

## AGENDA

### EIA and Improvement Mechanisms Subcommittee

Monday, March 18, 2012  
2:00 PM, Room 409, Blatt Building

- |      |                                                                               |                |
|------|-------------------------------------------------------------------------------|----------------|
| I.   | Approval of Minutes of December 10, 2012 Meeting                              | Dennis Drew    |
| II.  | Information: Update on EOC Budget and Proviso Recommendations                 | Melanie Barton |
| III. | Information: Analysis of 2011 and 2012 PASS Achievement for Students in CDEPP | Kevin Andrews  |
| IV.  | Action: FY2011-12 Teacher Loan Report                                         | Melanie Barton |

Adjournment

Subcommittee Members:

Dennis Drew, Chair  
Alex Martin, Vice-Chair  
Phillip Bowers  
Rep. Joe Neal  
Evelyn Perry  
Rep. J. Roland Smith  
John Warner  
David Whittemore

Other:

Neil Robinson

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CHAIR

Barbara B. Hairfield  
VICE CHAIR

J. Phillip Bowers

Dennis Drew

Mike Fair

Nikki Haley

R. Wesley Hayes, Jr.

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John W. Matthews, Jr.

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J. Roland Smith

Ann Marie Taylor

John Warner

David Whittemore

Mick Zais

Melanie D. Barton  
EXECUTIVE DIRECTOR

**Minutes**  
**EIA and Improvement Mechanisms Subcommittee**  
**Monday, December 10, 2012**  
**10:00 a.m.**  
**Room 433 of the Blatt Building**

**Members in Attendance:** Mr. Dennis Drew (Chair); Mr. Alex Martin (Vice-Chair); Mr. Phillip Bowers; Rep. J. Roland Smith; and Mr. David Whittemore

**Other EOC Members in Attendance:** Mr. Neil Robinson

**EOC Staff in Attendance:** Mrs. Melanie Barton; Ms. Hope Johnson-Jones; and Mrs. Dana Yow

**Welcome and Introductions**

Mr. Drew called the meeting to order and asked that those in attendance introduce themselves and the organizations they represent.

**Approval of the Prior Meeting Minutes**

The minutes of the November 19, 2012 subcommittee meeting, as distributed, were approved.

**Finalize Budget and Proviso Recommendations for FY2013-14**

Mr. Drew opened the meeting by calling upon Jay W. Ragley of the South Carolina Department of Education (SCDE) to clarify information requested by the EOC regarding the Department's request for an additional \$2.5 million for PowerSchool. Mrs. Barton passed out to the EOC members a memo and information provided to the EOC by Mr. Ragley. Mr. Ragley confirmed that \$1.8 million of the \$2.5 million request would pay for the licensing fee and the remainder for professional development. The increase was approved unanimously by the subcommittee.

Then Mrs. Barton led the group through a discussion of several EIA line items and the requests made.

1. SC Educational Television (ETV) requested \$120,000 to cover the cost of the three percent pay raise for ETV employees paid for with EIA funds. Mr. Bowers asked Mr. Ragley to clarify SCDE's position on the funding. The subcommittee voted to recommend \$120,000 increase for ETV but funds for ETV to be general and not EIA funds.

2. Science PLUS – Mr. Martin discussed the capacity of Science PLUS to train more science teachers in the summer and recommended that the program's funding be increased from \$150,000 to \$503, 406. Mr. Bowers called up Mr. Ragley to comment. Mr. Ragley stated that while Dr. Zais is impressed with the services provided by Science PLUS he would prefer that school districts contract and pay for professional services rather than the state funding programs. Mr. Martin responded to a question about why the facility at Roper Mountain is unique. He noted the in-kind support of the program including the labs, and technology is unique to any other provider in the state. The motion to increase funding passed.

3. South Carolina Youth Challenge – The Subcommittee concurred with SCDE's recommendation that funds for the South Carolina Youth Challenge be moved from EIA to general funds under the Adjutant General's budget.

4. The Center for Education Recruitment, Retention and Advancement (CERRA) requested an additional \$513,000 for its program with \$400,000 of the funds going to increase the number of scholarships to 175 with the remaining funds going to the Teacher Cadet Program. Jane Turner of CERRA responded to questions about the number of teacher vacancies in the state and the number of African American males receiving scholarships. Mr. Drew commented on the need to have teachers in the pipeline. The motion was made and adopted that CERRA's funding be maintained at the current year's level.

5. Teach For America, SC – The motion was made and adopted to increase the funding for the program from \$2.0 million to \$3.0 million. After discussion, the motion passed.

6. Science South – The Subcommittee voted to fund Science South at the current year's level.

7. Centers of Excellence – The Commission on Higher Education provided information that on schools served by all existing Centers, including those still being funded with EIA funds allocated to the Centers of Excellence. Dr. Paula Gregg of CHE responded to questions. The Subcommittee voted to continue funding at the current year's level.

8. Patriots Point Development Authority requested \$710,000 in EIA funds to serve 7,500 fifth grade students in Title I schools located in the 25 lowest performing districts in the state for an overnight program on the Yorktown. Mr. Robinson commented that he had been called by other entities asking if EIA funds could be used for comparable purposes in the future. He recommended that instead of making a recommendation on these funds that the EOC propose to the General Assembly a pilot program using non-recurring General Funds to determine the impact and effectiveness of the program before EIA funds are allocated. Cindy Clark with the Patriots Point Institute of History and Science addressed the Subcommittee to discuss the focus of the program on the history and science standards. Mr. Bowers made a motion to approve the \$710,000 project. Mr. Martin seconded the motion but the motion failed.

9. Leadership – Mr. Drew commented that he is concerned that the Superintendent of Education is not proposing alternative and innovative strategies to improve leadership at the school and district level. Mr. Ragley responded that due to staff turnovers the agency has faced challenges in making these changes but that those changes are in the works.

Two proviso changes affecting assessment and the allocation of funds for high achieving students was considered. The EOC staff offered to work with SCDE on language that would impact the allocation of funds for high achieving students pursuant to legislative action on regulations. The subcommittee did approve changes to proviso 1A.30. which stipulates the amount of funds expended for gifted and talented identification, Advanced Placement exams and International Baccalaureates exams.

There being no further business the meeting was adjourned.

## MEMORANDUM

**TO:** Members, EIA and Improvement Mechanisms Subcommittee

**FROM:** Melanie Barton

**DATE:** March 4, 2013

**RE:** EOC Budget and Proviso Recommendations

On December 10, 2012 the EOC adopted the budget recommendations for the EIA budget for Fiscal Year 2013-14. These recommendations are based upon the following principles that guide a ***student-centered, performance-based funding model***:

- Public funds for education will be allocated based on the needs of students with the ultimate goal being that all children are prepared for success in a career or in postsecondary education.
- Educators will be empowered to allocate resources at the school and classroom levels to best meet the academic needs of individual students. Such flexibility will allow teachers to provide innovative strategies and interventions to prepare all students for success in a career or in postsecondary education.
- Schools and school districts will be held accountable for the results, which will be based on student performance and the ability of each student to succeed in a career or postsecondary education.
- Consolidation of line item appropriations assists in the simplification of the public education funding system and in the targeting of resources to students.

### Wand Means Budget and Proviso Recommendations

The EOC's budget recommendations for the EIA appropriation are reflected in Appendix A along with the Ways and Means Committee recommendations.

The EOC recommended annualization of funding for instructional materials of \$13,727,331 and an increase in funding of \$19,160,647 in order to purchase

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instructional materials of \$13,727,331 and an increase in funding of \$19,190,647 in order to purchase instructional materials that have been approved by the State Board of Education. The Ways and Means Committee had \$4.0 million fewer EIA dollars to allocate when the proceeds from the sales tax on cars was diverted from the general fund of the state to roads. Consequently, the Committee had less EIA funds to allocate for the purchase of instructional materials.

Regarding provisos, the Ways and Means Committee did include the following innovation initiative proviso which focuses on alternative assessments.

1A (EOC: Partnerships for Innovation) Of the funds appropriated or carried forward from the prior fiscal year, the Education Oversight Committee is directed to participate in public private partnerships to promote innovative ways to transform the assessment of public education in South Carolina that support increased student achievement in reading and college and career readiness. The EOC may provide financial support to districts and to public-private partnerships for planning and support to implement, sustain and evaluate the innovation and to develop a matrix and measurements of student academic success based on evidence-based models. The EOC will work to expand the engagement of stakeholders including state agencies and boards like SC ETV, businesses, and higher education institutions. The EOC shall annually report to the General Assembly on the measurement results.

Regarding the Education Finance Act (EFA), a revised economic projection by the Board of Economic Advisors (BEA) allowed the Committee to recommend base student cost funding of \$2,101 for FY 2013-14, up from an appropriation level of \$2,012 in the current fiscal year. The full House begins deliberations on the budget on March 11.

#### **Senate Finance Committee Deliberations**

The EOC will present before the K-12 Subcommittee of Senate Finance on Wednesday, March 6.

**Appendix A**

<b>EIA Budget Recommendations</b>	<b>Recurring EIA Base</b>	<b>Changes Recommended by EOC</b>	<b>Ways and Means Bill</b>
	<b>2012-13</b>	<b>2013-14</b>	<b>2013-14</b>
<b>Students:</b>			
CDEPP–SCDE (\$4,218 per child; 4,716 children served plus \$348,910 for state transportation)	\$17,300,000	\$2,940,998	\$2,940,998
<b>Leadership and Teacher Support:</b>			
Teach for America SC (Expand from 110 to 125 teachers)	\$2,000,000	\$1,000,000	\$1,000,000
Teacher Supplies (\$275 per all eligible teachers)	\$12,999,520	\$396,480	\$396,480
Consolidate Teacher Salary Supplement & Teacher Salary Support Into One Line Item			
Teacher Salary Support State Share	\$38,625,010	(\$38,625,010)	
Teacher Salaries	\$77,061,350	\$38,625,010	
Science PLUS (Expand from 111 to 320 science teachers served)	\$150,000	\$353,406	\$353,406
Teacher Loan Program (Fund all eligible applicants, approximately 1,720 or a 506 increase)	\$4,000,722	\$1,999,278	\$1,089,159
CERRA – Teaching Fellows Scholarships (\$400,000 for 175 scholarships) and Teacher Cadet (\$110,000)		\$500,000	\$500,000
<b>Greater Accountability and Consolidation:</b>			
Writing Improvement Network (USC)	\$182,761	(\$182,761)	(\$182,761)
SC Geographic Alliance (USC)	\$155,869	(\$155,869)	(\$155,869)
School Improvement Council Project (USC)	\$127,303	(\$127,303)	(\$127,303)
E. Leadership/2.State/Other Operating (Proviso 1A.8.)			
Middle Grades Initiative	\$75,000	(\$75,000)	(\$75,000)
SC Educational Policy Center (USC)	\$75,000	(\$75,000)	(\$75,000)
<i>NEW:</i> Center for Educational Partnerships (USC)	\$0	\$1,000,000	\$715,933

<b>EIA Budget Recommendations</b>	<b>Recurring EIA Base</b>	<b>Changes Recommended by EOC</b>	<b>Ways and Means Bill</b>
<i>New: SC Council on Economic Education (Proviso 1A.18.)</i>		\$300,000	\$300,000
Education Oversight Committee (Along with decrease of \$200,000 in General Funds)	\$1,193,242	(\$100,000)	\$100,000
<b>Cost-Savings:</b>			
National Board Supplement – Due to projected decline in number of teachers receiving supplement	\$64,000,000	(\$10,000,000)	(\$10,000,000)
<b>Annualization of Non-Recurring EIA Funds:</b>			
Teacher Salaries	\$0	\$10,070,600	\$10,070,600
State Agency Teacher Pay	\$209,381	\$506,942	\$506,942
STEM Centers SC	\$0	\$1,750,000	\$1,750,000
<b>EIA Budget Recommendations</b>	<b>Recurring EIA Base</b>	<b>Changes Recommended</b>	<b>Changes Recommended</b>
<b>SCDE Requests:</b>			
PowerSchool and Student Longitudinal Data System	\$5,000,000	\$2,500,000	\$2,500,000
Technical Assistance	\$5,250,000	\$750,000	\$750,000
Instructional Materials Total of \$32,167,978 (Annualization of \$13,727,331 and increase of \$19,190,647)	\$20,922,839	\$25,842,499	
Transportation – (Move to General Fund, SCDE Budget)	\$17,462,672	(\$17,462,672)	(\$1,115,387)
SC Youth Challenge-(Move to General Fund; Adjutant General's Budget)	\$1,000,000	(\$1,000,000)	
ETV-K-12 Education – (Move to General Fund)	\$2,829,281	(\$2,829,281)	
ETV Infrastructure – (Move to General Fund)	\$2,000,000	(\$2,000,000)	
<b>TOTAL Recurring EIA Increase:</b>		<b>\$15,902,317</b>	<b>\$11,242,198</b>
<b>Non-Recurring for Instructional Materials *</b>		<b>\$6,325,479</b>	<b>\$8,000,000</b>
<b>TOTAL EIA:</b>			<b>\$19,242,198</b>

## EDUCATION OVERSIGHT COMMITTEE

### Subcommittee: EIA and Improvement Mechanisms

Date: March 18, 2013

#### INFORMATION

PASS Performance of the 2006-2007 and 2007-2008 CDEPP Cohorts

#### PURPOSE/AUTHORITY

Pursuant to Section 59-6-10, the EOC is responsible for recommending and supervising implementation "of programs and expenditure of funds for the Education Accountability Act and the Education Improvement Act of 1984." EIA funds are used to fund CDEPP in public schools with \$17.3 million in EIA funds appropriated for CDEPP in the current fiscal year.

#### CRITICAL FACTS

In Fiscal Years 2007-08 through 2009-10, the General Assembly appropriated to the EOC funds to evaluate the implementation and impact of CDEPP over time. The original design of the study included individual student assessments over time of CDEPP participants; however, the General Assembly eliminated funding of the longitudinal evaluation in Fiscal Year 2010-11.

#### TIMELINE/REVIEW PROCESS

The academic performance of students who participated in CDEPP in 2006-07 and in 2007-08 on the third and fourth grade reading and research and mathematics assessments of the Palmetto Assessment of State Standards (PASS) in 2011 and 2012 was analyzed and compared to that of students who did not participate in CDEPP. Individuals who participated in private and public CDEPP programs were included in the analysis but not differentiated. Trends over time are presented, as is an analysis of gains made by students from grade 3 to grade 4.

#### ECONOMIC IMPACT FOR EOC

**Cost:** No fiscal impact beyond last year's appropriation

**Fund/Source:**

#### ACTION REQUEST

For approval

For information

Approved

#### ACTION TAKEN

Amended

Not Approved

Action deferred (explain)

2011-12

PASS  
PERFORMANCE OF  
THE 2006-2007 &  
2007-2008 CDEPP  
COHORTS REPORT



**SC EDUCATION**  
**OVERSIGHT COMMITTEE**

PO Box 11867 | 227 Blatt Building | Columbia SC 29211 | [WWW.SCEOC.ORG](http://WWW.SCEOC.ORG)

# PASS Performance of the 2006-2007 and 2007-2008 CDEPP Cohorts

## Introduction

Since 1994 South Carolina has provided for at least half-day programs in public schools for at-risk four-year-old students using Education Improvement Act (EIA) funds. In many districts, half-day programs have been enhanced to full-day programs using other state, local, and federal funds.

Beginning in 2006-07 the South Carolina General Assembly implemented the Child Development Education Pilot Program (CDEPP). CDEPP provides for a full-day early childhood education for at-risk four-year-old students in the plaintiff and trail districts in the Abbeville County School District, et a., v. State of South Carolina, et al. court ruling. At-risk children who are eligible to participate in CDEPP must be four-years old by September 1 and must be eligible for the free or reduced-price federal lunch program and/or Medicaid. CDEPP districts tend to be rural and have high poverty levels as measured by the percentage of students either participating in the free or reduced-price federal lunch program or receiving Medicaid services. CDEPP classrooms can be in either public schools or private childcare centers which are licensed by the South Carolina Department of Social Services. The South Carolina Department of Education oversees implementation of CDEPP in public schools while the Office of First Steps to School Readiness oversees implementation in private child care settings. Finally, based upon the January 2010 evaluation of CDEPP, approximately 78 percent of four-year-olds at-risk for school failure due to poverty were being served with a publicly-funded pre-kindergarten program in school districts implementing CDEPP.

## Cohort Data

The first cohort of students who participated in CDEPP in 2006-07, either in a public school or private child care setting, are hereafter referred to as Cohort 1. If all of these students advanced from one grade to the next each year, Cohort 1 would have been in grade 3 in the 2010-11 academic year and in grade 4 in the 2011-12 academic year.

The second cohort of students who participated in CDEPP in 2007-08, either in a public school or private child care setting, are hereafter referred to as Cohort 2. If all of these students advanced from one grade to the next each year, Cohort 2 would have been in grade 3 in the 2011-12 academic year.

**Table 1. Student Grade Level for Students in each Cohort.**

Academic Year	Cohort 1	Cohort 2
2006-2007	4K (CDEPP)	
2007-2008	5K	4K (CDEPP)
2008-2009	Grade 1	5K
2009-2010	Grade 2	Grade 1
2010-2011	Grade 3	Grade 2
2011-2012	Grade 4	Grade 3

The Education Oversight Committee (EOC) staff obtained complete lists of students enrolled in CDEPP from data files provided to the agency in 2007 by the Office of First Steps and the South Carolina Department of Education. Among the information these data files contained was the unique student identifier, a number assigned by the SCDE to all students enrolled in public schools in South Carolina. By arrangement with the Office of First Steps, each student participating in CDEPP at a private institution also was assigned a unique student identifier. The unique student identifier is a number associated with a student throughout his or her enrollment in public schools, which enables students to be followed over time. Students in Cohort 1 and Cohort 2 were identified using information included in these data files. For this study, the EOC used the unique student identifier and other demographic information (e.g., gender, date of birth) to obtain Palmetto Assessment of State Standards (PASS) scores in reading and research and mathematics administered in 2011 and 2012 for CDEPP and non-CDEPP students.

### **Questions to be Answered**

1. How many CDEPP students were in each Cohort 1 and Cohort 2?
2. How many CDEPP students in Cohort 1 and in Cohort 2 were identified through PASS scores in grades 3 and 4?
3. Of the students identified in Cohort 1 and Cohort 2, how many students were identified as attending public schools in CDEPP districts in 2010-11 and 2011-12?
4. How did the performance of the CDEPP students compare to:
  - a. All other students in the state?
  - b. All other 3<sup>rd</sup> and 4<sup>th</sup> grade students in state who were eligible for subsidized meals?
  - c. All other students in the CDEPP districts?
  - d. All other students in CDEPP districts who received subsidized meals?
5. Did the CDEPP students in Cohort 1 make academic gains from grade 3 to grade 4 that were comparable, less than or greater than:
  - a. All other students in the state?
  - b. All other 3<sup>rd</sup> and 4<sup>th</sup> grade students in the state who were eligible for the free/reduced price lunch program in the state?
  - c. All other students in the CDEPP district?
6. With implementation of CDEPP, did the overall performance of students in these CDEPP districts improve?

### **Results**

The number of students served in CDEPP increased from the first cohort (2006-2007) to the second cohort (2007-2008), both in the public and the private school settings. In both cohorts, approximately 90 percent of students attended full-day four-year-old kindergarten in a public school and 10 percent in a private daycare setting.

**Table 2. Number of CDEPP Students in Each Cohort.**

<b>Cohort</b>	<b>Public School</b>	<b>Private</b>	<b>Total</b>
1	2,612 (89.9%)	294 (11.1%)	2,906
2	3,828 (89.5%)	450 (10.5%)	4,278

Using the unique student identifier and additional information, the PASS achievement scores were obtained for students in Cohorts 1 and 2. For a number of reasons the PASS information for all students enrolled in CDEPP could not be obtained. Some students may have moved out of South Carolina since their enrollment in CDEPP, other students may have been enrolled in private schools that are not required to assess students with PASS. As indicated in Table 1, students in Cohort 1 who were promoted each year and not retained would have taken the PASS as grade 3 students in the Spring of 2011, and as grade 4 students in the Spring of 2012. Students in Cohort 2 who were promoted each year and not retained would have taken the PASS as grade 3 students in the Spring of 2012.

The percentages of CDEPP students for whom PASS results were obtained are presented in Table 3. For Cohort 1, PASS scores in grade 3 were obtained for approximately 76% of students and PASS scores in grade 4 were obtained for approximately 74% of students. Three hundred ninety-four Cohort 1 students were retained in grade level at some time and were assessed for the first time with PASS in the Spring of 2012 as grade 3 students. These students were not included in analyses for this study. For Cohort 2, PASS scores in grade 3 were obtained for 75.2% of students.

**Table 3. Number of Students in Each Cohort Matched to PASS Data.**

<b>Cohort/PASS Match</b>	<b>Public School</b>	<b>Private</b>	<b>Total Number of Matches</b>	<b>Percent of Total Cohort</b>
<b>Cohort 1:</b>				
Matched to 2011 PASS (Grade 3)	2,013	201	2,217	76.3
Matched to 2012 PASS (Grade 4)	1,957	194	2,151	74.0
Matched to BOTH PASS 2011 (Grade 3) and PASS 2012 (Grade 4)	1,789	189	1,978	68.1
Cohort 1: Retained Students				
Matched to PASS 2012 (Grade 3)	354	40	394	
<b>Cohort 2:</b>				
Cohort 2 to PASS 2012 (Grade 3)	2,918	299	3,217	75.2

Approximately 68% of the students in Cohort 1 were matched to PASS scores both as grade 3 students in the Spring of 2011 and as grade 4 students in the Spring of 2012. The gains made

by these students can be compared to the gains made by students who did not participate in CDEPP and took PASS in grades 3 and 4.

As already indicated, the achievement of CDEPP students were compared to:

- 1) all non-CDEPP students’;
- 2) non-CDEPP students who resided in CDEPP districts at the time of testing;
- 3) all non-CDEPP students who received subsidized meals; and
- 4) non-CDEPP students who both resided in CDEPP districts at the time of testing and who received subsidized meals.

Comparing the achievement of CDEPP students to all students is a meaningful first reference because the goal of CDEPP and other similar educational programs is to provide help to students that will ultimately allow them to achieve at the same or higher level as the general population of students.

Previous results demonstrate that students eligible for subsidized meals score lower on PASS than do students who pay full price for their meals. This pattern of achievement can easily be seen by examining results of the PASS assessment from the Spring of 2012 (<http://www.ed.sc.gov/data/pass/2012>). By comparing CDEPP students to non-CDEPP students who receive subsidized meals, a comparison is made between students who may have faced similar barriers to academic achievement at some point in their educational experiences. This comparison is imperfect because CDEPP students were identified as eligible for subsidized meals at the time of their enrollment in 4K, and non-CDEPP students were identified for subsidized meals at the time of PASS testing – two different points in time.

Another way to compare CDEPP students to students more likely to be similar to CDEPP students in their initial achievement is to compare CDEPP students to other students enrolled in CDEPP districts. These students live in the same communities and may share a variety of educational, cultural and environmental experiences.

Appendices B and C each contain 3 tables that present summary information that describes the PASS Reading and Mathematics achievement for all of the groups described above.

### **1) Comparing CDEPP students to all non-CDEPP students (Tables B-1, B-2, and B-3).**

Non-CDEPP students consistently score higher than CDEPP students. Evidence for this pattern is present in data obtained in the Reading scores of both Cohort 1 and Cohort 2.

For Cohort 1 in grade 3 (Table B-1):

- The percentage of non-CDEPP students scoring Exemplary is 15% higher than the percentage of CDEPP students scoring Exemplary in Reading, and 16% higher in Mathematics.
- The percentage of non-CDEPP students scoring Not Met 7% is lower than the percentage of CDEPP students scoring Not Met in Reading, and 11% lower for Mathematics.

For Cohort 2 in grade 3 (Table B-2):

- The percentage of non-CDEPP students scoring Exemplary is 14% higher than the percentage of CDEPP students scoring Exemplary in both Reading and Mathematics.
- The percentage of non-CDEPP students scoring Not Met is 6% lower than the percentage of CDEPP students scoring Not Met in Reading, and 11% lower in Mathematics.

For Cohort 1 in grade 4 (Table B-3):

- The percentage of non-CDEPP students scoring Exemplary is 14% higher than the percentage of CDEPP students scoring Exemplary in Reading, and 16% higher in Mathematics.
- The percentage of non-CDEPP students scoring Not Met is 8% lower than the percentage of CDEPP students scoring Not Met in Reading, and 11% lower in Mathematics.

## **2) Comparing CDEPP students to all non-CDEPP students in CDEPP School Districts (Tables C-1, C-2, and C-3).**

Non-CDEPP students again score higher than CDEPP students, although the differences have been made smaller by considering only students in CDEPP School Districts.

For Cohort 1 in grade 3 (Table C-1):

- The percentage of non-CDEPP students scoring Exemplary is 6% higher than the percentage of CDEPP students scoring Exemplary in Reading, and 8% higher in Mathematics.
- The percentage of non-CDEPP students scoring Not Met is 3% lower than the percentage of CDEPP students scoring Not Met in Reading, and 4% lower for Mathematics.

For Cohort 2 in grade 3 (Table C-2):

- The percentage of non-CDEPP students scoring Exemplary is 4% higher than the percentage of CDEPP students scoring Exemplary in Reading, and 5% higher in Mathematics.
- The percentage of non-CDEPP students scoring Not Met is 1% lower than the percentage of CDEPP students scoring Not Met in Reading, and 2% lower in Mathematics.

For Cohort 1 in grade 4 (Table C-3):

- The percentage of non-CDEPP students scoring Exemplary is 6% higher than the percentage of CDEPP students scoring Exemplary in Reading, and 8% higher in Mathematics.

- The percentage of non-CDEPP students scoring Not Met is 1% lower than the percentage of CDEPP students scoring Not Met in Reading, and 4% lower in Mathematics.

**3) Comparing CDEPP students to all non-CDEPP students eligible for subsidized meals (Tables B-1, B-2, and B-3).**

It should be noted that the non-CDEPP students may have participated in some pre-kindergarten program but such participation cannot be documented. The differences in achievement between CDEPP and non-CDEPP students eligible for subsidized meals are minimal. Although there are differences in the percentages Exemplary between the two groups and differences in the percentages Not Met, the differences are not large enough to claim that these groups differ.

For Cohort 1 in grade 3 (Table B-1):

- The percentage of non-CDEPP students scoring Exemplary is 2% higher than the percentage of CDEPP students scoring Exemplary in Reading, and 3% higher in Mathematics.
- The percentage of non-CDEPP students scoring Not Met is 1% higher than the percentage of CDEPP students scoring Not Met in Reading, and 1% lower for Mathematics.

For Cohort 2 in grade 3 (Table B-2):

- The percentage of non-CDEPP students scoring Exemplary is the same as the percentage of CDEPP students scoring Exemplary in both Reading and Mathematics.
- The percentage of non-CDEPP students scoring Not Met is 1% higher than the percentage of CDEPP students scoring Not Met in Reading, and the same in Mathematics.

For Cohort 1 in grade 4 (Table B-3):

- The percentage of non-CDEPP students scoring Exemplary is the same as the percentage of CDEPP students scoring Exemplary in Reading, and 3% higher in Mathematics.
- The percentage of non-CDEPP students scoring Not Met is 1% higher than the percentage of CDEPP students scoring Not Met in Reading, and 3% lower in Mathematics.

#### **4) Comparing CDEPP students to all non-CDEPP students eligible for subsidized meals in CDEPP Districts (Tables C-1, C-2, and C-3).**

In this comparison, CDEPP students are compared to non-CDEPP students who are most similar to CDEPP students.

For Cohort 1 in grade 3 (Table C-1):

- The percentage of non-CDEPP students scoring Exemplary is 3% lower than the percentage of CDEPP students scoring Exemplary in Reading, and 2% lower in Mathematics.
- The percentage of non-CDEPP students scoring Not Met is 3% higher than the percentage of CDEPP students scoring Not Met in Reading, and 5% higher for Mathematics.

For Cohort 2 in grade 3 (Table C-2):

- The percentage of non-CDEPP students scoring Exemplary is 7% lower than the percentage of CDEPP students scoring Exemplary in Reading, and 5% lower in Mathematics.
- The percentage of non-CDEPP students scoring Not Met is 6% higher than the percentage of CDEPP students scoring Not Met in Reading, and 7% higher in Mathematics.

For Cohort 1 in grade 4 (Table C-3):

- The percentage of non-CDEPP students scoring Exemplary is 4% lower than the percentage of CDEPP students scoring Exemplary in Reading, and 2% lower in Mathematics.
- The percentage of non-CDEPP students scoring Not Met is 5% higher than the percentage of CDEPP students scoring Not Met in Reading, and 3% higher in Mathematics.

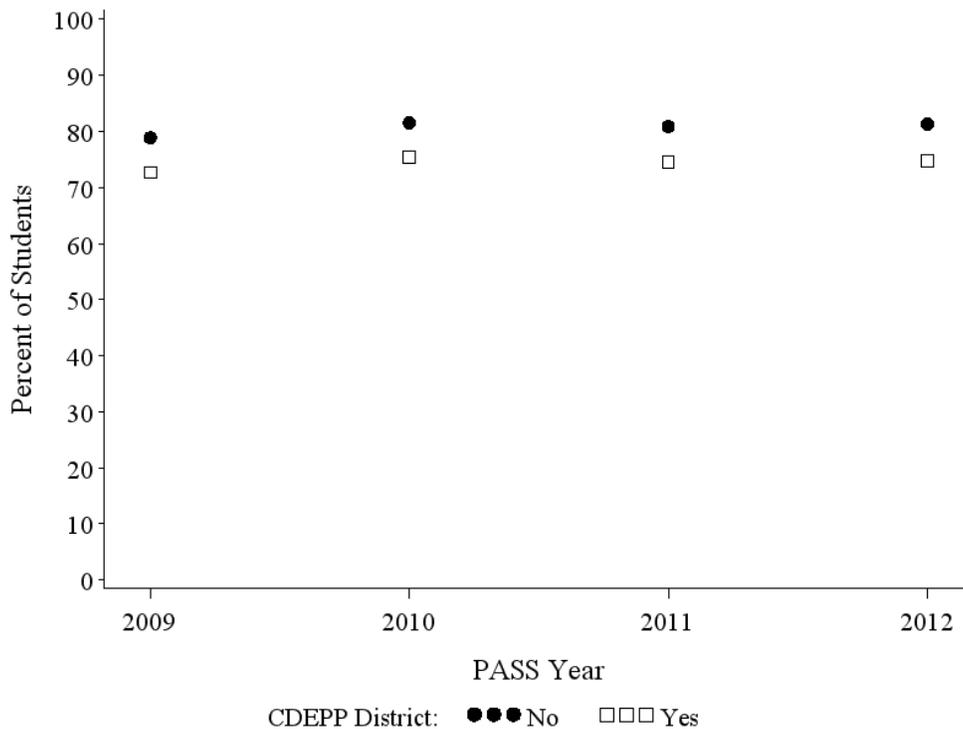
Considering the results of the previous four comparisons together, an important trend is evident: Although CDEPP students clearly have lower achievement levels than non-CDEPP students in the general population, by successively comparing CDEPP students to a more similar group of students, their relative performance increases. When comparing CDEPP students to other students that are most similar in their educational circumstances, CDEPP students have higher achievement levels.

#### **Examining the PASS performance of students in CDEPP districts to the PASS performance of students in non-CDEPP districts over time (Figures 1 & 2).**

If CDEPP students improved their achievement more than they would have without having had access to CDEPP, one would expect to greater improvement in the PASS performance of CDEPP districts beginning with the 2011 administration of PASS. The pattern of PASS results

for students in CDEPP districts was compared to the pattern of PASS results in non-CDEPP districts.

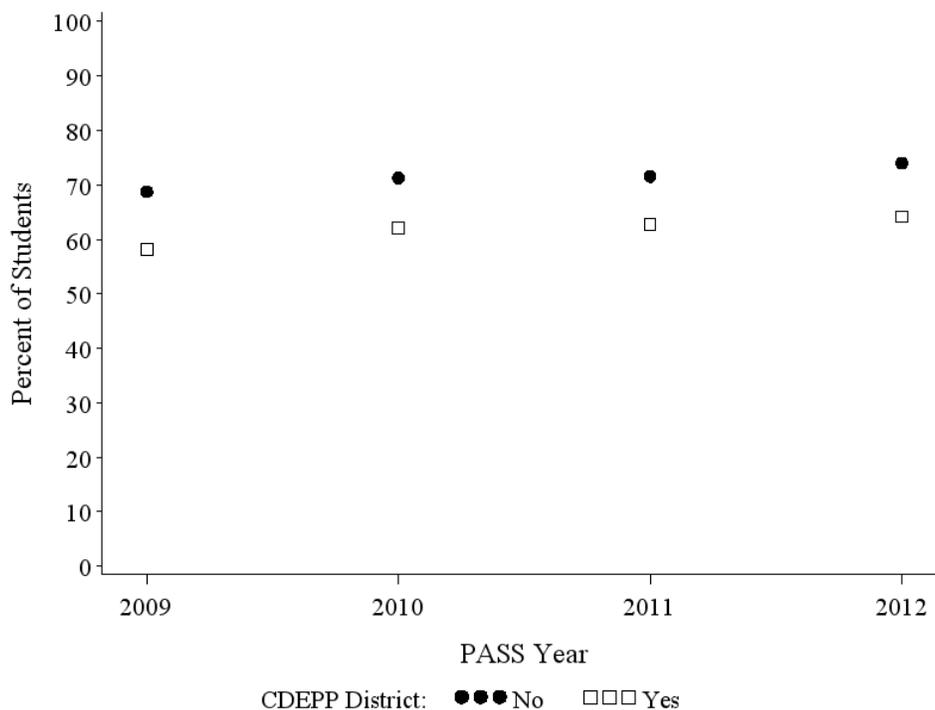
**Figure 1. PASS Reading – Percent Met or Exemplary from 2009 to 2012 for Grade 3 students in CDEPP Districts and Grade 3 students in non-CDEPP Districts.**



From Figures 1 and 2, there does not appear to be a trend in which CDEPP districts improve in their PASS performance compared to non-CDEPP districts. There are two major limitations to this line of inquiry: (1) Year-to-year differences between each cohort always occur, and we can only observe whether an increase in student achievement occurs beginning with the 2011 grade 3 PASS scores. Attributing any observed increase to the CDEPP program is not be justified without ruling out all other possible explanations; and (2) students who participated in CDEPP make up a small percentage of students tested in CDEPP districts. The PASS achievement as summarized here contains the achievement of many students who did not participate in CDEPP. The comparison presented is not between CDEPP and non-CDEPP students, it is between CDEPP and non-CDEPP districts.

Appendix C presents the percentages of students Met or Exemplary on PASS from 2009 to 2012 for each CDEPP school district.

**Figure 2. PASS Mathematics – Percent Met or Exemplary from 2009 to 2012 for Grade 3 students in CDEPP Districts and Grade 3 students in non-CDEPP Districts.**

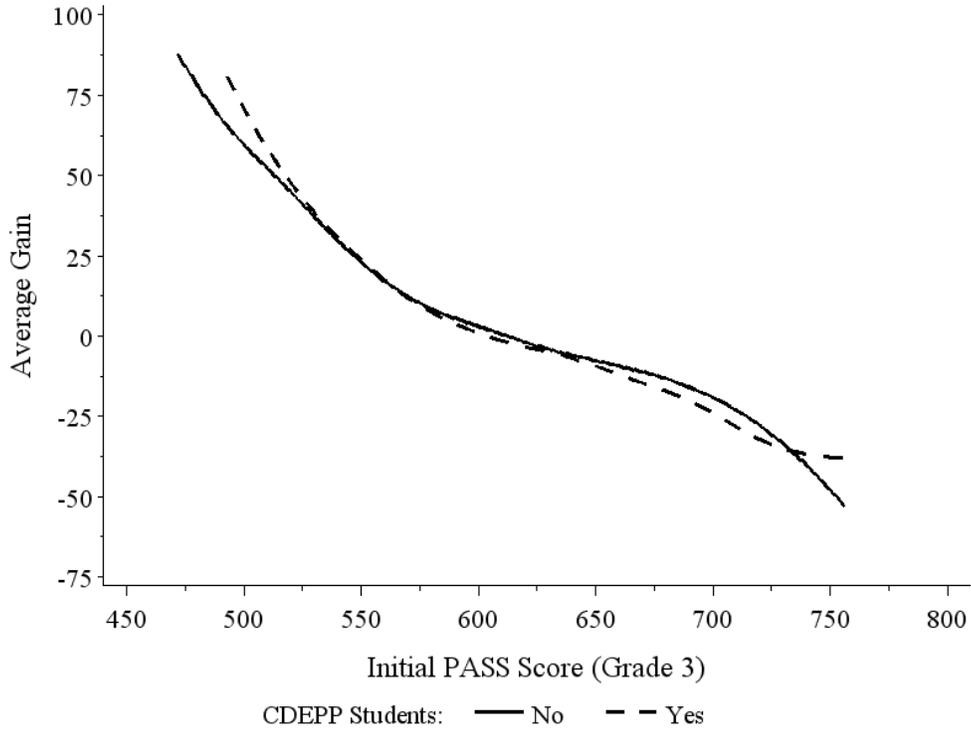


**Gains in student achievement from grade 3 to grade 4 for CDEPP and non-CDEPP students.**

The final question addressed in this study was whether students who participated in CDEPP achieved greater academic gains over time. Just more than two-thirds (68%) of Cohort 1 students have taken PASS as grade 3 students (Spring 2011) and as grade 4 students (Spring 2012). The gains made by CDEPP students were compared to the gains made by all other students who had PASS scores in both 2011 and 2012.

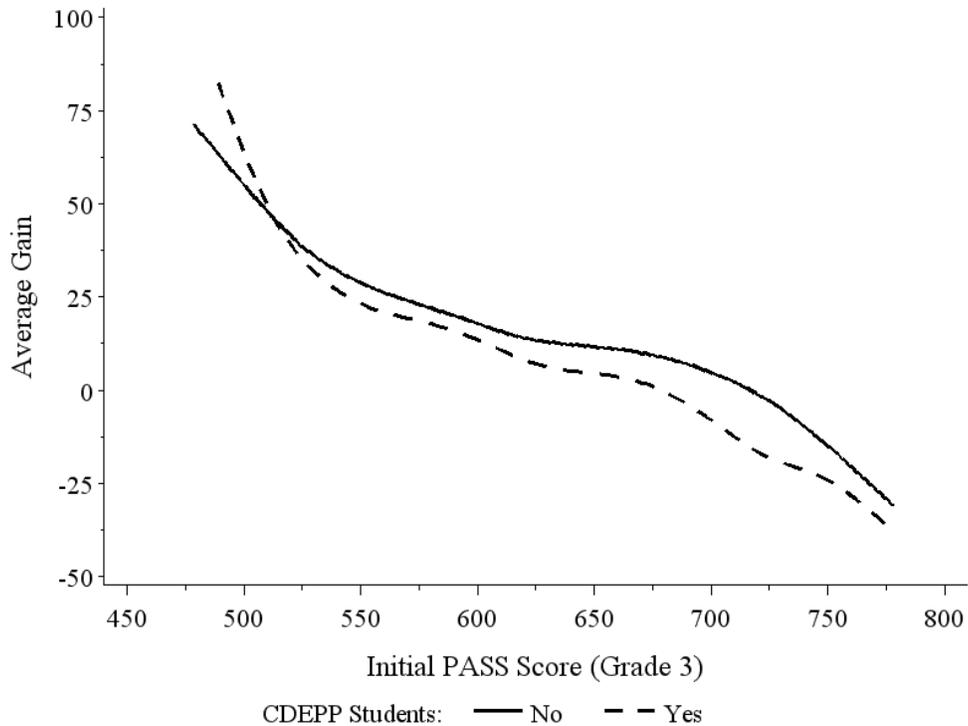
Figure 3 presents the patterns of gains for Reading. CDEPP students make gains similar to those of other students. Although differences appear for students who score below 525 on grade 3 PASS, and near 700; most students score from 525 to 650, the range for which differences between CDEPP and non-CDEPP students are minimal.

**Figure 3. PASS Reading Gains from Grade 3 to Grade 4 by Initial (Grade 3) PASS Score for CDEPP and non-CDEPP Students.**



In Mathematics (Figure 4), CDEPP students appear to gain less than non-CDEPP students. The amount of the difference in gains varies depending on the initial (grade 3) score of the students. For example, the average gain made by CDEPP students initially scoring 650 is approximately 5 points and the average gain made by a non-CDEPP student initially scoring 650 is approximately 12 points. The average gain is smaller for initial (grade 3) scores less than 650, and larger for initial scores greater than 650. Using this 7 point difference as the average of the differences across all initial scores – and is the best estimate of the difference in gains made between CDEPP and non-CDEPP students. Should this difference in student gains occur each year and be compounded across years, CDEPP students may fall further behind than do non-CDEPP students.

**Figure 4. PASS Mathematics Gains from Grade 3 to Grade 4 by Initial (Grade 3) PASS Score for CDEPP and non-CDEPP Students.**



### Conclusions

Analysis of PASS scores for students who participated in the Child Development Education Program (CDEPP) in school years 2006-07 and 2007-08 reveal the following:

Within CDEPP districts, students who participated in CDEPP outperformed students who did not participate in CDEPP and who were eligible for the free or reduced-price lunch program in grades 3 and 4.

- The percentages of CDEPP students that are Exemplary is larger than the percentage of non-CDEPP students that are Exemplary.
  - For Reading the percentage of CDEPP students that are Exemplary is from 3% to 7% higher than for non-CDEPP students.
  - For Mathematics the percentage of CDEPP students that are Not Met is from 2% to 5% higher than for non-CDEPP students.
- The percentages of CDEPP students that are Not Met are consistently lower than the percentages of non-CDEPP students that are Not Met.
  - For Reading the percentage of CDEPP students that are Not Met is from 4% to 6% lower than for non-CDEPP students.

- For Mathematics the percentage of CDEPP students that are Not Met is from 3% to 7% lower than for non-CDEPP students.

Within CDEPP districts, students who participated in CDEPP and all other students, the percentages of CDEPP and non-CDEPP students that are Exemplary are within 1% of one another for Reading, and within 3% of one another for Mathematics. The magnitude of these differences is small enough that these groups cannot be called different in their achievement.

Comparing the performance of CDEPP students to all other students in the state, there still remain significant gaps in achievement.

The results duplicate national research as well as the prior evaluations published by the EOC on CDEPP. The National Institute for Early Education Research (NIERR) issued a Policy Report on February 25, 2013 clarifying the evidence of Pre-K intervention. The report notes that “pre-K does produce substantial long-term gains, particularly when programs are properly designed. . . The decline in effects over time is not adequately explained by ‘bad’ public education or the evaporation of temporary ‘hot housing’ that produces artificial gains in test scores. Instead it seems that at least some of the decline in effect sizes over time is due to the compensatory efforts of public schools that help the children who are most behind catch up. These greater efforts by the schools for children who did not benefit from preschool education are reflected in the benefit-cost analyses that document the cost savings from prevention.” Other studies in the United States and abroad show that “preschool education has larger benefits for disadvantaged children, but that high-quality programs still have substantive benefits for other children.”

While it should not be compared to a statewide or public pre-kindergarten program, the Perry Preschool Program study found a benefit-cost ratio of \$16 to \$1 by following the children to age 40. “Nevertheless, the study demonstrates that even very high-quality pre-K can yield a high rate of return, and helps establish the links between initial program impacts on cognitive and social development and long-term outcomes like greater school success, reduced crime and delinquency and increased earnings over a lifetime.:

In October 2010 the EOC issued a report on CDEPP, the “*2009-10 Student and Classroom Assessment Report*.” The report found that “across years and cohorts, modest yet meaningful child gains provide evidence of the success of CDEPP in preparing young children who are at-risk for school failure for kindergarten.” The evaluation also included classroom observations with the *CLASS PRE-K* assessment tool. The observations found that while the domains of Emotional Support and Classroom Organization were similar to other investigations, in the domain of Instructional Support ratings were significantly lower. The report found and recommended the following:

For the domain of Instructional Support with accompanying dimensions of concept development, quality of feedback, and language modeling, the ratings were lower than previous investigators have reported. A continuous improvement approach to pre-kindergarten education services indicates that targeted professional development and technical assistance might be helpful to local preschool personnel in the area of instructional support and high-quality teaching interactions. State level

early childhood administrators should carefully consider how to enhance professional development activities and technical assistance to support the efforts of local pre-kindergarten personnel.

The classroom evaluations showed evidence that instructional quality could be improved with targeted professional development. In essence, student achievement gains could be even greater.

## Appendix A. School District Participation in CDEPP by Academic Year

2006-07	2007-08
Abbeville	Abbeville
Allendale	Allendale
Bamberg 2	Bamberg 2
Barnwell 19	Barnwell 19
Berkeley	Berkeley
Clarendon 1	Clarendon 1
Clarendon 2	Clarendon 2
Clarendon 3	Clarendon 3
Dillon 1	Dillon 1
Dillon 2	Dillon 2
Dillon 3	Dillon 3
Florence 1	Florence 1
Florence 2	Florence 2
Florence 3	Florence 3
Florence 4	Florence 4
Florence 5	Florence 5
Hampton 1	Hampton 1
Hampton 2	Hampton 2
Jasper	Jasper
Laurens 55	Laurens 55
Laurens 56	Laurens 56
Lee	Lee
Lexington 4	Lexington 4
Marion 2	Marion 2
Marion 7	Marion 7
Orangeburg 3	Orangeburg 3
Orangeburg 4	Orangeburg 4
Orangeburg 5	Orangeburg 5
Williamsburg	Williamsburg
	Bamberg 1
	Barnwell 29
	Chesterfield
	McCormick
	Marion 1
	Marlboro

**Appendix B. PASS Performance of Cohort 1 in Grade 3 and Grade 4, and Cohort 2 in Grade 3.**

**Table B-1. Number and Percent of Cohort 1 and non-CDEPP Students Scoring at Each PASS Performance Level in Grade 3 in Spring of 2011.**

Achievement Level	Reading		
	CDEPP Students	Non-CDEPP Students	Non CDEPP Students Eligible for Subsidized Meals
Exemplary	869 (41%)	27,803 (56%)	12,364 (43%)
Met	673 (32%)	12,388 (25%)	8,720 (30%)
Not Met	556 (27%)	9,788 (20%)	8,033 (28%)
Achievement Level	Mathematics		
	CDEPP Students	Non-CDEPP Students	Non CDEPP Students Eligible for Subsidized Meals
Exemplary	596 (28%)	21,982 (44%)	8,963 (31%)
Met	656 (31%)	13,654 (27%)	8,758 (30%)
Not Met	847 (40%)	14,404 (29%)	11,438 (39%)

**Table B-2. Number and Percent of Cohort 2 and non-CDEPP Students Scoring at Each PASS Performance Level in Grade 3 in Spring of 2012.**

Achievement Level	Reading		
	CDEPP Students	Non-CDEPP Students	Non CDEPP Students Eligible for Subsidized Meals
Exemplary	1,609 (46%)	28,435 (60%)	12,616 (46%)
Met	1,003 (29%)	10,248 (22%)	7,419 (27%)
Not Met	909 (26%)	9,026 (20%)	7,507 (27%)
Achievement Level	Mathematics		
	CDEPP Students	Non-CDEPP Students	Non CDEPP Students Eligible for Subsidized Meals
Exemplary	1,084 (31%)	21,251 (45%)	8,518 (31%)
Met	1,152 (33%)	13,973 (29%)	8,920 (32%)
Not Met	1,286 (37%)	12,543 (26%)	10,139 (37%)

**Table B-3. Number and Percent of Cohort 1 and non-CDEPP Students Scoring at Each PASS Performance Level in Grade 4 in Spring of 2012.**

Achievement Level	Reading		
	CDEPP Students	Non-CDEPP Students	Non CDEPP Students Eligible for Subsidized Meals
Exemplary	623 (29%)	21,343 (43%)	8,329 (29%)
Met	907 (42%)	17,716 (36%)	11,985 (41%)
Not Met	620 (29%)	10,479 (21%)	8,733 (30%)
Achievement Level	Mathematics		
	CDEPP Students	Non-CDEPP Students	Non CDEPP Students Eligible for Subsidized Meals
Exemplary	537 (25%)	20,435 (41%)	8,096 (28%)
Met	930 (43%)	18,922 (38%)	12,581 (43%)
Not Met	684 (32%)	10,239 (21%)	8,396 (29%)

**Appendix C. PASS Performance of Cohort 1 in Grade 3 and Grade 4, and Cohort 2 in Grade 3 – of students in a CDEPP School District.**

**Table C-1. Number and Percent of Cohort 1 and non-CDEPP Students in CDEPP Districts Scoring at Each PASS Performance Level in Grade 3 in Spring of 2011.**

Achievement Level	Reading		
	CDEPP Students	Non-CDEPP Students	Non CDEPP Students Eligible for Subsidized Meals
Exemplary	869 (41%)	2,859 (47%)	1,581 (38%)
Met	673 (32%)	1,688 (28%)	1,298 (31%)
Not Met	556 (28%)	1,510 (25%)	1,294 (31%)
Achievement Level	Mathematics		
	CDEPP Students	Non-CDEPP Students	Non CDEPP Students Eligible for Subsidized Meals
Exemplary	596 (28%)	2,155 (36%)	1,082 (26%)
Met	656 (31%)	1,710 (28%)	1,229 (29%)
Not Met	847 (40%)	2,200 (36%)	1,870 (45%)

**Table C-2. Number and Percent of Cohort 2 and non-CDEPP Students in CDEPP Districts Scoring at Each PASS Performance Level in Grade 3 in Spring of 2012.**

Achievement Level	Reading		
	CDEPP Students	Non-CDEPP Students	Non CDEPP Students Eligible for Subsidized Meals
Exemplary	1,609 (46%)	2,935 (50%)	1,562 (39%)
Met	1,003 (29%)	1,480 (25%)	1,148 (29%)
Not Met	909 (26%)	1,438 (25%)	1,257 (32%)
Achievement Level	Mathematics		
	CDEPP Students	Non-CDEPP Students	Non CDEPP Students Eligible for Subsidized Meals
Exemplary	1,084 (31%)	2,092 (36%)	1,016 (26%)
Met	1,152 (33%)	1,740 (30%)	1,226 (31%)
Not Met	1,286 (37%)	2,024 (35%)	1,727 (44%)

**Table C-3. Number and Percent of Cohort 1 and non-CDEPP Students in CDEPP Districts Scoring at Each PASS Performance Level in Grade 4 in Spring of 2012.**

Achievement Level	Reading		
	CDEPP Students	Non-CDEPP Students	Non CDEPP Students Eligible for Subsidized Meals
Exemplary	623 (29%)	2,103 (35%)	1,020 (25%)
Met	907 (42%)	2,201 (37%)	1,689 (41%)
Not Met	620 (29%)	1,630 (28%)	1,409 (34%)
Achievement Level	Mathematics		
	CDEPP Students	Non-CDEPP Students	Non CDEPP Students Eligible for Subsidized Meals
Exemplary	537 (25%)	1,927 (33%)	957 (23%)
Met	930 (43%)	2,357 (40%)	1,739 (42%)
Not Met	684 (32%)	1,654 (28%)	1,423 (35%)

## Appendix D. Percent of Students Met or Exemplary on PASS from 2009 to 2012.

### Table C-1. CDEPP School Districts

District	Reading				Mathematics			
	2009	2010	2011	2012	2009	2010	2011	2012
Abbeville	86.5	84.8	88.3	89.6	84.0	78.9	86.6	86.8
Allendale	45.7	48.8	60.5	45.4	32.5	29.3	44.2	28.7
Bamberg 1	79.3	75.0	68.4	72.8	60.8	70.3	64.2	69.3
Bamberg 2	68.2	58.3	50.0	37.5	36.4	24.6	19.3	15.0
Barnwell 19	57.1	78.6	56.8	64.1	37.0	46.7	32.4	31.4
Barnwell 29	70.6	81.8	79.7	73.6	53.3	80.6	65.2	67.9
Berkeley	80.0	84.6	82.8	85.1	67.0	73.9	74.2	76.0
Chesterfield	73.8	70.3	77.5	75.6	66.0	62.6	73.8	73.0
Clarendon 1	70.1	85.5	81.7	78.8	39.6	71.7	67.2	74.6
Clarendon 2	75.0	77.7	80.9	82.2	57.0	75.9	72.8	81.7
Clarendon 3	80.5	80.7	78.5	87.5	75.2	65.7	61.6	80.3
Dillon 1	65.1	83.3	64.1		42.8	68.0	65.6	
Dillon 2	73.1	76.2	75.7		62.5	68.4	70.5	
Dillon 3	75.4	78.2	75.2	73.8	67.7	70.4	69.6	68.0
Dillon 4				66.6				60.3
Florence 1	78.4	85.0	83.7	83.5	64.2	67.5	71.8	72.8
Florence 2	73.2	84.5	80.2	79.3	50.0	63.8	58.3	55.7
Florence 3	69.7	65.2	60.3	68.2	53.0	53.6	49.0	56.5
Florence 4	55.0	54.2	31.7	27.3	30.4	28.2	13.4	13.6
Florence 5	83.5	87.9	81.8	85.4	76.3	81.5	74.2	76.2
Hampton 1	71.7	79.1	72.7	73.0	59.9	66.5	70.1	65.7
Hampton 2	44.7	57.0	52.2	69.5	36.9	29.1	35.5	35.6
Jasper	65.3	53.1	52.6	59.9	32.0	30.2	30.9	38.9
Laurens 55	82.3	74.1	77.1	78.4	70.4	62.3	64.6	68.8
Laurens 56	76.8	81.2	75.3	75.9	56.2	69.0	66.2	69.7
Lee	48.2	67.2	59.7	56.7	29.1	38.0	42.6	29.8
Lexington 4	65.6	69.2	65.8	63.3	52.6	55.9	55.2	51.3
McCormick	76.6	80.7	82.2	75.8	66.1	73.3	67.8	54.5
Marion 1	68.5	67.4	63.7	61.2	50.3	54.8	45.3	42.0
Marion 2	47.5	66.4	65.2	69.8	32.6	39.7	52.2	43.4
Marion 7	80.5	75.0	73.8	77.5	47.7	46.4	64.3	67.4
Marlboro	61.1	59.9	64.3	59.7	49.0	53.2	56.8	52.2
Orangeburg 3	55.9	72.7	67.1	65.6	42.0	49.6	39.9	53.7
Orangeburg 4	50.9	58.3	58.4	51.7	45.1	51.6	46.0	48.4
Orangeburg 5	74.7	70.6	75.2	72.3	48.8	54.4	53.8	59.8
Williamsburg	70.6	67.6	66.5	67.8	54.8	51.2	45.5	50.4

**Table D-2. non-CDEPP School Districts**

District	Reading				Mathematics			
	2009	2010	2011	2012	2009	2010	2011	2012
Aiken	79.7	81.7	79.8	79.1	68.8	63.1	63.7	69.3
Anderson 1	89.4	88.5	89.3	88.3	76.6	82.4	84.6	83.8
Anderson 2	88.6	87.2	85.6	87.8	79.4	82.5	79.7	80.6
Anderson 3	75.9	78.3	77.3	79.4	51.9	60.0	65.0	64.9
Anderson 4	85.1	88.1	91.1	88.9	78.0	79.0	75.7	75.6
Anderson 5	84.4	82.9	82.9	81.7	72.5	72.7	71.6	77.2
Barnwell 45	57.7	76.0	69.5	60.5	42.4	67.2	62.1	52.8
Beaufort	73.4	77.4	78.1	79.8	59.7	64.4	69.2	71.8
Calhoun	86.4	80.5	80.8	84.0	72.6	75.7	65.6	74.8
Charleston	80.0	81.0	79.7	81.5	70.2	70.1	69.7	74.0
Cherokee	72.5	71.6	69.1	69.3	66.7	67.7	64.4	62.0
Chester	67.5	71.5	67.2	71.9	55.7	57.3	57.0	58.0
Colleton	67.5	72.0	78.8	71.7	53.3	58.1	60.8	67.2
Darlington	72.5	79.6	75.8	81.8	63.0	68.2	69.7	75.7
Dorchester 4	72.2	83.7	81.7	82.1	65.7	75.2	76.2	71.7
Edgefield	80.9	80.3	76.2	73.8	59.4	56.8	61.0	64.5
Fairfield	56.5	61.9	71.6	75.3	43.2	42.8	55.8	62.6
Georgetown	75.2	81.2	80.1	80.6	67.7	70.0	67.0	72.1
Greenville	78.3	83.4	83.7	83.3	70.2	74.6	75.9	77.3
Greenwood 50	70.5	78.5	78.5	77.9	61.3	67.5	68.5	72.9
Greenwood 51	85.1	75.0	91.2	88.7	71.8	82.4	83.0	81.6
Greenwood 52	91.6	95.5	88.6	86.5	84.7	91.0	87.0	83.8
Horry	84.0	83.4	84.3	84.7	73.6	77.0	76.4	79.7
Kershaw	81.4	80.9	81.0	80.0	71.2	71.2	71.9	68.9
Lancaster	73.8	82.6	79.0	78.6	67.0	73.6	69.7	70.9
Lexington 1	84.1	87.6	85.5	85.3	78.2	76.8	76.1	79.3
Lexington 2	73.9	77.7	76.5	75.8	64.5	67.5	63.0	64.4
Lexington 3	70.3	75.5	75.2	73.5	59.2	62.9	69.5	66.6
Lexington 5	85.6	88.4	87.4	86.3	81.2	82.3	80.1	82.3
Newberry	71.7	70.2	71.7	77.3	59.5	60.1	71.7	77.8
Oconee	81.5	81.3	79.6	80.1	68.2	68.9	72.6	69.2
Pickens	84.4	86.6	86.3	88.0	74.6	79.8	78.8	79.2
Richland 1	73.0	76.4	74.6	73.0	53.6	60.4	60.5	62.9
Richland 2	79.6	85.0	82.4	79.2	67.7	71.1	68.4	68.2
Saluda	72.4	69.5	77.1	77.5	65.6	67.0	67.5	72.8
Spartanburg 1	85.3	89.0	92.8	88.1	76.4	81.5	87.9	86.7
Spartanburg 2	79.5	83.1	85.1	85.8	74.5	77.5	78.4	80.4
Spartanburg 3	76.5	79.4	81.8	79.9	67.0	77.1	74.2	77.6
Spartanburg 4	76.5	75.4	82.0	82.9	71.0	74.0	74.1	73.4
Spartanburg 5	85.1	82.7	82.4	83.3	73.7	75.5	76.4	73.9
Spartanburg 6	79.8	78.3	77.0	83.2	64.5	72.6	71.9	75.0
Spartanburg 7	70.1	77.5	73.0	69.3	58.1	64.1	65.5	62.3
Sumter 2	77.6	80.8	74.0		64.7	72.7	65.8	
Sumter 17	77.1	78.3	77.5		65.3	60.7	63.4	
Union	71.0	77.0	85.7	82.0	62.4	68.7	75.1	70.6
York 1	73.5	76.7	71.8	75.1	63.3	63.2	60.7	69.2
York 2	86.7	87.7	86.1	90.3	81.9	82.8	84.5	89.0
York 3	80.2	79.8	78.7	80.5	73.2	72.0	73.3	75.7
York 4	92.2	90.6	92.5	93.6	86.9	84.5	86.1	88.7
SC Public School Charter District	74.0	72.5	73.7	78.4	51.4	52.2	54.5	55.3

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# Getting the Facts Right on Pre-K and the President's Pre-K Proposal

by W. Steven Barnett, Ph.D.

February 25, 2013



## Getting the Facts Right on Pre-K and the President's Pre-K Proposal

W. Steven Barnett

Both science and public policy are best advanced based on impartial analysis of *all* the available evidence. No single study stands on its own, much less provides the definitive answers to policy questions on its own. This requires that scientists and policymakers consider all the evidence rather than simply select a few studies that fit their preconceived notions. The Obama administration's new universal pre-K proposal first announced in the State of the Union address comports conclusions drawn from a full review of the evidence, just as one would hope.

Critics of the pre-K proposal in the ensuing debate have not followed the same approach. Their attacks on the President's proposal have been based on a few selected studies considered in isolation and when convenient, misinterpreted. This report from the National Institute for Early Education Research was prepared to set the record straight so that debate can proceed with accurate information. Specifically, the report reviews the research related to four key issues regarding the pre-K proposal.

These four issues are in brief:

1. Does high-quality pre-K have lasting benefits?
2. What is the evidence for the \$7 to \$1 return on investment in pre-K?
3. Do non-disadvantaged children benefit from pre-K, and is a targeted or a universal approach to pre-K more effective?
4. Are large-scale public programs, including Head Start, effective?

### **Question # 1. Do the effects of high-quality preschool programs persist or fade out by third grade?**

Although much of the public debate has focused on a small number of well-known studies, many more studies have investigated the short- and long-term effects of preschool education. The most objective way to summarize this research is with a meta-analysis, or statistical summary, of findings from all of them. This provides a transparent quantitative summary of all the research. The most recent and comprehensive meta-analysis published in the peer-reviewed literature summarizes the results of 123 studies conducted in the United States since 1960 (Camilli, Vargas, Ryan, & Barnett, 2010). The studies included examined the effects of large-scale public programs as well as small-scale programs. The researchers found that although there was some decline in effects after children entered school, on average effects did not disappear and remained substantial throughout the school years.

The meta-analysis also provides some insights into program features associated with larger effects. Specifically, cognitive gains from preschool programs are larger when programs focus on intentional teaching, small group learning, and individualized teaching

one-on-one (Camilli et al., 2010). Preschool programs designed to emphasize these features are estimated to produce long-term cognitive effects equivalent in size to one half or more of the achievement gap between minority and white children or low-income and other children through the end of high school (Camilli et al., 2010).

Those recent meta-analysis findings are fully consistent with the findings of previous meta-analyses (Gorey, 2001; Guralnick & Bennett, 1987; Nelson, Westhues, & MacLeod, 2003; White & Casto, 1985) and with the findings of a meta-analysis of rigorous research on preschool programs conducted outside the United States (Nores & Barnett, 2010). Long-term effects found in the meta-analyses include gains on cognitive tests, improvements in social and emotional development, and improvements in school success including less grade repetition, less special education placement, and increased high school graduation (Camilli et al., 2010; Nores & Barnett, 2010). The average long-term cognitive effect in the United States is about half the size of the average initial effect, suggesting that relatively large initial effects are required to produce substantial long-term gains.

The bottom line is that pre-K does produce substantial long-term gains, particularly when programs are properly designed. A more extensive discussion of the full body of evidence regarding persistent effects can be found in a recent article in the highly respected journal *Science* (Barnett, 2011). The decline in effects over time is not adequately explained by “bad” public education or the evaporation of temporary “hot housing” that produces artificial gains in test scores. Instead, it seems that at least some of the decline in effect sizes over time is due to the compensatory efforts of public schools that help the children who are most behind catch up. These greater efforts by the schools for children who did not benefit from preschool education are reflected in the benefit-cost analyses that document the cost savings from prevention.

**Question #2. What is the evidence regarding the President’s statement that “Every dollar we invest in high-quality early childhood education can save more than seven dollars later on”?**

The one study most relevant to President’s statement is the Chicago Longitudinal Study which reported a \$7.14 to \$1 benefit-cost ratio (Reynolds, Temple, Robertson, & Mann, 2002). The Chicago Child Parent Centers (CPCs) were highly similar to current state pre-K programs in design and cost, and they incorporated the features of high-quality programs listed by the President’s proposal. The CPCs served more recent and broad-based (though low-income) populations on a large scale and were operated by Chicago public schools. It is notable that the estimated effects of the CPCs on achievement at kindergarten entry are very similar in size to those found for Oklahoma’s universal pre-K program. In the context of the larger literature that links initial and later effects, it is reasonable to draw inferences from the Chicago study regarding the economic benefits of Oklahoma’s universal pre-K program. However, this requires more than simply applying the CPC benefits estimates to Oklahoma without adjustments, and, as discussed below, more recent estimates of the CPCs’ benefits are highly relevant.

The \$7 to \$1 figure is prominently featured in the abstract of the Chicago benefit-cost analysis cited above so it is hard to see how critics of the President's pre-K proposal could have missed it. Perhaps they missed it because later follow-ups produced higher estimates of the return that are about \$11 to \$1 (Reynolds, Temple, White, Ou, & Robertson, 2011). Thus, the President did not mechanically apply the Chicago figure to his proposal to claim that every dollar invested in pre-K would produce the same benefits as the CPCs. He claimed a substantially smaller benefit. As discussed in the remainder of this section, his claim is not mechanistic and does not depend on the Chicago Longitudinal study alone.

Although the Perry Preschool Program study is not the most relevant support for the \$7 to \$1 figure, it does contribute important additional evidence. Unlike the Chicago study, which though highly rigorous is not a true experiment, the Perry study is a randomized trial. For that reason the Perry provides great confidence that its results are valid for the program and children studied (Schweinhart, Montie, Xiang, Barnett, Belfield, & Nores, 2005). As a small relatively expensive program serving quite disadvantaged children it is not as comparable to large-scale public pre-K. Nevertheless, the study demonstrates that even very high-quality pre-K can yield a high rate of return, and helps establish the links between initial program impacts on cognitive and social development and long-term outcomes like greater school success, reduced crime and delinquency, and increased earnings over a lifetime. Without a randomized trial demonstrating these outcomes, researchers might have less confidence in the Chicago study's findings of the same effects, though the Chicago results tend to be smaller in proportion to its lower cost (Reynolds et al., 2011).

How high was the Perry Preschool Program's return? A series of benefit-cost analyses have been conducted since 1985. As the length of follow-up increased from age 19 to 27 and then 40, the evidence allowed for more confident estimates of the benefits and the estimated benefit-cost ratio rose to \$16 to \$1 (Barnett, 1985; Barnett, 1996; Belfield, Nores, Barnett, & Schweinhart, 2006). Recently, James Heckman and his colleagues (2010) estimated a \$7 to \$1 return for the Perry Preschool Program based on the exactly same data as earlier estimates but relying on different assumptions. For example, they assume there is no value to preventing what they call "victimless" crimes--selling drugs to children or heroin use. When the assumptions are fully examined and the benefits not included at all (like reductions in abortion) are acknowledged, the earlier estimates are judged to provide a better guide to the actual returns to the Perry Preschool Program (Barnett, 1996; Belfield et al., 2006).

With a \$16 to \$1 return to the Perry Preschool program, the \$7 to \$1 figure seems more reasonable as an estimate of the return to the less intensive program proposed by the President for a less disadvantaged population. The \$7 to \$1 estimate can be seen to be all the more reasonable taking into account that the Perry Preschool Program and CPCs offered two years of pre-K, while the President has proposed one year. Analyses of the Chicago and Perry studies both indicate that while two years is twice the cost of one, the benefits of two years are not likely to be twice as large (Barnett, 1996; Reynolds, 1995). It follows that the President's one-year proposal would have a relatively higher return,

though obviously this does not mean that two or more years of early education do not have an adequate (though lower) pay-off (Barnett & Masse, 2007; Reynolds, 1995).

The two studies just discussed are far from the entire evidence regarding the economic benefits of the proposed plan. All of the longitudinal studies in the meta-analysis contribute supporting evidence as do studies from abroad where universal pre-K is more common (Barnett & Nores, in press). Several economists have estimated the returns to universal pre-K using the available data and a range of assumptions (Barnett, 2008b, Bartik, 2011; Bartik, Gormley, & Adelstein, 2012; Karoly & Bigelow, 2005; Lynch, 2007). Some estimates are as high as \$7 to \$1. Several conclude that pre-K for all can yield a larger net return than a program that serves only low-income children. A benefit-cost analysis for Oklahoma's universal pre-K program concludes that earnings increases alone provide a \$3 or \$4 to \$1 return (Bartik et al., 2012). As earnings are less than half the benefits in the comprehensive benefit-cost analyses cited earlier, projecting a total return of \$7 to \$1 for the Oklahoma program is not a stretch. Oklahoma's program is one of the examples of high-quality, universal pre-K cited by the President.

Finally, the President's pre-K proposal explicitly mentions the use of a sliding fee scale to help pay for children from higher income families. To the extent that public dollars do not pay the entire cost of pre-K for children from the most advantaged families, this tips the scale toward a higher rate of return. Even those most skeptical of high returns for more advantaged children must acknowledge that the benefit-cost ratio for public dollars rises when the cost is shared by higher income families. The evidence regarding benefits to non-disadvantaged children is considered in detail next.

### **Question #3. Does high-quality pre-K benefit most children or only disadvantaged children, and which is more effective, a targeted program or universal pre-K?**

Generally, studies in the United States and abroad (where universal programs have a longer history) find that preschool education has larger benefits for disadvantaged children, but that high-quality programs still have substantive benefits for other children (Barnett, 2008; Burger, 2010). Rigorous studies of universal pre-K in Oklahoma and elsewhere find substantial effects that are not dramatically smaller for higher income children than for others (Gormley, Gayer, Phillips, & Dawson, 2005; Wong, Cook, Barnett & Jung, 2008). A particularly creative recent U.S. study uses twins to identify environmental effects on achievement (Tucker-Drob, 2012). This twins study finds positive impacts from attending preschool at age 4 across most of the socio-economic spectrum with effects declining gradually as socio-economic status increases.

Studies from outside the United States suggest that quality differences can explain why some programs produce positive effects for children in higher income families and others do not (Barnett & Nores, in press; Ruhm & Waldfogel, 2011; Sylva, Melhuish, Sammons, Siraj-Blatchford, & Taggart, 2012). Children who are not disadvantaged are unlikely to benefit from mediocre public programs. In any case, some studies find substantial preschool education effects for children from all economic strata (Goodman & Sianesi,

2005; Melhuish, Quinn, Sylva, Sammons, Siraj-Blatchford, & Taggart, 2012; Sylva et al., 2004).

One of the studies most relevant to the debate regarding the effects of universal pre-K is a randomized trial of preschool education in which all of the children were relatively advantaged (Larsen, Hite, & Hart, 1983). The average IQ of the roughly 200 children at study entry was at the 97th percentile. Like the Perry Preschool Program, this was a true experiment with follow-up, though the follow-up only went through the first few grades. Nevertheless, the study found that positive effects on achievement continued into the school years with very large effects for boys, in particular, found in the second and third grade (Larsen & Robinson, 1989).

Research on two types of peer effects provides further evidence that universal pre-K can produce larger gains for disadvantaged children than can means-tested programs. First, disadvantaged children benefit from attending preschool programs with more advantaged children. Research in the United States, the United Kingdom, and New Zealand has found larger gains for disadvantaged children when programs contained more children from middle-income families (Goodman & Sianesi, 2005; Hogden, 2007; Sylva et al., 2004; Schechter & Bye, 2007). Second, there are substantial spillover benefits to learning in kindergarten through grade three when children have more classmates who have attended pre-K, indicating that estimates of individual effects of program participation substantially underestimate the impacts of universal pre-K on achievement (Neidell & Waldfogel, 2010).

#### **Question #4. Can large-scale public programs produce substantive long-term gains for children, and how effective are existing programs including Head Start?**

Although it is difficult to balance the need to develop and maintain program quality with the imperative to serve very large numbers of children, it can be done. The recent meta-analysis discussed above summarized results from studies of large-scale public programs as well as smaller, highly intensive programs, as have traditional reviews (Barnett, 1995; Barnett, 2008a; Burger, 2010). It is simply not true that large-scale public programs have failed to produce meaningful short- and long-term results.

It is true that large-scale public programs have tended to produce smaller effects than the best known small-scale programs. The most obvious reason for this is that the large-scale public programs have been less intensive and less well funded. No large-scale public program has ever had the funds to replicate the highly intensive Perry Preschool Program (with one highly qualified teacher for every six children). A reasonable conclusion from the research is that underfunded programs with low standards produce few significant benefits (Barnett & Nores, in press; Ruhm & Waldfogel, 2011). In contrast, higher quality large-scale public preschool programs have produced substantive long-term gains (Barnett & Nores, in press; Melhuish et al., 2012). Examples of positive long-term impacts from large-scale public programs are not restricted to high-income countries. Rigorous studies in Latin America find that providing public preschool education on a large scale has increased test scores through third grade, decreased school failure,

increased educational attainment, and improved attention, class participation, and discipline (Berlinski, Galiani, & Gertler, 2009).

Returning to a focus on the United States, the programs scrutinized by the Chicago Longitudinal Study were operated by the Chicago public schools (Reynolds et al., 2011). The CPC study is a clear test of whether large-scale public programs can replicate the quality and results of smaller scale studies. And, while the effects are smaller than those found for more intensive small scale programs, they are large enough and persistent enough to significantly change the life course of the participating children. As noted earlier the estimated benefits were 10 times the cost. Additional examples are provided by studies of higher quality preschool programs funded by states including one recent randomized trial (Barnett, 2008a; Lipsey, Farran, Hofer, Bilbrey & Dong, 2011). It is particularly difficult to estimate the long-term effects of universal programs, but research on universal pre-K in Oklahoma and Georgia has found persistent gains in achievement (Fitzpatrick, 2008; Hill, Gormley, & Adelstein, 2012).

Both the Oklahoma and Georgia studies (especially the latter) underestimate the longer-term effects of universal pre-K. The Oklahoma study does not adjust for the lower percentage of no-pre-K children tested in follow-up (low achievers are less likely to be tested). The Georgia study measures the marginal effect of universal pre-K policy in Georgia compared to that state's previous targeted policy and pre-K policies in other states. And in so doing it incorrectly assumes that other state's policies (regardless of whether they are called universal) could not offer greater improvements access to quality pre-K. It also estimates effects at a time when Georgia's universal pre-K was not yet very different from the prior program, and it served only about 50 percent of children. In sum, the Georgia study is a worse case estimate of the effect of an incomplete and quite modest policy change—not the effect of attending the pre-K program.

The Georgia study compounds its problems by concluding that the universal pre-K program does not pass a cost-benefit test based on a comparison of the total costs of the program to the marginal effects of the policy change on earnings. Not only does this fail to include any of the other benefits found in more comprehensive benefit-cost studies of pre-K, but the appropriate cost for the comparison is the marginal cost of universal pre-K above the cost of the previous targeted program. The added cost of the policy change is much smaller than the total cost of the program, and use of total cost grossly biased the estimated benefit-cost ratio downward.

Of course, Oklahoma and Georgia are not the only states to provide evidence regarding the effects of state-funded pre-K. New Jersey's Abbott preschool program, named for a court case in which the State Supreme Court mandated the implementation of high-quality preschool for all 3- and 4-year-olds in the 31 poorest school districts in the state, also has been rigorously studied. The program transformed the quality of preschools and had positive effects on child development (Frede & Barnett, 2011). Test scores were higher at kindergarten entry, and gains persisted to second grade, the last grade for which results have been reported (stay tuned). The New Jersey program's effects were comparable in size to those found in the Chicago Longitudinal Study (Frede, Barnett,

Jung, Lamy & Figueras, 2010; Frede, Jung, Barnett & Figueras, 2009). Other state-funded pre-K programs with rigorous studies that find positive longer-term effects include those of New York, North Carolina, and Michigan, which has positive findings all the way through high school graduation (Irvine, Horan, Flint, Kukuk, & Hick, 1982; Peisner-Feinberg & Schaaf, 2010; Schweinhart, Xiang, Daniel-Echols, Browning, & Wakabayashi, 2012).

Highly relevant evidence has come from studies of state pre-K programs using a regression discontinuity design that takes advantage of the birth date cut-off for school entry to estimate program effects. Children who attend the program in one year are compared to slightly younger children who must wait to attend until the next year. This approach is particularly useful for estimating the effects of a universal pre-k program. It also deals with one of the most difficult problems in any study of pre-K effectiveness – that comparing children who attend pre-K with others who are eligible but do not attend may unintentionally confound program effects with unmeasured differences in children’s family background. Studies using the regression discontinuity approach have found that *some* state pre-K programs produced gains in language, literacy and mathematics comparable to those found in the Chicago Longitudinal Study (Barnett, 2011; Gormley et al., 2008; Wong et al., 2005). Those programs appear to produce larger gains than Head Start, though how much larger is difficult to judge due to limitations of the Head Start research discussed below (Barnett, 2008a; Barnett, 2011; U.S. Department of Health and Human Services, Administration for Children and Families, 2010).

The regression discontinuity results have been questioned by opponents of universal pre-K. They challenge the methodology by claiming that children on different sides of the birth date cut-off have abruptly different experiences and development because, for example, parents spend more time in rich interactions with the child who starts school a year earlier than another child even if they differ in age by only a few days. It is an interesting story, but one for which not a single shred of empirical evidence has been offered. Not one study of parent behavior or child development has been cited in support of this claim. On the other hand, when state pre-K programs have been studied simultaneously with both regression discontinuity and other methods (including in one instance a randomized trial) the results of the two methods have been consistent (Frede et al., 2010; Lipsey et al., 2011).

Finally, critics of the President’s proposal hold up Head Start as an example of the inability of government to scale up high-quality pre-K. They fail to acknowledge that Head Start has never been funded to replicate the small scale intensive programs or that Head Start is required to provide a myriad of services those small-scale programs did not offer. Their primary source for the assertion that Head Start has little or no lasting effects on children is the National Head Start Impact Study (Puma, Bell, Cook, Heid, Broene, Jenkins, Mashburn, & Downer, 2012; U.S. Department of Health and Human Services, Administration for Children and Families, 2010). Yet, what the National Impact Study actually shows is that random assignment to Head Start or a no-treatment control group is not associated with significant lasting gains in learning and development. This is not an unbiased estimate of Head Start’s effects *per se* as is explained below.

The National Impact Study very likely underestimates the effects of participation in Head Start for several reasons. First, children did not always comply with random assignment—some assigned to Head Start did not attend, some assigned to the control group got into Head Start. Adjusting for these crossovers could increase estimated effects by 50 percent. Second, control group children frequently attended other programs some of which also had positive impacts, including some state pre-K programs. Third, immediate gains from Head Start were found, and the erosion of these later on is likely due (at least in part) to compensatory efforts by the public schools rather than “fade-out” (Barnett, 2011). In short, Head Start’s impacts are stronger than pre-K critics admit even based on the recent National Impact Study. In addition, there is other evidence that Head Start’s benefits are hardly trivial, and this evidence should not be ignored but considered alongside the results of the national randomized trial (Ludwig & Phillips, 2010).

Weighing all of the evidence, some researchers conclude that Head Start’s effects could be substantially larger if the program was better focused and made other improvements (Barnett, 2011; Ramey and Ramey, 2010). (Head Start may have produced larger effects in the past when health care and other services are less available to children in poverty from other sources.) It appears that the same conclusion led the Obama Administration to implement the most ambitious Head Start reform since the program’s earliest years. For the first time, Head Start centers will face re-competition if teaching is not up to par.

The President’s pre-K proposal also is an early childhood systems reform strategy that will contribute to Head Start’s improvement. Universal pre-K programs like those in Oklahoma and West Virginia, and New Jersey’s Abbott program have raised standards for Head Start and private preschool programs by incorporating them into state-funded universal pre-K. States provide additional resources so that Head Start centers can meet higher state pre-K standards. For example, New Jersey adds funds so that Head Start teachers (typically paid little better than dog walkers) can be paid equally with public school teachers (Barnett, 2013; Schmit, 2012). Oklahoma places a public school teacher in each Head Start classroom. These efforts also appear to get results (Gormley, Phillips, & Gayer, 2008; Frede & Barnett, 2011).

In summary, when all of the evidence is considered it is found that large-scale public programs have succeeded in producing meaningful long-term gains for children and not just disadvantaged children. The size of those gains depends on the quality of the program. Some public programs have been more effective than others. Adopting models that are more like those that had the greatest success in the past would increase the success of public programs in the future. The President’s proposal with its focus on high-quality pre-K for all children is designed to promote just that result. (For more on what high-quality in preschool means see Pianta, Barnett, Burchinal, & Thornburg, 2009.) In addition, universal pre-K would extend the benefits of these programs to many more children, including the half (49 percent) of American preschoolers living in families below 200 percent of the poverty line and others with limited access to quality pre-K under current policies (Addy, Engelhardt, & Skinner, 2013; National Center for Educational Statistics, 2011).

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# Child Development Education Pilot Program (CDEPP): 2009-10 Student and Classroom Assessment Report



**SC EDUCATION  
OVERSIGHT COMMITTEE**



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## **Child Development Education Pilot Program (CDEPP): 2009-10 Student and Classroom Assessment Report**

In Fiscal Years 2007-08 through 2009-10, the General Assembly appropriated to the Education Oversight Committee Education Improvement Act (EIA) funds to evaluate the Child Development Education Pilot Program (CDEPP). The goal of CDEPP is to address school readiness of students in poverty. Eligible for the program are children who are four years of age, who participate in either Medicaid or the federal subsidized lunch program or both and who reside in the Abbeville v. the State of South Carolina plaintiff districts. Children may enroll in a CDEPP-approved public school or private childcare center.

Annually, the EOC has contracted with the University of South Carolina to serve as a partner in the evaluation to conduct individual student assessments over time of CDEPP participants. The longitudinal analysis documents the long-term effectiveness of the program on developmental and academic progress of children participating in the program. The USC research team was composed of the following personnel: Dr. William Brown, Dr. Christine DiStefano, Ms. Heather Smith Googe, and Dr. Fred Greer. The results of student and classroom assessments conducted in school year 2009-2010 are presented in this report. In addition, we have analyzed student assessments for child changes in language, achievement, and behavioral development between children's early pre-kindergarten and early kindergarten years.

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## Executive Summary

### Longitudinal Analyses of All Cohorts from Early Pre-kindergarten to Early Kindergarten

The Child Development Education Pilot Program (CDEPP) evaluation plan has been developed and implemented to examine the short- and long-term effects of the state-funded program over time, especially as preschoolers' transition from pre-kindergarten into kindergarten. The design will also allow for later evaluation of students educational progress in elementary grades when PASS assessment become available. To date, we have a sample of 276 CDEPP students with both pre-kindergarten and kindergarten assessment findings. It should be noted that the 150 preschoolers assessed last year are not available for similar analysis due to discontinuation of state evaluation funding.

#### **Differences between CDEPP Participants Early Pre-kindergarten and Kindergarten Assessment**

Test	T-value	p-value	Effect Size
<i>PPVT 4</i>	8.705	<.001	.353
<i>WJ-III Achievement</i>	9.000	<.001	.396
<i>BASC2 Subscales</i>			
<i>Behavioral Symptoms Index</i>	-.527	.299	.030
<i>Adaptability</i>	2.429	.008	.179
<i>Social Skills</i>	3.167	<.001	.243
<i>Functional Communication</i>	5.684	<.001	.394

Note: \* =  $p < .001$

#### **Summary of Longitudinal Findings for the Cross-Year CDEPP Sample of Children**

Children's findings for the cross-year sample indicate modest and meaningful progress in language, achievement, and social and behavioral development. Children's retention of important educational skills also shows that the competencies learned in pre-kindergarten were maintained through their kindergarten year.

### 2009 and 2010 CDEPP CLASS Assessment Summary: Pre-kindergarten Classroom Quality Findings

The following tables show information collected by trained observers using the *CLASS Pre-K* during 2009 and 2010. The CDEPP results for the Emotional Support and Classroom Organization domains were comparable to *CLASS Pre-K* scores in previous studies. Nevertheless, the mean scores of the Instructional Support were lower than average scores reported in previous investigations.

### CLASS Scores for CDEPP Classrooms in 2009

CLASS Domains <sup>1</sup>	Number	Mean	Std. Deviation	Range
Emotional Support	50	5.1	.80	3.4 - 6.5
Classroom Organization	50	4.5	.80	2.9 - 6.0
Instructional Support	50	2.0	.80	1.0 - 4.8

<sup>1</sup>CLASS domains are Likert scores that range from 1 to 7, with 7 being the highest score.

### CLASS Scores for CDEPP Classrooms in 2010

CLASS Domains <sup>1</sup>	Number	Mean	Std. Deviation	Range
Emotional Support	50	5.2	.70	2.9 - 6.4
Classroom Organization	50	4.5	.60	3.3 - 6.3
Instructional Support	50	2.1	.60	1.2 - 3.9

<sup>1</sup>CLASS domains are Likert scores that range from 1 to 7, with 7 being the highest score.

These findings across two years have implications for professional development for the CDEPP workforce. Specifically, although all of the domains and dimensions measured by the *CLASS Pre-K* are important, our observations indicate that targeted professional development should be carefully considered to enhance teachers' instructional support with improvements in teaching interactions that target (a) conceptual development, (b) teacher feedback for student learning, and (c) additional encouragements for children to use language.

### Recommendations

1. Despite negative economic conditions, the General Assembly should continue funding CDEPP and similar pre-kindergarten programs and when funds are available, expand the program in both public schools and private centers statewide. Across years and cohorts, modest yet meaningful child gains provide evidence of the success of CDEPP in preparing young children who are at-risk for school failure for kindergarten.
2. Given the existing multi-year sample of 276 children who were enrolled in CDEPP further longitudinal evaluation of those students, as compared to a matched sample of similar children who did not attend a full day program, would help to show if differences in children's language, achievement, and behavior may be related to CDEPP participation. Standardized test scores (e.g., PASS scores) and other information, such as grades, grade retentions, and special education placements, may be of assistance in understanding the relationship between pre-kindergarten participation for at-risk students and their future academic and social success in South Carolina.
3. Our classroom observations with the *CLASS Pre-K* have indicated that on the domains of Emotional Support and Classroom Organization that CDEPP classrooms were similar to other preschool classrooms in previous investigations. Nevertheless, for the domain of Instructional Support with accompanying dimensions of concept development, quality of feedback, and language modeling, the ratings were lower than previous investigators have reported. A continuous improvement approach to pre-kindergarten educational services indicates that targeted professional development and technical assistance might be helpful to local preschool personnel in the area of instructional support and high-quality teaching interactions. State level early childhood administrators should carefully consider how to enhance professional development activities and technical assistance to support the efforts of local pre-kindergarten personnel.

The following chart illustrates the cohorts which were included in the longitudinal analysis.



	2006-07 <sup>1</sup>	2007-08 <sup>1</sup>	2008-09 <sup>1,2</sup>	2009-10 <sup>1,2</sup>	2010-11
Pilot	Pre-K n = 48	Kindergarten n = 48	1 <sup>st</sup>	2 <sup>nd</sup>	3 <sup>rd</sup> <b>PASS</b>
Cohort 1		Pre-K n = 150	Kindergarten n = 113	1st	2nd
Cohort 2			Pre-K n = 150	Kindergarten n = 122	1st
Cohort 3				Pre-K n = 150	Kindergarten

1. Peabody Picture Vocabulary Test, 4<sup>th</sup> edition, Woodcock-Johnson Tests of Achievement, 3<sup>rd</sup> edition, and Behavior Assessment System for Children, 2<sup>nd</sup> edition (PPVT-4, WJ-III, and BASC2).



## Individual Child and Classroom Assessments

A strength of the CDEPP evaluation is the employment of reliable and validated child assessments and a longitudinal research design. Specifically, we randomly selected preschoolers and kindergarteners for assessment with the *Woodcock-Johnson III Test of Achievement (WJ-III)* and the *Peabody Picture Vocabulary Test 4<sup>th</sup> Edition (PPVT 4)*. In addition, we asked teachers to complete and return information about the students' behavioral and emotional development using the *Behavioral Assessment System for Children, Second Edition (BASC-2)*. Methods and details of the assessment process are outlined in Appendix G of the 2009-10 evaluation report, issued in January 2010.

Individual child assessments began during the spring of 2007, when members of the evaluation team administered individual assessments to 48 preschoolers who were participating in CDEPP. This group is referred to as the Pilot Cohort. In the autumn of the following three years, the evaluation team selected samples of 150 CDEPP participants (111 public school students and 39 private center students) for individual child assessment. Whenever possible the same children were re-tested at the start of their kindergarten year (except the Pilot Cohort, who were re-tested in the spring of their kindergarten year). The sample of students beginning CDEPP in 2007-2008 is referred to as Cohort 1; children involved with CDEPP in 2008-09 are referred to as Cohort 2; and students from the 2009-2010 academic year are referred to as Cohort 3.

First, we will report the descriptive results from the pre-kindergarten spring 2010 testing of Cohort 3. Second, we will analyze within pre-kindergarten changes with Cohort 3 during the 2009-2010 school year. Third, after analyzing differences across the three cohorts, we analyzed the aggregated child changes from Pilot Cohort, Cohort 1 and Cohort 2 between their early pre-kindergarten year early kindergarten years. Fourth, we provide information about observations performed during the spring of 2009 with Cohort 2 preschool classrooms and the spring of 2010 with Cohort 3 pre-kindergarten classrooms. Finally, we will make recommendations related to the CDEPP findings child and classroom assessments.

### **Preschool Assessment of Cohort 3 (2009-2010) during Spring 2010**

Table 1 shows demographic information from the 150 preschoolers in Cohort 3. Tables 2 and 3 show their demographic information separately for children enrolled in public schools and private centers, respectively. Please note that 13 children from the Cohort 3 early pre-kindergarten sample were not assessed during spring 2010 because they were either absent or no longer attending the CDEPP classroom. In these circumstances, another CDEPP participant from the missing child's classroom was chosen as a replacement. Whenever possible, the substituting child was randomly selected from among students of the same the gender and ethnicity of the missing child.

Demographic and testing data for the 13 children selected as replacements are included with the report of the Cohort 3 spring assessment results. Their data are not included, however, in the within year pre-kindergarten analyses during school year 2009-2010. Our analyses are limited to those preschoolers who were tested at both times (i.e., fall 2009 and spring 2010).

**Table 1: Demographic Information for Preschoolers Enrolled in Either CDEPP Public Schools or Private Centers during spring 2010**

<b>Gender</b>	<b>Number</b>	<b>Percent<sup>1</sup></b>
Female	72	48%
Male	78	52%
<b>Total</b>	<b>150</b>	<b>100%</b>
<b>Ethnicity</b>	<b>Number</b>	<b>Percent</b>
African-American	102	68%
White	29	19%
Hispanic	2	1%
Unreported	17	11%
<b>Total</b>	<b>150</b>	<b>100%</b>

<sup>1</sup>Percentages are rounded in all tables in this report and may not always total 100%.

**Table 2: Demographic Information for Preschoolers Enrolled in CDEPP Public Schools during Spring 2010**

<b>Gender</b>	<b>Number</b>	<b>Percent</b>
Female	54	49%
Male	57	51%
<b>Total</b>	<b>111</b>	<b>100%</b>
<b>Ethnicity</b>	<b>Number</b>	<b>Percent</b>
African-American	71	64%
White	25	23%
Hispanic	2	2%
Unreported	13	12%
<b>Total</b>	<b>111</b>	<b>100%</b>

**Table 3: Demographic Information for Preschoolers Enrolled in CDEPP Private Centers during Spring 2010**

<b>Gender</b>	<b>Number</b>	<b>Percent</b>
Female	18	46%
Male	21	54%
<b>Total</b>	<b>39</b>	<b>100%</b>
<b>Ethnicity</b>	<b>Number</b>	<b>Percent</b>
African-American	31	80%
White	4	10%
Unreported	4	10%
<b>Total</b>	<b>39</b>	<b>100%</b>

Preschool child assessments for the spring 2010 yielded a *PPVT 4* mean standard score of 93 (32<sup>nd</sup> percentile), indicating receptive vocabulary functioning in the average range. The mean standard score for the *WJ-III Achievement* (a comprehensive scale calculated from the results of six *WJ-III* subtests) was 97 (42<sup>nd</sup> percentile). The *WJ-III* findings indicate an overall performance in the average range for achievement. For the three *BASC-2* subscales (i.e., *Adaptability*, *Social Skills*, and *Functional Communication*) and the overall *Behavior Symptoms Index (BSI)*, the children's mean scores were in the average range of social and behavioral development. Table 4 shows the assessment results for all 150 CDEPP preschoolers tested in the spring of 2010.

**Table 4: Child Assessment Findings for Preschoolers Enrolled in Either CDEPP Public Schools or Private Centers during Spring 2010**

Child Assessments	Number	Mean	Std. Deviation	Range
<i>PPVT 4</i> <sup>1</sup>	150	93.3	14.8	42-128
<i>WJ-III Achievement</i> <sup>1</sup>	150	97.0	13.9	23-130
<i>BASC2</i> Subscales <sup>2</sup>	Number	Mean	Std. Deviation	Range
<i>Behavioral Symptoms Index</i>	126	50.1	9.7	37-79
<i>Adaptability</i>	126	50.0	10.7	27-69
<i>Social Skills</i>	126	52.1	10.5	30-75
<i>Functional Communication</i>	126	50.1	8.4	28-70

<sup>1</sup>Standard Scores have a mean = 100 and standard deviation = 15.

<sup>2</sup>T-scores have a mean = 50 and standard deviation = 10. Note: Higher *BASC2 Behavioral Symptoms Index* scores indicate more negative behaviors (e.g. depression, aggression, hyperactivity). Higher scores on the other *BASC2* subscales indicate more positive behaviors (e.g., cooperation, helpfulness, clear expression).

### **Cohort 3 Assessment Scores from Autumn 2009 to Spring 2010**

We compared Cohort 3 students' autumn assessment information to their spring testing for within pre-kindergarten analyses. Across the pre-kindergarten year, the children's results showed improvements in language, achievement, and behavioral development. The changes are apparent in the differences between the mean standard scores of the fall 2009 and the spring 2010 *PPVT 4*, *WJ-III Achievement* composite, and *BASC2* results. Specifically, paired samples (dependent) t-tests comparing the 2009 and 2010 within year assessment results for Cohort 3 showed statistically significant changes ( $p < 0.05$ ) for the *PPVT 4* and *WJ-III Achievement*. Additionally, paired samples t-tests found statistically significant ( $p < 0.05$ ) changes on the *Adaptability*, *Social Skills*, and *Functional Communication* subscales of the *BASC2*. The effect-size estimates for the significant findings are small, with the exception of the *BASC2 Functional Communication* scale, which had a large effect-size estimate. These results indicate modest but meaningful progress over the children's pre-kindergarten year. Table 5 shows the results for Cohort 3.

**Table 5: Differences Between CDEPP Preschoolers' Fall 2009 and Spring 2010 Assessment Results**

<b>Child Assessments</b>	<b>Paired N</b>	<b>Mean Difference</b>	<b>T-value</b>	<b>Effect Size</b>
<i>PPVT 4</i>	137	4.76	5.623*	0.32
<i>WJ-III Achievement</i>	137	5.16	6.92*	0.41
<b>BASC-2 Subscales</b>	<b>Paired N</b>	<b>Mean Difference</b>	<b>T-value</b>	<b>Effect Size</b>
<i>Behavioral Symptoms Index</i>	100	0.17	0.28	0.02
<i>Adaptability</i>	100	2.16	2.33*	0.20
<i>Social Skills</i>	100	3.53	4.11*	0.32
<i>Functional Communication</i>	100	3.76	0.45*	1.06

Note: \*  $p < .05$

### **Longitudinal Analyses of All Cohorts from Early Pre-kindergarten to Early Kindergarten**

The CDEPP evaluation plan has been developed and implemented to examine the short- and long-term effects of the state-funded program over time, especially as preschoolers' transition from pre-kindergarten into kindergarten. Beginning in the 2006-07 academic year, the CDEPP evaluation team was able to follow three different cohorts of students over the one-year period. The initial pilot cohort was the smallest, with 48 children tested during their preschool year. In the subsequent years, 150 students were assessed. The longitudinal design followed the same children into kindergarten, even if a child moved to another school district within the state. While we made every attempt to find where children went after leaving their CDEPP program, some children were lost between pre-kindergarten and kindergarten assessments. A few children were reported to have moved out-of-state, but most often preschool administrators reported they did not know where the children were enrolled in kindergarten.

A total sample of 276 CDEPP students with both pre-kindergarten and kindergarten test results are available for analyses. The cross-year sample includes 71 students (26%) from private centers and 202 students (74%) who enrolled in public schools CDEPP preschools. Table the cross-year sample at both early pre-kindergarten and early kindergarten assessments by cohort.

**Table 6: Student representation by cohort**

<b>Cohort</b>	<b>Academic Year</b>	<b>Number</b>	<b>Percentage of Sample</b>
Pilot	2006-07	48	17.4%
1	2007-08	112	40.6%
2	2008-09	116	42.0%
Total		276	100.0%

The cross-year sample of CDEPP children was nearly equal with respect to gender with 140 female students (50.7% of sample) and 136 male students (49.3%). The cross-year sample is primarily African American, but other ethnicities are represented. Table 7 provides CDEPP students ethnicity,

**Table 7: Ethnicity of CDEPP longitudinal sample.**

<b>Ethnicity Background</b>	<b>Number</b>	<b>Percentage of Sample</b>
African American	209	75.7%
Hispanic	5	1.8%
Multi-Racial	2	<1%
White	53	19.2%
Unreported	7	2.5%
Total	276	100.0%

We analyzed the three cohorts to determine any statistically significant differences across years for the *PPVT 4*, *WJ-III*, or *BASC2*. We determined that the cohorts of children were not statistically different so we then combined assessment information for the three groups for analyses. Our aggregation allows for more powerful and stable for statistical analyses of child changes across early pre-kindergarten and early kindergarten assessment periods.

For CDEPP students tested during their pre-kindergarten year, scores for the *PPVT 4* and the *WJ-III* were lower than the normed mean of 100. Scores are provided below in Table 8. *BASC2* information showed that subscale averages closely approximated the instrument norm of 50. The information indicates that early in their pre-kindergarten year, the sample of CDEPP children was slightly below average on vocabulary and achievement indices, but at the average for social development.

**Table 8: Scores on Child Assessments, Preschool Assessment**

<b>Child Assessments</b>	<b>Number</b>	<b>Mean</b>	<b>Standard Deviation</b>	<b>Range</b>
<b><i>PPVT 4</i></b>	276	86.72	13.230	24-124
<b><i>WJ-III Achievement</i></b>	276	92.48	12.478	50-122
<b><i>BASC2 Subscales</i></b>				
<b><i>Behavioral Symptoms Index</i></b>	211	49.65	9.585	36-82
<b><i>Adaptability</i></b>	211	49.45	10.124	23-69
<b><i>Social Skills</i></b>	211	49.29	10.496	30-77
<b><i>Functional Communication</i></b>	211	47.98	9.090	25-70

Table 9 presents achievement information for CDEPP students one year later, during their early kindergarten year. Scores for the *PPVT 4* and the *WJ-III* were again slightly lower than the test normed mean of 100. *BASC2* information showed that subscale averages closely approximated the instrument norm of 50. Contrasting the results with Table 8, CDEPP students scored lower on achievement tests during early pre-kindergarten than in kindergarten. During the kindergarten year, children's mean scores were generally higher with lower variability for most subscales.

**Table 9: Scores on Child Assessments, Kindergarten Assessment**

Child Assessments	Number	Mean	Standard Deviation	Range
<i>PPVT 4</i>	276	91.27	12.515	53-124
<i>WJ-III Achievement</i>	276	97.26	11.640	48-132
<b><i>BASC-2 Subscales</i></b>				
<i>Behavioral Symptoms Index</i>	211	49.33	10.271	36-83
<i>Adaptability</i>	211	51.30	10.528	27-69
<i>Social Skills</i>	211	51.92	11.099	30-75
<i>Functional Communication</i>	211	51.55	9.029	29-70

To determine if the cross-year sample differences in language, achievement and behavioral development reflected improvement for CDEPP students, we employed a paired-sample t-tests to examine changes in scores over the one-year time period. Table 10 provides the t-values and probability index ( $p$ -value) for each assessment.

Considering the mean comparisons, the majority of subscales showed that the kindergarten scores were significantly higher than preschool scores. While there were many subscales illustrating statistically significant differences, the effect size information shows that the differences between scores represent small, but meaningful, change.

**Table 10 Differences Between CDEPP Participants Early Pre-kindergarten and Kindergarten Assessment**

Test	T-value	p-value	Effect Size
<i>PPVT 4</i>	8.705	<.001	.353
<i>WJ-III Achievement</i>	9.000	<.001	.396
<b><i>BASC2 Subscales</i></b>			
<i>Behavioral Symptoms Index</i>	-.527	.2995	.030
<i>Adaptability</i>	2.429	.0080	.179
<i>Social Skills</i>	3.167	<.001	.243
<i>Functional Communication</i>	5.684	<.001	.394

Note: \* =  $p < .001$

### **Summary of Longitudinal Findings for the Cross-Year CDEPP Sample of Children**

The information presented provides a picture of the demographic makeup of children involved with the cross-year sample of children enrolled in CDEPP. It also provides information about the students' academic and social competencies in early pre-kindergarten and early kindergarten. The CDEPP evaluation design and child assessments allowed for investigation of the effects of the program over a one-year period, from pre-kindergarten to kindergarten. The findings for the cross-year sample of children enrolled in CDEPP, indicates modest and meaningful progress in language, achievement, and behavioral development. Children's retention of important educational skills also shows that the competencies learned in pre-kindergarten were maintained through the kindergarten year and make children better able to learn in kindergarten. The results of our cross-year and cross-cohort analyses indicate that the positive effects were not seen with just one cohort of students, but for many students across several different years.

## **Assessment of Pre-kindergarten Classroom Quality**

Contemporary developmental theory and extant research has indicated that interactions between young children and teachers are a primary mechanism of learning. Because classroom climate, teacher instructional style, and child social behavior are significantly affected by these adult-child interactions, we assessed classroom quality during the 2008-2009 and 2009-2010 school years. The goal of this effort was to obtain direct observational information for a better description of CDEPP classrooms. In addition, results may inform future professional development activities with the teachers working in CDEPP classrooms.

In February and March of 2009 and 2010, we conducted observations in the classrooms of Cohort 2 and Cohort 3 students at 50 public school and private center sites. Our observations were conducted later in the school year to obtain information at a time when teachers had established the classroom routines and procedures and when teachers and children were more familiar with one another than earlier in the school year.

For classroom quality assessment, each of 50 CDEPP classrooms was observed using the *Classroom Assessment Scoring System: Pre-K Version (CLASS Pre-K)*. The *CLASS* is a contemporary, reliable, and valid observational instrument developed to assess classroom quality in preschool through third-grade classrooms. The instrument focuses on teacher-child interactions that support children's emotional, language, and cognitive development. For describing critical aspects of quality within early childhood classrooms, the *CLASS Pre-K* measures three domains and ten sub-dimensions. In brief these domains and dimensions are:

### **Emotional Support**

- Positive climate: The emotional connection, respect, and enjoyment demonstrated between teachers and students and among students
- Negative climate: The level of expressed negativity such as anger, hostility, or aggression exhibited by teachers and/or students in the classroom
- Teacher sensitivity: Teachers' awareness of and responsivity to students' academic and emotional concerns
- Regard for student perspectives: The degree to which teachers; interactions with students and classroom activities place an emphasis on students' interests, motivations, and points of view

### **Classroom Organization**

- Behavior management: How effectively teachers monitor, prevent, and redirect behavior
- Productivity How well the classroom runs with respect to routines and the degree to which teachers organize activities and directions so that maximum time can be spent in learning activities
- Instructional learning formats: How teachers facilitate activities and provide interesting materials so that students are engaged and learning opportunities are maximized

### **Instructional Support**

- Concept development: How teachers use instructional discussions and activities to promote students' higher-order thinking skills in contrast to a focus on rote instruction.
- Quality of feedback: How teachers extend students' learning through their responses to students' ideas, comments, and work.
- Language Modeling: The extent to which teachers facilitate and encourage students' language

The methods and details of the CLASS assessment process is provided in the 2009-2010 CDEPP evaluation report.

### **Pre-kindergarten Classroom Quality Findings**

Table 11 shows information collected by trained observers using the *CLASS Pre-K* during 2009. The CDEPP results for the Emotional Support and Classroom Organization domains are comparable to *CLASS Pre-K* scores in previous studies. Nevertheless, the mean score of the Instructional Support, was lower than average scores reported in previous investigations.

**Table 11: CLASS Scores for CDEPP Classrooms in 2009**

<b>CLASS Domains<sup>1</sup></b>	<b>Number</b>	<b>Mean</b>	<b>Std. Deviation</b>	<b>Range</b>
<b>Emotional Support</b>	50	5.1	.8	3.4 - 6.5
<b>Classroom Organization</b>	50	4.5	.8	2.9 - 6.0
<b>Instructional Support</b>	50	2.0	.8	1.0- 4.8

<sup>1</sup>CLASS domains are Likert scores that range from 1 to 7, with 7 being the highest score.

Table 12 describes *CLASS Pre-K* data collected during 2010. These results are similar to those obtained during the previous year. For a second year, Emotional Support and Classroom Organization mean scores resemble those of previous studies, while those for the Instructional Support domain are below those reported in previous investigations.

**Table 12: CLASS Scores for CDEPP Classrooms in 2010**

<b>CLASS Domains<sup>1</sup></b>	<b>Number</b>	<b>Mean</b>	<b>Std. Deviation</b>	<b>Range</b>
<b>Emotional Support</b>	50	5.2	.7	2.9 - 6.4
<b>Classroom Organization</b>	50	4.5	.6	3.3 – 6.3
<b>Instructional Support</b>	50	2.1	.6	1.2 – 3.9

<sup>1</sup>CLASS domains are Likert scores that range from 1 to 7, with 7 being the highest score.

These findings across two years have implications for professional develop for the CDEPP workforce. Specifically, although all of the domains and dimensions measured by the *CLASS Pre-K* are important, our observations indicate that targeted professional development should be carefully considered to enhance teachers' instructional support with improvements in teaching interactions that target (a) conceptual development, (b) teacher feedback for student learning, and (c) additional encouragements for children to use language.



## Summary and Recommendations

Based on child assessments to date (2007-2008 through 2009-2010 school years), we have seen modest and meaningful child changes with their language, achievement, and behavioral development improving toward national norms on well validated and standardized assessments that are used in other state evaluations of pre-kindergarten programs (North Carolina, Michigan). These positive findings have been consistent across years giving us greater confidence in the positive impact of the CDEPP for preparing children for kindergarten. With respect to classroom observations, the *CLASS Pre-K* results indicate the Emotional Support and Classroom Organization domains are comparable to *CLASS Pre-K* scores in previous studies in other states. Nevertheless, findings for the Instructional Support domain in South Carolina were lower relative to those the Emotional Support and Classroom Organization domains. In addition, the South Carolina results were lower than the findings for the Instructional Support domain in other states.

### Recommendations

1. Despite negative economic conditions, the General Assembly should continue funding CDEPP and similar pre-kindergarten programs and when funds are available, expand the program in both public schools and private centers statewide. The across year modest yet meaningful gains made by students in CDEPP provide evidence of the program's success in better preparing young children who are at-risk for school failure for kindergarten.
2. Given the existing multi-year sample of 276 children who were enrolled in CDEPP further longitudinal study of those students over a longer period, as compared to matched sample of children from the same district who did not attend a full day program, would help to show if differences in children's language, achievement, and behavior may be related to CDEPP participation. Standardized test score information (e.g., PASS scores) and other indices, such as classroom grades and attendance figures, may help to untangle the relationship between pre-kindergarten participation for at-risk students and future academic and social effects.
3. Our classroom observations with the *CLASS Pre-K* have indicated that on the domains of Emotional Support and Classroom Organization that CDEPP classrooms were similar to other preschool classrooms in previous investigations. Nevertheless, for the domain of Instructional Support with accompanying dimensions of concept development, quality of feedback, and language modeling, the ratings were lower than previous investigators have reported. A continuous improvement approach to pre-kindergarten educational services indicates that targeted professional development and technical assistance might be helpful to local preschool personnel in the area of instructional support and high-quality teaching interactions. State level early childhood administrators should carefully consider how to enhance professional development activities and technical assistance to support the efforts of local pre-kindergarten personnel.

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**EDUCATION OVERSIGHT COMMITTEE**

**Subcommittee: EIA and Improvement Mechanisms**

**Date: March 18, 2013**

**INFORMATION**

**Annual Report on the South Carolina Teacher Loan Program, 2011-12**

**PURPOSE/AUTHORITY**

The Teacher Quality Act of 2000 provides that the South Carolina Education Oversight Committee "shall review the [SC Teacher] loan program annually and report to the General Assembly (Section 59-26-20 (j), SC Code of Laws of 1976, as amended.) This report is the annual report on the SC Teacher Loan Program covering the year 2011-12.

**CRITICAL FACTS**

**TIMELINE/REVIEW PROCESS**

Study began in February 2013 and completed in March 2013 with data collection beginning in October 2012

**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**

**Action deferred (explain)**

2011-12

# THE SC TEACHER LOAN PROGRAM

Annual Review



**SC EDUCATION  
OVERSIGHT COMMITTEE**

PO Box 11867 | 227 Blatt Building | Columbia SC 29211 | [WWW.SCEOC.ORG](http://WWW.SCEOC.ORG)

## **Annual Report on the South Carolina Teacher Loan Program**

The Teacher Quality Act of 2000 directed the Education Oversight Committee (EOC) to conduct an annual review of the South Carolina Teacher Loan Program and to report its findings and recommendations to South Carolina General Assembly. Pursuant to Section 59-26-20(j) of the South Carolina Code of Laws, the annual report documenting the program in Fiscal Year 2011-12 follows. Reports from prior years can be found on the EOC website at [www.eoc.sc.gov](http://www.eoc.sc.gov).

**March 4, 2013**



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## **ACKNOWLEDGEMENTS**

The Education Oversight Committee (EOC) staff expresses its appreciation to the following individuals who provided data and data analysis for this report. First, Mim Armour and Camille Brown at the South Carolina Commission on Higher Education were instrumental in merging files from the South Carolina Student Loan Corporation, the Professional Certified Staff (PCS) data file from the South Carolina Department of Education and scholarship data files from the Commission. The EOC thanks Linda Wargel of the South Carolina Student Loan Corporation and Marta Burgin and Bill Billingsley of the South Carolina Department of Education for their timely provision of data. The EOC is also grateful for data on South Carolina's teaching workforce and on hiring trends over time provided by the Center for Educator Recruitment, Retention, and Advancement at Winthrop University.



## **Section I**

### **Overview of the South Carolina Teacher Loan Program**

The South Carolina Teacher Loan Program was established through action of the South Carolina General Assembly with the passage of the Education Improvement Act (EIA) of 1984. According to Section 59-26-20(j),

the Commission on Higher Education, in consultation with the State Department of Education and the staff of the South Carolina Student Loan Corporation, shall develop a loan program whereby talented and qualified state residents may be provided loans to attend public or private colleges and universities for the sole purpose and intent of becoming certified teachers employed in the State in areas of critical need. Areas of critical need shall include both geographic areas and areas of teacher certification and must be defined annually for that purpose by the State Board of Education.

The intent of the program was to encourage prospective college students from South Carolina to remain in the state to become teachers by offering loans that could be cancelled (or forgiven) if the recipient taught in a critical needs area. The program was one of a number of incentive programs included in the original EIA legislation. Beginning with an initial EIA appropriation of \$1.5 million, the annual appropriation for the Teacher Loan Program has varied from \$1.2 to \$5.4 million since inception. In Fiscal Years 2010-11 through 2012-13 the General Assembly appropriated \$4,000,722 in EIA revenues for the program. The South Carolina Student Loan Corporation (SCSL) administers the program for the state of South Carolina.

#### **Eligibility**

According to regulations promulgated by the Commission on Higher Education (R. 62-120) and communicated by the SCSL on its website, eligible applicants for the South Carolina Teacher Loan program must meet the following criteria:

- Complete an application and sign a promissory note;
- Be a citizen or permanent resident of the United States;
- Be a resident of South Carolina as defined by state laws that determine residency for tuition and fee purposes at public colleges and universities in the state;
- Be enrolled in good standing and making satisfactory academic progress at an accredited public or private college or university on at least a half-time basis;
- Be enrolled in a program of teacher education or have expressed intent to enroll in such a program;
- For freshman applicants, be ranked the top 40 percent of their high school graduating class and have an SAT or ACT score equal to or greater than the South Carolina average for the year of high school graduation;
- For enrolled undergraduate students, have a cumulative grade point average of at least 2.75 on a 4.0 scale and must have taken and passed the Praxis I Exam. Students with an SAT score of 1100 or greater (1650 or greater for exams taken on or after March 1, 2005 when the Writing Section was added to the SAT) or an ACT score of 24 or greater are exempt from the Praxis I requirement;
- For entering graduate students, have an undergraduate cumulative grade point average of at least 2.75 on a 4.0 scale;

- For enrolled graduate students who have completed at least one term, have a grade point average of 3.5 or better on a 4.0 scale; and
- If the applicant had previously been certified to teach, the applicant must be seeking **initial** certification in a **critical subject area**.<sup>1</sup>

Students must reapply every year to the program with priority given to borrowers who are renewing their loans. There is no expedited process for existing loan recipients. Furthermore, according to SCSL, changes in federal laws regarding student loans have not impacted the administration of the South Carolina Teacher Loan program.

### **Loan Amounts and Forgiveness**

College freshmen and sophomores may receive loans for up to \$2,500 per year, while juniors, seniors, and graduate students may borrow up to \$5,000 per year. The cumulative maximum amount is \$20,000. The loan can be used for any purpose at the discretion of the recipient; it is not designated for tuition, room, board, books, etc. Loans may not exceed the cost of attendance as determined by the college Financial Aid Office.

Under current guidelines, teacher loans may be cancelled at the rate of 20 percent annually or \$3,000, whichever is greater, for each full year of teaching in a critical subject **or** a critical geographic area within the state. Should both criteria be met, teaching in a critical subject **and** in a critical geographic area simultaneously, the loan may be cancelled at an annual rate of 33 1/3 percent or \$5,000, whichever amount is greater for each full year of teaching. As stated on the application, “the subject areas deemed critical at the time of application will be honored for forgiveness when teaching begins; critical geographic areas must be deemed critical at the time of employment.” The State Board of Education annually reviews potential need areas and makes designations; therefore, areas of critical need may change from year to year.

If the loan recipient fails to teach in an area of critical need, either subject or geographic area, the recipient must repay the full amount borrowed plus accrued interest. The interest rate for the Teacher Loan Program is the maximum interest rate on the Federal Stafford Loan, which is currently 6.8 percent, plus 2 percent.

After a borrower has signed a contract to teach in a critical need area or areas, the teacher submits a completed “SC Teachers Loan Forgiveness/Interest Rate Reduction Request”(Form 9250) to SCSL. After receipt and approval of the form, payments are deferred for the school year. Prior to the end of the school year, the borrower is mailed instructions for completing the “SC Teachers Loan and Governor’s Teaching Scholarship Confirmation Form” (Form 9260). If the borrower fails to complete the form, the borrower is mailed another 9260 form with instructions to complete the form by August 1. If the form has not been received by August 1, another form 9260 with instructions is mailed. Upon receiving and reviewing the completed form, SCSL calculates the forgiveness benefit and applies it to the outstanding balance of the respective loan. Both Forms 9250 and 9260 include sections that must be completed and certified by the district personnel officer or the school district superintendent. The forms are also available on SCSL’s website.

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<sup>1</sup> South Carolina Student Loan Corporation. Accessed on February 27, 2013.  
<<http://www.scstudentloan.org/students/loanprograms/scteacheersloanprograms.aspx>>.

## Funding of the Teacher Loan Program

With funds from the Education Improvement Act Trust Fund, the General Assembly has appropriated monies to support the loan program in the amounts shown in Table 1. Data in the table also include the administrative costs of the program and the amount of funds utilized from repayments. Total administrative costs have declined annually since 2004-05. In 2011-12, 7.2 percent of all funds expended for the program were spent on administration.

**Table 1**  
**SC Teacher Loan Program: Revenues and Loans Over Time**

Year	EIA Appropriation	Legislatively Mandated Transfers or Reductions	Revolving Funds from Repayments	Total Dollars Available	Administrative Costs	Percent of Total Dollars Spent on Administration	Amount Loaned
1984-85	1,500,000	0	0	1,500,000	124,033	8.3	300,000
1985-86	1,250,000	0	0	1,250,000	71,214	5.7	1,008,115
1986-87	1,943,059	75,000 <sup>1</sup>	0	1,943,059	84,376	4.3	1,776,234
1987-88	2,225,000	75,000 <sup>1</sup>	100,000	2,325,000	98,976	4.3	2,277,402
1988-89	2,925,000	75,000 <sup>1</sup>	350,000	3,275,000	126,941	3.9	2,889,955
1989-90	3,300,000	0	300,000	3,600,000	154,927	4.3	3,284,632
1990-91	4,600,000	1,000,000 <sup>2</sup>	300,000	4,900,000	210,741	4.3	3,978,476
1991-92	4,600,000	1,000,000 <sup>2</sup>	900,000	5,500,000	217,981	4.0	4,350,908
1992-93	4,775,000	1,175,000 <sup>2</sup>	1,350,000	6,125,000	248,703	4.1	4,628,259
1993-94	4,775,000	1,175,000 <sup>2</sup>	1,350,000	6,125,000	254,398	4.2	4,805,391
1994-95	5,016,250	1,233,750 <sup>2</sup>	1,135,000	6,151,250	272,260	4.4	4,761,397
1995-96	3,016,250	0	1,885,000	4,901,000	219,058	4.5	3,999,053
1996-97	3,016,250	0	1,108,500	4,124,500	222,557	5.4	3,936,538
1997-98	3,016,250	0	2,067,000	5,083,000	248,704	4.9	4,393,679
1998-99	3,016,250	1,000,000 <sup>3</sup>	2,565,000	4,581,250	295,790	6.5	4,423,446
1999-2000	3,016,250	1,000,000 <sup>3</sup>	2,550,000	4,566,250	272,115	5.0	4,240,693
2000-2001	3,916,250	0	3,000,000	6,916,250	279,800	4.1	5,556,854
2001-2002	3,016,250	145,216*	3,265,000	6,136,034	321,058	5.2	5,815,382
2002-2003	2,863,826	144,471*	2,950,000	5,669,355	346,601	6.1	5,332,946
2003-2004	3,016,250	129,980*	2,953,266	5,863,826	362,600	6.2	5,476,936
2004-2005	3,209,270	0	1,821,610	5,030,880	392,375	7.8	4,638,505
2005-2006	5,367,044	0	354,175	5,721,219	402,300	7.0	5,318,915
2006-2007	5,367,044	0	939,900	6,306,944	437,885	6.9	5,869,059
2007-2008	5,367,044	81,325*	1,801,962	7,087,681	415,216	5.9	6,672,465
2008-2009	5,054,521	841,460*	3,500,000	7,713,061	413,739	5.4	7,299,322
2009-2010	4,000,722	0	3,000,000	7,000,722	360,619	5.2	6,640,103
2010-2011	4,000,722	0	1,000,000	5,000,722	345,757	6.9	4,654,965
2011-2012	4,000,722	0	1,000,000	5,000,722	359,201	7.2	4,641,521
2012-13	4,000,722						

Source: South Carolina Student Loan Corporation, 1995-2012.

\*Mid-year budget cuts. <sup>1</sup>Transferred to SC State for Minority Recruitment.

<sup>2</sup>Transferred to Governor's Teaching Scholarship Program. <sup>3</sup>Transferred to SDE for Technology and GT Identification

In Fiscal Year 2011-12 the General Assembly appropriated \$4,000,722 in EIA revenues to the Teacher Loan Program, which represents the same level of funding as in the prior two fiscal years. To supplement the number of loans available, SCSL used \$1,000,000 in revolving funds to make loans in 2011-12. The Revolving Fund includes monies collected by SCSL from individuals who do not qualify for cancellation. At the end of Fiscal Year 2010-11, the Revolving

Fund had balance of \$8,405,304. At the end of Fiscal Year 2011-12, the balance was \$9,588,106. The total amount of monies loaned in 2011-12 was \$4,641,521 with the average loan amount \$4,285.

### Critical Need Identification

The statute assigns the responsibility of defining the critical need areas to the State Board of Education (SBE): “Areas of critical need shall include both rural areas and areas of teacher certification and shall be defined annually for that purpose by the State Board of Education.” Beginning in the fall of 1984, the SBE has defined the certification and geographic areas considered critical and subsequently those teaching assignments eligible for cancellation. Only two subject areas – mathematics and science - were designated critical during the early years of the programs, but teacher shortages in subsequent years expanded the number of certification areas.

To determine the subject areas, the South Carolina Center for Educator Recruitment, Retention and Advancement (CERRA) conducts a Supply and Demand Survey of all 83 regular school districts, the South Carolina Public Charter School District, Palmetto Unified, the Department of Juvenile Justice, and the South Carolina School for the Deaf and the Blind. CERRA publishes an annual report documenting the number of: teacher positions, teachers hired; teachers leaving; and vacant teacher positions. The survey results are provided to the South Carolina Department of Education (SCDE). SCDE then determines the number of teaching positions available in the school year that were vacant or filled with candidates not fully certified in the particular subject area. Table 2 documents the critical need subject areas since 2009-10 as approved by the State Board of Education. Subject areas in bold type were added as critical need subject areas. In 2011-12 music was eliminated from the list (Table 2).

**Table 2**  
**Critical Need Subject Areas**

(Ranked in Order of Greatest Number of Positions Vacant or Filled by not Fully Certified Candidates)

	<b>2009-10</b>	<b>2010-11</b>	<b>2011-12</b>
1	Business Education	Business Education	Agriculture
2	Family/Consumer Science	Speech and Drama, Theater	Media Specialist
3	Media Specialist	Industrial Technology	Business Education
4	Speech and Drama, Theater	Media Specialist	Dance
5	Agriculture	Science (Biology, Chemistry, Physics, and Science)	Health
6	Science (Biology, Chemistry, Physics, and Science)	Mathematics	Family/Consumer Science
7	Dance	Family/Consumer Science	Science (Biology, Chemistry, Physics, and Science)
8	Foreign Languages (French, Spanish, Latin, and German)	Foreign Languages (French, Spanish, Latin, and German)	Speech and Drama, Theater
9	Speech Language Therapist	All Middle-level areas	Middle-Level areas (language arts, mathematics, science, social studies)
10	Industrial Technology	English	English
11	English	Agriculture	Industrial Technology
12	All Middle-level Areas	Special Education – All Areas	Special Education-All Areas
13	Special Education – All Areas	Speech Language Therapist	Mathematics
14	Physical Education	Art	Foreign Language (Spanish, French, Latin, and German)

	2009-10	2010-11	2011-12
15	Art	Physical Education	Speech Language Therapist
16	<b>Health</b>	Music	
17	Mathematics		
18	Music		

Table 3 below summarizes the total number of vacant positions for the past four years as well as the total number of allocated teacher positions as documented by CERRA in its annual Teacher/Administrator Supply and Demand Survey.<sup>2</sup> With approximately 80 districts and special schools reporting, *the number of vacancies increased by 60 percent over the prior year with vacancies in science, career and technology, English, and mathematics accounting for almost half of all high school vacancies.*<sup>3</sup> Overall, there was an increase of over 2,300 in the number of allocated teacher positions.

**Table 3**  
**Teacher and Supporting Staff Positions**

	Fall 2008	Fall 2009	Fall 2010	Fall 2011	Fall 2012
Number of Vacant Teacher Positions	296.6	203.75	189.75	170.8	272.4
Total Number of Allocated Teacher Positions	52,420.76	50,889.69	48,744.71	48,094.85	50,395.50

Source: CERRA

The criteria used in designating critical geographic schools have evolved over time. The State Board of Education has considered multiple factors, including degree of wealth, distance from shopping and entertainment centers, and faculty turnover. For the 2000-01 school year, the SBE adopted the criteria established for the federally funded Perkins Loan Program as the criteria for determining critical need schools. The Perkins Loan Program used student participation rates in the Federal free and reduced price lunch program to determine schools eligible for loan forgiveness and included special schools, alternative schools, and correctional centers. Section 59-26-20(j) was amended in 2006 to redefine geographic critical need schools to be: (1) schools with an absolute rating of Below Average or At-Risk/Unsatisfactory; (2) schools with an average teacher turnover rate for the past three years of 20 percent or higher; and (3) schools with a poverty index of 70 percent or higher. Table 4 documents the number of geographic critical need schools in South Carolina since 2008-09.

<sup>2</sup> *Fall 2012 Teacher/Administrator Supply and Demand Survey, December 2012*, Center for Educator Recruitment, Retention, & Advancement, [http://cerra.org/media/documents/2012/12/2012\\_Supply\\_and\\_Demand\\_Report\\_FINALz.pdf](http://cerra.org/media/documents/2012/12/2012_Supply_and_Demand_Report_FINALz.pdf).

<sup>3</sup> Ibid, p. 3.

**Table 4  
Critical Geographic Need Schools**

Year	Total Schools	Type of School					Qualification		
		Career Centers	Primary Schools	Elementary Schools	Middle Schools	High Schools	Absolute Rating	Teacher Turnover	Poverty Index
2008-09	754	3	26	402	200	111	470	266	629
2009-10	785	3	29	420	209	106	476	286	669
2010-11	751	6	30	429	184	102	255	284	684
<b>2011-12</b>	<b>742</b>	<b>2</b>	<b>34</b>	<b>455</b>	<b>204</b>	<b>103</b>	<b>174</b>	<b>218</b>	<b>706</b>

*Source: South Carolina Department of Education*

Note: Some schools may be designated in more than one category (i.e., middle and high).

In 2011-12 there were 742 schools that were classified as critical geographic need schools. For comparison purposes, in school year 2012-13 there were a total of 1,240 schools in the state.<sup>4</sup> Therefore, sixty percent all schools were critical geographic need schools. It should be further noted that 70 percent of all primary, elementary, and middle schools in the state in 2011-12 had a poverty index of 70 percent or higher based on the 2012 school report cards. As the poverty index of schools increases, the number of schools classified as critical geographic need schools will increase.

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<sup>4</sup> Includes all charter schools, Felton Lab, SC School for the Deaf and Blind, Department of Juvenile Justice, Palmetto Unified, and Wil Lou Gray. <<http://ed.sc.gov/agency/programs-services/128/>>.

## Section II Applications to the Teacher Loan Program

During the first ten years of the Teacher Loan Program, 11,387 individuals received a loan through the Teacher Loan Program; however, specific demographic information is not available for these recipients. Information on applicants since 1994-95 is available.

Since 1994-95, the South Carolina Student Loan Corporation has received and processed 34,848 applications for the Teacher Loan Program (Table 5). The number of applicants is a duplicated count as one applicant could have applied for loans in multiple years. Of the 34,848 applications, 68 percent were approved; 26 percent were denied, and 6 percent were cancelled by the applicant. Applications generally were denied for several reasons. Since 1994-95 41 percent of all denials were due to the failure of the applicant to meet the academic grade point criteria. Inadequate funds accounted for another 28 percent of all denials.

**Table 5  
Status of Applicants**

Year	Total Applied*	Approved	Cancelled	Denied	Reason for Denial				
					Academic Reason	Credit Problem	Inadequate Funds	No EEE Praxis	Other**
1994-95	2,242	1,416	176	650	241	48	240	69	52
1995-96	2,024	986	176	862	229	8	490	115	20
1996-97	1,446	982	118	346	262	5		51	28
1997-98	1,545	1,117	119	309	201	3		63	42
1998-99	1,569	1,138	128	303	182	10		54	57
1999-00	1,532	1,121	85	326	206	6		69	45
2000-01	2,028	1,495	112	421	244	16		86	75
2001-02	2,297	1,536	106	655	312	8	157	122	56
2002-03	2,004	1,332	110	562	219	3	126	139	75
2003-04	1,948	1,345	118	485	189	1	104	125	66
2004-05	1,735	1,101	93	541	148	1	267	65	60
2005-06	1,902	1,299	154	449	145	2	111	102	89
2006-07	2,033	1,466	150	417	206	3	37	78	93
2007-08	2,451	1,711	169	571	249	10	114	122	76
2008-09	2,676	1,888	126	662	263	10	193	118	78
2009-10	2,228	1,555	92	581	147	13	300	75	46
2010-11	1,717	1,114	97	506	89	4	308	72	33
2011-12	1,471	1,086	81	304	116	1	80	62	45
<b>TOTAL</b>	<b>34,848</b>	<b>23,688</b>	<b>2,210</b>	<b>8,950</b>	<b>3,648</b>	<b>152</b>	<b>2,527</b>	<b>1,587</b>	<b>1,036</b>
<b>%</b>		<b>68%</b>	<b>6%</b>	<b>26%</b>					

*Source: South Carolina Student Loan Corporation, 1995 - 2012*

\*This is a duplicated count of individuals because the same individuals may apply for loans in multiple years.

\*\*\*"Other" reasons include (1) not a SC resident, (2) enrollment less than half time, (3) ineligible critical area, (4) not seeking initial certification, (5) received the maximum annual and/or cumulative loan and (6) application in process.

In 2011-12 the total number of applications to the Teacher Loan Program declined by 14 percent over the prior year. Comparing the number of applications from 2008-09, the year when

applications was the highest, to 2011-12, there were 1,205 fewer applicants, an overall decline of 45 percent. There are no data to explain the reduction.

Of the 304 applications denied in 2011-12, 80 or approximately 26 percent were due to limited program funding. SCSL estimates that an additional \$342,800 would have been needed to fund all eligible applications in 2011-12.

### **Description of Applicants**

In the 1990s several states, including members of the Southern Regional Education Board (SREB), implemented policies to attract and retain minorities into the teaching force. South Carolina specifically implemented minority teacher recruitment programs at Benedict College and South Carolina State University. Currently, only the South Carolina Program for the Recruitment and Retention of Minority Teachers (SC-PRRMT) at South Carolina State University remains in operation. The General Assembly in 2012-13 appropriated by proviso \$339,482 in EIA revenues to the program. SC-PRRMT promotes “teaching as a career choice by publicizing the many career opportunities and benefits in the field of education in the State of South Carolina. The mission of the Program is to increase the pool of teachers in the State by making education accessible to non-traditional students (teacher assistants, career path changers, and technical college transfer students) and by providing an academic support system to help students meet entry, retention, and exit program requirements.”<sup>5</sup> The program “also administers an EIA Forgivable Loan Program and participates in state, regional, and national teacher recruitment initiatives.”<sup>6</sup>

In 2003, the EIA and Improvement Mechanisms Subcommittee of the Education Oversight Committee requested that staff develop goals and objectives for the Teacher Loan Program. An advisory committee was formed with representatives from CERRA, SCSL, the Division of Educator Quality and Leadership at the State Department of Education, and the Commission on Higher Education. After review of the data, the advisory committee recommended the following three goals and objectives for the Teacher Loan Program (TLP) in 2004.

- The percentage of African American applicants and recipients of the TLP should mirror the percentage of African Americans in the South Carolina teaching force.
- The percentage of male applicants and recipients of the TLP should mirror the percentage of males in the South Carolina teaching force.
- Eighty percent of the individuals receiving loans each year under the TLP should enter the South Carolina teaching force.

Historically, applicants for the program have been overwhelmingly white and/or female (Tables 6 and 7). This trend continued in 2011-12 with 76 percent of all applicants female and 80 percent white. In the 2011-12 school year approximately 79 percent of all public school teachers in the state were white and 78 percent female.<sup>7</sup> The data also show that the number of black

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<sup>5</sup> 2012-13 EIA Program Report as provided to the EOC by the South Carolina Program for the Recruitment and Retention of Minority Teachers, September 28, 2012. <<http://www.eoc.sc.gov/reportsandpublications/Pages/2012-13EIAProgramReport.aspx>>.

<sup>6</sup> Ibid.

<sup>7</sup> Original Source South Carolina Department of Education. Accessed on February 28, 2013. <[http://www.cerra.org/media/documents/2013/1/TeacherRaceGender\\_1112.pdf](http://www.cerra.org/media/documents/2013/1/TeacherRaceGender_1112.pdf)>.

male teachers employed in public schools in school year 2011-12 in South Carolina was approximately 5,858 or 12 percent of all teachers. Therefore, by gender and ethnicity, applicants to the South Carolina Teacher Loan Program reflect the gender and ethnicity of the existing South Carolina public school teaching force.

**Table 6**  
**Distribution of Applicants to the Teacher Loan Program by Gender**

Year	# Applications	Male		Female		Unknown	
		#	%	#	%	#	%
1994-95	2,242	246	11.0%	1,476	65.8%	520	23.2%
1995-96	2,024	305	15.1%	1,692	83.6%	27	1.3%
1996-97	1,446	195	13.5%	1,189	82.2%	62	4.3%
1997-98	1,545	247	16.0%	1,241	80.3%	57	3.7%
1998-99	1,569	261	16.6%	1,267	80.8%	41	2.6%
1999-00	1,532	263	17.2%	1,212	79.1%	57	3.7%
2000-01	2,028	299	14.7%	1,628	80.3%	101	5.0%
2001-02	2,297	288	12.5%	1,769	77.0%	240	10.4%
2002-03	2,004	246	12.3%	1,599	79.8%	159	7.9%
2003-04	1,948	253	13.0%	1,480	76.0%	215	11.0%
2004-05	1,735	261	15.0%	1,413	81.4%	61	3.5%
2005-06	1,902	282	14.8%	1,305	68.6%	315	16.6%
2006-07	2,033	328	16.1%	1,482	72.9%	223	11.0%
2007-08	2,451	410	16.7%	1,845	75.3%	196	8.0%
2008-09	2,676	483	18.0%	2,102	78.6%	91	3.4%
2009-10	2,228	418	18.8%	1,763	79.1%	47	2.1%
2010-11	1,717	316	18.4%	1,324	77.1%	77	4.5%
<b>2011-12</b>	<b>1,471</b>	<b>281</b>	<b>19.1%</b>	<b>1,122</b>	<b>76.3%</b>	<b>68</b>	<b>4.6%</b>
<b>TOTAL:</b>	<b>34,848</b>	<b>5,382</b>	<b>15.4%</b>	<b>26,909</b>	<b>77.2%</b>	<b>2,557</b>	<b>7.3%</b>

*Source: South Carolina Student Loan Corporation, 1995 - 2012.*

**Table 7**  
**Distribution of Applicants to the Teacher Loan Program by Race/Ethnicity**

Year	# Applications	Ethnicity							
		African American		Other		White		Unknown	
		#	%	#	%	#	%	#	%
1994-95	2,242	210	9	20	1	1,580	70	432	19
1995-96	2,024	271	13	31	2	1,664	82	58	3
1996-97	1,446	236	16	14	1	1,115	77	81	6
1997-98	1,545	258	17	12	1	1,195	77	80	5
1998-99	1,569	301	19	9	1	1,193	76	66	4
1999-00	1,532	278	18	14	1	1,164	76	76	5
2000-01	2,028	310	15	25	1	1,555	77	138	7
2001-02	2,297	361	16	15	1	1,630	71	291	13
2002-03	2,004	280	14	14	1	1,506	75	204	10
2003-04	1,948	252	13	13	<1	1,426	73	257	13
2004-05	1,735	263	15	17	1	1,357	78	98	6

Year	# Applications	Ethnicity							
		African American		Other		White		Unknown	
		#	%	#	%	#	%	#	%
2005-06	1,902	267	14	28	1	1,416	74	191	10
2006-07	2,033	356	17	20	1	1,495	74	162	8
2007-08	2,451	401	16	37	1	1,823	74	190	8
2008-09	2,676	453	17	54	2	2,059	77	110	4
2009-10	2,228	317	14	38	2	1,802	81	71	3
2010-11	1,717	228	13	35	2	1,373	80	81	5
2011-12	1,471	215	15	20	1	1,171	80	65	4
TOTAL	34,848	5,042	15	396	1	25,353	76	2,586	8%

Source: South Carolina Student Loan Corporation, 1995 - 2012.

One approach to increase the supply of highly qualified teachers is school-to-college partnerships that introduce students early on to teaching as a career. In South Carolina the Teacher Cadet Program, which is coordinated by the Center for Educator Recruitment, Retention, and Advancement (CERRA) at Winthrop University, has impacted the applicant pool. As reported by CERRA, the mission of the Teacher Cadet Program "is to encourage academically talented or capable students who possess exemplary interpersonal and leadership skills to consider teaching as a career. An important secondary goal of the program is to provide these talented future community leaders with insights about teaching and school so that they will be civic advocates of education." Teacher Cadets must have at least a 3.0 average in a college preparatory curriculum, be recommended in writing by five teachers, and submit an essay on why they want to participate in the class. In 2011-12 60 or 41 percent of all applicants to the Teacher Loan Program were participants in the Teacher Cadet Program, the highest percentage since data were collected in 1995 (Table 8).

**Table 8**  
**Distribution of Applicants to the Teacher Loan Program by Teacher Cadet Program**

Year	Number Applications	Teacher Cadets	%	Not Teacher Cadets	%	UNKNOWN	%
1994-95	2,242	761	34	1,348	60	133	6
1995-96	2,024	751	37	1,203	59	70	3
1996-97	1,446	537	37	864	60	45	3
1997-98	1,545	545	35	946	61	54	4
1998-99	1,569	577	37	939	60	53	3
1999-00	1,532	560	37	896	58	76	5
2000-01	2,028	685	34	1,245	61	98	5
2001-02	2,297	773	34	1,369	60	155	7
2002-03	2,004	727	36	1,209	60	68	3
2003-04	1,948	669	34	1,186	61	93	5
2004-05	1,735	567	33	1,051	60	117	7
2005-06	1,902	580	31	1,006	53	316	17
2006-07	2,033	695	34	1,269	62	69	3
2007-08	2,451	792	32	1,523	62	136	6
2008-09	2,676	819	31	1,670	62	187	7

Year	Number Applications	Teacher Cadets	%	Not Teacher Cadets	%	UNKNOWN	%
2009-10	2,228	811	36	1,352	61	65	3
2010-11	1,717	662	39	1,024	60	31	2
<b>2011-12</b>	<b>1,471</b>	<b>601</b>	<b>41</b>	<b>830</b>	<b>56</b>	<b>40</b>	<b>3</b>
TOTAL	34,848	12,112	35	20,930	60	1,806	5

Source: South Carolina Student Loan Corporation, 1995-2012

Overwhelmingly, applicants to the Teacher Loan Program are undergraduates. Table 9 showcases the number of applicants by academic level. While historically only 18 percent of program applicants are freshmen, consistently 59 percent are continuing undergraduates. In 2011-12 two-thirds of all applicants were continuing undergraduates. Students may be more willing to commit to a professional program after their initial year of post-secondary education. Anecdotal information provided by financial aid counselors about potential graduate student loan applicants identified a hesitancy to participate in the program because they were uncertain about where they might be living after completing their degrees.

**Table 9**  
**Distribution of Applicants to the Teacher Loan Program by Academic Level**

Year	Number Applied	Academic Level Status									
		Freshman		Continuing Undergrad		1 <sup>st</sup> Semester Graduate		Continuing Graduate		Unknown	
		#	%	#	%	#	%	#	%	#	%
1994-95	2,242	491	22	1,403	60	76	3	171	8	101	5
1995-96	2,024	435	21	1,280	60	92	4	155	8	62	3
1996-97	1,446	261	18	897	60	73	10	164	11	51	4
1997-98	1,545	272	18	876	60	138	10	202	13	57	4
1998-99	1,569	295	19	856	60	146	10	224	14	48	3
1999-00	1,532	331	22	863	60	135	10	196	13	7	<1
2000-01	2,028	440	22	1,087	50	194	10	300	15	7	1
2001-02	2,297	545	24	1,241	54	215	9	291	13	5	<1
2002-03	2,004	336	17	1,183	59	205	10	277	14	3	<1
2003-04	1,948	298	15	1,177	60	194	10	263	14	16	<1
2004-05	1,735	232	13	1,068	62	162	9	256	15	17	1
2005-06	1,902	281	15	1,083	57	231	12	248	13	59	3
2006-07	2,033	363	18	1,157	57	209	10	251	12	53	3
2007-08	2,451	445	18	1,471	60	186	8	233	9	116	5
2008-09	2,676	428	16	1,534	57	265	10	278	10	171	6
2009-10	2,228	404	18	1,370	61	204	9	207	9	43	2
2010-11	1,717	230	13	1,136	66	140	8	195	11	16	1
<b>2011-12</b>	<b>1,471</b>	<b>246</b>	<b>17</b>	<b>961</b>	<b>65</b>	<b>112</b>	<b>8</b>	<b>140</b>	<b>10</b>	<b>12</b>	<b>1</b>
TOTAL	34,848	6,333	18	20,643	59	2,977	9	4,051	12	844	2

Source: South Carolina Student Loan Corporation, 1995-2012.



### Section III Recipients of a South Carolina Teacher Loan

To reiterate, over time, approximately two-thirds of all applicants to the Teacher Loan Program have qualified and received a South Carolina Teacher Loan. In 2011-12 of the 1,471 applications received, 1,086 or 74 percent received a Teacher Loan. According to the South Carolina Student Loan Corporation, the average loan amount in 2011-12 was \$4,285.

Table 10 documents the distribution of loan recipients over time by academic level. In 2011-12 85 percent of all Teacher Loan Program recipients were undergraduate students. Looking at the undergraduate recipients, 65 percent were juniors or seniors. Across years the data show that there is an annual decline in loan recipients between freshman and sophomore years. There are several possible reasons for the decline: (1) individuals may decide that they do not want to become teachers; (2) some students may leave college after freshman year; and (3) some individuals may no longer meet the qualifications to receive the loans. There are two primary reasons sophomores may no longer qualify for the loan: their GPA is below a 2.5 and/or they have not passed the Praxis I test required for entrance into an education program. No data exist on how many of the applicants were rejected for not having passed or how many had simply not taken the exam. Either way, the applicant would not qualify for additional TLP loans until the Praxis I was passed.

**Table 10  
Distribution of Recipients of the Teacher Loan Program by Academic Level Status**

	Freshmen	Sophomores	Juniors	Seniors	5 <sup>th</sup> Year Undergrads	1 <sup>st</sup> year Graduates	2 <sup>nd</sup> Year Graduates	3+ Year Graduates
1994-95	268	143	290	381	37	64	41	12
1995-96	8	108	246	395	34	91	45	3
1996-97	137	71	228	359	31	70	67	18
1997-98	173	105	225	338	37	165	45	22
1998-99	292	107	228	330	34	168	67	8
1999-00	225	93	205	324	36	143	88	7
2000-01	291	145	278	376	48	231	104	19
2001-02	318	166	306	400	35	208	82	8
2002-03	183	143	274	396	31	218	72	13
2003-04	168	114	317	386	55	187	86	26
2004-05	121	69	248	392	50	118	82	20
2005-06	185	89	230	419	67	203	85	21
2006-07	221	148	267	441	61	212	92	15
2007-08	344	195	345	469	61	207	80	8
2008-09	328	225	426	459	59	284	85	22
2009-10	286	165	362	452	48	157	76	9
2010-11	126	120	254	379	43	107	62	23
<b>2011-12</b>	<b>191</b>	<b>109</b>	<b>292</b>	<b>312</b>	<b>22</b>	<b>122</b>	<b>37</b>	<b>1</b>

*Source: South Carolina Student Loan Corporation, 1995 - 2012*

Table 11 compares the academic status of applicants to actual recipients in 2011-12. The data show that generally the percentage of applicants who are undergraduates reflects the percentage of recipients who were undergraduates.

**Table 11  
Comparisons by Academic Level of Applicants and Recipients, 2011-12**

	<b>Undergraduate</b>	<b>Graduate</b>	<b>Unknown</b>	<b>TOTAL</b>
Applicants	1,207 (82%)	252 (17%)	12 (1%)	1,471
Recipients	926 (85%)	160 (15%)	--	1,086

Teacher Loan recipients attended forty universities and colleges in 2011-12 of which twenty-eight or 70 percent were South Carolina institutions with a physical campus. For comparison purposes, the Commission on Higher Education reports that there are 59 campuses of higher learning in South Carolina: 13 public senior institutions; 4 public two-year regional campuses in the USC system; 16 public technical colleges; 24 independent or private senior institutions; and 2 independent two-year colleges.<sup>8</sup> Table 12 documents the number of Teacher Loan recipients attending South Carolina public and private institutions.

**Table 12  
Teacher Loan Recipients by Institution of Higher Education, 2011-12**

	<b>Institution</b>	<b>Number Recipients</b>
1	American Public University System	1
2	Anderson University	60
3	Cambridge College	1
4	Charleston Southern University	18
5	Claflin University	1
6	Clemson University	120
7	Coastal Carolina University	44
8	Coker College	27
9	College of Charleston	92
10	Columbia College	20
11	Converse College	50
12	Covenant College	1
13	Erskine College	9
14	Francis Marion University	31
15	Furman University	25
16	Lander University	48
17	Liberty University	1
18	Limestone College	7
19	Mars Hill College	1
20	Newberry College	32
21	North Greenville University	21
22	Presbyterian College	15
23	Randolph-Macon College, Ashland	1
24	SC State University	11

<sup>8</sup> Commission on Higher Education. <[http://www.che.sc.gov/InfoCntr/Coll\\_Univ.htm](http://www.che.sc.gov/InfoCntr/Coll_Univ.htm)>.

	<b>Institution</b>	<b>Number Recipients</b>
25	Southern Wesleyan University	10
26	St. Andrews Presbyterian College	2
27	The Citadel	8
28	Tri-County Tech College	1
29	University of Nebraska at Kearney	1
30	University of Phoenix	2
31	USC-Aiken	33
32	USC-Beaufort	5
33	USC-Upstate	56
34	USC-Columbia	209
35	University of West Alabama	2
36	Walden University	1
37	Warner Southern College	1
38	Western Carolina University	2
39	Western Governors University	2
40	Winthrop University	114
<b>TOTAL</b>		<b>1,086</b>

*Source: South Carolina Student Loan Corporation, 2012*

The number of loan recipients at historically African American institutions continues to be low. According to the Commission on Higher Education and SCSL, in 2011-12 there were a total of 12 teacher loans given to students attending South Carolina State University and Claflin University (Table 13).

**Table 13**  
**Teacher Loans to Historically African American Institutions**

<b>Institution</b>	<b>2011-12</b>	<b>2010-11</b>	<b>2009-10</b>	<b>2008-09</b>	<b>2007-08</b>
Benedict College	0	0	2	6	14
Claflin University	1	0	1	7	2
Morris College	0	0	0	0	2
S.C. State University	11	9	9	22	24
<b>TOTAL:</b>	<b>12</b>	<b>9</b>	<b>12</b>	<b>35</b>	<b>42</b>

*Source: South Carolina Student Loan Corporation, 2012*

Recipients of the Teacher Loan Program also receive other state scholarships provided by the General Assembly to assist students in attending institutions of higher learning in South Carolina. The other scholarship programs include the Palmetto Fellows Program, the Legislative Incentive for Future Excellence (LIFE) Scholarships, and the Hope Scholarships. The Palmetto Fellows Program, LIFE Scholarships, and Hope award scholarships to students based on academic achievement, but are not directed to teacher recruitment. In 1999 the General Assembly created the Teaching Fellows Program to recruit up to 200 high achieving high school seniors each year into teaching. Students who receive a Teaching Fellows award go through a rigorous selection process, which includes an online application (scholastic profiles, school and community involvement, references, and an interest paragraph), an interview and presentation in front of a team of three educators, and a scored written response. Teaching Fellows are

awarded up to \$6,000 per year to attend one of eleven Teaching Fellows Institutions in the state of South Carolina as long as they continue to meet criteria for participation. Teaching Fellows must maintain a minimum GPA of 2.75, attend regular Teaching Fellows meetings on their campus, engage in service learning activities, and participate in advanced professional development. Recipients agree to teach in South Carolina at least one year for each year they receive an award, and they sign a promissory note that requires payment of the scholarship should they decide not to teach. In addition to being an award instead of a loan, the Teaching Fellows Program differs from the Teacher Loan Program in that recipients are not required to commit to teaching in a critical need subject or geographic area to receive the award.

Working with the Commission on Higher Education, the South Carolina Student Loan, and the South Carolina Department of Education, specific data files from the three organizations were merged and cross-referenced to determine how the scholarship programs interact with the Teacher Loan Program. Table 14 shows over the last thirteen years the number of Teacher Loan recipients who also participated in the Hope, LIFE, or Palmetto Fellows programs and who were later employed by public schools. The merged data found a total of 2,612 loan recipients who were also LIFE, Palmetto Fellows or Hope Scholarships recipients and employed in public schools in South Carolina in 2011-12, a 12 percent increase above the prior year.

**Table 14**  
**Loan Recipients serving in South Carolina schools and having received LIFE, Palmetto, Fellows and Hope Scholarships**

<b>Fiscal Year</b>	<b>LIFE</b>	<b>Palmetto Fellows</b>	<b>Hope</b>	<b>Total</b>
1998-1999	11	*		11
1999-2000	93	*		93
2000-2001	227	*		227
2001-2002	370	*		370
2002-2003	533	2	**	535
2003-2004	701	10	0	711
2004-2005	898	27	0	925
2005-2006	1,069	39	0	1,108
2006-2007	1,306	59	5	1,370
2007-2008	1,552	72	26	1,650
2008-2009	1,775	93	49	1,917
2009-2010	1,932	116	67	2,115
2010-2011	2,097	145	93	2,335
<b>2011-2012</b>	<b>2,331</b>	<b>171</b>	<b>110</b>	<b>2,612</b>

*Source: Commission on Higher Education, 2012*

\*Data Not Available

\*\*Hope Scholarship established in 2002-03.

Policymakers have also questioned how the state's scholarship programs generally impact the number of students pursuing a teaching career in the state. Table 15 shows the total number of scholarship recipients each year. It is a duplicated count across years.

**Table 15**  
**Total Number of Scholarship Recipients for the Fall Terms**

Year	LIFE	Palmetto Fellows	Hope
1998	14,618	**	
1999	16,374	**	
2000	16,560	**	
2001	19,469	2,606	
2002	23,330	2,915	2,085 *
2003	25,450	3,358	2,324
2004	27,105	3,663	2,343
2005	27,832	4,316	2,449
2006	28,362	4,755	2,408
2007	29,140	5,148	2,615
2008	29,943	5,516	2,590
2009	31,607	5,894	2,716
2010	32,125	6,122	2,844
2011	32,600	6,410	2,853

*Source: Commission on Higher Education, 2012.*

\* Program started in the 2002-03 academic year.

\*\* Program was in existence but data were not available.

Of these individuals receiving scholarships in the fall of 2011, the following had declared education as their intended major (Table 16).

**Table 16**  
**Comparison of Scholarship Recipients and Education Majors, Fall 2011**

Scholarship	# of Education Majors	# of Scholarships	Percent
Hope	283	2,853	9.9%
LIFE	3,317	32,600	10.2%
Palmetto Fellows	402	6,410	6.3%
TOTAL	4,002	41,863	9.6%

In the first year of the LIFE Scholarships 7.2 percent of the scholarship recipients declared as education majors (Table 17). In the fall of 2011, 10.2 percent of LIFE scholarship recipients had declared education as their major. Overall, in the fall of 2011 9.6 percent of all Hope, LIFE, and Palmetto Fellows scholarship recipients had declared education as a major. The trends show consistency across the most recent years.

**Table 17**  
**Percent of Students that Received Scholarships for each Fall Term**  
**and had Declared an Education Major**

Fall	LIFE	Palmetto Fellows	Hope	Total
1998	7.2	**	*	7.2
1999	7.7	**	*	7.7
2000	7.4	**	*	7.4
2001	11.0	5.9	*	10.4
2002	11.4	6.1	14.3	11.1
2003	12.1	7.0	13.9	11.7
2004	12.1	6.3	13.2	11.5
2005	12.2	7.1	15.1	11.7
2006	11.7	7.1	14.7	11.3
2007	11.3	6.8	14.6	10.9
2008	11.0	6.4	13.1	10.4
2009	11.1	6.5	14.4	10.6
2010	11.0	6.7	12.7	10.5
<b>2011</b>	<b>10.2</b>	<b>6.3</b>	<b>9.9</b>	<b>9.6</b>

*Source: Commission on Higher Education, 2012.*

\* Program started in the 2002-03 academic year.

\*\* Program was in existence but data were not available.

Finally, over time, average SAT scores of loan recipients have increased. In 1998-99 the mean SAT score for Teacher Loan recipients was 961. Individuals who received the loan in the academic year 2011-12 had mean SAT scores of 1,153, over 181 points higher than the state average. These scores reflect the mean for the critical reading and mathematics portions of the SAT (Table 18). And, if a student took the test more than once, the most recent score is used. In 2011-12, the average SAT score of 1,153 was well above the 2011 national SAT average of 1011 in critical reading and mathematics.

**Table 18**  
**Mean SAT Scores<sup>9</sup>**

<b>Year</b>	<b>Teacher Loan Program Recipients</b>	<b>SC</b>
1998	961.1	951
1999	960.9	954
2000	971.3	966
2001	997.9	974
2002	1,024.1	981
2003	1,056.9	989
2004	1,069.6	986
2005	1,076.7	993
2006	1,076.8	986
2007	1,081.2	984
2008	1,095.6	985
2009	1,091.4	982
2010	1,107.0	979
2011	1,153.8	972
2012		969

*Source: South Carolina Student Loan Corporation, 2012 and College Board.*

**Repayment or Cancellation Status**

South Carolina Student Loan (SCSL) reports that as of June 30, 2012, “16,107 borrowers were in a repayment or cancellation status.”<sup>10</sup> Of these 5,304 or one-third had their loans cancelled fully by fulfilling their teacher requirements. The following table is a comprehensive list of the status of all borrowers:

**Table 19**  
**Borrowers as of June 30, 2012**

<b>Number Borrowers</b>	<b>% of Borrowers</b>	<b>Status</b>
2,563	16%	Never eligible for cancellation and are repaying loan
409	3%	Previously taught but not currently teaching
1,223	8%	Teaching and having loans cancelled
6,420	40%	Have loans paid out through monthly payments, loan consolidation or partial cancellation
104	1%	Loan discharged due to death, disability or bankruptcy
84	1%	In Default
<u>5,304</u>	33%	Loans cancelled 100% by fulfilling teaching requirement
16,107		

*Source: South Carolina Student Loan Corporation, 2012*

<sup>9</sup> The composite score is the sum of the average Verbal and Math Score (1998-2005) and the Critical Reading score average and the Mathematics score average (2006-2012).

<sup>10</sup> 2012-13 EIA program Report as provided to the EOC by the South Carolina Student Loan Corporation, October 2012.

**Teacher Loan Program Recipients Employed in Public Schools of South Carolina**

What information exists about the current employees of public schools in South Carolina who had received a Teacher Loan? Data files from SCSL and South Carolina Department of Education (SCDE) were merged. There were 6,856 Teacher Loan recipients employed by public schools in 2011-12 up 332 258 or 5 percent over the prior school year. Like the applicants, the Teacher Loan recipients who were employed in South Carolina’s public schools were overwhelmingly white and female (Table 20).

**Table 20**  
**Loan Recipients in South Carolina Schools by Gender and Ethnicity, 2011-12**

Gender	Number	Percent
Male	868	12.7
Female	5,940	86.6
Unknown	48	0.7
<b>Total</b>	<b>6,856</b>	

Ethnicity	Number	Percent
African American	905	13.2
Caucasian	5,739	83.7
Asian	16	0.2
Hispanic	43	0.6
American Indian	4	0.1
Unknown	149	2.2
<b>Total</b>	<b>6,856</b>	

These, 6,856 individuals served in a variety of positions in 2011-12 (Table 21).

**Table 21**  
**Loan Recipients Employed in SC Public Schools as of 2011-12 by Position**

Position Code	Description	Number
1	Principal	91
2	Assistant Principal, Coprincipal	169
3	Special Education (Itinerant)	17
4	Prekindergarten (Child Development)	119
5	Kindergarten	290
6	Special Education (Self-Contained)	367
7	Special Education (Resource)	441
8	Classroom Teacher	4,516
9	Retired Teacher	4
10	Library Media Specialist	276
11	Guidance Counselor	152
12	Other Professional Instruction-Oriented	73
13	Director, Career & Technology Education Center	1
15	Coordinator, Job Placement	1
16	Director, Adult Education	4
17	Speech Therapist	145
19	Temporary Instruction-Oriented Personnel	10

Position Code	Description	Number
47	Director, Athletics	1
48	Assistant Superintendent, Noninstruction	2
50	District Superintendent	1
53	Director, Instruction	2
54	Supervisor, Elementary Education	1
57	Director, Career and Technology Education	1
58	Director, Special Services	5
72	Coordinator, Mathematics	1
78	Coordinator, Special Education	17
83	Coordinator, Parenting/Family Literacy	2
84	Coordinator, Elementary Education	1
47	Director, Athletics	1
48	Assistant Superintendent, Noninstruction	2
50	District Superintendent	1
53	Director, Instruction	2
85	Psychologist	12
86	Support Personnel	4

Position Code	Description	Number
23	Career Specialist	8
27	Technology/IT Personnel	4
28	Director, Personnel	5
29	Other Personnel Positions	3
33	Director, Technology	2
35	Coordinator, Federal Projects	5
38	Orientation/Mobility Instructor	1
43	Other Professional Noninstructional Staff	23
44	Teacher Specialist	5

Position Code	Description	Number
89	Title I Instructional Paraprofessional	3
92	Kindergarten Aide	2
93	Special Education Aide	5
94	Instructional Aide	6
97	Instructional Coach	46
98	Adult Education Teacher	2
99	Other District Office Staff	10
85	Psychologist	12
	<b>TOTAL</b>	<b>6,856</b>

Analyzing the data in another way, two-thirds of the recipient graduates were employed in public schools as regular classroom teachers, another 12 percent were working in special education classrooms, and another 6 percent in four-year-old child development and kindergarten classes (Table 22). Approximately 8 percent were employed in other positions, working in public schools in typically administrative rather than direct instructional capacities.

**Table 22**  
**Loan Recipients Employed in Public Schools By Various Functions, 2011-12**

Position Code	Description	# Positions	Percent
04	Prekindergarten	119	2%
05	Kindergarten	290	4%
03, 06, 07	Special Education	825	12%
08	Classroom Teachers	4,516	66%
10	Library Media Specialist	276	4%
11	Guidance Counselor	152	2%
17	Speech Therapist	145	2%
All Others	Principals, Assistant Principals, Directors, Coordinators, etc.	533	8%
	<b>Total</b>	<b>6,856</b>	

Table 23 documents the primary area of certification of all Teacher Loan recipients who were employed in public schools in 2011-12.

**Table 23****Loan Recipients Employed in SC Public Schools in 2011-12 by Primary Certification Area**

Code	Certification Subject	Number Certified	Code	Certification Subject	Number Certified
1	Elementary	2,978	72	Secondary Principal	4
2	Generic Special Education	139	78	School Psychologist III	1
3	Speech - Language Therapist	138	80	Reading Teacher	8
4	English	372	81	Reading Consultant	1
5	French	33	84	School Psychologist II	5
6	Latin	1	85	Early Childhood	846
7	Spanish	83	86	Guidance - Elementary	56
8	German	3	89	Guidance - Secondary	12
10	Mathematics	444		Unknown/Not Reported	8
11	General Mathematics	3	1A	Middle School Language Arts	2
12	Science	145	1B	Middle School Mathematics	2
13	General Science	15	1C	Middle School Science	2
14	Biology	42	1D	Middle School Social Studies	5
15	Chemistry	13	1E	Middle Level Lang. Arts	87
16	Physics	1	1F	Middle Level Mathematics	74
20	Social Studies	170	1G	Middle Level Science	20
21	History	9	1H	Middle Level Social Studies	66
26	Psychology	2	2A	Sp.Ed. Ed. Mentally Disabled	95
29	Industrial Technology Education	8	2B	Special Education-Education of the Blind and Visually Impaired	4
30	Agriculture	6	2C	Special Education Trainable Mentally Disabled	3
32	Distributive Education	1	2D	Special Education-Education of Deaf and Hard of Hearing	3
35	Family and Consumer Science (Home Ec)	12	2E	Special Education-Emotional Disabilities	93
40	Commerce	1	2G	Special Education-Learning Disabilities	183
47	Business Education	44	2H	Special Education-Mental Disabilities	33
49	Advanced Fine Arts	1	2I	Special Education-Multicategorical	72
50	Art	132	2J	Special Education-Severe Disabilities	2
51	Music Ed. - Choral	49	4B	Business/Marketing/Computer Tech	28
53	Music Ed. - Voice	2	5A	English As a Second Language	4
54	Music Ed. - Instrumental	63	5C	Theatre	7
57	Speech and Drama	2	5G	Literacy Teacher	2
58	Dance	9	7B	Elementary Principal Tier I	1
60	Media Specialist	91	AC	Health Science Technology	1
63	Driver Training	7	AV	Electricity	2
64	Health	1	BF	Small Engine Repair	1
67	Physical Education	75	DB	Protective Services	1
71	Elementary Principal	25		TOTAL	6,856

## Section IV Teacher Supply and Demand

Annually since 2001 the Center for Educator Recruitment, Retention, and Advancement (CERRA) at Winthrop University has conducted a Teacher/Administrator Supply and Demand Survey. CERRA surveys each school district as well as the South Carolina School for the Deaf and Blind, the Department of Juvenile Justice, the Palmetto Unified School District and the South Carolina Public Charter School District to determine the number of authorized and filled teaching positions. The results of the latest survey were released in December 2012.<sup>11</sup> Table 26 documents the total number of teachers hired and leaving school districts since 2001 as documented by CERRA.

**Table 26  
Teachers Hired and Leaving, 2001-2012<sup>12</sup>**

Year	Teachers Hired	Teachers Leaving
2001	6,553.50	5,049.50
2002	5,581.70	5,333.00
2003	4,828.75	4,808.00
2004	6,486.75	5,222.00
2005	7,444.80	5,630.00
2006	8,101.00	6,354.00
2007	8,416.70	6,530.00
2008	7,159.20	5,746.00
2009	3,619.30	4,652.50
2010	3,514.59	4,612.80
2011	4,588.40	4,287.35
2012	5,739.50	4,583.30

*Source: CERRA*

“The total number of teachers hired in South Carolina’s public school districts and special schools this year was 5,739.50 or a 25 percent increase. Of the teachers hired,

- 36% were new graduates from teacher education programs in South Carolina;
- 28% were teachers who transferred from one South Carolina school district to another
- 14% were teachers from another state.
- 9% were new graduates from teacher education programs in another state
- 5% were from alternative certification programs
- 4% were inactive teachers who returned to teaching
- 2% were teachers from outside the United States
- 2% were other teachers.<sup>13</sup>

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<sup>11</sup> *Fall 2012 Teacher/Administrator Supply and Demand Survey, December 2012*, Center for Educator Recruitment, Retention, & Advancement, <[http://cerra.org/media/documents/2012/12/2012\\_Supply\\_and\\_Demand\\_Report\\_FINALz.pdf](http://cerra.org/media/documents/2012/12/2012_Supply_and_Demand_Report_FINALz.pdf)>.

<sup>12</sup> Ibid.

<sup>13</sup> Ibid.

The data reflect that while teacher education programs in the state provide 36 percent of the new hires in 2011-12, approximately 28 percent of the hires came from another state, teacher education program in another state or alternative certification programs.

### **Alternative Certification Programs**

Appropriations from the General Fund also support two other teacher loan programs – Career Changers and PACE (Program for Alternative Certification for Educators). The Career Changers Program was designed to recruit individuals with undergraduate degrees in areas other than teaching who have been working for at least three years. Participants in the Career Changers Program must be at least half-time students and are eligible to borrow up to \$15,000 per year and up to an aggregate maximum of \$60,000.

PACE, originally named the Critical Needs Certification Program, places qualified applicants in South Carolina classrooms as teachers; the participants possess an undergraduate degree or equivalent in the content area in which they are teaching, but lack the courses needed for certification. PACE participants teach full-time and take courses toward certification while employed. They are eligible for up to \$750 per year for up to four years to help defray educational costs. In Fiscal Years 2011-12 the General Assembly appropriated \$1,065,125 for these programs.

CERRA also reports that in 2011-12 there were two other alternative certification programs that assisted in the recruitment of teachers. First, the American Board for Certification of Teacher Excellence (ABCTE) provided 23.2 FTEs while Teach For America supplied 81 FTEs. In the prior year, Teach For America provided 29 FTES.<sup>14</sup>

Analyzing the number of loan recipients who were also employed in public schools in 2011-12, Tables 24 and 25 provide the following information. Among the 1,246 individuals who were in the PACE program and who were employed in public schools in 2011-12, a higher percentage were male, 28.5 percent, as compared to 12.7 percent of the individuals who received a Teacher Loan Program and were employed in public schools in 2011-12. Similarly, 37.8 percent of the 1,246 individuals employed in public schools in 2011-12 who were PACE participants were African American as compared to 13.2 percent of the 6,856 individuals employed in public schools in 2011-12 who were Teacher Loan Program recipients. The Career Changers program also has a higher percentage of African Americans and males employed in public schools than does the Teacher Loan Program. Tables 24 and 25 also mirror the findings of CERRA. Of the teacher hired to fill vacancies in 2011-12, “approximately 20 percent are minorities and another 20 percent are males. These statistics are marginally larger than the portion of minority and male teachers that make up the total population in the state.”<sup>15</sup>

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<sup>14</sup> Ibid, p.3.

<sup>15</sup> Ibid.

**Table 24**  
**Loan Recipients in South Carolina Schools by Gender, 2011-12**

<b>Gender</b>	<b>Career Changers</b>	<b>PACE</b>	<b>Teacher Loan Program</b>	<b>TOTAL</b>
Female	356 (81.8%)	882 (70.8%)	5,940 (86.6%)	7,178
Male	72 (16.6%)	355 (28.5%)	868 (12.7%)	1,295
Unknown	7 (1.6%)	9 (0.7%)	48 (0.7%)	64
<b>TOTAL:</b>	<b>435</b>	<b>1,246</b>	<b>6,856</b>	<b>8,537</b>

**Table 25**  
**Loan Recipients in South Carolina Schools by Ethnicity, 2011-12**

<b>Race</b>	<b>Career Changers</b>	<b>PACE Program Critical Needs</b>	<b>Teacher Loan Program</b>	<b>TOTAL</b>
African American	80 (18.4%)	471 (37.8%)	905 (13.2%)	1,456
American Indian	1 (0.2%)	4 (0.3%)	4 (0.1%)	9
Asian	0 (0.0%)	7 (0.6%)	16 (0.2%)	23
Caucasian	339 (7.9%)	715 (57.4%)	5,739 (83.7%)	6,793
Hispanic	3 (0.7%)	25 (2.0%)	43 (0.6%)	71
Unknown	12 (2.8%)	24 (1.9%)	149 (2.2%)	185
<b>Total</b>	<b>435</b>	<b>1,246</b>	<b>6,856</b>	<b>8,537</b>



## Section V Summary of Findings

### Findings from Previous Reports Confirmed

- The Teacher Loan Program continues to fulfill the statutory mission to attract individuals into the teaching profession and into areas of critical need as measured by the annual increase in applications and in the number of Teacher Loan Program recipients teaching in public schools in South Carolina.
- The average SAT score of Teacher Loan recipients continues to increase.
- Approximately 10 percent of all Hope, Life and Palmetto Fellows Scholarships were awarded to students who had declared education as a major.
- Over time, one-third of all Teacher Loan recipients had their loans cancelled by fulfilling the teaching requirement with another 9 percent in the process of teaching and having their loans cancelled. The default rate has been consistently one percent of all loans made.
- The Teacher Cadet program continues to be a pipeline for individuals pursuing education degrees.
- Applicants continue to be denied loans due to insufficient EIA funding.
- Administrative costs of the program continue to be below 8 percent.

### New Findings from the 2011-12 Report

- The number of applicants to the Teacher Loan Program continues to decline. The number of applicants, who applied in 2011-12, 1,471, reflects a 45 percent decline since 2008-09.
- In 2011-12 Teacher Loans were made to 1,086 individuals with the average loan amount being \$4,285.
- In 2011-12 80 Teacher Loan applications were denied due to inadequate funding, down from 308 in the prior year. The cost of funding these 80 applications would have been approximately \$342,800.
- In 2011-12 40 percent of Teacher Loan applicants had participated in a Teacher Cadet program.
- In the 2011-12 school year there were 6,856 individuals employed by public schools in the state who had received a South Carolina Teacher Loan with two-thirds of the loan recipients employed in public schools as regular classroom teachers, 12 percent working in special education classrooms, and 6 percent in four-year-old child development and kindergarten classes.
- While state teacher education programs provided 36 percent of the new teacher hires in 2011-12, approximately 28 percent of the hires came from another state, teacher education program in another state or alternative certification programs.
- Individuals who receive certification through alternative certification programs are more likely to be African American and male than the existing teacher population.
- Individuals employed in the public schools of South Carolina in 2011-12 through alternative certification programs were as follows:

<b>Program</b>	<b>Full-time Teachers</b>
American Board for Certification of Teacher Excellence	23.2
Teach For America	81.0
PACE	1,246.0
Career Changers	435.0
<b>TOTAL:</b>	<b>1,785.2</b>



## Appendix

### SECTION 59-26-20. Duties of State Board of Education and Commission on Higher Education.

The State Board of Education, through the State Department of Education, and the Commission on Higher Education shall:

(a) develop and implement a plan for the continuous evaluation and upgrading of standards for program approval of undergraduate and graduate education training programs of colleges and universities in this State;

(b) adopt policies and procedures which result in visiting teams with a balanced composition of teachers, administrators, and higher education faculties;

(c) establish program approval procedures which shall assure that all members of visiting teams which review and approve undergraduate and graduate education programs have attended training programs in program approval procedures within two years prior to service on such teams;

(d) render advice and aid to departments and colleges of education concerning their curricula, program approval standards, and results on the examinations provided for in this chapter;

(e) adopt program approval standards so that all colleges and universities in this State that offer undergraduate degrees in education shall require that students successfully complete the basic skills examination that is developed in compliance with this chapter before final admittance into the undergraduate teacher education program. These program approval standards shall include, but not be limited to, the following:

(1) A student initially may take the basic skills examination during his first or second year in college.

(2) Students may be allowed to take the examination no more than four times.

(3) If a student has not passed the examination, he may not be conditionally admitted to a teacher education program after December 1, 1996. After December 1, 1996, any person who has failed to achieve a passing score on all sections of the examination after two attempts may retake for a third time any test section not passed in the manner allowed by this section. The person shall first complete a remedial or developmental course from a post-secondary institution in the subject area of any test section not passed and provide satisfactory evidence of completion of this required remedial or developmental course to the State Superintendent of Education. A third administration of the examination then may be given to this person. If the person fails to pass the examination after the third attempt, after a period of three years, he may take the examination or any sections not passed for a fourth time under the same terms and conditions provided by this section of persons desiring to take the examination for a third time. Provided, that in addition to the above approval standards, beginning in 1984-85, additional and upgraded approval standards must be developed, in consultation with the Commission on Higher Education, and promulgated by the State Board of Education for these teacher education programs.

(f) administer the basic skills examination provided for in this section three times a year;

(g) report the results of the examination to the colleges, universities, and student in such form that he will be provided specific information about his strengths and weaknesses and given consultation to assist in improving his performance;

(h) adopt program approval standards so that all colleges and universities in this State that offer undergraduate degrees in education shall require that students pursuing courses leading to teacher certification successfully complete one semester of student teaching and other field experiences and teacher development techniques directly related to practical classroom situations;

(i) adopt program approval standards whereby each student teacher must be evaluated and assisted by a representative or representatives of the college or university in which the student teacher is enrolled. Evaluation and assistance processes shall be locally developed or selected by colleges or universities in accordance with State Board of Education regulations. Processes shall evaluate and assist student teachers based on the criteria for teaching effectiveness developed in accordance with this chapter. All college and university representatives who are involved in the evaluation and assistance process shall

receive appropriate training as defined by State Board of Education regulations. The college or university in which the student teacher is enrolled shall make available assistance, training, and counseling to the student teacher to overcome any identified deficiencies;

**(j) the Commission on Higher Education, in consultation with the State Department of Education and the staff of the South Carolina Student Loan Corporation, shall develop a loan program in which talented and qualified state residents may be provided loans to attend public or private colleges and universities for the sole purpose and intent of becoming certified teachers employed in the State in areas of critical need. Areas of critical need shall include both geographic areas and areas of teacher certification and must be defined annually for that purpose by the State Board of Education. The definitions used in the federal Perkins Loan Program shall serve as the basis for defining “critical geographical areas”, which shall include special schools, alternative schools, and correctional centers as identified by the State Board of Education. The recipient of a loan is entitled to have up to one hundred percent of the amount of the loan plus the interest canceled if he becomes certified and teaches in an area of critical need. Should the area of critical need in which the loan recipient is teaching be reclassified during the time of cancellation, the cancellation shall continue as though the critical need area had not changed. Additionally, beginning with the 2000-2001 school year, a teacher with a teacher loan through the South Carolina Student Loan Corporation shall qualify, if the teacher is teaching in an area newly designated as a critical needs area (geographic or subject, or both). Previous loan payments will not be reimbursed. The Department of Education and the local school district are responsible for annual distribution of the critical needs list. It is the responsibility of the teacher to request loan cancellation through service in a critical needs area to the Student Loan Corporation by November first.**

**Beginning July 1, 2000, the loan must be canceled at the rate of twenty percent or three thousand dollars, whichever is greater, of the total principal amount of the loan plus interest on the unpaid balance for each complete year of teaching service in either an academic critical need area or in a geographic need area. The loan must be canceled at the rate of thirty-three and one-third percent, or five thousand dollars, whichever is greater, of the total principal amount of the loan plus interest on the unpaid balance for each complete year of teaching service in both an academic critical need area and a geographic need area. Beginning July 1, 2000, all loan recipients teaching in the public schools of South Carolina but not in an academic or geographic critical need area are to be charged an interest rate below that charged to loan recipients who do not teach in South Carolina.**

**Additional loans to assist with college and living expenses must be made available for talented and qualified state residents attending public or private colleges and universities in this State for the sole purpose and intent of changing careers in order to become certified teachers employed in the State in areas of critical need. These loan funds also may be used for the cost of participation in the critical needs certification program pursuant to Section 59-26-30(A)(8). Such loans must be cancelled under the same conditions and at the same rates as other critical need loans.**

**In case of failure to make a scheduled repayment of an installment, failure to apply for cancellation of deferment of the loan on time, or noncompliance by a borrower with the intent of the loan, the entire unpaid indebtedness including accrued interest, at the option of the commission, shall become immediately due and payable. The recipient shall execute the necessary legal documents to reflect his obligation and the terms and conditions of the loan. The loan program, if implemented, pursuant to the South Carolina Education Improvement Act, is to be administered by the South Carolina Student Loan Corporation. Funds generated from repayments to the loan program must be retained in a separate account and utilized as a revolving account for the purpose that the funds were originally appropriated. Appropriations for loans and administrative costs incurred by the corporation are to be provided in annual amounts, recommended by the Commission on Higher Education, to the State Treasurer for use by the corporation. The Education Oversight Committee shall review the loan program annually and report to the General Assembly.**

**Notwithstanding another provision of this item:**

**(1) For a student seeking loan forgiveness pursuant to the Teacher Loan Program after July 1, 2004, “critical geographic area” is defined as a school that:**

**(a) has an absolute rating of below average or unsatisfactory;**

**(b) has an average teacher turnover rate for the past three years that is twenty percent or higher;**  
**or**

**(c) meets the poverty index criteria at the seventy percent level or higher.**

**(2) After July 1, 2004, a student shall have his loan forgiven based on those schools or districts designated as critical geographic areas at the time of employment.**

**(3) The definition of critical geographic area must not change for a student who has a loan, or who is in the process of having a loan forgiven before July 1, 2004.**

(k) for special education in the area of vision, adopt program approval standards for initial certification and amend the approved program of specific course requirements for adding certification so that students receive appropriate training and can demonstrate competence in reading and writing braille;

(l) adopt program approval standards so that students who are pursuing a program in a college or university in this State which leads to certification as instructional or administrative personnel shall complete successfully training and teacher development experiences in teaching higher order thinking skills;

(m) adopt program approval standards so that programs in a college or university in this State which lead to certification as administrative personnel must include training in methods of making school improvement councils an active and effective force in improving schools;

(n) the Commission on Higher Education in consultation with the State Department of Education and the staff of the South Carolina Student Loan Corporation, shall develop a Governor’s Teaching Scholarship Loan Program to provide talented and qualified state residents loans not to exceed five thousand dollars a year to attend public or private colleges and universities for the purpose of becoming certified teachers employed in the public schools of this State. The recipient of a loan is entitled to have up to one hundred percent of the amount of the loan plus the interest on the loan canceled if he becomes certified and teaches in the public schools of this State for at least five years. The loan is canceled at the rate of twenty percent of the total principal amount of the loan plus interest on the unpaid balance for each complete year of teaching service in a public school. However, beginning July 1, 1990, the loan is canceled at the rate of thirty-three and one-third percent of the total principal amount of the loan plus interest on the unpaid balance for each complete year of teaching service in both an academic critical need area and a geographic need area as defined annually by the State Board of Education. In case of failure to make a scheduled repayment of any installment, failure to apply for cancellation or deferment of the loan on time, or noncompliance by a borrower with the purpose of the loan, the entire unpaid indebtedness plus interest is, at the option of the commission, immediately due and payable. The recipient shall execute the necessary legal documents to reflect his obligation and the terms and conditions of the loan. The loan program must be administered by the South Carolina Student Loan Corporation. Funds generated from repayments to the loan program must be retained in a separate account and utilized as a revolving account for the purpose of making additional loans. Appropriations for loans and administrative costs must come from the Education Improvement Act of 1984 Fund, on the recommendation of the Commission on Higher Education to the State Treasurer, for use by the corporation. The Education Oversight Committee shall review this scholarship loan program annually and report its findings and recommendations to the General Assembly. For purposes of this item, a ‘talented and qualified state resident’ includes freshmen students who graduate in the top ten percentile of their high school class, or who receive a combined verbal plus mathematics Scholastic Aptitude Test score of at least eleven hundred and enrolled students who have completed one year (two semesters or the equivalent) of collegiate work and who have earned a cumulative grade point average of at least 3.5 on a 4.0 scale. To remain eligible for the loan while in college, the student must maintain at least a 3.0 grade point average on a 4.0 scale.

**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.**