	81.15	Average
61	LAURENS 56	2.87	82.62	Average
62	ORANGEBURG 4	2.85	84.42	Average
63	GREENWOOD 51	2.81	82.15	Average
64	ORANGEBURG 5	2.8	92.16	Average
65	LEXINGTON 4	2.78	85.90	Average
66	BARNWELL 19	2.77	94.14	Average
67	FAIRFIELD	2.75	94.47	Average
68	SPARTANBURG 7	2.75	77.95	Average
69	ORANGEBURG 3	2.74	94.98	Average
70	MCCORMICK	2.73	92.08	Average
71	WILLIAMSBURG	2.73	97.37	Average
72	MARION 1	2.7	91.68	Average
73	RICHLAND 1	2.6	81.72	Below Average
74	BAMBERG 2	2.52	97.91	Below Average
75	LEE	2.4	96.96	Below Average
76	HAMPTON 2	2.33	97.10	Below Average
77	ALLENDALE	2.28	98.2	At Risk
78	FLORENCE 4	2.25	94.99	At Risk
79	MARION 2	2.23	95.17	At Risk
80	MARLBORO	2.22	92.77	At Risk
81	SC PUBLIC CHARTER	2.17	68.13	At Risk
82	BARNWELL 45	2.16	80.31	At Risk
83	JASPER	2.14	91.01	At Risk
84	DILLON 4	2.06	94.28	At Risk

# Student Performance in SC

*an issue brief on the 2012 release of the State School and District Report Cards*



**SC EDUCATION  
OVERSIGHT COMMITTEE**

*Reporting facts. Measuring change. Promoting progress.*

Advance briefing  
packet prepared for  
SC media  
**EMBARGOED**  
until November 13  
at 10 a.m.

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Dear Fellow South Carolinian,

This document compiles the results of analyses of the 2012 SC school and district report card ratings. As it has historically done, the EOC looks for trends in the results, areas of concern, and areas of success and improvement. This year's results show improvement but they also show persistent underperformance in areas of South Carolina where sadly, interventions have not produced successful results.

What can be done? How can we achieve the 2020 Vision where every student in South Carolina graduates with the knowledge and skills necessary to complete successfully in the global economy, participate in a democratic society, and contribute positively as members of families and communities?

As the chairman of the agency that holds the state accountable for building the education system South Carolina needs to compete, I am convinced there is a role that each of us should play in making certain children achieve success.

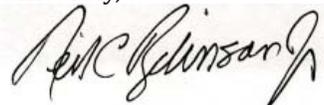
*Business leaders:* Get involved and stay involved. The workforce of the future is in today's classrooms. Are students prepared to be critical thinkers and succeed in the global economy? New Carolina's Council on Competitiveness has begun an initiative focused on supporting innovation in the PK-12 system, so there is a chance now for you to become involved and invested.

*Parents and families:* Your role in your children's education and their chance for success can't be over-emphasized. Encourage teachers and school administrators to address concerns you observe with your child or within a school. Most importantly, hold high expectations for the young people in your life! Let them know it matters!

*Educators:* Schools should be preparing students to be college- and career-ready which requires more rigor. Be engaged, be passionate and be innovative so that we can better equip our students for success.

*And finally, students:* The education system is designed with you in the center. By 2018, the fastest-growing, highest-paying jobs will require education beyond high school. In the U.S., jobs will increase by 19% for people with an associate's degree, 13% for those with a bachelor's degree, and 13% for those with a post-secondary vocational certificate. The expectations we have for you are high because the needs of the global economy demand it. Make sure you have the tools you need for success because it IS within reach.

Sincerely,



Neil C. Robinson, Jr.  
EOC Chairman



## TABLE OF CONTENTS

<b>Student Achievement</b>	<b>2</b>
Percent of Students Enrolled in Schools by Report Card Rating Emphasis on Reading	
<b>School District Ratings</b>	<b>6</b>
Absolute Ratings over time School District Rating Trends – Improvers and Sliders Growth Ratings over time District Graduation Rate by Absolute Rating Historical look at school district Absolute Ratings	
<b>School Ratings</b>	<b>14</b>
Absolute Ratings over time School Rating Trends and Patterns Absolute Ratings for Charter schools, 2011 and 2012 Absolute Ratings for Palmetto Priority Schools, 2011 and 2012 Growth Ratings over time	
<b>Poverty in South Carolina Schools</b>	<b>18</b>
Poverty index comparison Poverty and Absolute Ratings Trends Average Ratings and Poverty Index for Schools Extent of Poverty Analyses High Poverty Schools who are achieving	
<b>Matter of Facts about the School and District Report Cards</b>	<b>22</b>

*Data sources: based on data received from SC Department of Education on October 29, October 30, November 6, and November 7, 2012.*



## STUDENT ACHIEVEMENT

The goal of the state accountability system is for every student in grades 3 through 8 to demonstrate at each grade level performance that meets or exceeds the expectations of the grade level. And, the goal of the state accountability system is for every student to pass HSAP and all end-of-course assessments and to graduate from high school. Consequently, district and school ratings are based *entirely on student achievement* on standards-based assessments and longitudinally matched student data using the following assessments and criteria:

**Palmetto Assessment of State Standards (PASS)** in mathematics, reading & research, writing, science and social studies in grades 3 through 8. PASS-Alt is administered to students with significant cognitive disabilities and the results reflected only in the district rating.

**End-of-course assessments** for high school credit courses in English I, Algebra I/Math for the Technologies II, Biology I/Applied Biology 2 and US History and the Constitution. Biology replaced Physical Science in 2012.

**High School Assessment Program (HSAP)** State law requires students to pass both the English language arts and mathematics portions of the HSAP in order to receive a high school diploma.

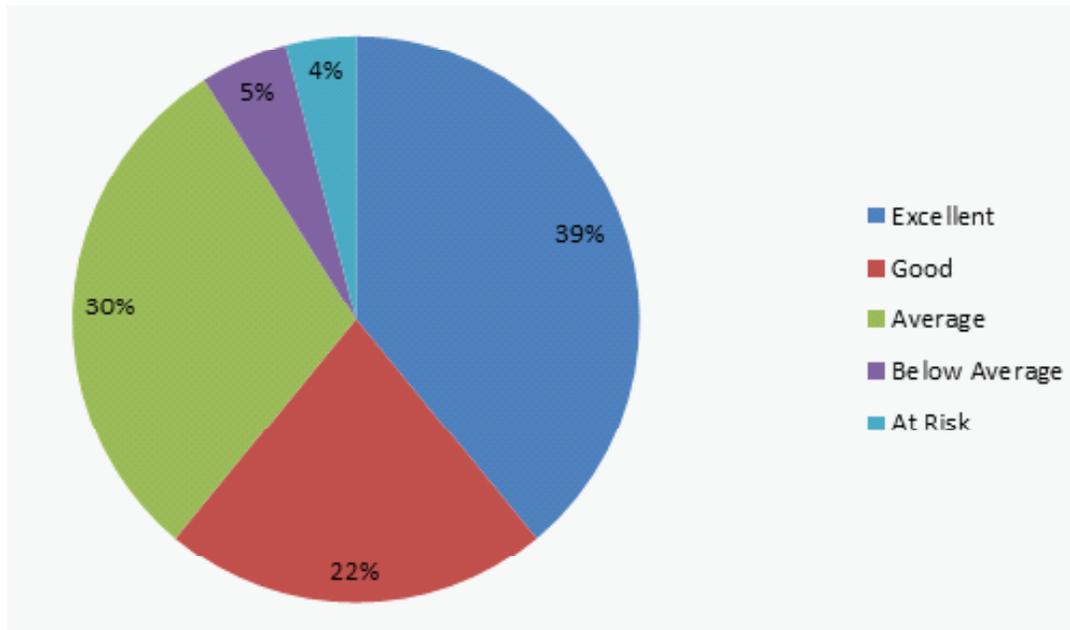
**Graduation Rate** as measured by an on-time rate (percentage of students who enroll in the ninth grade and receive a high school diploma four years later) and a five-year graduation rate for students who earned a high school diploma within five years of entering the ninth grade.

Other assessments and criteria are used for the ratings for primary schools, vocational and career centers and special schools that are appropriate to the mission of the schools.

Results on PASS, End-of-course assessments, HSAP, and the graduation rate were encouraging this year. Performance from 2011 from 2012 was higher overall in subject areas tested and grade levels tested, particularly in Science. Performance on HSAP and end-of-course assessments, with the exception of Algebra I/Mathematics for the Technologies 2, went up from 2011 to 2012.

# STUDENT ACHIEVEMENT

## Percent of Students Enrolled in Schools by Report Card Rating, 2012



- Sixty-one percent of students were enrolled in a school rated *Excellent* or *Good*
- Nine percent of students were enrolled in underperforming schools rated *Below Average* or *At Risk*

School ratings for elementary and middle schools are determined primarily by student performance on the Palmetto Assessment of State Standards (PASS). The following tables show the percentage of students scoring Met and Exemplary in 2010, 2011, and 2012 in each of the tested subject areas. “Met” means the student met the grade level standard. “Exemplary” means the student demonstrated exemplary performance in meeting the grade level standard. In the charts, green denotes improvement from 2011 to 2012; red denotes a decline.

### Palmetto Assessment of State Standards: Reading & Research Performance

Reading & Research	% Students Scoring Met and Exemplary			
	2012	2011	2010	Difference between 2012 and 2011
Grade 3	80.3	80.0	80.7	0.3
Grade 4	78.2	78.0	76.5	0.2
Grade 5	76.5	78.3	78.1	-1.8
Grade 6	69.7	70.2	72.2	-0.5
Grade 7	71.4	68.4	69.2	3.0
Grade 8	69.8	67.8	63.7	2.0

### Palmetto Assessment of State Standards: Mathematics Performance

Mathematics	% Students Scoring Met and Exemplary			
Grade	2012	2011	2010	Difference between 2012 and 2011
3	72.6	70.4	70.0	2.2
4	78.4	79.4	76.7	-1.0
5	76.1	75.3	71.3	0.8
6	73.6	72.5	70.3	1.1
7	71.6	69.7	67.0	1.9
8	68.6	69.5	63.4	-0.9

### Palmetto Assessment of State Standards: Science Performance

Science	% Students Scoring Met and Exemplary			
Grade	2012	2011	2010	Difference between 2012 and 2011
3	60.7	60.8	55.7	-0.1
4	73.8	70.9	69.3	2.9
5	71.7	64.9	66.0	6.8
6	66.1	64.9	60.9	1.2
7	74.8	71.7	73.4	3.1
8	75.4	70.1	67.7	5.3

### Palmetto Assessment of State Standards: Social Studies Performance

Social Studies	% Students Scoring Met and Exemplary			
Grade	2012	2011	2010	Difference between 2012 and 2011
3	74.6	76.6	73.2	-2.0
4	80.9	77.1	76.2	3.8
5	69.9	70.4	66.1	-0.5
6	77.8	77.6	79.4	0.2
7	68.7	63.4	62.0	5.3
8	71.4	71.9	68.8	-0.5

### Palmetto Assessment of State Standards: Writing Performance\*

Writing	% Students Scoring Met and Exemplary			
Grade	2012	2011	2010	Difference between 2012 and 2011
3				
4				
5	73.5	77.7	74.5	-4.2
6				
7				
8	74.1	67.8	71.9	6.3

\*Writing was only administered in grades 5 and 8 in 2010, 2011 and 2012.

In addition to graduation rate, ratings for middle and high schools are determined by student performance on end-of-course assessments and the High School Assessment Program (HSAP). End-of-course test results for middle school students are factored into the ratings for middle schools. The following tables document the achievement of students on end-of-course assessments and HSAP from 2009-2012.

### Percentage of Students Passing End-of-Course Assessments

Course	2012	2011	2010	2009
Algebra I/Mathematics for the Technologies 2	81.7%	82.1%	80.2%	77.2%
English I	74.0%	72.5%	73.7%	68.4%
US History and the Constitution	52.8%	49.7%	46.3%	42.4%
Biology 1/Applied Biology 2	76.3%	68.0%		
Physical Science		59.8%	59.1%	55.5%

Note: The Biology assessment replaced Physical Science in 2012.

### Percentage of Students Passing HSAP

	2012	2011	2010	2009
English Language Arts Standard	89.1%	88.6%	85.9%	84.6%
Math Standard	82.2%	81.2%	81.7%	79.6%

### Percentage of Students Passing both sections of HSAP on first attempt

2012	2011	2010	2009
80.1%	79.4%	78.6%	76.4%

## STUDENT ACHIEVEMENT IN READING

Reading proficiency continues to be a challenge for South Carolina students. The following tables show the percentage of students scoring Met or Exemplary on PASS Reading & Research by 2012 Absolute Rating.

### Percentage of Students Scoring Met or Exemplary on PASS Reading & Research by Absolute Rating in 2012

#### Elementary Schools

Absolute Rating	Percent of Students	Average Poverty Index
Excellent	87.1%	56.0
Good	80.4%	74.7
Average	70.6%	87.7
Below Average	58.5%	94.2
At Risk	45.8%	96.9

#### Middle Schools

Absolute Rating	Percent of Students	Average Poverty Index
Excellent	82.3%	50.6
Good	73.3%	69.7
Average	65.2%	81.2
Below Average	52.3%	93.5
At Risk	52.3%	93.9

## SCHOOL DISTRICT RATINGS



School district ratings are a reflection of student performance. Since overall student performance improved, results for school district ratings improved from 2011 to 2012:

- *This year, 8 districts are rated At Risk, compared to 9 in 2011.*
- *The number of districts rated Excellent or Good increased from 33 in 2011 to 42 in 2012.*
- *31 districts improved their Absolute Rating while 3 districts had declines in their Absolute Ratings with 48 maintaining the same Absolute Rating for 2011 and 2012.*

# SCHOOL DISTRICT RATINGS

## Absolute Ratings for SC School Districts, number and percentage by year, 2009-2012

Absolute Rating	2012	2011	2010	2009
Excellent	27 (32.1%)	11 (12.8%)	6 (7.0%)	1 (1.2%)
Good	15 (17.9%)	22 (25.6%)	12 (14.0%)	0
Average	30 (35.7%)	35 (40.7%)	48 (55.8%)	24 (28.2%)
Below Average	4 (4.8%)	9 (10.5%)	14 (16.3%)	39 (45.9%)
At-Risk	8 (9.5%)	9 (10.5%)	6 (7.0%)	21 (24.7%)
Number of Districts	84	86	86	85

Notes: The SC Public Charter School District started receiving ratings in 2010. Also, in 2011-12 Dillon School Districts 1 and 2 merged to form Dillon 4. Additionally, Sumter School Districts 2 and 17 merged to form Sumter School District.

### School District Absolute Ratings: Improvers and Decliners

31 Districts Improving From:	
Average to Excellent (5)	Barnwell 29, Marion 7, Saluda, Florence 1, Lancaster
Good to Excellent (11)	Anderson 2, Clarendon 3, Spartanburg 2, Spartanburg 5, Calhoun, Richland 2, Georgetown, Oconee, Dorchester 2, Spartanburg 4, Anderson 5
Average to Good (5)	Florence 2, Pickens, Kershaw, York 1, Berkeley
Below Average to Average (7)	Lexington 2, Laurens 55, Laurens 56, Lexington 4, Fairfield, Spartanburg 7, Williamsburg
At Risk to Below Average (2)	Lee, Hampton 2
At Risk to Average (1)	Marion 1

3 Districts Declining From:	
Good to Average (1)	Cherokee
Average to At Risk (2)	Florence 4, Barnwell 45

## School District Growth Ratings

### Growth Ratings for SC School Districts, number and percentage by year, 2009-2012

Absolute Rating	2012	2011	2010	2009
Excellent	21 (25.0%)	18 (20.9%)	23 (26.7%)	0 (0%)
Good	34 (40.5%)	24 (27.9%)	28 (32.6%)	2 (2.4%)
Average	16 (19.0%)	21 (24.4%)	17 (19.8%)	5 (5.9%)
Below Average	6 (7.1%)	20 (23.3%)	11 (12.8%)	20 (23.5%)
At-Risk	7 (8.3%)	3 (3.5%)	7 (8.1%)	58 (68.2%)
Number of Districts	84	86	86	85

Note: The SC Public Charter School District started receiving ratings in 2010.

### Graduation Rates

The on-time graduation rate in South Carolina improved from 2011, although it is not on pace to meet the 2020 Vision. The 2020 Vision recommends that the state's on-time graduation rate should be 88.3 percent by 2020. Preparing students for college and careers requires, at a minimum, that they have a high school diploma.

### SC On-Time Graduation Rate, 2009-2012

2012	2011	2010	2009
74.9%	73.6%	72.1%	73.7%

### SC District Graduation Rate by Absolute Rating, 2012

Absolute Rating	On-Time Graduation Rate	5-Year Graduation Rate
Excellent	83.5%	83.6%
Good	78.2%	80.6%
Average	74.4%	75.9%
Below Average	73.9%	73.4%
At Risk	59.3%	64.4%

***Five Year Report Card Rating Summary - Districts: 2008-2012***

District	Poverty Index	Absolute 2012	Growth 2012	Absolute 2011	Growth 2011	Absolute 2010	Growth 2010	Absolute 2009	Growth 2009	Absolute 2008	Growth 2008
Abbeville	79.09	Excellent	Good	Excellent	Average	Good	Excellent	Average	At Risk	Average	Average
Aiken	71.40	Average	Good	Average	Below Average	Average	Excellent	Below Average	At Risk	Average	Below Average
Allendale	98.20	At Risk	Good	At Risk	Excellent	At Risk	At Risk	At Risk	Good	At Risk	Below Average
Anderson 1	56.42	Excellent	Good	Excellent	Good	Excellent	Excellent	Average	At Risk	Good	Average
Anderson 2	68.43	Excellent	Excellent	Good	At Risk	Good	Excellent	Average	At Risk	Average	Below Average
Anderson 3	79.59	Average	Good	Average	Excellent	Average	Good	At Risk	At Risk	Below Average	At Risk
Anderson 4	68.08	Excellent	Good	Good	Average	Good	Excellent	Average	At Risk	Average	Average
Anderson 5	68.22	Good	Average	Good	Excellent	Average	At Risk	Average	At Risk	Average	Good
Bamberg 1	77.08	Average	Good	Average	Excellent	Average	Below Average	Below Average	At Risk	Below Average	Good
Bamberg 2	97.91	Below Average	Good	Below Average	Good	At Risk	Average	At Risk	Below Average	At Risk	At Risk
Barnwell 19	94.14	Average	At Risk	Average	Good	Average	Excellent	At Risk	At Risk	At Risk	Below Average
Barnwell 29	84.67	Excellent	Excellent	Average	Excellent	Average	Average	Below Average	At Risk	Below Average	Below Average
Barnwell 45	80.31	At Risk	At Risk	Average	Average	Average	Excellent	At Risk	At Risk	Below Average	Average
Beaufort	67.31	Average	Good	Average	Excellent	Average	Below Average	Below Average	Below Average	Below Average	Good
Berkeley	71.80	Good	Good	Average	Good	Average	Excellent	Below Average	At Risk	Average	Good
Calhoun	90.37	Excellent	Average	Good	Excellent	Average	Average	Below Average	At Risk	Average	Excellent
Charleston	63.53	Good	Good	Good	Excellent	Average	Below Average	Average	At Risk	Average	Excellent
Cherokee	78.73	Average	At Risk	Good	Below Average	Average	Good	Below Average	Below Average	Below Average	Excellent

**Five Year Report Card Rating Summary - Districts: 2008-2012**

District	Poverty Index	Absolute 2012	Growth 2012	Absolute 2011	Growth 2011	Absolute 2010	Growth 2010	Absolute 2009	Growth 2009	Absolute 2008	Growth 2008
Chester	81.15	Average	Average	Average	Below Average	Average	Good	Below Average	At Risk	Below Average	Average
Chesterfield	80.64	Average	Good	Average	Excellent	Below Average	At Risk	Below Average	Below Average	Below Average	Average
Clarendon 1	95.36	Good	Average	Good	Average	Average	Good	Below Average	At Risk	Below Average	Excellent
Clarendon 2	91.07	Average	Average	Average	Average	Average	Good	Below Average	At Risk	Below Average	Below Average
Clarendon 3	70.75	Excellent	Excellent	Good	Excellent	Average	Average	Below Average	Below Average	Below Average	At Risk
Colleton	88.54	Average	Average	Average	Excellent	Below Average	Good	At Risk	Below Average	At Risk	Below Average
Darlington	82.41	Excellent	Excellent	Excellent	Average	Good	Excellent	Below Average	At Risk	Below Average	Excellent
Dillon 3	79.38	Average	Average	Average	Below Average	Average	Good	Below Average	At Risk	Average	Good
Dillon 4	94.28	At Risk	Average	No Rating							
Dorchester 2	57.61	Excellent	Good	Good	Good	Good	Excellent	Average	Below Average	Average	Excellent
Dorchester 4	87.79	Average	Good	Average	Average	Average	Excellent	At Risk	At Risk	Below Average	Excellent
Edgefield	71.84	Average	At Risk	Average	Below Average	Average	Excellent	Below Average	At Risk	Average	Average
Fairfield	94.47	Average	Good	Below Average	Excellent	Below Average	Below Average	At Risk	Below Average	At Risk	Average
Florence 1	72.87	Excellent	Excellent	Average	Average	Average	Excellent	Below Average	At Risk	Average	Average
Florence 2	78.73	Good	Good	Average	Below Average	Average	Average	Below Average	At Risk	Below Average	At Risk
Florence 3	92.92	Good	Good	Good	Excellent	Average	Good	Below Average	At Risk	Below Average	Below Average
Florence 4	94.99	At Risk	At Risk	Average	Below Average	Below Average	Average	At Risk	At Risk	At Risk	Below Average

***Five Year Report Card Rating Summary - Districts: 2008-2012***

<b>District</b>	<b>Poverty Index</b>	<b>Absolute 2012</b>	<b>Growth 2012</b>	<b>Absolute 2011</b>	<b>Growth 2011</b>	<b>Absolute 2010</b>	<b>Growth 2010</b>	<b>Absolute 2009</b>	<b>Growth 2009</b>	<b>Absolute 2008</b>	<b>Growth 2008</b>
Florence 5	75.90	Excellent	Good	Excellent	Below Average	Average	Average	Below Average	Below Average	Average	Good
Georgetown	75.16	Excellent	Average	Good	Below Average	Average	Average	Below Average	At Risk	Average	Below Average
Greenville	60.32	Good	Good	Good	Average	Average	Average	Average	Below Average	Average	Average
Greenwood 50	74.01	Average	Below Average	Average	Below Average	Average	Good	Below Average	At Risk	Average	Good
Greenwood 51	82.15	Average	Below Average	Average	Below Average	Average	Good	Below Average	At Risk	Average	Excellent
Greenwood 52	68.95	Excellent	Good	Excellent	Good	Excellent	Excellent	Average	At Risk	Good	Excellent
Hampton 1	83.49	Average	Excellent	Average	Excellent	Below Average	Good	At Risk	At Risk	Below Average	Average
Hampton 2	97.10	Below Average	Average	At Risk	Average	At Risk	Excellent	At Risk	At Risk	At Risk	Average
Horry	74.50	Good	Average	Good	Average	Good	Good	Average	At Risk	Average	Average
Jasper	91.01	At Risk	At Risk	At Risk	Excellent	At Risk	Below Average	At Risk	At Risk	Below Average	Excellent
Kershaw	68.63	Good	Good	Average	Average	Average	Good	Below Average	At Risk	Average	Good
Lancaster	67.05	Excellent	Excellent	Average	Below Average	Average	Good	Below Average	At Risk	Below Average	Average
Laurens 55	80.75	Average	Excellent	Below Average	Excellent	Average	Below Average	Below Average	Average	Below Average	Below Average
Laurens 56	82.62	Average	Excellent	Below Average	Below Average	Below Average	Good	At Risk	At Risk	Below Average	Good
Lee	96.96	Below Average	At Risk	At Risk	Below Average	Below Average	Below Average	At Risk	Below Average	At Risk	Excellent
Lexington 1	51.07	Excellent	Excellent	Excellent	Good	Excellent	Excellent	Average	At Risk	Average	Average
Lexington 2	77.29	Average	Excellent	Below Average	Average	Average	Good	Below Average	At Risk	Average	Average

**Five Year Report Card Rating Summary - Districts: 2008-2012**

District	Poverty Index	Absolute 2012	Growth 2012	Absolute 2011	Growth 2011	Absolute 2010	Growth 2010	Absolute 2009	Growth 2009	Absolute 2008	Growth 2008
Lexington 3	77.53	Good	Below Average	Good	Good	Average	Good	Below Average	At Risk	Average	Excellent
Lexington 4	85.90	Average	Excellent	Below Average	Good	Below Average	Good	At Risk	At Risk	At Risk	Excellent
Lexington 5	44.21	Excellent	Good	Excellent	Good	Excellent	Excellent	Average	At Risk	Good	Excellent
McCormick	92.08	Average	Below Average	Average	Below Average	Average	Average	Below Average	At Risk	Average	Below Average
Marion 1	91.68	Average	Excellent	At Risk	Good	At Risk	Below Average	At Risk	At Risk	At Risk	Below Average
Marion 2	95.17	At Risk	Excellent	At Risk	Average	At Risk	Below Average	At Risk	At Risk	Below Average	Excellent
Marion 7	98.13	Excellent	Excellent	Average	Good	Below Average	Good	At Risk	At Risk	Below Average	Excellent
Marlboro	92.77	At Risk	Good	At Risk	Below Average	Below Average	Good	At Risk	At Risk	At Risk	Below Average
Newberry	75.65	Average	Good	Average	Good	Average	At Risk	Average	Below Average	Below Average	Average
Oconee	71.49	Excellent	Good	Good	Good	Average	Good	Below Average	At Risk	Average	Average
Orangeburg 3	94.98	Average	Average	Average	At Risk	Average	Excellent	At Risk	At Risk	At Risk	Excellent
Orangeburg 4	84.42	Average	Average	Average	Average	Average	Good	Below Average	At Risk	Below Average	Good
Orangeburg 5	92.16	Average	Average	Average	Excellent	Below Average	At Risk	Below Average	At Risk	Below Average	Excellent
Pickens	64.12	Good	Good	Average	Good	Good	Good	Average	Average	Below Average	At Risk
Richland 1	81.72	Below Average	Good	Below Average	Excellent	Below Average	At Risk	Below Average	At Risk	Below Average	Excellent
Richland 2	58.00	Excellent	Good	Good	Average	Good	Good	Average	Average	Average	Average
Saluda	80.28	Excellent	Excellent	Average	Good	Average	Good	Below Average	Below Average	Below Average	Below Average

**Five Year Report Card Rating Summary - Districts: 2008-2012**

District	Poverty Index	Absolute 2012	Growth 2012	Absolute 2011	Growth 2011	Absolute 2010	Growth 2010	Absolute 2009	Growth 2009	Absolute 2008	Growth 2008
Spartanburg 1	65.49	Excellent	Excellent	Excellent	Average	Good	Excellent	Average	Below Average	Average	Good
Spartanburg 2	64.22	Excellent	Excellent	Good	Below Average	Good	Excellent	Average	At Risk	Average	Average
Spartanburg 3	74.18	Good	Good	Good	Good	Average	Average	Average	Below Average	Average	Below Average
Spartanburg 4	68.72	Excellent	Good	Good	Good	Good	Average	Average	At Risk	Good	Below Average
Spartanburg 5	63.70	Excellent	Excellent	Good	Good	Good	Excellent	Average	Average	Average	Average
Spartanburg 6	70.05	Excellent	Excellent	Excellent	Good	Average	Good	Average	Below Average	Average	Average
Spartanburg 7	77.95	Average	Average	Below Average	Average	Average	Below Average	Below Average	Below Average	Below Average	Excellent
Sumter	81.81	Good	Below Average	No Rating							
Union	80.40	Average	Good	Average	Good	Average	Good	Below Average	At Risk	Below Average	Below Average
Williamsburg	97.37	Average	Below Average	Below Average	At Risk	Average	Average	At Risk	At Risk	Below Average	At Risk
York 1 (York)	72.40	Good	Good	Average	Good	Average	Good	Below Average	At Risk	Average	Below Average
York 2 (Clover)	43.44	Excellent	Excellent	Excellent	Good	Excellent	Excellent	Average	At Risk	Good	Average
York 3 (Rock Hill)	64.92	Good	Average	Good	Average	Average	Average	Average	Average	Below Average	Average
York 4 (Fort Mill)	27.76	Excellent	Good	Excellent	Good	Excellent	Excellent	Excellent	Good	Excellent	Excellent
SC Public Charter District	68.13	At Risk	Good	At Risk	Below Average	Below Average	Average	No Rating	No Rating	No Rating	No Rating



## SCHOOL RATINGS

Like school district ratings, school ratings are a reflection of student performance.

Changes in Absolute Ratings from 2011 to 2012 include:

***Improvers: 240 school report cards (20.6%) improved in Absolute Rating.***

***Sliders: 65 school report cards (5.6%) declined in Absolute Rating.***

# SCHOOL RATINGS

## Absolute Ratings for SC Schools, number and percentage by year, 2009-2012

Absolute Rating	2012	2011	2010	2009
<b>Excellent</b>	<b>395 (33%)</b> Primary: 31 Elementary: 205 Middle: 72 High: 87	<b>318 (27%)</b> Primary: 27 Elementary: 166 Middle: 53 High: 72	<b>242 (21%)</b> Primary: 32 Elementary: 134 Middle: 36 High: 40	<b>188 (16%)</b> Primary: 26 Elementary: 111 Middle: 26 High: 25
<b>Good</b>	<b>234 (20%)</b> Primary: 1 Elementary: 133 Middle: 55 High: 44	<b>211 (18%)</b> Primary: 3 Elementary: 129 Middle: 51 High: 28	<b>209 (18%)</b> Primary: 0 Elementary: 119 Middle: 46 High: 44	<b>185 (16%)</b> Primary: 3 Elementary: 105 Middle: 41 High: 36
<b>Average</b>	<b>404 (34%)</b> Primary: 0 Elementary: 225 Middle: 125 High: 54	<b>462 (39%)</b> Primary: 1 Elementary: 259 Middle: 125 High: 77	<b>510 (44%)</b> Primary: 0 Elementary: 289 Middle: 136 High: 85	<b>537 (46%)</b> Primary: 0 Elementary: 301 Middle: 143 High: 93
<b>Below Average</b>	<b>97 (8%)</b> Primary: 0 Elementary: 61 Middle: 31 High: 5	<b>120 (10%)</b> Primary: 0 Elementary: 66 Middle: 42 High: 12	<b>136 (12%)</b> Primary: 0 Elementary: 72 Middle: 52 High: 12	<b>170 (15%)</b> Primary: 0 Elementary: 86 Middle: 62 High: 22
<b>At Risk</b>	<b>61 (5%)</b> Primary: 0 Elementary: 20 Middle: 24 High: 17	<b>69 (6%)</b> Primary: 0 Elementary: 23 Middle: 29 High: 17	<b>69 (6%)</b> Primary: 0 Elementary: 24 Middle: 27 High: 18	<b>83 (7%)</b> Primary: 0 Elementary: 33 Middle: 29 High: 21
<b>Number of Report Cards</b>	1,191	1,180	1,166	1,163

Note: The above table includes all charter schools but does not include ratings for career and technology centers.

### School Absolute Ratings: patterns of performance across three years, 2010-2012

#### “Consistently Excellent”

216 school report cards had an Absolute Rating of *Excellent* all three years.

#### “Consistently Improving”

29 school report cards improved Absolute Rating from 2010 to 2011 and again from 2011 to 2012.

#### “Persistently Underperforming”

33 school report cards had an Absolute Rating of *At Risk* all three years.

### Absolute Ratings for Charter Schools, 2010-2012

Absolute Rating	2012	2011	2010
Excellent	18 (28.1%)	12 (21.8%)	10 (23.3%)
Good	3 (4.7%)	6 (10.9%)	4 (9.3%)
Average	18 (28.1%)	11 (20.0%)	13 (30.2%)
Below Average	10 (15.6%)	12 (21.8%)	5 (11.6%)
At Risk	15 (23.4%)	14 (25.5%)	11 (25.6%)
Total # of report cards	64	55	43

### Absolute Ratings for Palmetto Priority Schools, 2010-2012

Absolute Rating	2012	2011	2010
Excellent	0	1	0
Good	0	0	0
Average	3	5	2
Below Average	19	15	14
At Risk	33	31	36
Total # of report cards	55	52	52

### Four-Year Performance of Underperforming Schools\*

Number of Schools	2009 Absolute Rating	The 2009 Underperforming schools in 2012 had Absolute Ratings of:					No Report Card**
		Excellent	Good	Average	Below Average	At Risk	
169	Below Average	1	8	85	48	14	13
83	At Risk	1	2	10	24	30	16

\*Underperforming schools, in this case, are schools with an Absolute Rating of Below Average or At Risk.

\*\* The most likely reason that a school did not receive a report card in 2012 was that the school had previously been closed or merged.

**Growth Ratings for SC Schools, number and percentage  
by year, 2009-2012**

<b>Growth Rating</b>	<b>2012</b>	<b>2011</b>	<b>2010</b>	<b>2009</b>
<b>Excellent</b>	<b>374 (32%)</b> Primary: 9 Elementary: 203 Middle: 88 High: 74	<b>251 (21%)</b> Primary: 3 Elementary: 152 Middle: 54 High: 42	<b>263 (23%)</b> Primary: 13 Elementary: 183 Middle: 42 High: 25	<b>110 (10%)</b> Primary: 7 Elementary: 76 Middle: 8 High: 19
<b>Good</b>	<b>265 (22%)</b> Primary: 21 Elementary: 131 Middle: 75 High: 38	<b>249 (21%)</b> Primary: 24 Elementary: 126 Middle: 67 High: 32	<b>242 (21%)</b> Primary: 15 Elementary: 139 Middle: 67 High: 21	<b>201 (17%)</b> Primary: 15 Elementary: 124 Middle: 26 High: 36
<b>Average</b>	<b>390 (33%)</b> Primary: 0 Elementary: 243 Middle: 112 High: 35	<b>456 (39%)</b> Primary: 0 Elementary: 293 Middle: 134 High: 29	<b>402 (35%)</b> Primary: 1 Elementary: 240 Middle: 144 High: 17	<b>535 (46%)</b> Primary: 1 Elementary: 338 Middle: 185 High: 11
<b>Below Average</b>	<b>101 (9%)</b> Primary: 0 Elementary: 44 Middle: 20 High: 37	<b>140 (12%)</b> Primary: 0 Elementary: 49 Middle: 27 High: 64	<b>135 (12%)</b> Primary: 0 Elementary: 58 Middle: 29 High: 48	<b>161 (14%)</b> Primary: 0 Elementary: 50 Middle: 50 High: 61
<b>At-Risk</b>	<b>57 (5%)</b> Primary: 1 Elementary: 22 Middle: 12 High: 22	<b>75 (7%)</b> Primary: 3 Elementary: 23 Middle: 17 High: 32	<b>116 (10%)</b> Primary: 0 Elementary: 17 Middle: 15 High: 84	<b>150 (13%)</b> Primary: 1 Elementary: 47 Middle: 31 High: 70
<b>Number of Report Cards</b>	1,187	1,171	1,158	1,156

*Note: The above table includes all charter schools but does not include ratings for career and technology centers. F*



## POVERTY IN SC SCHOOLS

Research indicates that student and school poverty can adversely affect student achievement. The research notes that students in poverty lack many resources and experiences that children of higher socioeconomic families have. These resources include access to medical services, access to technology, and in early years, access to written materials and even oral language when developing reading skills.

Federal, state and local policies have been instituted to address the impact of poverty on learning. These policies focus on improving the school and classroom environments; creating strong partnerships between schools, families and communities; and focusing on specific strategies to eliminate any achievement gaps. Specifically, policies that raise the expectations of all students, that engage students in active learning, that provide high quality instruction, curriculum and materials, and that engage families and communities in education can overcome the impact of poverty on student learning.

The poverty index is an indicator of the relative poverty of a school or district as measured by the number of students eligible for the Federal free or reduced-price lunch program and/or the number of students eligible for Medicaid services over the past three years. In 2012, the statewide poverty index for public schools in South Carolina was 69.6% as compared to 68.50% in 2011 and 67.74% in 2010. In South Carolina in school year 2011-12,

- ***Seven in 10 children attending SC public schools are in poverty.***
- ***Only 40 schools (3%) served a population with a poverty index of 30% or less in the 2011-12 school year.***
- ***Of the 1,088 schools that had poverty indices in both 2011 and 2012, 760 (70%) showed an increased poverty index in 2012.***

Seven in 10 (61) school districts had a poverty index that exceeded 70%. However, in these 61 school districts, one out of every three districts had an Absolute Rating of Good or Excellent in 2012. Why? Local school and district leaders implemented policies and programs that raised the expectations of all students and with those expectations provided active, engaging instruction for all students.

The charts and data on the following pages describe the poverty in our schools and highlight the schools and districts that are meeting and overcoming the challenges of poverty.

# POVERTY IN SCHOOLS

## Absolute Ratings and Average Poverty Index, Schools

Absolute Rating	2012	2011	2010	2009
Excellent	57.0%	53.4%	50.6%	47.7%
Good	72.4%	68.5%	64.7%	62.8%
Average	85.0%	81.7%	79.4%	74.4%
Below Average	93.9%	92.5%	91.9%	90.2%
At Risk	93.1%	93.6%	94.8%	93.9%

## 2006-2012 School Ratings

### Poverty Levels Across Primary, Elementary, Middle, and High School Report Cards

Total Number of Report Cards (% of 1182 report cards in 2012) 1180 in 2011 1164 in 2010 1178 in 2009 1171 in 2008 1128 in 2007 1106 in 2006	Extent of Poverty (Poverty Index)		
	High Poverty (70%+)	Very High Poverty (80%+)	Extreme Poverty (90%+)
	<b>2012: 761 (64.4%)</b>	<b>2012: 557 (47.1%)</b>	<b>2012: 332 (28.1%)</b>
	2011: 746 (63.2%)	2011: 530 (44.9%)	2011: 312 (26.4%)
	2010: 699 (60.1%)	2010: 514 (44.2%)	2010: 295 (25.3%)
	2009: 684 (58.1%)	2009: 493 (41.9%)	2009: 283 (24.0%)
	2008: 656 (56.0%)	2008: 471 (40.2%)	2008: 278 (23.7%)
	2007: 601 (53.3%)	2007: 421 (37.3%)	2007: 228 (20.2%)
	2006: 599 (54.2%)	2006: 402 (36.3%)	2006: 215 (19.4%)

## Overcoming Poverty

- Nine schools had a poverty index of 90% or greater and an Absolute Rating of Excellent in 2012.
- 17 schools had a poverty index of 90% or greater and an Absolute Rating of Good in 2012.

District	School Name	Poverty Index	Absolute Rating 2012
Charleston	Matilda Dunston Elementary	97.80	Excellent
Charleston	Military Magnet Academy	94.12	Excellent
Abbeville	John C. Calhoun Elementary	93.90	Excellent
Clarendon 1	Scott's Branch High	93.57	Excellent
Charleston	Garrett Academy of Technology	92.91	Excellent
Calhoun	Calhoun County High	92.53	Excellent
Florence 3	Lake City High	91.27	Excellent
Horry	Socastee Elementary	90.91	Excellent
Orangeburg 5	North Middle/High	90.26	Excellent
Richland 1	Gadsden Elementary	99.43	Good
Richland 1	South Kilbourne Elementary	98.83	Good
Orangeburg 3	Science, Technology, Engineering, and Mathematics	97.94	Good
Charleston	Stono Park Elementary	97.54	Good
Marion 7	Creek Bridge High	96.73	Good
Orangeburg 5	Whittaker Elementary	95.67	Good
Sumter	Manchester Elementary	95.16	Good
Horry	South Conway Elementary	93.98	Good
Hampton 1	Varnville Elementary	93.26	Good
Williamsburg	C. E. Murray High	93.25	Good
Clarendon 2	Manning Primary	93.21	Good
Colleton	Cottageville Elementary	92.73	Good
Dorchester 4	Harleyville-Ridgeville Elementary	92.58	Good
Darlington	Washington St. Elementary	91.92	Good
Greenville	Westcliffe Elementary	91.91	Good
Barnwell 19	Blackville-Hilda High	91.27	Good
Fairfield	Fairfield Magnet for Math and Science	90.77	Good

Note: Primary schools not included

	District	Absolute Index 2012	Poverty Index 2012	Absolute Rating 2012
1	York 4	4.32	27.76	Excellent
2	Lexington 5	3.95	44.21	Excellent
3	Darlington	3.88	82.41	Excellent
4	York 2	3.84	43.44	Excellent
5	Lexington 1	3.83	51.07	Excellent
6	Anderson 1	3.80	56.42	Excellent
7	Spartanburg 1	3.77	65.49	Excellent
8	Anderson 2	3.74	68.43	Excellent
9	Clarendon 3	3.71	70.75	Excellent
10	Barnwell 29	3.69	84.67	Excellent
11	Spartanburg 2	3.68	64.22	Excellent
12	Spartanburg 5	3.67	63.70	Excellent
13	Spartanburg 6	3.66	70.05	Excellent
14	Greenwood 52	3.63	68.95	Excellent
15	Florence 5	3.56	75.90	Excellent
16	Calhoun	3.55	90.37	Excellent
17	Richland 2	3.55	58.00	Excellent
18	Georgetown	3.54	75.16	Excellent
19	Marion 7	3.51	98.13	Excellent
20	Oconee	3.50	71.49	Excellent
21	Saluda	3.50	80.28	Excellent
22	Abbeville	3.46	79.09	Excellent
23	Florence 1	3.45	72.87	Excellent
24	Dorchester 2	3.44	57.61	Excellent
25	Lancaster	3.41	67.21	Excellent
26	Spartanburg 4	3.41	68.72	Excellent
27	Anderson 4	3.40	68.08	Excellent
28	Clarendon 1	3.38	95.36	Good
29	Horry	3.37	74.50	Good
30	Florence 2	3.35	78.73	Good
31	Pickens	3.35	64.12	Good
32	Greenville	3.33	60.32	Good
33	Charleston	3.32	63.53	Good
34	Sumter	3.30	81.81	Good
35	Florence 3	3.29	92.92	Good
36	Kershaw	3.27	68.63	Good
37	York 1	3.27	72.40	Good
38	York 3	3.26	64.92	Good
39	Lexington 3	3.25	77.53	Good
40	Spartanburg 3	3.24	74.18	Good
41	Berkeley	3.22	71.80	Good
42	Anderson 5	3.20	68.22	Good

	District	Absolute Index 2012	Poverty Index 2012	Absolute Rating 2012
43	Bamberg 1	3.15	77.08	Average
44	Aiken	3.13	71.40	Average
45	Chesterfield	3.11	80.64	Average
46	Newberry	3.11	75.65	Average
47	Greenwood 50	3.10	74.01	Average
48	Hampton 1	3.09	83.49	Average
49	Beaufort	3.08	67.31	Average
50	Dillon 3	3.08	79.38	Average
51	Anderson 3	3.07	79.59	Average
52	Dorchester 4	3.07	87.79	Average
53	Edgefield	3.07	71.84	Average
54	Lexington 2	3.04	77.29	Average
55	Laurens 55	2.98	80.75	Average
56	Colleton	2.96	88.54	Average
57	Cherokee	2.94	78.73	Average
58	Clarendon 2	2.94	91.07	Average
59	Union	2.93	80.40	Average
60	Chester	2.92	81.15	Average
61	Laurens 56	2.87	82.62	Average
62	Orangeburg 4	2.85	84.42	Average
63	Greenwood 51	2.81	82.15	Average
64	Orangeburg 5	2.8	92.16	Average
65	Lexington 4	2.78	85.90	Average
66	Barnwell 19	2.77	94.14	Average
67	Fairfield	2.75	94.47	Average
68	Spartanburg 7	2.75	77.95	Average
69	Orangeburg 3	2.74	94.98	Average
70	McCormick	2.73	92.08	Average
71	Williamsburg	2.73	97.37	Average
72	Marion 1	2.7	91.68	Average
73	Richland 1	2.6	81.72	Below Average
74	Bamberg 2	2.52	97.91	Below Average
75	Lee	2.4	96.96	Below Average
76	Hampton 2	2.33	97.10	Below Average
77	Allendale	2.28	98.20	At Risk
78	Florence 4	2.25	94.99	At Risk
79	Marion 2	2.23	95.17	At Risk
80	Marlboro	2.22	92.77	At Risk
81	SC Public Charter	2.17	68.13	At Risk
82	Barnwell 45	2.16	80.31	At Risk
83	Jasper	2.14	91.01	At Risk
84	Dillon 4	2.06	94.28	At Risk

# A Matter of Facts about the State of South Carolina

## Annual School and District Report Cards

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### South Carolina's 2020 Vision:

By the year 2020, all students in South Carolina will graduate with the knowledge and skills necessary to compete successfully in the global economy, participate in a democratic society, and contribute positively as members of families and communities.

### Education Accountability Act (EAA): Five Components

- **Academic Standards** – the required knowledge and skills for students in English/language arts, mathematics, science, and social studies.
- **Assessments** – Palmetto Assessment of State Standards (PASS) in grades 3-8, High School Assessment Program (HSAP), and end-of-course tests for selected high school courses.
- **Professional Development/Technical Assistance** – teacher training and assistance to low-performing schools.
- **Public Reporting** – the school and district report cards, data to use in decision-making, and program evaluation.
- **Rewards and Intervention** – recognition for schools performing at high levels or with high rates of improvement and intervention for schools that do not improve.

### Purposes of the Report Card

- Inform parents and the public about the school's or school district's performance.
- Assist in addressing the strengths and weaknesses within a particular school.
- Recognize schools with high performance and improvement.
- Evaluate and focus resources on schools with low performance.

### Contents of the School and District Report Cards

- Executive summary and comprehensive report card to be published for each SC school.
- Executive summaries to be issued to all public schools and school districts no later than November 1 of each year.
- Districts and schools are to provide links to electronic versions of the report cards and notify parents about the cards through regular communication channels.
- Upon request, districts and schools should provide printed copies of the cards to parents.
- Report card results to be provided to the editor of a newspaper of general circulation in the school or district's area.
- Printed in black and white.

### Report Card Rating Terms and Definitions

- **Excellent:** School performance substantially exceeds the standards for progress toward the 2020 SC Performance Vision
- **Good:** School performance exceeds the standards for progress toward the 2020 SC Performance Vision
- **Average:** School performance substantially meets the standards for progress toward the 2020 SC Performance Vision
- **Below Average:** School is in jeopardy of not meeting the standards for progress toward the 2020 SC Performance Vision
- **At-Risk:** School performance fails to meet the standards for progress toward the 2020 SC Performance Vision

### Application of Ratings

- **Absolute Rating** – the academic achievement of students in the school year upon which the report card is based measured against the target level of performance.
- **Growth Rating** – the level of growth of individually-matched student achievement scores from one year to the next. The Growth rating also reflects reductions in achievement gaps between majority groups and historically underachieving groups of students as well as sustained levels of high achievement.

### Sections of the Report Card

- **General information** – the name, location, enrollment, and leadership structure of a school or district, the state's 2020 Vision, and website resources are provided.
- **School/District Ratings** – the Absolute and Growth Ratings, the performance trends over the past four years and a comparison to Schools/Districts With Students Like Ours, which compares schools with similar poverty indexes.
- **Assessment Results** – details of the school's or district's student achievement data by content area and by grade level are provided in tabular form. Student results are disaggregated by student gender, ethnicity, disability status, socioeconomic status, migrant status, and English proficiency status.

- **School/District Profile** – information about the school or district is provided in three categories: students, teachers and school programs and compared to Schools/Districts With Students Like Ours and the State Median.
- **School/District Narrative and Survey Results** – a narrative about the school’s or district’s accomplishments and its plans to address any barriers to increasing student achievement is provided by the school principal and School Improvement Council or superintendent. Results of surveys of teachers, students and parents evaluating the school/district learning environment, social and physical environment and home-school relations also are provided.

### Criteria Used to Calculate School Ratings

- **K-2 Only Schools** – Prime instructional time; pupil-teacher ratio; parent involvement; external accreditation; early-childhood professional development; percentage of teachers with advanced degrees; and the percentage of teachers returning from the previous year.
- **Elementary and Middle Schools with Grades 3-8** – Percentage of students achieving at different levels on the Palmetto Assessment of State Standards (PASS). Results from students in middle schools taking end-of-course tests for high school credit courses will be factored into the ratings of the middle schools they attend.
- **High Schools with Grades 9-12** – First attempt High School Assessment Program (HSAP) results; longitudinal HSAP results; end-of-course test scores; on-time graduation rates; and fifth-year graduation rates
- **Career and Technology Centers** – Percentage of students who master core competencies or certification requirements in center courses; 12th grade graduation rates; and placement rates
- **School Districts** – PASS results; first-attempt HSAP results; longitudinal HSAP results; on-time graduation rates; and fifth-year graduation rates. Also, the results of PASS-ALT, an evaluation of students with significant cognitive disabilities, are included only in the district rating.

### Frequently Asked Questions and Answers

**Q. What is the difference between school/district ratings and school/district letter grades?**

**A.** School/district ratings were established in 1998 by the state Education Accountability Act (EAA) to communicate a school’s overall level of

student performance and the progress of individual students over time. Until 2001, when Congress passed the No Child Left Behind Act (NCLB), South Carolina had only an independent state accountability system.

Since 2001, there have been both a state and a federal accountability system for evaluating schools and districts in South Carolina. Last year, the U.S. Department of Education allowed states to apply for a waiver under NCLB. South Carolina submitted a waiver that was approved for up to two years. The waiver assigns letter grades to districts and to most public schools. The new system combines absolute achievement and an aspect of growth into one letter grade. The growth used in the new federal system is not based on the progress of individual student scores. Instead, it defines growth as the difference between the average achievement of different groups of students. While most of the data used to compile the ratings and school grades are consistent, there are discrepancies. For example, the high school graduation rates are different under the two federal and state systems due to the availability of data at the time of publication.

**Q. How should families respond if their child’s school receives a low rating?**

**A.** Parents should observe how their child’s school and community respond to areas of concern and how their child is achieving. Parents are integral to the school improvement process. Parents can encourage the school to address concerns, encourage student learning, and make student attendance a priority.

**Q. Are ratings considered the same thing as labels? Won’t they do more harm than good?**

**A.** Unlike labels, ratings aren’t perceived as being permanent. Ratings are simplified statements to help the public better understand the overall level of academic performance of a school or district and can be powerful motivators for change. Positive ratings bring recognition and pride. Lower ratings bring support and technical assistance. South Carolina focuses on continuous improvement.

**Q. Why are test scores used to rate schools?**

**A.** Test scores are a uniformly collected result of schooling. Test scores are used in decisions schools make about students’ promotion, selection into special programs, admission to post-secondary education and eligibility for scholarships. Emphasis on test scores reflects the primary mission of schools to provide academic competencies.

Total printing cost.....	\$1,750
Units printed.....	300
Cost per unit.....	\$5.83

The Education Oversight Committee does not discriminate on the basis of race, color, national origin, religion, sex, or handicap in its practices relating to employment or establishment and administration of its programs and initiatives. Inquiries regarding employment, programs and initiatives of the Committee should be directed to the Executive Director (803) 734-6148.

**EDUCATION OVERSIGHT COMMITTEE**

**Subcommittee: EIA and Improvement Mechanisms**

**Date: December 10, 2012**

**INFORMATION**

**Budget and Proviso Recommendations, Fiscal Year 2013-14**

**PURPOSE/AUTHORITY**

Section 59-6-10 of the Education Accountability Act requires the EOC to "review and monitor the implementation and evaluation of the Education Accountability Act and Education Improvement Act programs and funding" and to "make programmatic and funding recommendations to the General Assembly."

**CRITICAL FACTS**

**TIMELINE/REVIEW PROCESS**

August 3, 2012	EIA program report and budget request surveys online
September 4, 2012	Preliminary EIA revenue projections for FY13 made by BEA
September 21, 2012	Agency budget and proviso reports due to Governor
October 1, 2012	All EIA program reports and budget requests due to EOC
October 8, 2012	Subcommittee meets and EIA-funded programs are offered opportunity to present
November 9, 2012	First official revenue forecast for FY14 made by BEA
November 19, 2012	Subcommittee meets and makes budget recommendations

**ECONOMIC IMPACT FOR EOC**

**Cost:** No fiscal impact beyond current appropriations

**Fund/Source:**

**ACTION REQUEST**

**For approval**

**For Information**

**Approved**

**ACTION TAKEN**

**Amended**

**Not Approved  
(explain)**

**Action deferred**



## MEMORANDUM

**TO:** Members, Education Oversight Committee

**FROM:** Melanie Barton *Melanie Barton*

**DATE:** November 26, 2012

The 2013 legislative session will begin on Tuesday, January 8. I have tried to capture at least six policy areas that will likely be debated, and the EOC's position on these initiatives as best I can determine over time. At the December 10 meeting, the EOC will begin to formulate and/or determine policy statements or recommendations on these issues as well as consider the budget and proviso recommendations that will be forthcoming from the EIA and Improvement Mechanisms Subcommittee. The EIA and Improvement Mechanisms Subcommittee will finalize its budget recommendations at 10:00 a.m. on December 10.

Neil C. Robinson, Jr.  
CHAIR

Barbara B. Hairfield  
VICE CHAIR

J. Phillip Bowers

Dennis Drew

Mike Fair

Nikki Haley

R. Wesley Hayes, Jr.

Alex Martin

Daniel B. Merck

Joseph H. Neal

Andrew S. Patrick

Evelyn R. Perry

J. Roland Smith

Ann Marie Taylor

John Warner

David Whittemore

Mick Zais

Melanie D. Barton  
EXECUTIVE DIRECTOR

## **Policy Updates and Discussions**

Legislation creating the Education Oversight Committee (EOC) broadly charges the EOC to “assist in, recommend, and supervise implementation of programs and expenditure of funds for the Education Accountability Act and the Education Improvement Act of 1984,” all legislation aimed at improving student achievement. In addition to approving standards, assessments and the state report cards, the EOC is required to:

- (1) review and monitor the implementation and evaluation of the Education Accountability Act and Education Improvement Act programs and funding;
- (2) make programmatic and funding recommendations to the General Assembly;
- (3) report annually to the General Assembly, State Board of Education, and the public on the progress of the programs;
- (4) recommend Education Accountability Act and EIA program changes to state agencies and other entities as it considers necessary. (Section 59-6-10(A))

Second, the EOC and its Accountability Division are required to “examine the public education system to ensure that the system and its components and the EIA programs are functioning for the enhancement of student learning. The division will recommend the repeal or modification of statutes, policies, and rules that deter school improvement. To this end the EOC must:

- (1) monitor and evaluate the implementation of the state standards and assessment;
- (2) oversee the development, establishment, implementation, and maintenance of the accountability system;
- (3) monitor and evaluate the functioning of the public education system and its components, programs, policies, and practices and report annually its findings and recommendations in a report to the commission no later than February first of each year; and
- (4) perform other studies and reviews as required by law.” (Sections 59-6-100 and 59-61-110)

There are restrictions on what the EOC staff can do. According to Section 59-6-110 of the South Carolina Code of Laws, the EOC cannot perform fiscal audit functions except as they related to accountability. Furthermore, “neither the director nor any other employee of the division shall urge or oppose any legislation.”

Therefore, it is important to review what policy statements and recommendations the EOC has made in the past that can inform, guide and assist the General Assembly in addressing key issues during the 2013 legislative session:

**Innovation** -- On April 9, 2012 the Education Oversight Committee unanimously endorsed the following statement:

*The Education Oversight Committee will undertake a project to explore innovative ways to transform the assessment and delivery of public education in South Carolina that will increase student academic achievement.*

In October 12, 2012 the Innovation Steering Committee presented its recommendations and engaged stakeholders in a conversation about how best to move forward. To date, New Carolina: South Carolina’s Council on Competitiveness is spearheading the implementation of the Innovation Steering Committee’s recommendations.

Position: The EOC supports the efforts of New Carolina and will provide expertise and resources for evaluating how innovation initiatives might impact the state’s accountability system and student learning.

**Governance** -- On October 19, 2000 a study team on Local Leadership Quality and Engagement submitted a report to the EOC, a copy of the Executive Summary is attached. The observations and conclusions in the report regarding governance at the state level were:

*South Carolina’s educational needs go beyond the purview of one agency or division of state government. The current structure fails to acknowledge the complexity and relationship of factors outside the control of the classroom, school, district or the state education agency to the success of educational programs and services.*

*The Governor does not have authority over the public education system unlike the health, human service, transportation and other agencies of the State. However, the Governor does have responsibility for the general conditions and circumstances of the state that relies upon the strength of the educational system.*

*The focus of the State Superintendent and/or the State Board of Education on teaching and learning issues is appropriate. But the purview of the State Superintendent and/or the State Board of Education is narrower than the crisis facing South Carolina.*

*There is no line of accountability for the State Superintendent of Education, other than directly to the voters, and the issues which compel voters may not be related to the quality of agency administration or the provision of technical services.*

*The complex issues surrounding community resources, educational practices, and student achievement go beyond the role of any one governing agency.*

*Although legislative delegations, county councils, and county boards exercise authority over certain school districts, they bear neither responsibility nor accountability for school results. The system of education is not governed in a systematic fashion. Rather than having consistent responsibilities and authority, school districts are loosely aligned with one another within the boundaries of law and/or regulation with no dominant pattern.*

*The current intervention approaches do not include changes in the composition or training of school board members of underperforming districts.*

*The alignment within the state is inconsistent at best. Authority should be commensurate with responsibility and accountability.*

Consequently, the study team recommended that:

*The Office of the State Superintendent should be restructured to provide that the Superintendent is the Secretary of the State Board only. The statutes should be amended to establish a Secretary of Education as a member of the Governor's Cabinet, appointed by the Governor with the advice and consent of the Senate. Program leadership and administrative responsibilities currently assigned to the State Superintendent should be assigned to the Secretary of Education. The Secretary should serve on designated boards and commissions instead of the Superintendent.*

In February of 2001 the EOC endorsed the recommendations and proposed draft changes to accomplish the recommendations. I am also attaching a June 2011 report documenting the various state models for education governance and published by the Education Commission of the States.

Position: Unless the current membership of the EOC has a different position, the 2001 recommendation of the EOC remains the position of the EOC.

**Reading** -- In March of 2012 the South Carolina Reading Achievement Systemic Initiative issued its report for improving reading instruction and reading achievement in the South Carolina which included seven recommendations to:

1. Create family-school-community partnership which focus on increasing the volume of reading, in school and at home, during the year and, at home, over the summer.

2. Promote partnerships of families, communities and schools to address literacy development of young children through all early childhood programs.
3. Assure that all preschool and kindergarten students are taught by teachers well-trained to create literate environment which develop the understanding that reading and writing are meaning-making, rule-governed processes.
4. Revise certification requirements to assure that all PreK-12 students are served by classroom teachers, reading teachers, special education teachers, reading coaches, and administrators who have the appropriate level of understanding of reading instruction and assessment.
5. Assure that all K-12 students are served by classroom teachers who expertly provide effective, data-drive, whole group, small group or one-on-one reading instruction.
6. Increase the quantity and diversity of texts in classrooms.
7. Create a non-governmental reading partnership council to provide advice and support for the development and implementation of research-based literacy efforts across the state.

The release of the 2012 administration of the Palmetto Assessment of State Standards (PASS) documents that one in five children are not reading on grade level by the end of third grade. And, one in three children is not reading on grade level by the end of eighth grade. At the EOC's August 2012 retreat, Dr. Baron Holmes presented information documenting the systemic efforts that the state of Florida has implemented to improve reading achievement. Analysis was also provided documenting reading achievement gains on NAEP across states. States like Florida and Alabama who have implemented systemic reading initiatives have seen dramatic gains in NAEP fourth grade reading skills; however, the gains have not been sustained based on NAEP eighth grade reading skills. The EOC staff and Dr. Holmes have worked with officials at the Florida Just Read! Office to capture the reason for the dramatic gains and the continued challenges that Florida still faces.

The EOC contracted with Dr. Kathy Headley of Clemson University and Dr. Diane Stephens of the University of South Carolina, to produce a white paper addressing the fourth and fifth recommendations of the South Carolina Reading Achievement Systemic Initiative, equipping all teachers with the skills needed to assist struggling readers. The EOC is in the process of disseminating the white paper to the deans of all colleges of education in the state to get their feedback.

Finally, Dr. Garrett Mandeville, who created the six-year PACT and now three-year PASS data sets, is analyzing the relationship over time of students who are not reading on grade level by third grade and the on-time graduation cohorts.

Position: The EOC would support legislative efforts to improve reading instruction and reading achievement through systemic, data-driven and research-based efforts. Staff would provide data as needed to the General Assembly.

**Technology** -- On November 19, 2012 the EIA and Improvement Mechanisms Subcommittee adopted the following position regarding technology and seeks the full Committee's approval of the position.

Position: The EOC urges the Governor and general Assembly to convene a blue ribbon panel that would determine South Carolina's current and future technology needs. For public education, the panel would guide the distribution of technology funds to meet the needs for software, hardware, connectivity, professional development and instructional technologies for public schools. The panel would also assess the connectivity needs of the state regarding households and business, especially in rural South Carolina. Students who do not have internet access at home will not experience greater obstacles in improving their technology skills or in using educational technology at home. The panel would include individuals from the K-12 School Technology Initiative, State Superintendent of Education or his designees from the Department of Education, the Budget and Control Board's Division of State Information Technology, AT&T, the South Carolina Telecommunications Association, and the business community.

**Accountability** -- When the EAA was amended in 2008, the General Assembly included a requirement that the EOC conduct a cyclical review of the accountability system.

*Beginning in 2013, the Education Oversight Committee, working with the State Board of Education and a broad-based group of stakeholders, selected by the Education Oversight Committee, shall conduct a comprehensive cyclical review of the accountability system at least every five years and shall provide the General Assembly with a report on the findings and recommended actions to improve the accountability system and to accelerate improvements in student and school performance. The stakeholders must include the State Superintendent of Education and the Governor, or the Governor's designee. The other stakeholders include, but are not limited to, parents, business and industry persons, community leaders, and educators. (Section 59-18-910)*

EOC members have recommended individuals to serve on the stakeholder group. In November and December of 2012 these individuals and others are being contacted to serve on the group. Beginning January 2013, Dr. David Conley, director of the Educational Policy Improvement Center (EPIC) and his staff will lead both the stakeholder group and an even broader group of stakeholders to:

1. Devise an analytical framework that delineates a continuum of assessments and outcomes measures for consideration by the EOC and the broad-based stakeholder group to improve the accountability system for students in kindergarten through

grade 12. The continuum should include various assessments and outcome measures that have proven or hold the most promise of improving student ownership of learning, of raising academic expectations of all students, and of improving student success.

2. Facilitate two additional regional meetings in South Carolina with individuals, primarily educators, legislators, and parents, to discuss the framework and to elicit feedback on the framework; and

3. Based on the input received, produce by June 1, 2012, a report to the EOC that summarizes the analytical framework and stakeholder feedback.

Dr. Conley has worked with the Innovation Lab Network as well as the South Carolina Commission on Higher Education. The Innovation Steering Committee used much of Dr. Conley's work to guide its recommendations.

Position: The EOC will apprise the Governor and General Assembly on the review of the accountability system.

**Study Team**  
**On**  
**Local Leadership Quality and Engagement**

**Recommendations**  
**To the**  
**South Carolina Education Oversight Committee**

**October 19, 2000**

## TABLE OF CONTENTS

	page
Letter of Transmittal .....	1
Executive Summary .....	2
The Study Team Members .....	6
Introduction .....	7
The Change Imperative .....	9
A Review of Governance Structures .....	12
Observations and Conclusions .....	19
Implications .....	19
Recommendations .....	20
Implementation .....	22
Appendices .....	23
Appendix A: Bibliography	
Appendix B: Distinguished Panel Members	
Appendix C: Unemployment Rates Ranked by County	
Appendix D: Fiscal Authority of SC School Districts	
Appendix E: Five Year Comparison of SC School Districts with Varying Degrees of Fiscal Authority	

## LETTER OF TRANSMITTAL

October 5, 2000

Mr. William Barnet, III, Chairman  
SC Education Oversight Committee  
PO Box 11867  
Columbia, South Carolina 29211

Dear Bill:

On behalf of the Study Team on Local Leadership Quality and Engagement, I am submitting recommendations to improve educational governance in South Carolina. We believe that these recommendations form a critical component in the improvement of student achievement. Our work reflects confidence in the system to perform at a higher level.

We encourage you to study and take action on the recommendations. They require courage and commitment. Our state and our children deserve no less.

Sincerely,

A handwritten signature in black ink, appearing to read "D. Herriott", written over a light gray grid background.

Don Herriott

## **EXECUTIVE SUMMARY**

### **Study Group Charter**

In late 1999, the South Carolina Education Oversight Committee (EOC) commissioned a study team on local leadership quality and engagement. A distinguished group of business leaders, school board members and educators (see page 6 for a list of team members) conducted this study and developed a set of specific recommendations on local leadership, as well as the identification of systemic issues and opportunities in other educational governance areas. This report concludes the work of the study team and was submitted to the EOC on October 19, 2000.

### **Methodology**

A baseline criterion for the definition of "good governance" and expected study outcomes were established before the team began an intensive data gathering phase. Many research and best practice reading materials were reviewed (a listing of which can be found in Appendix A). Experts in the various areas of educational governance, both within South Carolina and in other states, were invited to share knowledge and experiences and to engage in dialogue with the group. A list of these experts is found in Appendix B. Of course, the study team itself was comprised of individuals possessing a wide range of experience and expertise.

Detailed analysis and preliminary recommendations followed data collection. This work was conducted within four subgroups of the full team. Integration and consensus of the subgroup reports, findings, implications and recommendations were prepared through full team meetings and through written feedback on report content.

### **Findings and Conclusions**

As South Carolina and the rest of the nation awaken to a dawn after the twentieth century's education reform efforts, governance is an area that has been in the shadows. During the last 50 years, South Carolina has transitioned from over 1500 school districts to 86. In the 1950's, district governance was provided by a small number of trustees for districts comprised of a few schools. These trustees personally knew many of the parents, students, teachers and administrators. Community accountability included efforts such as holding town meetings. This form of local governance was appropriate for the time and met local social and economic needs.

The study team finds that our state educational governance structure and educational needs have evolved in many different ways, not always harmoniously and often without the benefit of a master plan. Today our state's educational governance structure can be described, at best, as a patchwork quilt and, at worst, as a fragmented system in which some excel despite the environment, most struggle through it, and few are aided by it. From any perspective the team concludes that bold steps are needed to enable our public education system to perform at an optimal level. Almost universally we hear dedicated and talented educators express frustration that their jobs are too encumbered in serving the governance system, not students, and that the cumbersome efforts are disproportionate to the system's end aims of public education.

The clear implication from our study is that flaws in the governance structure, from the state level to the local school district, preclude needed improvements in the entire system. While many of our findings and ideas are not new, in the past we have lacked the will and/or the means to change. The time to act in a systemic and comprehensive way is now.

### **Recommendations**

The following recommendations represent the study team’s consensus for systemic solutions that will free educators to educate, students to learn, and leaders to lead. Detailed rationale, implications and implementation issues can be found in the body of this report. We believe these recommendations will accelerate progress in student achievement and create an environment that promotes sound school operations and management. As stated above, educational governance is an inter-linked system and cannot be viewed as independent components. The recommendations must be viewed in this regard. Caution is warranted about partial implementation approaches. For example, one of the team’s most controversial recommendations calls for fiscal autonomy. This cannot stand alone. Accountability to the voters includes electing all school boards, requiring minimum qualifications, requiring annual training to include fiscal matters; and even eliminating county boards must be viewed as integrated actions, not independent ones.

The following recommendations are presented to the EOC for its consideration:

#### **Recommendation on School District Boards and Superintendent roles and accountabilities**

1. In order to meet the challenges that local districts face in this era of accountability, state laws must be updated to codify the respective roles of superintendents and school boards. The current powers and duties of the school board as outlined in §59-19-90 and other statutes should conform to the duties outlined below:
  - Responsibilities of the school board: Select, work with and evaluate the superintendent; adopt "students first" goals, policies, and budgets; delegate to the superintendent the day-to-day administration of the school district, including student discipline and personnel matters; and evaluate their own leadership, governance and teamwork on behalf of children.
  - Responsibilities of the superintendent: Serve as the chief executive officer to the school board, including recommending all policies and the annual budget; support the school board by providing good information for decision-making; provide continuous leadership to ensure that the board policies and responsibilities of the board-superintendent team are addressed each day; oversee the educational program (curriculum, instruction, co-curricula, instructional materials, etc.); serve as the final authority for the hiring, assignment and dismissal of all employees.
  - Responsibilities of the board-superintendent team: Create teamwork and advocacy for the high achievement and healthy development of all children in the community; provide educational leadership for the community, including the development and implementation of a long-range plan, in close collaboration with principals, teachers, other staff and parents; create strong linkages with social service, health and other community organizations and agencies to support the healthy development and high achievement of all children; set districtwide policies and annual goals and long range plan for education; approve an annual school district budget; ensure the safety and adequacy of all school facilities; provide resources for the professional development

of teachers, principals and other staff; and periodically evaluate its own leadership, governance and teamwork for children.

[NOTE: The realignment of responsibilities noted here are drawn from Thinking Differently: Recommendations for 21<sup>st</sup> Century School Board/Superintendent Leadership, Governance and Teamwork for High Student Achievement by Richard Goodman and William G. Zimmerman, Jr.]

Recommendations on trustees' qualifications, training and effectiveness

2. All school districts should have boards of trustees that are elected.
3. All future candidates filing to run for a school board must possess a high school diploma or a GED in addition to satisfying other statutory requirements.
4. The state should collect information indicating the participation of new board members in the required orientation and impose a statutory penalty on members not attending the orientation.
5. Continuous education is critical if board members are to be able to keep abreast of ever-changing requirements facing their governance role. Each school board member should complete a minimum of six hours training per year, a portion of which must focus on fiscal matters. Funding for this requirement must be provided by the state.
6. School boards are required to go through a board assessment every two years and the Freedom of Information Act should be amended to allow the evaluation to be held in executive session.
7. All school district boards of trustees should have fiscal autonomy.
8. When a district is rated Unsatisfactory,
  - The board of trustees and the superintendent should engage in a training program to focus on roles and actions in support of increases in student achievement. Should the working relationship between the board of trustees and the superintendent dissolve to the extent that the board is considering dismissal of the superintendent, the matter should be referred to the State Board of Education. The SBE should be provided authority to serve as an arbitrator for personnel matters between a local board and a superintendent; and
  - The school district boards shall appoint at least two non-voting board members from a pool nominated by the EOC to protect the State's interests in districts that are rated unsatisfactory. These appointed members should have demonstrated knowledge and commitment to high levels of achievement and bring public service experience to the Board. These members serve in a non-voting capacity. The EOC role should be expanded to include recruitment and training of individuals to serve as appointed board members to districts rated unsatisfactory.
9. South Carolina should provide support to those school board-superintendent teams who wish to explore a system of policy governance. The General Assembly should provide \$100,000 annually for two years to fund a pilot program in several districts to determine the impact of using this model. The pilot program should have an evaluation

component to ensure that the model is measured and that all districts learn from the model.

#### Recommendations on non-district level Governance Level

10. The Office of the State Superintendent should be restructured to provide that the Superintendent is the Secretary to the State Board only. The statutes should be amended to establish a Secretary of Education as a member of the Governor's Cabinet, appointed by the Governor with the advice and consent of the Senate. Program leadership and administrative responsibilities currently assigned to the State Superintendent should be assigned to the Secretary of Education. The Secretary should serve on designated boards and commissions instead of the Superintendent.
11. The members of the SBE should meet minimum qualifications to include experience in governance and commitment to strong public schools.
12. County boards of education (other than county-wide districts) should be eliminated and their responsibilities placed with local district boards of trustees.
13. All legislation pending before the General Assembly should include a fiscal impact statement that details the potential impact on local revenue sources generally and specifically on school districts.

#### Recommendations for additional opportunities

14. There should be a study of the school district organization to determine the optimum enrollment to realize fiscal economies of scale and high levels of student achievement.

#### **Acknowledgements**

The study team appreciates the EOC's vision and leadership, which has provided us with an opportunity to shape a critical success factor in our state's educational reform agenda. Certainly we value the many outside experts who provided input and insight, as well as their strong encouragement to the group. We acknowledge the passion and skills of those involved in our state education system. This report is about the governance system and is certainly not intended to cast any negative shadow on those who work within it; to the contrary, we hope they view it as a positive change for them, our children and our State. We are confident that these recommendations are in direct support of the EOC goal of having South Carolina's student achievement ranked in the top half of the states nationally by 2010.

## **THE STUDY TEAM MEMBERS**

The Study Team on Local Leadership Quality and Engagement was appointed by the South Carolina Education Oversight Committee in late 1999. Members of the team included the following:

Don Herriott, Chairman of the Study Team and Chief Executive Officer of Roche Carolina, Florence

Dr. David Barr, retired Vice-President, Florence-Darlington Technical College, Florence

Dr. Evelyn Berry, Executive Director of the SC School Boards Association, Columbia

Christa Compton, English Teacher at Richland Northeast High School and 2001 South Carolina Teacher of the Year, Lexington

Herman Gaither, Superintendent, Beaufort County Schools, Beaufort

The Honorable Paul Livingston, member, Richland County Council and former chairman of a local school board, Columbia

Dr. Louis Lynn, President of Enviro AgScience, Inc., Columbia

Dr. Ron McWhirt, Superintendent, Charleston County Schools, Charleston

Darryl F. Owings, Principal, Dorman High School, Spartanburg

Dr. Gerrita Postlewait, Superintendent, Horry County Schools, Conway

William Schenck, (at the time of the study) Chief Executive Officer, Fleet Mortgage Group, Columbia

Anne Suite, Administrative Officer and principal of a small business in Fort Mill, a former local school board member and past president of the SC School Boards Association, Fort Mill

Reed Swann, retired teacher, principal, and board member with over 40 years of service to public education, Treasurer of the SC School Board Association, Barnwell

and Dr. Jo Anne Anderson, EOC support to the Study Team



## Governance

## State Boards/Chiefs/Agencies

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### State Education Governance Models

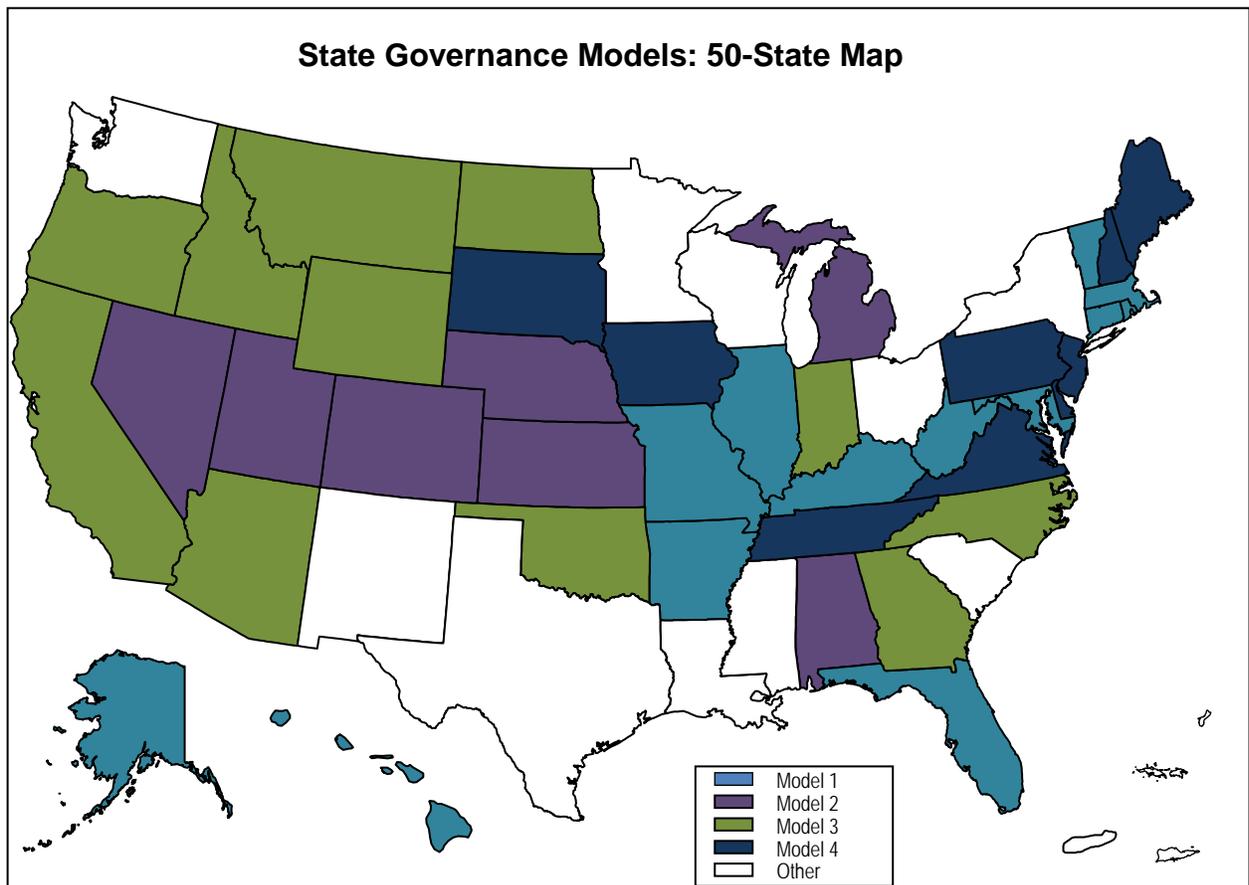
Updated and Revised by Mary Fulton

January 2011

(Original version, Todd Ziebarth, 2004)

Education governance structures differ from state to state and directly affect how education policy leaders interact. Understanding the differences between structures can help explain the education policy process in terms of how decisions are made and the how authority is divided.

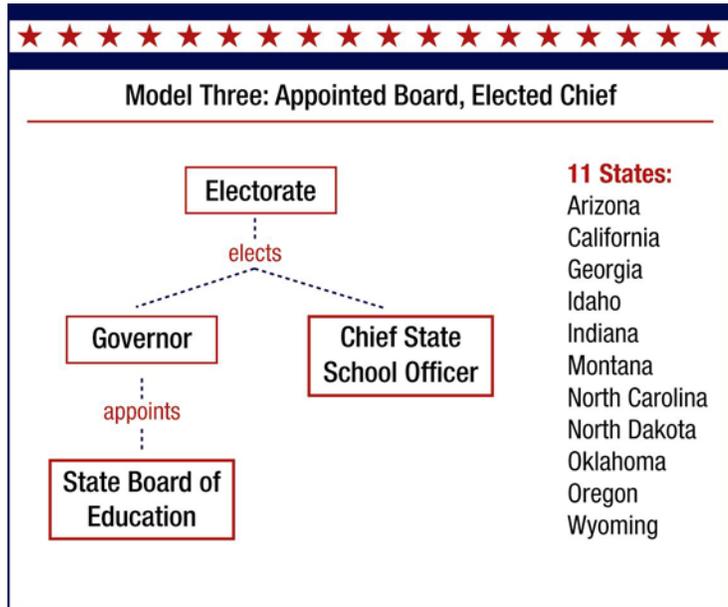
State education governance structures can be categorized into one of four general models that describe how state boards of education are constituted and whether the chief state school officer is appointed or elected. Forty of the 50 states fall into one of these categories; the other 10 states, plus the District of Columbia, have governance structures that are modified versions of the four general models.





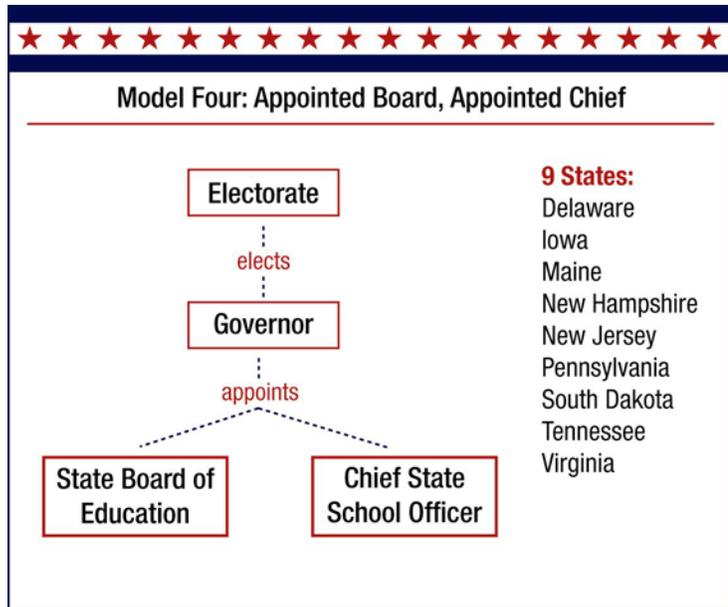
## Model Three

In this model, the governor appoints the members of state board of education. The chief state school officer is elected. Model Three includes 11 states: **Arizona, California, Georgia, Idaho, Indiana, Montana, North Carolina, North Dakota, Oklahoma, Oregon and Wyoming.** In three of these states – Arizona, Indiana and Oklahoma – the chief state school officer also is a voting member of the state board of education.



## Model Four

In this model, the governor appoints the state board of education and the chief state school officer. There are nine Model Four states: **Delaware, Iowa, Maine, New Hampshire, New Jersey, Pennsylvania, South Dakota, Tennessee and Virginia.**



## Other Governance Models

The remaining 10 states plus the District of Columbia function under modified versions of the above four models.

The 10 states include: Louisiana, Minnesota, Mississippi, New Mexico, New York, Ohio, South Carolina, Texas, Washington and Wisconsin.

### A. *Elected/Appointed State Board; Appointed Chief*

In **Louisiana**, eight board members are elected and three are appointed by the governor. In **Ohio**, 11 board members are elected, while the governor appoints eight members. In both states, the chief is appointed by the state board.

### B. *Legislature Appoints State Board; Appointed or Elected Chief*

In **New York**, the state legislature appoints the board members and the chief state school officer is appointed by the board. The **South Carolina** legislature appoints the board, but the chief is elected.

### C. *Joint Appointment of State Board; Appointed or Elected Chief*

The governor, lieutenant governor and the speaker of the House appoint members to the state board in **Mississippi**. The state board appoints the chief state school officer.

In the state of **Washington**, the chief state school officer is elected the board of education is made up of 16 members:

- Five elected by district directors (from western and eastern Washington)
- One elected by members of state-approved private schools
- Superintendent of public instruction
- Seven members appointed by the governor
- Two student members (non-voting)

### D. *Elected Board; Governor Appointed Chief*

In **Texas**, the state board of education is elected. The governor appoints the chief state school officer who also serves as the executive secretary of the state board.

### E. *No State Board or Advisory Only; Elected or Appointed Chief*

**Minnesota** and **Wisconsin** do not have a state board of education. **New Mexico** has an elected body (Public Education Commission), but it is advisory only.

Minnesota and New Mexico – chief state school officer is appointed by governor

Wisconsin – chief state school officer is elected

The **District of Columbia** has an elected board of education. The District of Columbia Public Education Reform Amendment Act of 2007 created a new state board of education that advises the state superintendent and approves specified policies. Previously, the board oversaw day-to-day operations of schools. This act also gave the mayor primary responsibility for public education, including the authority to appoint the school superintendent and chancellor.

### **Territories**

**Guam** has an elected board of education, which appoints the chief state school officer. **Puerto Rico** currently maintains an educational model in which the chief is appointed by the governor. In the **Virgin Islands**, the board of education is elected and the chief state school officer is appointed by the governor.

## **Summary: State Boards of Education**

### **Appointed by Governor** (33 states)

Alaska, Arkansas, Arizona, California, Connecticut, Delaware, Florida, Hawaii, Georgia, Idaho, Illinois, Indiana, Iowa, Kentucky, Maine, Maryland, Massachusetts, Missouri, Montana, New Hampshire, New Jersey, North Carolina, North Dakota, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Dakota, Tennessee, Vermont, Virginia, West Virginia and Wyoming

### **Elected** (8 states)

Alabama, Colorado, Kansas, Michigan, Nebraska, Nevada, Texas and Utah

### **Appointed and Elected** (2 states and D.C.)

Louisiana and Ohio; District of Columbia (advisory only)

### **Appointed by Legislature** (2 states)

New York and South Carolina

### **Appointed by Multiple Authorities** (2 states)

Mississippi and Washington

### **No State Board or Advisory Only** (3 states and D.C.)

Minnesota and Wisconsin (no board); New Mexico and District of Columbia (advisory only)

## **Summary: Chief State School Officers**

### **Appointed by Governor** (12 states and D.C.)

Delaware, Iowa, Maine, Minnesota, New Hampshire, New Jersey, New Mexico, Pennsylvania, South Dakota, Tennessee, Texas and Virginia. The District of Columbia mayor appoints the chief state school officer.

### **Appointed by State Board of Education** (24 states)

Alabama, Alaska, Arkansas, Colorado, Connecticut, Florida, Hawaii, Illinois, Louisiana, Kansas, Kentucky, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Nebraska, Nevada, New York, Ohio, Rhode Island, Utah, Vermont and West Virginia

### **Elected** (14 states)

Arizona, California, Georgia, Idaho, Indiana, Montana, North Carolina, North Dakota, Oklahoma, Oregon, South Carolina, Washington, Wisconsin and Wyoming

## **Governors' Cabinets with Education Representation**

According to state Web sites, at least 25 governors appoint an education official to the executive cabinet. Such officials may be the superintendent of education, commissioner of education or secretary of education. These states include: **California, Colorado, Connecticut, Delaware, Georgia, Idaho, Kentucky, Louisiana, Maine, Massachusetts, Maryland, Michigan, Minnesota, Missouri, Nevada, New Jersey, New Mexico, North Carolina, Oklahoma, Pennsylvania, Puerto Rico, South Dakota, Tennessee, Virginia** and **West Virginia**. In addition, the state superintendent of education for the **District of Columbia** serves on the mayor's cabinet.

## **Dual Offices for Education**

Five states and the District of Columbia maintain a governance model that includes two authoritative positions for the state educational system:

- **California** has a Secretary of Education and also a Superintendent of Public Instruction who serves on the governor's cabinet. The Secretary of Education position has been vacant since January 2011. (*CAL. EDUC. CODE* §33100 to 33191; *CA. CONST. ART I, §2 and §7*)

- **Kentucky** has a Secretary of Education and a Commissioner of Education. (*KY. REV. STAT. ANN. §§156.147 to 156.250*)
- **Massachusetts** has a Secretary of Education and a Commissioner of Education. (*Mass. ANN. Laws ch.27. §§14A.*)
- **Oklahoma** has a Secretary of Education and a State Superintendent of Education (*OKLA. STAT. ANN. tit. 70, § 3-118*)
- **Virginia** supports a Secretary of Education (a cabinet position) and a Superintendent of Public Instruction. (*VA CODE ANN. §22.1-21 to 22.1-24 and 2.2-200*)
- **District of Columbia** has a State Superintendent of Education and a Chancellor of Education, both appointed by the mayor. District of Columbia Public Education Reform Amendment Act of 2007. (*D.C. Official Code § 1-206.02(c)(1)*)

**Other ECS Resources:**

P-20 Governance

(Jennifer Dounay Zinth, January 2011)

<http://www.ecs.org/clearinghouse/91/14/9114.pdf>

*Mary Fulton is a policy analyst with the ECS Information Clearinghouse.*

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## EDUCATION WEEK

Published Online: October 9, 2012

Published in Print: October 10, 2012, as **Researchers Argue Boredom May Be 'A Flavor of Stress'**

FOCUS ON

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### FOCUS ON: STUDENT MOTIVATION

## Studies Link Students' Boredom to Stress

By Sarah D. Sparks

One glance, and any teacher knows the score: That student, halfway down the row, staring blankly at his tapping pen, fidgeting, sneaking glances at the wall clock roughly every 30 seconds, is practically screaming, "I'm bored!"

While boredom is a perennial student complaint, **emerging research** shows it is more than students' not feeling entertained, but rather a "flavor of stress" that can interfere with their ability to learn and even their health. An international group of researchers argues this month in *Perspectives on Psychological Science* that the experience of boredom directly connects to a student's inability to focus attention.

"I think teachers should always try to be relevant and interesting, but beyond that, there are other places to look," said John D. Eastwood, an associate professor of psychology at York University in Toronto, Canada, and the lead author of the **study**. "By definition, to be in the state of boredom is to say the world sucks out there in some way. But often that's not the case; often it's an interior problem, and [students] are looking in the wrong place to solve the problem."

Boredom is one of the most consistent experiences of school and one that can be frustrating and disheartening for teachers. According to **findings** in the High School Survey of Student Engagement, conducted by the Indiana University Bloomington, boredom is nearly universal among American students. Of a representative sample of more than 275,000 high school students surveyed in 27 states from 2006 to 2009, 65 percent reported being bored in class at least once a day.

### Lack of Focus

◀ Back to Story

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Under Mr. Eastman and his colleagues' definition, a student who is bored cannot focus attention to engage in the class activity—and blames that inability to focus on the outside environment. A dry lecture style or an uninteresting topic might trigger boredom, Mr. Eastman said, but so can other issues that interfere with a student's attention and working memory.

For example, students with attention deficit hyperactivity disorder are more likely to report feeling bored than students with normal attention. Students tackling material that is too difficult for them—and thus taking up more working memory—also are more likely to report it is "boring" rather than simply frustrating, Mr. Eastman and other researchers found.

"When people are in a negative emotional state, discouraged, or down, we know that causes attention problems," Mr. Eastman said. "We know when people are stressed it makes it harder to focus and pay attention at a very basic, fundamental level."

Like any type of stress, boredom hampers the prefrontal cortex, the brain area positioned just behind that student's furrowed brow that allows a student to reason and hold different facts in working memory.

Disrupting the brain's executive function also allows its emotional center, the amygdala, to take over, which might explain why bored students are more likely to feel tired, anxious, or depressed, and why they sometimes respond by either "acting out or zoning out," according to Judy Willis, a neurologist and teacher educator from Santa Barbara, Calif., who was not part of the report.

In fact, boredom and other types of stress appear to feed on each other. Students who are stressed due to emotional trauma, for example, are more likely to disengage and feel bored, which adds to their stress.

Likewise, everyday stresses, like a noisy classroom, can sap students' attention and contribute to their boredom.

In a separate **study**, Clark University psychologists Robin Damrad-Frye and James D. Laird asked students in 1989 to listen to material while a television played in the next room—either silently, at full volume, or low enough to be heard but not noticed. Students were still distracted by the television even when played at the lowest setting, and they misinterpreted their inability to focus as boredom.

Physically, a bored student will go through cycles of higher and lower energy; he or she might fall asleep during a down period, then squirm or doodle in an attempt to "wake up" and pay attention. Teachers often try to stop the fidgeting, but a **2009 study**  suggests doodling can help focus attention. In that study, researchers from the University of Plymouth, England, asked

### Getting to the Roots

When students feel bored, research shows they are aware of their own difficulty paying attention. A student may attribute the experience to not being interested in the material or the lecture style. But new studies show that any stress or distraction that takes up working memory—from emotional trauma to attention deficit hyperactivity disorders—all could be contributing to the problem.



adults to listen to a monotonous voice recording that identified guests coming to an event. Participants who were allowed to shade in shapes while listening were better at identifying the guests; later, they recalled 29 percent more information on a surprise memory test.

### 'Reappraising' Dull Tasks

Reducing boredom and its underlying stress can reduce misbehavior and increase focus—in both the bored child and in surrounding students, Ms. Willis said.

Effective ways to reduce boredom can be counterintuitive to students looking for a quick fix, though. "I think if someone is bored, the worst thing you can do is respond to it by overstimulating," Mr. Eastman said. "It's like quicksand; if you just thrash around, you're even more stuck."

Ulrike E. Nett, a student motivation researcher at the University of Konstanz, Germany, studied the coping strategies of 976 students in grades 5-10 who were given a mathematics problem selected to be potentially boring and difficult. Some "avoided" the task, either by studying a different subject or by talking with friends. Others criticized it and asked for more interesting material or assignments. Still others "reappraised" the situation for themselves, considering ways it could be relevant to them and how to combat their own boredom.

For the student, "it's important to learn, when I feel bored, that's an opportunity for me to become aware of my disengagement and address it," said Mr. Eastman, who was not part of Ms. Nett's study.

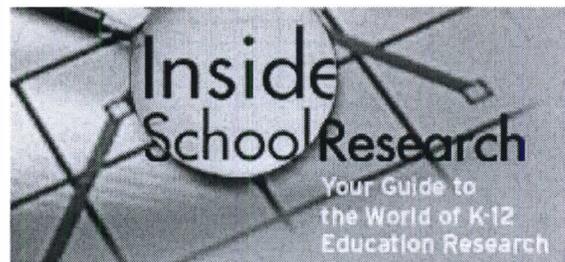
The last group of students had higher academic achievement in the task and reported both more enjoyment and less anxiety. Moreover, Ms. Nett found that students who were able to identify and reappraise their own feelings of boredom had fewer bored episodes over time.

"Although teachers try to create interesting lessons, they must be aware that despite their best intentions, some students may still perceive interesting lessons as boring," Ms. Nett concluded. "What is imperative to underscore at this point is that both teachers and students must take some responsibility for boredom, and both must be involved in finding an adequate way to reduce this emotion in their classrooms."

*Coverage of school climate and student behavior and engagement is supported in part by grants from the Atlantic Philanthropies, the NoVo Foundation, the Raikes Foundation, and the California Endowment.*

Vol. 32, Issue 07, Pages 1,16

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# Harvard Education Letter

Published at the Harvard Graduate School of Education

July | August 2012  
Volume 28, Number 4

## The Poverty Gap

Schools grapple with a growing population of poor children

BY JON MARCUS

David Kopperud was acting principal at a West Sacramento, Calif., elementary school when one of his first-graders stopped showing up. The child was so chronically absent that Kopperud went to see the child's mother. What he learned has stayed with him since. She told him that she hadn't been sending her son to school because he had no shoes. "It showed how such a simple lack could become a major barrier to education," says Kopperud, now a state education administrator. "And, unfortunately, I think we're going to see a lot more of this."



Volunteers like this one from City Year can help keep students in schools affected by rising poverty.

A huge increase in the number of children in poverty, compounded by housing foreclosures and a rise in homelessness, is converging with continued deep cuts in school budgets to present a daunting challenge for American educators. And while there are some things teachers and schools can do, others are advocating for much more ambitious reforms that would bring back a concept popular with funding agencies in the 1990s: full-service schools.

### The Growing Challenge

It's a challenge that shows up the moment the kids do—the first day of kindergarten, by which time poor children are already so far behind that fewer than half are at the level they need to be to learn, as compared to 75 percent of children from moderate- and high-income families, according to a study by the Brookings Institution.

And the ranks of kids like these are swelling at double-digit rates. According to the Brookings report, some 32 million American children are classified as low income, while the number who live in down-right poverty—in families of three that earn under \$18,350 a year or families of four that make \$22,350 or less—has jumped 25 percent since 2000 to about 16 million.

Families with children are also now among the fastest-growing groups of homeless, with an estimated 1.4 million homeless children and another 3.8 million in "precarious" housing situations, according to the National Coalition for the Homeless. For a variety of logistical reasons, some 25 percent of these homeless children do not regularly go to school.

Some of the obstacles are obvious: They're not ready for school, they miss too many days, and they lose ground in the summers. But other trials—not having shoes, for instance—are often less obvious. Districts for which poverty is a newer problem often miss the warning signs completely.

"These problems have become so widespread that all schools need to look for subtle indicators" of financial issues, such as students wearing the same clothes day after day, changing behavior, and hoarding food, says Donald Hernandez, a Hunter College sociology professor who studies children in poverty.

### INSIDE

4

for discussion  
**Teachers and classroom observation rubrics**

8

point of view  
**Teaching English Language Learners**

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*Harvard Education Letter*  
(ISSN 8755-3716 [print]  
and 1943-5053 [online]) is  
published bimonthly at the  
Harvard Graduate School of  
Education, 8 Story Street,  
Cambridge, MA 02138-3752.  
Second-class postage paid at  
Boston, MA, and additional  
mailing offices.

Signed articles in the *Harvard  
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## First Things First: Attendance

Given the burgeoning problem, what can schools do to help? While some solutions are expensive, such as adding full-time health clinics, others are uncomplicated and even cheap (see "Simple Steps to Support Poor Students," p. 3).

The first is getting children to show up. The seemingly obvious connection between attendance and performance has only in the last few years become well understood. Poor kids miss four times more school than middle-class and affluent children, according to Attendance Works, a research initiative to study and promote ways of improving attendance.

"As kids fall further into poverty, attendance tends to slip," says Michael Gottfried, a professor of education at Loyola Marymount University. "Maybe there's not a parent home when the kid needs to go to school. Mom may need to be at a job at five in the morning."

For these students, the usual stress of school is compounded by hunger, asthma, anxiety, fear, not enough money for supplies or books, and no quiet place to read. Many have to take care of a sibling or an older relative. Twenty percent of urban high school students surveyed by Temple University said they had missed school to care for a family member or close friend.

Schools are good at tracking average daily attendance, since it's one of the measurements of adequate yearly progress, but they've been slower to monitor individual absences. "It's not enough to just reward schools based on attendance rates," says Gottfried. "Is it the same kids every day? Is it different kids every day?"

## Immediate and Positive Intervention

At the Orchard Gardens K-8 Pilot School in Boston's Roxbury section, members of the City Year national service organization chase down absentees, usually by phone but occasionally in person. In California, school administrators summon the parents of students who miss 10 percent or more of school beginning on the 20th day of any academic year; if the absences continue, the parents are brought before a district school attendance review board, which includes law enforcement, social service, and mental health workers.

"What we're doing is intervening immediately," says Kopperud, who oversees the process statewide. "Don't wait till the kid has missed 20 percent of the school year, because you're going to be talking to an angry, disengaged youngster."

Yet, attendance policies that punish parents can make matters worse. "We need to sit in the empty seat to know why it is empty," Kopperud says. However, 22 states define "failure to educate" as a form of child neglect. In New York, for instance—where researchers from Teachers College at Columbia University report that nearly 40 percent of high school students miss 20 or more days of school each year—the parents are reported to the child protective system. That can lead

to the threat of removing the child to foster care, and kids in foster care do even worse in school.

Some schools offer carrots, not sticks—extra recess, for example—to classes with the best attendance. Other schools simply work to help parents better understand how showing up for school affects their kids' performance. "There are really inexpensive ways to do this," says Hedy Chang, director of Attendance Works. "I've seen people start to turn this around. But it can't be about blaming parents."

Some of what increases absence rates among poor kids is bad health. Children in poverty are as much as 16 times more likely than middle-class and affluent children to have asthma, which is blamed for 12.8 million missed school days annually. They're twice as likely to have unmet dental needs, according to the U.S. Surgeon General's office. The Baltimore Student Attendance Campaign reports that another two million school days nationwide are lost each year to dental-related illnesses. And when they are in class, at least 25 percent of urban students may not be able to see the blackboard. That's how many are estimated to have unaddressed vision problems.

## A New Push for Full-Service Schools

These issues and others are driving a renewed campaign for so-called full-service schools, which were especially popular with funding agencies in the 1990s. They offer everything from health centers and social service help to food pantries. In Newark, N.J., for example, a project called the Broader, Bolder Approach to Education unites seven schools with universities, philanthropies, and social agencies to provide health care and afterschool programs. Students in schools with health centers had three times fewer absences than students in schools without them, according to a study of two urban high schools in western New York State. Nationwide, 1,700 schools have health centers,

## Poor kids miss four times more school than middle-class and affluent children.

according to the National Assembly on School-Based Health Care, and when the federal government offered 12 grants last year to help pay for full-service community schools, it got 480 applications.

"The one location children can get identified and get services is schools," says Barbara Duffield, policy director of the National Association for the Education of Homeless Children and Youth. Low-income parents working several jobs don't have the time or transportation to go from one social service agency to another. "You can't just say, 'Here, here's a name and a number.' You have to remove those barriers, so having

## Simple Steps to Support Poor Students

The problem of growing poverty is huge, but here are a few simple steps educators can take to help.

- Make sure students attend school. Don't just measure average daily attendance; track attendance by student and reach out to students who are chronically absent or team up with community service organizations such as City Year.
- Practice nonpunitive responses to absenteeism.
- Encourage churches, community organizations, and pediatric health care providers to distribute books to parents of preschoolers. Ask libraries to offer children's story hours during times that are convenient for working parents.
- Text literacy tips to parents. Advocates say cell phones are lifelines for families in poverty, which they tend not to relinquish no matter how squeezed they are financially.
- Be prepared to provide contact information for social service agencies. Include this information on the backs of forms that parents have to keep. Also provide information about the McKinney-Vento Homeless Assistance Act, which ensures a child's right to remain in the same school if he or she moves or becomes homeless.

the services on-site is important."

The need for this is even greater in rural areas, where nearly half of all children are in poverty (four times the proportion of 10 years ago), services are thinly stretched, and public transportation is virtually nonexistent.

"In a lot of communities, the schools are the only safety net that's left," says Pedro Noguera, a professor of education at New York University. "Schools should be central as the point of service delivery."

### More Need, Less Money

But even that one safety net is tenuous, given draconian cuts to education budgets. Thirty-six states have cut, or proposed cutting, education, according to the Center on Budget and Policy Priorities, and more than 20 expect to make further dramatic cuts in education spending in 2013.

For this reason, many advocates say the need for full-service schools is more pressing than ever. "How do you coordinate these services? How do you make it so the kid who might have some English competency isn't being pulled out of school to be the translator for his parents to go get food stamps?" says Richard Long, executive director for government relations at the National Title I Association, whose member schools have among the highest poverty rates. The budget cuts, he says, "make it harder to do that, even when you know it's the right thing to do."

The Campaign for Educational Equity, a research

and policy center based at Teachers College, is advocating for a full-service menu of support for students in poverty, from prenatal and obstetric care for expectant mothers, continuing education for parents, and home literacy visits for families with preschoolers to routine and preventive pediatric care and afterschool and summer programs. The campaign has estimated that this blanket of services would cost taxpayers about an additional \$290,000 per child from the time of conception to high school graduation. It maintains that the return on that investment would be twice that amount in local, state, and federal taxes, income gains, reductions in crime, and improvements in health.

"Realistically, you're not going to get the whole comprehensive model at once," Michael Rebell, the campaign's director, says of the comprehensive full-service approach. "But obviously doing something is better than doing nothing."

In the meantime, some districts are patching together solutions by adopting such familiar strategies as extending the day or school year, offering full-time kindergarten when possible, and training low-income

parents to read to their preschoolers. At Hunters Lane High School in Nashville, the principal began a food pantry from which about 40 students take home backpacks of soups and snacks so they won't go hungry over the weekends. Some schools in Detroit added 15 days to the school year, which helped fourth-graders improve in reading, math, and science. The Valley View Community Unit School District 365U in Romeville, Ill., is investing \$14 million to start a full-day kindergarten in the fall.

### A Call for Empathy

Some advocates say simply encouraging empathy is an important step toward recognizing the depth of the problem. In December 2011, the advocacy and training organization Parents as Teachers put educators through a morning-long simulation of what it was like to be poor for a month—juggling bills and bus fare, getting children to school and elderly parents to doctors, visiting social agencies, looking for work—in order to help them understand what poor families are up against.

"The things that we don't think about, and that they have to, are really astounding," says Kerry Caverly, the organization's director of training. "It shakes you up. I saw people literally walk out of the room. They could not handle the stress." ■

*Jon Marcus writes about education for the Washington Post, Time Magazine, USA Today, Boston Globe Magazine, and TES Magazine. This is his first article for the Harvard Education Letter.*

### For Further Information

Attendance Works:  
[www.attendanceworks.org](http://www.attendanceworks.org)

Broader, Bolder Approach to Education:  
[www.bolderapproach.org](http://www.bolderapproach.org)

Campaign for Educational Equity: <http://equitycampaign.org>

J. B. Isaacs. *The Recession's Ongoing Impact on America's Children: Indicators of Children's Economic Well-Being Through 2011*. Washington, D.C.: The Brookings Institution, 2011. Available online at [www.brookings.edu](http://www.brookings.edu)

National Association for the Education of Homeless Children and Youth: [www.naehcy.org](http://www.naehcy.org)

National Center for Children in Poverty: [www.nccp.org/topics/earlycareandlearning.html](http://www.nccp.org/topics/earlycareandlearning.html)

## D.C. students test 'Teach to One' learning system

By [Emma Brown](#), Published: October 14

It might seem to be a less-than-realistic plan: Put nearly 200 preteens in one large classroom space and expect each of them, with the help of laptops and a few teachers, to learn math at his or her own pace.

But that arrangement is at the core of a new instructional approach that one of the District's lowest-performing middle schools adopted this fall.

Pioneered in New York and expanding to other cities, "Teach to One" puts a computer algorithm in charge of figuring out what each child needs to learn and do each day, a design meant to ensure that students master one concept before moving onto another.

"If it works like we think it will, it'll be a game-changer," said D.C. schools Chancellor [Kaya Henderson](#) of the new program at [Hart Middle School](#) in Southeast Washington, where less than 30 percent of students are proficient in math.

This is the leading edge of the larger "blended learning" movement that many reformers think could transform education in the United States, harnessing technology to help teachers deliver personalized lessons to every child.

Schools are experimenting across the country and in the Washington region. Alexandria high school students at risk of dropping out can take all classes online, with the requirement that they spend at least 20 hours per week working at a satellite campus in a storefront at Landmark Mall. Many schools in the District are using blended approaches, including at Kramer Middle, where students take all core classes online with classroom teachers offering one-on-one tutoring and small-group help.

The federal government is throwing its weight behind the effort, too, offering \$400 million in competitive Race to the Top grants to school systems that put forth innovative plans for tailoring education for individual students.

**Many unknowns**

But for all the buzz and investment, experts say there is scant evidence that such blended approaches are more effective than traditional teaching, and there are many unanswered questions about what it means for school budgets and teachers' working conditions.

And the programs don't come cheap: It cost \$1 million to bring Teach to One to a single classroom at Hart this year, including \$600,000 from D.C. Public Schools' central office for renovations, and \$400,000 in donations from the CityBridge Foundation and the D.C. Public Education Fund.

Western Michigan University professor Gary Miron, a prominent critic of full-time online schools where students learn entirely by laptop at home, said he is far more optimistic about blended programs. But he urged caution, saying each model should be tested and evaluated before it is expanded.

"I certainly think it's worth a try on a small scale to test these ideas, and be willing to back out if it doesn't work," Miron said.

The unanswered questions about blended learning are no deterrent for educators grasping for a solution to persistently low student achievement.

"To me it was a no-brainer: Very little risk and big return," said Dominick D'Angelo, principal of Boody Junior High School in Brooklyn, among the first three schools to try what is now Teach to One, in 2010. "I thought, 'It can't be worse than traditional instruction.' "

It's certainly louder than traditional instruction. Veteran teachers say they're not bothered by the din, reminiscent of a bustling diner at breakfast when 150 sixth-graders crowded into one room at Boody on a recent afternoon.

"You learn to tune the noise out," said Gerard Joe-Yen, a math teacher who delivered a lecture on long division that held the attention of a dozen students despite the distractions.

In Teach to One, students arriving to class receive a "playlist" of lessons to work on that day with one of the multiple teachers in the room. The students are grouped with others who are slated to learn the same skill that day.

Some huddle, working on problems together; others learn directly from teachers in a more traditional lecture-style format. And some log on to laptops to watch instructional videos and complete online work sheets.

At the end of the day, each child takes a five-question quiz. A computer program digests the results, decides whether the student is ready to move on to a new concept, and spits out a plan for the next day, regrouping students and sending them to different teachers.

### **Mixed results**

Results so far have been mixed. Two of the initial three New York schools dropped the program at the end of that first year.

But Boody, where test scores hadn't budged the first year, kept at it. And the second year yielded gains. The proportion of students proficient in math on state tests grew nearly five percentage points — faster than the city average and faster than New York schools with comparable demographics.

Joel Rose and Christopher Rush developed the program as a project of the New York City Department of Education, building it around the conviction that students should be taught exactly what they need to know — a feat that many teachers say is nearly impossible in a regular classroom filled with 30 students at 30 different levels.

“There’s just a serious design flaw in that model,” said Rose, who left city government last year and with Rush spun off a nonprofit group to spread their concept across the country. “Each kid is unique and they have their own strengths and academic needs, and their own ways of learning and their own interests.”

Teach to One has secured \$13 million in foundation support and is in eight schools: five in New York, two in Chicago and at Hart in Washington, where teachers and students are adjusting to the recent change.

“There are rough patches,” said Araceli Flores, one of seven math teachers at Hart, but “there are also moments when you can see it working.”

More than 180 sixth-graders filed into Hart’s math classroom, a spacious, renovated basement, divided by a wall into two wings, on a recent morning.

At one table, where students worked independently on laptops, a girl practicing multiplication problems online sat elbow-to-elbow with students who were learning about graphs, measuring objects with a ruler and simplifying fractions.

Diavionne Newell, 12, said she likes the new approach to math “because you get to keep up with the teacher.” In regular classrooms, she said, “sometimes the teacher goes too fast.”

### **Teachers hopeful**

Many Hart students are years behind grade level, and teachers — who were enthusiastic about bringing Teach to One to the school — said they are hopeful that it will help fill in those gaps.

But they also say they worry that the new approach will hurt their end-of-year [evaluations](#), which depend in part on state test scores and which determine job security and bonus pay. A sixth-grader who’s focused on learning fourth-grade topics might learn a lot, but they probably won’t do well on grade-level exams testing more advanced skills.

“It’s stressful,” said Angel Cintron, a second-year teacher at Hart. “If we don’t get them up to that level, it’s pretty much guaranteed that they will not score well — which means we will take the hit for that even though we are part of a program that I think is necessary.”

Teachers also struggle to manage student behavior in such a setting: For students seeking attention, a space with 180 peers is a large and tempting stage. “If one section is rowdy you can barely hear another section,” Cintron said. “That’s probably the biggest issue we’re facing.”

### **Full assessment**

Henderson said programs generally need to run three years before they can be fairly and fully assessed. If Hart students show improvement during that time frame, she said, she’d “absolutely” want to use the program in other city schools.

Rose and Rush, who hope to expand Teach to One into new subject areas and into 50 to 100 schools over

the next five years, said they're tweaking the program daily. They made substantial revisions this fall, including adding a component that gives teachers the chance to teach deeper problem-solving skills by working with the same group of students several times over two weeks.

"We don't have this all figured out yet, but we think we're on the right track," Rush said.

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# The constitutional fix for SC schools

By DEREK BLACK

Guest Columnist, *The State*

November 18, 2012

The S.C. Supreme Court could spend its winter struggling over what to do in the school finance case. Its challenge, however, won't be determining whether students are receiving an adequate education. The test scores, teacher credentials and facilities in the Corridor of Shame are so egregious that it is hard to imagine how the education offered could be adequate under any intellectually honest understanding of the word. The challenge before the court is whether it can realistically do anything about these inadequacies.

Searching for an answer, the court called on the attorneys during September's oral arguments to discuss what sorts of remedies other state courts have ordered. More instructive than what courts have done, however, is why they have acted one way or another. The answer largely lies in whether they believe they can "fix" schools. Those courts most doubtful that they can "fix" schools do not act at all; they would prefer to abdicate their duty than to discharge it poorly. Those courts convinced that they can "fix" schools jump into the fray and demand specific outcomes.

For instance, New York's court ordered the state to identify exactly how much money each district needs to deliver an adequate education, after accounting for variances in district wealth, local costs and student populations. New Jersey's court ordered pre-school because it has proven the most effective in closing achievement gaps. Other courts are simply ambivalent and, rather than address complicated questions of adequate funding or program effectiveness, just order improvements in key educational resources such as teachers or facilities.

None of these options is appealing to courts. Doing nothing leaves a constitutional violation unaddressed, while ordering specific remedies puts courts in the middle of difficult educational policy issues.

But there is one other option that no one has discussed, and it doesn't require the court to ignore the problem or provide a solution. Our court could just free students from their inadequate schools.

As satisfying as a grand solution would be, our Supreme Court need not tell the Legislature how to fix broken schools. It could simply tell the state

that, until it fixes the problem, it must provide students who wish to leave their broken schools with transportation to schools that can deliver an adequate education. This option isn't perfect. It may require longer bus rides, which would lead many to decline. And it doesn't ensure that the overall educational system will be fixed. But it does directly respond to the constitutional violation before the court and any uncertainty as to how to remedy it.

Freeing students from broken schools recognizes that students have been denied their constitutional rights, and that every school day that passes is another day in which their rights are violated. Students need a remedy right now, not years later when they have already graduated and are struggling to build productive lives.

Many might recoil at the thought of this order, but no one could charge the court with usurping the Legislature's policymaking function. It simply would be exercising its basic judicial function: ordering the end to action that subjects children to a constitutional violation. In that respect, it is no different than ordering the release of a wrongly convicted man.

No doubt, such an order is bold. But seriousness, boldness and the unquestionable authority of a court — not the social science behind a policy-related order — are what prompt reluctant courts to act. In Arizona and New Jersey, courts once took steps to close all public schools until the state devised a solution to demonstrated inadequacies. Knowing those were orders the courts could enforce, neither state took long to act.

Similarly, telling South Carolina that it must set its children free would put the state on clear notice that, while it may have discretion in how to fix the larger problem, it has no discretion as to when or whether it will fix the problem. This message is the one most likely to ensure that children will see the Legislature do its job and fix their schools sooner than later.

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