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AGENDA

**EIA and Improvement Mechanisms
Subcommittee Meeting**

Monday, May 16, 2022
Blatt Building, Room 433
1:00 P.M.

I. Welcome Dr. Bob Couch

II. Approval of EIA Minutes, December 6, 2021 Dr. Bob Couch

III. Discussion Items:

A Study of Teacher Recruitment Programs
Funded with EIA RevenuesDr. Lorin Anderson &
Dr. Jo Anne Anderson

EIA Budget Update.....Dr. Rainey Knight

IV. Adjournment

EIA & Improvement Mechanisms Subcommittee Members:

Dr. Bob Couch, Chair Sen. Kevin Johnson
April Allen Dr. Brian Newsome
Melanie Barton Jamie Shuster
Rep. Neal Collins Ellen Weaver

Neil C. Robinson, Jr.

CHAIR

Barbara B. Hairfield

VICE CHAIR

Terry Alexander

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Greg Hembree

Kevin L. Johnson

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Dwight Loftis

Brian Newsome

Jamie Shuster

Molly Spearman

Patti J. Tate

Scott Turner

Ellen Weaver

SOUTH CAROLINA EDUCATION OVERSIGHT COMMITTEE

ASA Meeting

Minutes of the Meeting

March 28, 2022

Members Present (in-person or remote): Rep. Ray Felder; Barbara Hairfield (remote); Sen. Greg Hembree; Sidney Locke (remote); and Dr. Patti Tate

EOC Staff Present: Matthew Ferguson; Hope Johnson-Jones; Dr. Rainey Knight; Dr. Matthew Lavery, Dr. Jenny May; and Dana Yow,

Guest(s) Present: Dr. Glenn Carrozza, Wake County Public Schools (remote); Dr. Christy Hovanetz, ExcelinEd (remote); Dr. David Mathis, SCDE

To begin the meeting, Mr. Ferguson introduced the new ASA chair, Dr. Patti Tate. Dr. Tate thanked Mr. Ferguson and began the meeting with the approval of minutes from the prior ASA meeting. All voted in favor and the minutes were approved. Next, Ms. Tate introduced Dr. Glenn Carrozza, from Wake County Schools, who presented remotely on the lessons learned from Wake County's Year-Round Modified School Calendar.

Dr. Carrozza began by introducing the history of year-round schools in Wake County. They began in 1999 as a choice for parents, as part of efforts to curb overcrowding. Beginning as a magnet program in 2021, 61 schools ran on the year-round calendar, with four schools approved to phase out. At its best, year-round schooling runs as a multi-track program.

According to Dr. Carrozza's presentation, some of the benefits of year-round schooling include: increasing student capacity, reducing burnout, and contributing to knowledge retention. However, challenges of year-round schooling include the fact that year-round schooling is less accessible for high-need families, meaning that optional year-round schooling leads to more segregated schooling. Child-care costs are significantly higher for families. Because of remediation needs, year-round schooling can contribute to principal and teacher burnout. Year-round schooling also poses challenges to staff members with children and families whose children are not on the same schooling schedule.

For year-round schooling to work, according to Dr. Carrozza, there are several necessary collaborations that must be made: with local businesses, to provide opportunities for childcare and transportation vendors to provide year-round service. Schools must collaborate with parents to ensure they are prepared for the financial impact of year-round schooling. Schools must also collaborate with local municipalities, as an example, sports and recreation schedules must be revised to accommodate year-round schooling.

Dr. Carrozza then opened the floor to questions. Mr. Hembree thanked Dr. Carrozza and asked if Wake County was able to measure any significant academic improvements from year-round schooling. Dr. Carrozza said that measurement of this kind is difficult due to self-segregation of

students who are in year-round schooling and those who are not, noting the inaccessibility of year round schooling to high-need families.

Ms. Felder asked if a modified year-round calendar would help with learning acceleration, as the beginning of the school year would not focus as much on remediation time. Dr. Carrozza stated that yes, you could imagine that, but once again, this is putting pressure on lower economic families. Dr. Carrozza stated that he cannot stress enough the concerns of low-economic families surrounding the barriers to year-round schooling.

Ms. Hairfield asked about summer attendance rate. Dr. Carrozza stated that there are definitely more concerns in the beginning of the year for students who are not used to starting in July. Additionally, because year-round calendar is opt-out and not all parents who seek a normal calendar are able to secure it, some students are not sent to school because parents are holding out for a normal academic calendar. However, Dr. Carrozza notes that these can be mediated if year-round schooling is implemented at the district level. Additionally, Dr. Carrozza highlights that Wake County is trying to move away from multi-track year-round schooling. Many low-economic families try to move away, leading to segregation in housing. Additionally, schools on a year-round schedule tend to get less experienced teachers.

Dr. Tate thanked Dr. Carrozza before introducing Dr. Hovanetz, presenting remotely on accountability.

Dr. Hovanetz highlighted the need to give publicly transparent information to stakeholders and accountability's role in ensuring meaningful outcomes. Dr. Hovanetz gave a brief history of accountability, as it is a relatively new field. There has been a shift to giving local control back in exchange for meeting expectations of student outcomes. School accountability systems should ultimately serve as a signal of school performance.

It is important to ensure that accountability is used to improve outcomes and that the data it produces should inspire action to improve outcomes. Improvements can be seen with federal accountability; No Child Left Behind improved student outcomes while narrowing achievement gaps. Students of all demographics benefitted from No Child Left Behind, but waived in improvement with ESEA and ESSA.

On the state level, Florida's rigorous accountability methods have significantly impacted achievement while costing less per student. Mississippi went from one of the worst performing states to being ranked highly, consistently. South Carolina, on the other hand, has a lower than national average and wide achievement gaps.

Mr. Hembree asked how our accountability could be ranked. Dr. Hovanetz stated that there is definitely an opportunity for improvement, transparency, rigor, expectation, and growth to proficiency. Ms. Felder followed up on the data shown for Mississippi, with Dr. Hovanetz stating that the Mississippi data shows the lowest performing students in each school.

Mr. Ferguson thanked Dr. Hovanetz and introduced Dr. Matthew Lavery, presenting on the staff recommendation to move to an added-value growth model. Dr. Lavery highlighted that in the current average growth model, 5 years of average growth did not provide the necessary improvement to move to proficiency -- only 15% improved achievement level in ELA, while 32% fall to a lower achievement level in math. Therefore, we are looking for a model with clear targets where all students have the chance to do well.

It is the staff's recommendation to move to a criterion-referenced value-added model. Students in grades 4-8 would have two individual growth targets based on prior years, a median annual target and an added-value target. Meeting the median annual target would be worth one point, while meeting added-value targets would be worth more based on expected gains.

This new growth model would be rolled out in three phases. In the first (FY 2021-22), the EOC would define and collect report scores to internally build the new model, while reporting and scoring the new model. In the second phase (FY 2022-23), the EOC would continue to report and score the existing model, while reporting the new model, but not scoring it. In the third (FY 2023-24), the EOC will report and score the new model.

Dr. Lavery then invited members to share their questions. Mr. Ferguson noted that this plan was showed to the State Superintendent Molly Spearman, who is interested in going forward with it and supported the move in theory.

Ms. Felder stated a concern that this model may affect where we move resources, and the neglect of those students who are not succeeding. Ms. Felder stated that this would also be difficult on teachers. Dr. Lavery noted that South Carolina uses growth for school accountability and not teacher accountability. With a traditional norm-referenced model, there was no sense of knowing how far students have to go. With a criterion-referenced value-added model, the magnitude of growth needed for students to succeed is unignorably clear. On the school level, not the teacher level, these changes can be achieved. Additionally, staff are considering implementation in ways that account for demotivation and do not provide an "all or nothing" approach to success. Mr. Ferguson stated that as a former classroom teacher, this model is beneficial because it does not disguise the goal.

Ms. Felder stated that while it is nice to know where we need to be, it is important to know that some students may never achieve ultimate success.

Mr. Ferguson noted that children with severe disabilities are not used for school accountability in the current growth model and would not be included in the proposed one. Dr. Hovanetz also noted the importance of not selling SC children short and that SC students can meet the proposed targets. She stated the importance of setting aspirational goals and that while we aren't meeting these goals now, that is because these goals have not been set.

Mr. Hembree asked if other students are using a model similar to this. Dr. Lavery stated that a small number of states are setting similarly intended goals. These targets are based on historical gains that real students have had. Mr. Hembree then asked a question about scoring. Dr. Lavery stated that data is from two years of growth, with Mr. Ferguson noting that this is set historically rather than resetting every year, as it does now. Mr. Hembree clarified that even if median growth is achieved, as in the current model, we may still backslide, which Dr. Lavery confirmed.

Members moved to approve the recommendation, with all in favor.

Next, Dana Yow presented on proposed student success measures for accountability. Ms. Yow introduced a proposed on-track measure for success. In high school, students who complete ninth grade with six or more credits are considered on-track. This measure would be implemented through a phase-in approach. Additionally, those who gain credits before ninth will bring those credits with them.

Some of the advantages of an on-track measure include that students ending ninth grade on-track were four times more likely to graduate. On-track status is more predictive of graduation than race, poverty, test scores, etc. and the data is incredibly actionable.

It is the staff recommendation to use on-track measures for high school accountability, to be used in determining indicator and overall ratings for these schools. All members voted in favor to move forward with the staff recommendation. Mr. Hembree asked if this would require a change to state law, with Ms. Yow clarifying that it would not. Mr. Ferguson also noted that some district staff expressed concern that this might affect the grade reflected on school IDs, and clarified that this measure would solely be used for accountability purposes.

Next, Ms. Yow presented on the Five-Year Student Success Indicator. The Accountability Advisory Committee recommended the following revision to this indicator: Extended graduation rate should be included, but should have less influence than the traditional four year rate, in order to maintain on-time graduation as the primary goal, and extended graduation rate alone should not decrease accountability scores. Mr. Hembree asked how this indicator would treat the GED. Mr. Ferguson stated that this will be a success, not graduation measure, so it is a possibility that GED can be included and counted within this measure. All members voted in favor of moving forward with the recommendation.

Mr. Ferguson concluded the meeting with an executive director update, noting that the Accountability Manual will be on track to be provided to schools prior to the beginning of the school year. Mr. Ferguson stated that EOC staff are in the process of conducting regional meetings to share National Student Clearinghouse data with district and school leaders and that a Charleston date will be added as well. ELA and math standards will be up for review in the fall. Mr. Ferguson thanked the subcommittee.

With that, Dr. Tate moved to adjourn the meeting, with all members voting in favor.

A Study of Teacher Recruitment Programs
Funded with Education Improvement Act (EIA) Revenues

Pursuant to Contracts 4400026767 and 4400026761

Prepared for the South Carolina Education Oversight Committee (EOC)

by

Lorin W. Anderson

Jo Anne Craig Anderson

April 2022

Acknowledgements

We would like to express our appreciation to the following individuals for their time and effort in providing the information we needed to complete this review.

Dr. Anthony Pitman and Dr. Dora Waymer, Claflin University Bridge to Education (CUBE)

Dr. Cindy van Buren and LaKeytria (Tria) Grant, CarolinaCAP

Jenna Hallman and Dr. Jennifer Garrett, Teaching Fellows

Dr. Marcella Wine-Snyder, ProTeam and Teacher Cadet

Jane Turner, Rural Teacher Recruitment Initiative

Jesulon Gibbs-Brown and Dr. Janice Owens, South Carolina State University Bridge (MATTE)

Troy Evans, Teach for America

Dr. Roy Jones, Call Me Mister

Katie Nilges and Lilla Toal-Mansager, Commission on Teacher Quality

Reinell Thomas-Meyers, Minority Teacher Recruitment Program

Ray Jones, South Carolina Student Loan Program

We also want to acknowledge the assistance of Matthew Ferguson, Esq., Dr. Rainey Knight, Dana Yow, and Hope Johnson-Jones of the South Carolina Education Oversight Committee (EOC).

Thank you all!

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EXECUTIVE SUMMARY

In 2021 the South Carolina Education Oversight Committee (EOC) contracted for the review of twelve EIA-funded programs either directly or tangentially related to recruiting individuals into the teaching profession. The purpose of this review was to understand these twelve programs, the relationships among them, and how the programs, as a total package, serve South Carolina's needs.

This review draws upon multiple sources of data. The primary sources are the South Carolina statutes, annual appropriation acts, published annual reports beginning with Fiscal Year 2016, website information, PowerPoint presentations to the EOC and other audiences, legislative reports, annual budget requests submitted to the EOC, and interviews with program managers or directors. When relevant correspondence between governing or oversight bodies and the program director was available and enhanced our understanding that correspondence was considered (e.g., Commission on Higher Education and the South Carolina State University (SCSU) minority recruitment program.) These were of significant assistance both in providing additional data and perspective as well as deepening understanding. Telephone interviews with every program director or manager were conducted. Based on the available data, each program is detailed in terms of its governance, authorizing proviso, recruitment, program offerings, funding, and evaluation.

Seven challenges faced by the state of South Carolina as it moves to the development of a comprehensive teacher recruitment system are identified. Such a system is necessary to ensure that all students, not just those in targeted districts, have the benefit of excellent teaching. These seven challenges are as follows:

1. South Carolina has not established a comprehensive framework nor set the priorities needed for a unified, coordinated approach to teacher recruitment.
2. The governance of teacher recruitment programs in South Carolina is fragmented across eight or more agencies and, regrettably, teacher recruitment may be a secondary or tertiary goal of some of these agencies.
3. The population of prospective teachers in the most frequently targeted areas of the state is limited and decreasing.
4. There is a substantial loss of prospective teachers from their initial expression of interest to full licensure.
5. The lack of coordination among various grant and loan programs results in duplication of administrative tasks and has the potential for uneven access to statewide resources, institutions, and teacher candidates.
6. The lack of longitudinal data does not permit, nor encourage, the examination of the long-term effects of the program or to identify areas of improvement that, when made, are likely to improve program success.
7. South Carolina has not explicitly stated its expectations for teacher recruitment programs nor built a data infrastructure to allow the determination of return on investment.

INTRODUCTION

The South Carolina Education Oversight Committee (EOC) is charged with recommending funding for, and changes to, the programs funded with Education Improvement Act (EIA) revenues. The programs that receive funding are built upon the core principles embodied within the 1984 legislation, including recruiting, retaining, and rewarding teachers. In 2021 the EOC contracted for the review of twelve EIA-funded programs either directly or tangentially related to recruiting individuals into the teaching profession. [Note: The attention of this study is on recruitment to the teaching profession, not to a particular point of employment.]

The EOC staff requested that the following be accomplished:

1. provide a description of the program including its requirements, years in existence, and funding sources;
2. provide a description of recruitment strategies, and/or activities of the program;
3. provide a description of the potential applicants to the program such as demographics and academic measures to be considered for entrance into the program;
4. provide a description of the number of candidates entering the program, by cohort, by year and as appropriate, an alignment to critical needs areas;
5. provide a description and evaluation of strategies/activities to support the development of pedagogical content knowledge and to support the retention of candidates to completion;
6. provide a description of the number of completers (certified teachers) produced by the program by year and number of certified teachers by certification area;
7. if available, provide the placement of completers (certified teachers) by district/school and identify the district/school as high needs;
8. provide a description of the program completers (certified teachers) including demographics and *Praxis* performance, if available;
9. if available, provide a description of the program completers after year 1 through year 5;
10. provide the overall effectiveness of the program as it relates to the recruitment and/or retention of teachers, including the return on investment; and
11. Identify obstacles/challenges faced by the program and offer recommendations for improvement for the program.

The Need for a Continuing Supply of Qualified Teachers

Teacher shortages in South Carolina are typical of teacher shortages nationally and internationally. South Carolina's challenge is heightened by population growth and population shifts over the past decade. Population growth in South Carolina, as reported in 2020 Census data, is along three north-south bands: the Upstate I-85 corridor; the Midlands I-77 to Georgia diagonal; and the Atlantic coast. The 2020 census indicated a 12 percent growth rate for the general population over the previous ten years, from 4.6 million to 5.3 million. Additionally, the population is shifting steadily away from rural communities and/or small towns to larger cities. That shift alone creates the need for more teachers to provide the full curriculum for all students.

Statewide, student enrollment is remaining relatively stable, from 736,000 in Fiscal Year 2016 to 742,000 in Fiscal Year 2020. Like the general population, however, school enrollments are rising

in suburban and urban settings and declining in rural areas. At the same time as the general and student populations are increasing, the number of individuals entering and/or remaining in the teaching profession is declining. The Education Commission of the States (ECS) reports that between 2008 and 2017 educator preparation program completers decreased by nine percent in South Carolina and 27 percent nationally (Evans *et al.*, 2019).

To complicate matters further, there is an alarmingly high departure rate from the profession. According to the November 2021 report of the South Carolina Center for Educator Recruitment and Retention (CERRA) approximately 1,060 teaching positions were vacant as late as September-October 2021. Using 2021 state report card data of 24 students per teacher, this suggests that a bare minimum of 26,000 students are without a certified teacher. If this figure is applied to high schools, the number of students grows exponentially. The number of vacant positions is an increase of 50 percent over 2020.

The most recent CERRA report also reveals that teacher turnover rates are affected strongly by district-to-district movement, resignations, and retirement. Almost 30 percent of the certified teachers newly hired in 2021-2022 were transfers from other South Carolina districts (See Appendix A). Thirty-five percent of the teachers who left teaching had five or fewer years of experience. Thirty-four percent reportedly left for “personal/family” reasons (CERRA, 2021).

The magnitude of the problem in South Carolina is further evident in the South Carolina Teacher Loan Program. When the EIA established the program in 1984, loan cancellation was linked to teaching in a critical certification area (e.g., math, science, special education) or in a community of high need. Today, the need for teachers is so pervasive that the cancellation-by-teaching option (either in certification field or targeted district) is available for almost all loan recipients.

Given the available data on teacher supply and demand, many state systems and school districts find themselves facing difficult choices. For example, all states are enacting a broad range of alternate teacher certification programs and are employing international teachers. In dire circumstances, some colleges and universities are suspending teacher preparation programs because of low enrollments.

Of the more than 6,000 South Carolina students enrolled in teacher preparation programs in 2017, 83 percent were in traditional teacher preparation programs and 17 percent were in alternative certification programs (Southern Regional Education Board (SREB), 2018). Longitudinal data reported by CERRA (2021) further suggest that rates of participation in traditional programs are declining more sharply than those of non-traditional programs (see Appendix A).

Of the 7,014 teachers newly hired for the 2021-2022 school year, both veteran teachers and those new to the profession, only 22 percent are recent graduates from a South Carolina teacher education program. About half that many were recent graduates of an alternative certification program. Slightly more than 15 percent were veteran teachers transferring from another state and about four percent were international visiting teachers (CERRA, 2021). (See also Appendix A).

As overwhelming as the shortage data are, policymakers must underscore the fact that “in the end, the teacher must be effective.” Filling vacancies with people who cannot help their students learn is not a solution (SREB, 2018), p. 3). The authors of the SREB report state the problem quite

succinctly: “[How do you] raise standards for teacher preparation without aggravating teacher shortages or discouraging more diverse teachers from entering the profession” (p. 3)

To facilitate understanding and comparisons of the twelve programs and their impact on teacher recruitment, the program summaries are placed in three functions, which overlap to some degree. The functions are:

- career pathways;
- preparation and licensure; and
- financial incentives.

Career Pathways Programs offer exposure, supervised classroom experiences, and academic content relevant to teaching. Our review included four Career Pathways programs: ProTeam, Teacher Cadets, Minority Access to Teacher Education (MATTE), and Claflin University Bridge to Education (CUBE).

Preparation and Licensure Programs focus on individuals who have made the decision to enter a teacher preparation program, whether it be traditional or alternative. The Pathways and Licensure Programs provide participants with one or more of the following: coursework, clinical experiences, entry and/or licensure examination preparation, and ancillary support activities or funds. Our review included five such programs: Call Me Mister, Teach for America, CarolinaCAP, the Program for the Recruitment and Retention of Minority Teachers, and the Commission on Teacher Quality.

Financial Incentives include cancellable loan programs, scholarships, and stipends to support the future teacher directly or to provide a mechanism to repay college costs through service rather than cash payments. A majority of loans are made to individuals later in their college career after they have enrolled formally in the teacher preparation program. Our review included two such programs: the Teacher Loan Program and the Teaching Fellows Program. We must note, however, that Call Me Mister, the Program for the Recruitment and Retention of Minority Teachers, CUBE, and MATTE all incorporate scholarships and/or grants to some degree.

Because the Rural Teacher Recruitment Initiative, administered by CERRA, focuses on several district-selected post-licensure options which may address one or more of the above functions, it is treated distinct from the three above-defined categories.

Policy Initiatives

Achievement in South Carolina’s public schools relies upon the quality of the teachers who work with our young people. Since 1984 three major policy groups have recommended and/or enacted changes to the ways in which South Carolina recruits individuals to the teaching profession. They are the (1) Education Improvement Act of 1984, (2) 1999 Commission on Teacher Quality, and (3) 2017 Committee on Educator Recruitment and Retention. The 2017 work meshes with the plan for equitable distribution of educators required by the federal Elementary and Secondary Education Act (ESEA, 2017.) Each of these policy initiatives includes a myriad of recommendations aimed at the active choice of teaching as a profession (and the exclusion of other professions).

The next four tables summarize the recommendations offered by the three major policy groups. Although the time span between the first and last report is 33 years, three patterns are

noteworthy. First, in some cases, subsequent reports use different words to reflect the same basic idea. For example, the EIA Act of 1984 includes the recommendation that teacher education programs are required to have one semester of student teaching as a component of the program. The 2017 Committee on Educator Retention and Recruitment includes the recommendation that all educator preparation programs must have a strong clinical component.

Second, in some cases, subsequent reports increase the specificity of the recommendations of previous reports. For example, the EIA Act of 1984 requires colleges and universities to emphasize teaching as a career opportunity. The Commission on Teacher Quality of 1999 goes a step further indicating that every teacher education program should implement a plan to recruit from high schools. Finally, the 2017 Committee on Educator Retention and Recruitment encourages the identification of future teachers while they are in high school by strengthening programs such as ProTeam and Teacher Cadet.

Third, in some cases, subsequent reports simply echo recommendations made in earlier reports. For example, both the Commission on Teacher Quality of 1999 and the 2017 Committee on Retention and Recruitment emphasize the importance of collaboration among a variety of educational and business partners. This consistency of recommendations may suggest that little, if anything, has been accomplished in this area in three decades.

Table 1
Summary of Major Policy Recommendations for Programs within Career Pathways

Education Improvement Act of 1984 (Subdivision C)	Commission on Teacher Quality of 1999	2017 Committee on Educator Retention and Recruitment
Acting through CHE, colleges and universities shall emphasize teaching as a career opportunity	Every teacher education program should implement a plan to recruit from high schools CERRA shall distribute list of teacher cadets to teacher preparation institutions	
Acting through SBE, secondary schools shall emphasize teaching as a career opportunity		Encourage identification of future teaches during high school and support them to meet program requirements Strengthen programs such as ProTeam and Teacher Cadet

Table 2

Summary of Major Policy Recommendations for Programs within Preparation and Licensure

Education Improvement Act of 1984 (Subdivision C)	Commission on Teacher Quality of 1999	2017 Committee on Educator Retention and Recruitment
SBE award a conditional teaching certificate for those with a bachelor’s degree and enrolled in a teacher education program	Streamline process for career changers	
Requires collegiate teacher education programs to include basic skills exam as component of admission		Establish a district pilot program through which teachers can demonstrate pedagogical knowledge through alternative to Principles of Learning and Teaching exam Continue to evaluate candidate performance data on assessments approved for admission into a teacher preparation program
Requires teacher education programs to include one semester of student teaching as component of program		Require all educator preparation programs to have a strong clinical component
Requires SDE to develop and implement research-based teacher professional development programs	SBE and SDE develop action plan for delivering quality professional development following national standards	
	SDE develop guidelines for induction programs Train administrators to <ul style="list-style-type: none"> • Serve as coaches • Evaluate appropriately • Create positive working conditions • Develop guidelines for selection and training mentors Provide salary supplements for teachers serving as mentors	Implement high quality and equitable teacher mentor and induction programs
		Continue to fund the rural recruitment initiative and others aimed at rural areas Lower the teacher turnover rate threshold for district participation

	Reduce barriers for out-of-state teachers to become certified in SC Reduce barriers for formerly certified teachers to reestablish certification	
Requires SDE to develop and implement research-based teacher professional development programs	SBE and SDE develop action plan for delivering quality professional development following national standards	
		Increase funding for Call Me Mister

Table 3
Major Policy Recommendations for Financial Incentives

Education Improvement Act of 1984 (Subdivision C)	Commission on Teacher Quality of 1999	2017 Committee on Educator Retention and Recruitment
Funds a tuition reimbursement program for teachers at the rate of one three-credit course every two years		Work with General Assembly to ensure that when mandates requirement additional teacher training, the training is funded by the State
Funds a tuition reimbursement program for teachers at the rate of one three-credit course every two years		Work with General Assembly to ensure that when mandates requirement additional teacher training, the training is funded by the State
CHE, in consultation with SDE and SC Student Loan Corporation, shall establish a forgivable loan program for teaching areas of critical need and rural communities	Provide forgivable loans of up to \$15,000 for career changers to assist with living and educational expenses Align “critical areas” definition with other loan programs (e.g. Perkins) Increase amount that can be forgiven for each year of teaching Implement a Teacher Fellows Program (\$6,000 forgivable loan) to attract cohorts of up to 200 teacher education majors annually	Increase/enhance the teacher loan forgiveness program Add teaching/education as an enhancement to the LIFE scholarship
Raise teacher salaries (established goal is for SC		Raise the overall teacher salary and make teacher salaries more competitive, while considering

average to equal average of Southeastern states)		stipends for areas of high poverty, extended teacher salary step increases, raised cap for retired teachers Consider bonuses for years of service for teachers who remain in district Promote the home down payment assistance program
Implement a teacher incentive program to award performance and productivity	Fund awards for Teacher of the Year	
Extends teacher contract year by five days to provide for planning, professional development, etc.	Fund an additional five contract days for professional development	
Funds a competitive teacher grant program		
	Provide an advance for teachers pursuing NBPTS	
	Reward prior work experience (non-teaching) on teacher salary schedule	

Table 4
Other Major Policy Recommendations

Education Improvement Act of 1984 (Subdivision C)	Commission on Teacher Quality of 1999	2017 Committee on Educator Retention and Recruitment
	Develop a collaborative effort with SCDE, NSPRA, EOC, and others to recognize teaching and teachers for their contributions Ask businesses and Department of Commerce to include materials on teaching in their recruitment information	Create a collaborative statewide marketing plan All education partners should collaborate to promote the teaching profession
		Inventory all current recruitment initiatives and preparation pathways to determine effectiveness and viability for the future SCDE, CERRA, and CHE share roles in teacher recruitment,

		retention, and preparation. Responsibilities and accountability should be clarified
		Provide additional opportunities for mid- and long-term career teachers (including Master Teach Career Track Program) Eliminate renewal requirements for teachers with 25 plus years of service
	Provide a common job application	
	Fund para-professionals to reduce non-teaching duties of teachers and assist in administrative tasks	

THE TWELVE PROGRAMS

Our review of the twelve programs draws upon multiple sources of data. The primary sources are the South Carolina statutes, annual appropriation acts, published annual reports beginning with Fiscal Year 2016, website information, PowerPoint presentations to the EOC and other audiences, legislative reports, annual budget requests submitted to the EOC, and interviews with program managers or directors. When relevant correspondence between governing or oversight bodies and the program director was available and enhanced our understanding that correspondence was considered (e.g., Commission on Higher Education and the South Carolina State University (SCSU) minority recruitment program). These were of significant assistance both in providing additional data and perspective as well as deepening understanding. Telephone interviews with every program director or manager were conducted.

Based on the available data, each program is detailed in terms of its governance, authorizing proviso (shaded), recruitment, program offerings, funding, and evaluation. Most programs have not utilized a longitudinal evaluation strategy and directors decry the inaccessibility of teacher-and/or student-specific data. These problems confound attempts to determine student or teacher placement after program completion, the impact or effectiveness of teachers after completing the program, or ways in which students may have used their recruitment experiences other than working in the teaching profession. They also occlude opportunities for deep programmatic changes or improvements. Available proxy data and survey strategies have not been utilized. Smaller programs such as Call Me Mister and the two SCSU programs do maintain alumni records and engage in continued relationships with program participants. When possible, district and agency in-kind costs are projected; however, this is another area in which deeper, more comprehensive data sets should be built.

Career Pathways Programs

As defined earlier, career pathways offer exposure, supervised classroom experiences, and academic content relevant to teaching. Two CERRA programs fall into the Career Pathways category: ProTeam and Teacher Cadet.

Among its responsibilities, CERRA, initiated as the South Carolina Center for Teacher Recruitment with funding from 1984 Education Improvement Act (EIA), is charged in Section 59-25-55, as follows:

“ . . . in cooperation with the Commission on Higher Education shall establish a program with the purpose of expanding the number of high achieving minority students entering teacher education programs. The program shall include, but not be limited to, identification of minority high school students who have an interest in teaching and recruitment of these students into the teacher cadet program, personal counseling of minority students in the teacher cadet program about high demand certification areas, and college opportunities.”

Funds appropriated to CERRA are further governed by an annual proviso in the General Appropriations Act. For Fiscal Year 2022, Proviso 1.A. 6 is shown below.

1A.6. (SDE-EIA: CHE/Teacher Recruitment) of the funds appropriated in Part IA, Section 1, VIII.F. for the Teacher Recruitment Program, the South Carolina Commission on Higher Education shall

distribute a total of ninety-two percent to the Center for Educator Recruitment, Retention, and Advancement (CERRA-South Carolina) for a state teacher recruitment program, of which at least seventy-eight percent must be used for the Teaching Fellows Program specifically to provide scholarships for future teachers, and of which twenty-two percent must be used for other aspects of the state teacher recruitment program, including the Teacher Cadet Program and \$166,302 which must be used for specific programs to recruit minority teachers: and shall distribute eight percent to South Carolina State University to be used only for the operation of a minority teacher recruitment program and therefore shall not be used for the operation of their established general education programs. Working with districts with an absolute rating of At-Risk or Below Average, CERRA will provide shared initiatives to recruit and retain teachers to schools in these districts. CERRA will report annually by October first to the Education Oversight Committee and the Department of Education on the success of the recruitment and retention efforts in these schools. The South Carolina Commission on Higher Education shall ensure that all funds are used to promote teacher recruitment on a statewide basis, shall ensure the continued coordination of efforts among the three teacher recruitment projects, shall review the use of funds and shall have prior program and budget approval. The South Carolina State University program, in consultation with the Commission on Higher Education, shall extend beyond the geographic area it currently serves. Annually, the Commission on Higher Education shall evaluate the effectiveness of each of the teacher recruitment projects and shall report its findings and its program and budget recommendations to the House and Senate Education Committees, the State Board of Education and the Education Oversight Committee by October first annually, in a format agreed upon by the Education Oversight Committee and the Department of Education.

CERRA is housed at Winthrop University; the University serves as CERRA's fiscal agent. CERRA does not have a legislatively-appointed or legislatively-defined governing board. The CERRA Board is self-perpetuating as its members are appointed by the Executive Committee of the current board and the Executive Director. The Board is composed of educators representing South Carolina higher education institutions, professional education groups, and public school districts. CERRA is charged through statute or annual proviso with working with the Commission on Higher Education (CHE) the State Board of Education (SBE), the South Carolina Department of Education (SCDE,) and other agencies as appropriate to a particular task.

ProTeam. Initiated in 1990, "ProTeam is a middle school recruitment program designed to encourage exemplary students in seventh and eighth grades to attend college and consider education as a viable career option." The program targets (but is not exclusive to) male and minority students in the top 40 percent of their classes. Students must be recommended by at least three teachers and demonstrate potential to complete high school and college. The DreamQuest curriculum is CERRA-developed and is coordinated with the principles and expectations of the Education and Economic Development Act (EEDA) and SREB's "Making Middle Grades Work" initiative. The curriculum incorporates a series of modules on personal development, decision-making, diversity, and college awareness. The ProTeam model and/or

curriculum is currently used in eight states in addition to South Carolina. Those states purchase materials from CERRA yielding small revenues which are reinvested in the program.

Over the five years examined, CERRA responsibilities are fulfilled through strategies to create “a pipeline of competent, caring, exemplary teachers.” These strategies include:

- Targeting its recruitment campaign toward new sites, particularly in rural, underserved districts and schools;
- Using program facilitators to support sites with low enrollments;
- Hosting an annual facilitator’s conference and other meetings for personnel; and
- Launching and expanding a technology hub to support programs.

[Sources: CERRA Annual Reports, 2017-2021]

Classes are offered to students in the seventh and eighth grades, some through the auspices of Future Educator or Educators Rising clubs. Often the availability of teachers and/or time within the school day limits a school’s ability to offer the ProTeam program. An opposite, but equally challenging issue, is that some schools assign ProTeam as a student’s elective regardless of the student’s interest in education as a career. About 1,600 students currently participate; 47 percent of whom are male and 50 percent of whom are minority. ProTeam participating districts are displayed in Appendix B. Data are not maintained to determine the percentage ProTeam students who enroll in the Teacher Cadet program as eleventh or twelfth graders. Table 5 summarizes the ProTeam program completers from FY2016 through FY2021.

Expenditure data for the previous five years are shown in Table 6. These data only include funds expended from the EIA appropriation. CERRA costs for program maintenance and administration are not provided; neither are district costs of teachers, curriculum space, administration, nor instructional support. Therefore, the total investment for the program is not represented fully.

Table 5
ProTeam Completers

	FY2016	FY2017	FY2018	FY2019	FY2020	FY2021
# Schools	26	30	42	50	45	30
# Program completers	973	1,012	1,245	1,554	1,571	1,044
% Non-white	36	40	36	36	37	50
% Male	37	42	39	40	41	47
EIA Funds Per completer		\$143	\$116	\$66	\$69	\$101
Funds Expended		\$144,740	\$144,312	\$103,203	\$108,075	\$105,300

Sources: CERRA Annual Reports 2016-2021

Table 6
Funds Expended for ProTeam

SOURCE	FY2016	FY2017	FY2018	FY2019	FY2020	FY2021
EIA	\$9,195	\$9,813	\$13,717	\$9,728	\$9,740	\$12,250
Other State Funds						
District & Costs	Data not available					
Materials Revenues	Data not available					
TOTAL Expended	Data not available	\$144,740	\$144,312	\$103,203	\$108,076	\$105,300

Sources: CERRA Annual Reports for Fiscal Years 2016, 2017, 2018, 2019, 2020

The cost per completer data included in Table 5 do not account for local expenditures and therefore can be misleading. The numbers of initial enrollees are not published. While data on maintenance and administrative costs are not available, we can project local costs for teachers. If we assume 24 students per class and that a teaching load is 6 classes per day, then the to-be-included local costs would be:

- 1,044 completers divided by 24 students = 43.55 classes
- 43.55 classes divided by a 6-class load = 7.25 FTE teachers
- 7.25 FTE Teachers x average salary (\$51,862), adding 30 percent fringe benefits (\$67,420) = \$488,795
- Therefore, the projected cost per completer, EIA plus local teacher costs, is: \$569

This figure is in comparison to the estimated costs of \$101 for FY2021 included in Table 5.

CERRA maintains a cyclical evaluation schedule and incorporates ProTeam into those studies. The studies, particularly any follow-through studies, are hampered by data gaps and restrictions placed on the use of identifiable student information.

Teacher Cadet. Beginning with the 1985-86 school year, “[t]he Teacher Cadet Program encourage[d] academically talented, high-achieving high school students with exemplary interpersonal and leadership skills to consider teaching as a career. A secondary goal is to develop future community leaders who will become advocates for public education. Participating schools are supported by a local teacher preparation institution, known as a College Partner, which schools provides an on-campus College Day, guest speakers, and other resources and experiences. Cadets may receive college IDs allowing access to campus services and activities and earn transferable college credit hours upon completion of the course.” (CERRA, Annual Program Report, 2021.)

Students identified as high-performing and/or with leadership potential are recruited into the Teacher Cadet program by guidance counselor and administrators, and through listings in district course catalogs. School administrators are informed and encouraged through professional meetings and direct contacts with principals and instructional leaders. CERRA representatives indicate the Teacher Cadet Program is the pipeline for the “best and brightest” to enter teaching. Eleventh and twelfth grade students are selected for the Teacher Cadet program based upon credentials including the following:

- Evidence of a 3.0 Grade Point Average;
- 3 letters of recommendation; and
- Completion of an essay on an assigned topic.

Current CERRA responsibilities include:

- Recruiting new sites, particularly in rural, underserved areas;
- Using program facilitators to support targeted services and new instructors;
- Using liaisons to support leaders and provide services at the site level;
- Hosting meetings and trainings with Partners and site leaders;
- Maintaining a technology hub; and
- Recognizing outstanding Teacher Cadets through a Teacher Cadet National Honor Society.

The Teacher Cadet program uses a curriculum devised by CERRA, a curriculum now in its tenth edition. The curriculum includes two courses: Teacher Cadet-Experiences in Education and Teacher Cadet-Educational Psychology. Each course is a college-level course, eligible for dual credit in a college or university. The dual credit eligibility mandates that the teacher of record hold a master’s degree. While *Praxis* examinations are not a focus of the curriculum, students are made aware of the requirements and resources available to prepare for these examinations.

Approximately 2,300 students currently participate in Teacher Cadet programs in 70 South Carolina school districts. Twenty-two institutions of public and private higher education, spread across the state, serve as College Partners that offer students on-campus experiences. Those institutions are shown in Appendix C. Table 7 provides a five-year summary of the number of sites (that is, high schools), the number of students completing the Teacher Cadet-Experiences in Education course, the percentage of students who are non-white, and the percentage of students who are male.

Table 8 shows the expenditures from EIA appropriations. As mentioned earlier, the Teacher Cadet program can reinvest revenues from the sale of curriculum and support materials to other states either to ameliorate budget reductions or to expand the program. The district costs for teachers, administration, and experiences are not reported.

Table 7
Teacher Cadet Participants

	FY2016	FY2017	FY2018	FY2019	FY2020	FY2021
# Sites	169	179	180	188	191	169
# Students completing Experiences in Education course	2,652	2,909	2,973	2,991	2,998	2,309
% Non-white	32	35	35	34	35	31
% Male	22	28	23	23	22	21
% Choosing to enroll in teacher prep in college	39	37	37	35	NA	33
% Applying for Teaching Fellows		79	74			
Cost per completer		\$227	\$243	\$166	\$163	\$206
Total Funds		\$659,695	\$722,670	\$496,776	\$488,290	\$475,572

Sources: CERRA Program Report 2020-2021; CERRA Annual Reports for Fiscal Years 2016, 2017, 2018, 2019, 2020; EOC Funding Requests for Fiscal Years 2017, 2018, 2019, 2020, 2021

Table 8
Funds Expended for the Teacher Cadet Program

SOURCE	FY2016	FY2017	FY2018	FY2019	FY2020	FY2021
EIA	\$173,662	\$197,780	\$125,083	\$68,350	\$73,450	\$74,385
Other State						
District Fees & Costs	Data not available					
Materials Sales	Data not available					
TOTAL		\$659,645	\$722,670	\$496,776	\$488,290	\$475,571

Sources: CERRA Program Report 2020-2021; CERRA Annual Reports for Fiscal Years 2016, 2017, 2018, 2019, 2020; EOC Funding Requests for Fiscal Years 2017, 2018, 2019, 2020, 2021

Applying the methodology used to calculate the ProTeam cost per completer and defining the Teacher Cadet Completer as those who have completed the Experiences in Education course, the projected partial cost for completer is as follows. This projection does not include maintenance or administrative costs for the local school district or any costs for the college partners.

- 2,309 completers divided by 24 students = 96.2 classes
- 96.2 classes divided by a 6-class load per teacher = 16.03 FTE teachers
- 16.03 FTE teachers x an average salary of \$51,862, adding 30 percent finger benefits of \$67,420 = \$1,081,061
- Therefore, the cost per completer is \$1,081,061/2309 = \$674 (EIA plus local teacher costs)

Although CERRA includes ProTeam and Teacher Cadet programs in its cyclical evaluations, it does not maintain any participant-specific data.

SCSU Bridge: Minority Access to Teacher Education (MATTE). Initially funded in the Fiscal Year 2020 appropriations act, MATTE is authorized by Proviso 1A.72 (see below) to be housed at South Carolina State University (SCSU) with the purpose of “recruit[ing] minority high school students along the I-95 corridor into the teaching profession by offering them, while still in high school, access to counseling, mentoring, summer enrichment programs, and opportunities for dual enrollment credits at South Carolina State University.” During our interview with the program director, she noted that a secondary purpose from her perspective is to ensure that students graduate from SCSU debt-free.

1A.72 (SDE: Bridge Program) Of the funds appropriated for Rural Teacher Recruitment in Fiscal Year 2021-2022, \$1,400,000 shall be transferred to South Carolina State University for the implementation and enhancement of a BRIDGE program to recruit minority high school students along the I-95 corridor into the teaching profession by offering them, while still in high school, access to counseling, mentoring, on campus summer enrichment programs and opportunities for dual enrollment credits at South Carolina State University for the purpose of preparing these students to major in education and to become future teachers along the I-95 corridor. South Carolina State University must utilize \$400,000 of these funds to partner with one or more institutions of high education to establish a similar bridge program.

MATTE is administered through the SCSU College of Education and, through its dean, reports to the university administration and is ultimately governed by the Board of Trustees. Initially (2019-20) students were recruited from three counties: Calhoun, Clarendon (Districts One and Two) and Orangeburg. In 2020-21 seven additional counties were included in the recruitment process (see Appendix B). To be accepted into the program students must (1) express an interest in education; (2) have positive recommendations from teachers, counselors, and administrators at their high schools; and (3) meet the admission requirements of SCSU.

The heart of the MATTE program is a five-week summer residential program. During the program, students are expected to complete two courses: English 150 (English Composition and Communication) and Mathematics 150 (Quantitative Reasoning: Mathematics.) By being on campus students experience university life under the tutelage of MATTE-funded academic advisors. This opportunity is particularly important for MATTE students because the vast majority are first-generation college students, may not have spent significant amounts of time away from home, or may not have exercised the level of independence college life presumes.

In the first two years of operation, MATTE limited the summer program to graduating high school seniors and rising high school seniors. The initial summer program was provided virtually because of COVID restrictions. The authorizing proviso provides MATTE with an opportunity to expand summer offerings and other program features for students earlier in high school although additional funding may be required.

Currently, there are two cohorts. Students in Cohort 1 attended the summer program in the summer of 2020. Cohort 1 includes 23 rising high school seniors and 37 graduating high school seniors. Students in Cohort 2 attended the summer program in the summer of 2021. Cohort 2 includes 20 rising high school seniors and 31 graduating high school seniors. If we assume that a fully functioning program will include five cohorts of approximately 50 students each, then the program will require funds well above the current level of the appropriation and would most assuredly eliminate the latitude to use program funds for additional financial support.

Table 9 focuses on high school graduates and looks at their progression over time. As mentioned earlier, Cohort 1 included 37 high school graduates. Of these, 29 (78 percent) enrolled in SCSU as freshmen the fall semester following the summer program. Twenty-one of these students (57 percent) continued their enrollment in SCSU as sophomores. This “loss” of students does not mean that these students did not enroll in courses at a different higher education institution. It only means they did not enroll at SCSU.

Cohort 2 included 31 high school graduates. It is difficult to calculate the percentage of these students who enrolled in SCSU as freshmen because the number in the third column (34 with an asterisk) includes rising high school seniors from Cohort 1 who attended SCSU as a freshman after graduating from high school.

Table 9
MATTE Cohorts Over Time

Cohort	Number of High School Graduates Attending Summer Program	Number of Summer Attendees Enrolling in SCSU as Freshmen	Number of Summer Attendees Enrolling in SCSU as Sophomores
1 (Summer 2020)	37	29	21
2 (Summer 2021)	31	34*	Not applicable

Source: Request for EIA Program Funding for Fiscal Year 2022-23

Nationally, and in South Carolina, the scores of minority students on any of the *Praxis* tests required for admission to teacher education programs or teacher certification are well below the scores of other groups, thus resulting in barriers for admission and/or certification. [NOTE: A detailed discussion of the *Praxis* tests and their impact on admission and certification is provided in Section III.] The SCSU Catalog advises all prospective teacher education students, including MATTE students, to take the *Praxis* Core during their first or second semester at the University. In fact, most students take the test during their second semester while they enrolled in ED206, Foundations of Education. The MATTE-funded academic advisors provide guidance to students during the Core application process. Although students must pay a fee to take the *Praxis* Core, students who pass the test are reimbursed.

The two college-credit courses (English 150 and Mathematics 150) included in the MATTE program are intended to lay a strong foundation for passage of the *Praxis* Core. It should be pointed out, however, that while the courses are in the same academic area as those tested on *Praxis* Core, they are not as aligned with the test as they could be if they are to be most helpful to students.

For example, English 150 is primarily a writing course. Although *Praxis* Core does test writing and specifically includes a section on argumentative writing, one-third of the *Praxis* Core is a critical reading test, which requires student to evaluate information contained in passages and statements as well as to interpret information presented in chart or table formats. English 150 does not emphasize critical reading. The syllabus of Mathematics 150 clearly states that the objectives of the course include providing students with a “detailed overview of the *Praxis* Mathematics Core, skills necessary to be successful on the test, and test-taking.” Once again, however, there is not a complete alignment of the content of Mathematics 150 and the content of the *Praxis* Mathematics Core test. Although algebra and statistics are taught and tested, number concepts and geometry are tested, but not explicitly taught in Math 150.

The EIA-funded budget for the MATTE program is \$1 million. In Fiscal Year 2020, MATTE spent slightly less than 60 percent of its allocation. The low percentage is attributed to the delayed receipt of funds (December 2019) and the anticipated challenges of beginning a new program (e.g. staffing, program design, pandemic interruptions). In Fiscal Year 2021, two-thirds of appropriated funds were used to support program activities. The remaining funds were spent on scholarships to allow students to attend the summer residential program and to purchase laptop computers for all students in the program.

There is insufficient program experience to evaluate the program or to calculate a return on investment although preliminary examinations indicates that major budgetary questions must be resolved. We must question whether there are sufficient funds to continue the scholarship aspect of the program and to support expansion of the program to serve additional high school students.

Clafin University Bridge to Education (CUBE). When the General Assembly authorized the Bridge program (that is, SCSU’s MATTE program) in Fiscal Year 2020 that authorization included language directing SCSU to work with other institutions of higher education. That portion of the proviso is highlighted here.

1A.72 (SDE: Bridge Program) ... South Carolina State University must utilize \$400,000 of these funds to partner with one or more institutions of high education to establish a similar bridge program.

SCSU chose to partner with Clafin University to establish a similar bridge program. Clafin University then established the Clafin University Bridge to Education (CUBE) program. Clafin University did not receive notification of the contract with SCSU until late in the initial year and, therefore, was unable to design and implement CUBE the first year Clafin University received funds. In essence, CUBE is in its first year of implementation.

The CUBE Program consists of an “aggressive recruitment plan that attracts SC’s best and brightest—those who have the requisite knowledge, skills, and dispositions to become excellent educators. We [Clafin University] will work very closely with these students, implement intensive training in critical thinking, effective communication, and problem-solving skills that will help them to be successful on required licensure examinations, those like the *Praxis* Core, *Praxis* II, and Principles of Teaching and Learning” (Clafin University EIA Program Funding Request, 2021, page

3.) CUBE is administered within the University’s School of Education under the supervision of the Dean and subsequently is responsible to the university administration and the Board of Trustees.

SCSU and Claflin University entered into an agreement whereby in 2020-2021 the MATTE program would focus on recruiting from Orangeburg, Calhoun, and Clarendon counties and the CUBE program would focus on the Pee Dee and Low Country counties. In 2021-2022 the agreement was modified to expand recruitment fields for each program and to permit overlap of recruitment efforts. CUBE expanded its recruitment effort to include current Claflin University freshmen who met the admissions criteria. Currently CUBE has partnerships with six school districts: Allendale County Schools, Calhoun County Schools; Florence District One Schools; Jasper County Schools; Orangeburg County School District; and Sumter County Schools. (See Appendix B.) Similar to MATTE, CUBE only recruits from a high school senior class.

Participants in the program are selected based upon academic achievement as measured by student grade point averages (currently ranging between 2.8 and 3.5 on a 4.0 scale) and recommendations from school administrators, counselors, and teachers. Table 10 outlines current participation in the program. [Note. One high school student transitioned to the military rather than enter college]. Once again, the delayed implementation in year one and the challenges of working within the virtual environment must be emphasized.

Table 10

Current and Projected CUBE Participants (Source: Program Report for Fiscal Year 2020-21)

	2020-2021	2021-2022	2022-2023
Rising CU Freshmen	Cohort 1 (n = 3)	Cohort 2 (n = 10)**	Cohort 3
CU Freshmen	Cohort 1 (n = 8)	Cohort 1 (n = 3)	Cohort 2
CU Sophomores		Cohort 1 (n = 8)	Cohort 1

** Claflin University is still accepting applications for Cohort 2 (which will start Summer, 2022).

Source: Email from Dr. Dora Waymer, March 7, 2022. to

CUBE students can enroll in several dual credit courses. At this time English 101 (English Composition I) and English 102 (English Composition II) are offered; Introduction to Education, General Psychology, and College Algebra are under development. Once enrolled at Claflin University, students take courses in accordance with the curriculum required by the College of Education and, at an appropriate point in time, the students’ areas of concentration. The college courses are supplemented by an on-campus lecture series. Students receive tuition scholarships to Claflin University, personal computers, professional conferencing, and intense tutoring for the *Praxis* Core. They also participate in field trips. CUBE intends to support students for “as long as it takes” them to pass the *Praxis* Core and once they do pass the *Praxis* Core, they are reimbursed for the cost of taking the test.

In the first full project year CUBE reported spending \$105,000 on tuition scholarships. This represents 26 percent of the program funding or approximately \$10,000 per student. There is insufficient program experience to evaluate the program or to calculate a return on investment although preliminary examinations indicates that major budgetary questions must be resolved:

Are there sufficient funds to continue the scholarship program; should the program expand earlier in high school; how are CUBE college sophomores, juniors, and seniors to be supported?

CUBE leaders identified critical challenges recruiting students into the program. These include the historic under-preparedness for exams such as the Praxis core, the inattention to teacher salaries, and the negative narratives about the profession.

Preparation and Licensure Programs

Currently, most teachers enter the profession through traditional teacher preparation programs; however, the number entering through alternative preparation programs has grown significantly over the past several years. In FY2016 471 of the 2,801 newly hired certified teachers (16.8 percent) came through alternative programs. By FY2022, the number of teachers new to the profession coming through alternative programs was 746 (out of a total of 2926) or 25.4 percent (see Appendix A).

The State Board of Education (SBE) has approved the following statewide alternative programs.

The SC Department of Education (SCDE) offers:

- Program for Alternative Certification of Educators (PACE)
- Career and Technical Educator (CATE) Work-Based Certification
- Specialized Certifications include:
 1. Adjunct Faculty
 2. Montessori
 3. Advanced Fine Arts

Institutions of Higher Education (IHE) offer:

- Alternate Pathways to Educator Certification (APEC)
- U of SC Collaborative for Alternate Preparation (CarolinaCAP)
- Converse Alternate Certification for Educators (CACAE)

Two urban districts offer:

- Greenville Alternative Teacher Education (GATE)
- Teach Charleston

Finally, there are three national services offering alternate certification:

- American Board
- Teach for America
- Teachers for Tomorrow

Of these alternative approaches, two are funded directly with EIA revenues, CarolinaCAP and South Carolina Teach for America (SCTFA). Participation in these programs, PACE, and other alternative preparation programs may be supported by districts with their allocations of Rural Recruitment funds.

What makes a teacher preparation program “alternative”? Alternative certification programs (ACPs) are designed for adults who hold a four-year bachelor’s degree in a subject other than education and wish to become teachers. They offer a nontraditional route to certification that may allow the candidate to teach while completing the program requirements (Humphrey,

Wechsler, & Hough, 2008). The National Association for Alternative Certification (NAAC) is the professional organization that advocates for standards-driven nontraditional educator preparation leading to effective school staffing. NAAC reviews trends and issues to inform practices and policies relevant to recruitment, preparation, certification, support, assessment, and retention of high-performing educators (www.alternativecertification.org).

University of South Carolina Collaborative for Alternate Preparation. Beginning in Fiscal Year 2020, the General Assembly authorized funding for a new teacher recruitment pilot program in the College of Education at the University of South Carolina.

1A.85. (SDE-EIA: Teacher Recruitment Program) On or before September 30th of Fiscal Year 2019-20 following the development of accountability metrics, \$750,000 of the funds appropriated in this Act to the Department of Education for "Rural Teacher Recruitment" shall be allocated to the University of South Carolinas College of Education (COE) for the development and implementation of a new teacher recruitment pilot program to be administered by the COE in partnership with the Center for Teaching Quality (CTQ). The purpose of the pilot program shall be the employment of innovative and cost-effective teacher recruitment strategies, customized training for new teachers, and dedicated, ongoing mentoring support. The pilot program shall compliment and/or enhance the states ongoing rural teacher recruitment initiatives such as those supported pursuant to Part 1A.54 of this Act. At minimum, the pilot program must assist no fewer than ten school districts to include at least four districts along the 1-95 corridor and serve no fewer than 250 teacher candidates. The pilot program shall stipulate reasonable fees for participating candidates and districts and districts shall agree to release time for required on site mentors who shall be experienced, practicing teachers within the district for the purposes of co-teaching with and supporting candidates' development. Within participating districts, the pilot program shall emphasize high-need schools and within selected schools, the emphasis shall be on developing teacher candidates teaching in high-need subject areas to include, but not be limited to, STEM and special education with all candidates receiving training in literacy skills. The pilot program design shall be based on emerging empirical evidence of effective teacher education as well as best practices from recent innovations in university-based and alternative certification and residency programs for the dual purpose of recruiting needed candidates with equal focus on retaining accomplished, experienced teachers utilizing, in part, a model which contains intensive mentoring and support for candidate teachers. Before any funds are disbursed to the COE, the COE and CTQ shall develop accountability metrics for the pilot program that must include, at minimum, employment outcome indicators such as job placement and retention statistics as well as survey instrumentation in order to measure candidate, mentor, and principal satisfaction with the pilot program. No later than June 30th, program data and evidence collected as a result of this accountability requirement must be shared in report form with the Department of Education, the Education Oversight Committee, the South Carolina Center for Educator Recruitment, Retention, and Advancement, the Commission on Higher Education, the Chairman of the Senate Education Committee, the Chairman of the House Education and Public Works Committee, the Chairman of the House Ways and Means Committee and the Chairman of the Senate Finance Committee.

As outlined in the proviso, this program, which came to be known as CarolinaCAP, had three primary goals.

- Employment of innovative and cost-effective teacher recruitment strategies;
- Customized training for new teachers; and
- Dedicated, ongoing mentoring support.

CarolinaCAP materials describe its purpose as “mak[ing] UofSC’s rigorous, university-based program more available to rural candidates and school districts and further advance its commitment to preparing and supporting educators for systems most in need.”

CarolinaCAP is a partnership among three entities: UofSC College of Education, the North Carolina-based Center for Teaching Quality (CTQ), and local school districts. Ultimately governed by the UofSC administration and Board of Trustees, CarolinaCAP is advised through layers of committees to include appropriate state agencies, College of Education faculty, and local school districts. CarolinaCAP has contracted for external annual evaluations. As a result, program leadership should have access to a continuous flow of information and direct programmatic maintenance and modification.

CarolinaCAP targets individuals with earned bachelor’s degree, particularly those who may be already working in school districts as instructional support or administrative personnel. Candidates who have engaged in student teaching in another program or have participated in another alternate preparation program are excluded. While program criteria do not preclude non-district personnel, the local school district must commit to sponsor a candidate. Sponsorship includes fees paid to CarolinaCAP, salaries when individuals are teaching, and on-site mentoring costs.

During the three years that the program has been in operation, the College of Education has led the effort to recruit districts. The proviso requires no fewer than 10 districts participate, four of which must be along the I-95 corridor (see district participation in Appendix B.) The number of participating districts has increased from 10 in FY2020 to 24 in FY2022. Program recruitment began with face-to-face meetings with district and school personnel. Under the COVID-19 protocols, however, recruitment shifted to virtual strategies.

In addition to specifying the number of districts, the proviso also requires CarolinaCAP to serve no fewer than 250 teacher candidates. While CarolinaCAP has applicants for program admission approaching this number, the target number of teacher candidates has not been achieved. Admission to the program requires the candidate hold an earned bachelor’s degree with a grade point average of 2.5 or above on a 4-point scale and must have passed the appropriate *Praxis* Subject Assessment. [Elementary special education teacher candidates must have a grade point average of 2.75 or above.] Candidates not meeting the grade point average requirement must pass the *Praxis* Core test. Candidates who have not passed the *Praxis* Core are provided access to *Praxis* preparation materials and experiences.

As shown in Table 11 currently there are 81 participants in CarolinaCAP. About two-thirds of them identify as African American or Black and 18 percent identify as male. Seventy-six percent were district employees prior to entering the program. The data summarized in Table 11 suggest that the percent of applicants selected for the program is smaller each year, down from about 20

percent in FY2020 to slightly less than ten percent of the applicants chosen in FY2022. This is the result of having a fixed cohort size each year while, at the same time, the number of applicants is increasing.

Table 11
Participation in CarolinaCAP

	2019-2020	2020-2021	2021-2022
# Districts	10	17	24
# Applicants	145	263	355
# First Year	29	34	35
# Second Year	--	12	34
# Third Year	--	--	12
# Fully Certified	--	--	0

Source: CarolinaCAP End-of-Year Reports, July 2020; July 2021

The CarolinaCAP program includes university-based courses, individualized micro-credential programs, and supervised teaching to be completed in a period of up to three years. The university courses are ED600-Creating a Classroom Environment and ED634-Instructional Practices. One of CarolinaCAP’s innovative strategies is the use of micro-credentials. Briefly stated, a micro-credential is a short, competency-based recognition of academic accomplishment. Currently, there are 103 micro-credential options that have been developed by the Center for Teaching Quality and made available on a virtual platform. They are divided into 14 areas of practice and aligned with the South Carolina Teaching Standards 4.0. Each participant must earn 18 micro-credentials. To determine the specific micro-credentials an individual must achieve, participants are assessed on discrete knowledge and skills relevant to success as a teacher.

The *Praxis* Subject Assessments are barriers to some candidates’ completion of the program. To assist them in preparing for the tests, CarolinaCAP provides study guides, videos, access to commercial preparation materials, the directed program available through Voorhees College, and on-line and consultant support as provided by local school districts.

Teacher candidates are employed by the sponsoring local school district to serve as co-teachers (or during the 2020-2021 year as teachers of record through a temporary decision of the State Board of Education). Each teacher candidate is assigned a coach who works with the candidate to co-plan, co-teach, and co-assess. CarolinaCAP trains and supports the coaches. Each coach, who is an employee of the local district, provides from three to five hours of consultation per week to each candidate. A coach is assigned up to ten full-time candidates.

CarolinaCAP receives \$750,000 in EIA funds through the authorizing proviso. An additional \$400,000 was provided for Fiscal Year 2022 from a supplemental appropriation. These funds do not represent full costs of the program. The data summarized in Table 12 attempt to detail program revenue, through direct appropriations, in-kind resources, and fees.

Table 12
 Estimated Program Resources for CarolinaCAP (2021-2022)

Source	Amount	Use
EIA	\$750,000*	Administration & Support Micro-Credential Development Summer Development and Trainings Communication Virtual Platform University Courses
UofSC In-kind	\$500,000	Administrative Support Marketing and Recruitment
Candidate Fees (n=60 20 per program year, half at \$4,500)	\$120,000 per year	\$7,500 per candidate; Carolina CAP absorbs \$3,000 for rural district candidates; Districts pay all other fees (for up to three years)
Coaches (n=6)	\$404,520	Using average teacher salary plus fringes; coaches are on-site partners of candidates who are teaching
Estimated Total	\$1,774,520	
Estimated Cost per Candidate	\$29,575	

* Fiscal Year 2022 supplemental appropriation (\$400,000) is not included in the calculation.

Source: Telephone interview with Ms. LaKeytria Grant, November 18, 2021

These projected costs must be considered within three contexts. First, South Carolina has a desperate need for qualified teachers; every day students are denied the opportunity for and access to an education because of the teacher shortage. Second, were teachers prepared during their junior and senior years of college (typically the primary years of the teacher preparation program), the cost per teacher would be over \$15,000 per each of two years *exclusive* of other state appropriations, federal allocations, and private revenues. The UofSC website estimates undergraduate students pay \$12,688 for tuition and technology fees and another \$1,226 for books and supplies per year (www.sc.edu/admissions.) Third, the CarolinaCAP candidates are working as “Teachers of Record” in school districts under the alternate program approval of the SBE.

As mentioned earlier, CarolinaCAP incorporates annual, external evaluations which draw data and opinions from students, teacher candidates, coaches, and university liaisons through surveys and interviews. The fidelity of program implementation to the model is studied as well, noting necessary accommodations or changes required. Because the first cohort is in its final training year there are no data on the impact of the program.

Teach for America South Carolina. Teach for America-South Carolina (TFASC) was initiated in 2011 through private funding and sponsorship. TFASC is a unit of the national organization (TFA) and is supported by the national office through recruitment, research, training, and marketing services. TFA is a 501c-(3) national organization intent on attracting the “best and the brightest”

to the teaching profession to better serve high need students and their communities. The national TFA uses a corps of recent college graduates and/or professionals who have been recruited during college with a commitment to teach at least two years in public schools. The model is based on three principles: (1) to enlist talented and diverse individuals to become teachers in low-income communities; (2) to develop these individuals into strong teachers and leaders; and (3) to mobilize corps members to continue as classroom teachers, to enter leadership roles in schools and their communities, and to support strong policies and practices to improve student achievement. (www.teachforamerica.org) The application of these principles is tailored to the needs of South Carolina.

The TFASC Vision Statement reads: “One day, all children in South Carolina will have the opportunity to attain an excellent education.” The associated mission statement is “to find, develop, and support a diverse network of leaders to expand opportunity for children in classrooms, schools, and every sector and field that shape the broader systems in which school operate.”

In FY 2013, the General Assembly appropriated \$2 million to supplement private contributions and fees charged to local districts. That allocation was raised to \$3 million in FY2014 and remained at that level until FY 2022 when the allocation was reduced by \$1,000,000.

TFASC is administered locally although employees are responsible to the national organization. TFASC programs leading to certification are offered with the discretion and approval of the State Board of Education (SBE). For example, the SBE approved guidelines for TFASC in April 2014 [<https://ed.sc.gov/educators/alternative-certification/tfa/state-board-approved-guidelines-for-tfa/>]. The SBE retains program approval by deciding to include TFASC on the list of approved alternate certification programs.

Corps members are recruited through the national program and by TFASC leaders. Between 40,000 and 50,000 potential corps members apply nationally each year; about half fail to meet the criteria for acceptance. These criteria include a minimum of a 2.7 grade point average on a 4.0 scale. [Currently, the mean grade point average of corps members is 3.5.] The applicant submits a curriculum vitae which includes the grade point average and helps reviewers identify characteristics such as grit, resilience, and a belief that all children can achieve. Nationally, about 12 percent of applicants are accepted and one-half of those sign a contract for a TFA placement. Seventy percent of those who sign a contract are graduating college seniors, whereas 30 percent are career-changers (mostly in their thirties.) To continue as a corps member, an individual must be employed by a public school district and hold an alternate route certificate.

Districts must request to participate. In fall 2021 TFASC had requests from 13 public school districts and one early college (see Appendix C). These districts currently employ a total of 115 TFASC corps members, with Charleston, Colleton, and Orangeburg each employing more than 20. The other districts employ fewer than ten.

Corps members are employed by a local school district and are assigned to teaching positions closest to their college major. Prior to the initial teaching year, participants experience a four-to-six-week summer program. During that program, they are oriented and inducted into the TFASC corps. In addition to the summer program, TFASC also provides continuing professional

development and coaching as well as opportunities for corps members to work collaboratively. Some participating districts have requested TFASC to provide a one-week summer orientation and induction program for all first--and second-year teachers. This program is supported by a three-year Catalyst grant from the Coastal Community Foundation.

TFASC pays for the taking of *Praxis Subject Assessments* and provides support to test takers in preparation for the assessments. Nonetheless, the *Praxis Subject Assessments* remain a barrier for a sizeable number of TFASC Corp members. Almost twenty percent of TFASC members who take the test one or more times fail to achieve the requisite passing score (Source: https://title2.ed.gov/Public/Report/DataFiles/DataFiles.aspx?p=5_01).

TFASC attends to diversity issues in its selection and placement of candidates. Currently, there are 203 corps members active in South Carolina schools (see Table 13). Seventy-one percent have stayed beyond the original two-year commitment with an average of 4.95 years of teacher tenure. Twenty-three percent identify as male, and 35 percent identify as a person of color. Forty-six percent come from low-income backgrounds and 77 percent are from out-of-state.

Table 13
TFASC Corp Members FY2017 to FY2022

Corps Members & Districts	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
First Year Corps Members	49	52	60	59	36	27
Second Year Corps Members	52	38	39	44	49	31
Core Members Still Teaching (Beyond Year 2)	51	57	63	66	95	145
Number of districts	12	12	12	12	12	11

Source: Email from Kalela Massey, Executive Support Director, February 11, 2022

As mentioned earlier, the TFASC commitment is for two years. TFASC assumes all costs for professional development and coaching as well as lodging and food costs during summer training sessions. TFASC corps members are paid by local school districts for the instructional year. Corps members also are considered AmeriCorps Volunteers and can cancel up to \$5,000 in student loans for each year of teaching.

A 2019-2020 study of TFASC’s impact by the SC Department of Education suggests that approximately three-fourths of corps members move through the initial years to full certification. In 2018-2019 the beginning cohort size was 61 and 45 corps members had certificates issued. In 2019-2020 the beginning cohort size was 58 and 47 corps members had certificates issued. (State Department of Education Report on Teach for America, 2019-2020 School Year, SC Department of Education, January 12, 2021.)

If corps members choose to remain in teaching, they can make an additional two-year commitment. During this additional time frame, they receive professional development, support through the National Board for Professional Teaching Standards (NBPTS) process, and a graduate leadership program leading to a master’s degree from The Citadel.

As stated previously, TFASC utilizes revenues from multiple sources. In addition to the \$3,000,000 received from the EIA in Fiscal Year 2021, the budget includes an additional \$820,014. Four hundred thousand dollars come from school partnerships and slightly more than \$200,000 come from individual contributions (see Table 14).

Table 14
Sources of Funds for TFASC (FY2021)

Source	Amount
Education Improvement Act	\$3,000,000
SEED (Federal funds)	\$55,586
School Partnerships	\$400,000
Individual Contributions	\$221,437
Foundation Contributions	\$83,800
Corporate Contributions	\$22,000
Less Fundraising Costs	(\$1,334)
TOTAL REVENUE	\$3,820,014

Source: Request for EIA Program Funding, 2021-2022

Considering the 85 first and second core members in Fiscal Year 2021 as a base and the funds shown above we estimate a per core member expenditure of \$22,477 per year.

TFASC is evaluated by the national organization using measures of implementation and teacher tenure. The national TFA also monitors student achievement in TFA placements. Within SC there is not a mechanism by which teacher-linked student achievement data are accessible. On occasion, and with district permission, teaching corps members can share scores of their students with TFASC. This practice is rare and intermittent and often without student longitudinal data. More extensive evaluation is planned in accordance with Proviso 1A.45 shown below:

1A.45. (SDE-EIA: Teach for America SC) Because Teach for America SC receives EIA funds in the current fiscal year, school districts that partner with Teach For America SC are required to provide to Teach For America SC by September first annually, information on the prior year’s academic achievement of students who were directly taught by Teach For America corps members. The information must be in a format that protects the identity of individual students and must include state assessment data as appropriate.

Call Me Mister. Call Me Mister is designed to provide comprehensive support to African-American males as they matriculate through a baccalaureate-level teacher preparation program. Originally conceived as a program for Clemson University in cooperation with three South Carolina Historically Black Colleges and Universities (HBCUs), the program now has 27 collegiate partners in South Carolina and serves as a national model. The program began 21 years ago with the goal of addressing the shortage of African-American males teaching in South Carolina’s early childhood and elementary classrooms.

Call Me Mister is administered by the College of Education at Clemson University and ultimately is responsible to the University’s Board of Trustees. The program has advisory input from faculty, school district leaders, program alumni, and community leaders. Partner institutions must commit to recruit and support a cohort of three to five students. Students are recruited into the program from across the state. Entry requirements include acceptance into the higher education institution, submission of two essays (Why I Want to Teach and How the Call Me Mister Program Will Benefit Me as a Student), recommendations from school and/or community leaders, and an interview. Ninety percent of Call Me Mister members are from South Carolina. Accepted cohort members receive a grant of (a) up to \$5,000 if they have not passed the *Praxis* Core or (b) up to \$10,000 once *Praxis* Core is passed. Student tuition, fees, and related costs are supported through access to other grants and loans which could include the SC Teacher Loan Program, Teacher Fellows loans, federal and private loans.

Program participants are organized into institution-specific cohorts. Cohort members share housing on campus. Housing together, being mentored together, studying together--all are designed to form a bond among cohort members that is so strong that “leaving the program is like leaving your community.” Dr. Roy Jones, the architect of the Call Me Mister program at Clemson University, stated that a “loving, learning community” is developed among cohort members. Call Me Mister is co-curricular, and members do not receive college credit for their participation. Mentoring and advising activities as well as summer internships and long-term leadership development activities form the program’s core. Call Me Mister students are enrolled in the teacher preparation program at their respective institutions, and they must satisfy traditional program requirements. Each South Carolina higher education institution receives a small amount of funding to support recruitment and administration.

Performance on *Praxis* tests interferes with progress for many students. Call Me Mister contracts with external groups to supplement *Praxis*-preparation activities. At least one school district has contracted with it to help that district’s potential teachers pass the *Praxis* tests. Few students pass the *Praxis* Core in their first attempt; however, once cohort members have passed *Praxis* Core, their likelihood of passing the *Praxis* Subject Assessments is very high. This suggests that while the high school experience may not have prepared students for the *Praxis* Core; their collegiate experiences do prepare them for the next *Praxis* assessments. Call Me Mister pays for a student’s first attempt at the *Praxis* Core; students must pay for subsequent attempts.

Table 15 displays the number of Call Me Mister participants over the past five years. Note that program participation decreased significantly during the COVID or “virtual” year.

Table 15
Call Me Mister Program Participants

	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021
# Students	217	183	180	153	186	195
# Institutions	20	20	21	24	25	25

Source: Email from Dr. Roy Jones, February 2, 2022

Eighty-five percent of the 275 who graduated from the Call Me Mister program since 2004 still are classroom teachers with 12 percent serving in leadership or administrative roles. Program alumni serve as mentors to current cohort members and are leaders or speakers at the summer leadership institute. Aggressive follow-up strategies and a determination to maintain relationships among Call Me Mister graduates strengthens the linkage of individuals to the larger professional community.

Beginning in Fiscal Year 2019, Call Me Mister has received \$500,000 a year from EIA funds (see Table 16). This represents less than 30 percent of its total budget. Of these funds, \$325,000 are allocated to South Carolina partner institutions for student support activities.

Table 16
Revenue Streams for Call Me Mister

SOURCE	FY2016	FY2017	FY2018	FY2019	FY2020	FY2021
Prior Year Carry-Forward				\$66,895	\$160,800	\$744,855
State Funds			\$1,300,000	\$1,300,000	\$1,300,000	\$1,300,000
EIA				\$500,000	\$500,000	\$500,000
License Agreement			\$15,000	\$9,500	\$13,000	\$10,000
Grant				\$249,400	\$249,400	
Contributions (Dominion Energy)			\$50,000	\$50,000	\$50,000	\$50,000
Foundation			\$72,500			
TOTAL				\$2,175,795	\$2,273,200	\$2,604,855

Source: EIA Program Requests, 2017-2021

SCSU Program for the Recruitment and Retention of Minority Teachers (SC-PRRMT). The SC-PRRMT serves non-traditional students. That is to say, the program focus is on students who may be older, may be employed, may have family responsibilities, or may live distant from a college campus. Each of these can preclude participation on a traditional campus site and/or calendar. The SC-PRRMT provides evening and weekend classes which are typically face-to-face although on-line courses are being used more frequently to address health and geographic issues. Authorized by Proviso A.6 the SC-PRRMT is a function of South Carolina State University's (SCSU) College of Education and is responsible to the SCSU administration and ultimately the Board of Trustees. The Commission on Higher Education also has oversight of the program as outlined in the proviso.

1A.6. (SDE-EIA: CHE/Teacher Recruitment) Of the funds appropriated in Part IA, Section 1, VIII.F. for the Teacher Recruitment Program, the South Carolina Commission on Higher Education shall distribute a total of ninety-two percent to the Center for Educator Recruitment, Retention, and

Advancement (CERRA-South Carolina) for a state teacher recruitment program, of which at least seventy-eight percent must be used for the Teaching Fellows Program specifically to provide scholarships for future teachers, and of which twenty-two percent must be used for other aspects of the state teacher recruitment program, including the Teacher Cadet Program and \$166,302 which must be used for specific programs to recruit minority teachers: and shall distribute eight percent to South Carolina State University to be used only for the operation of a minority teacher recruitment program and therefore shall not be used for the operation of their established general education programs. Working with districts with an absolute rating of At-Risk or Below Average, CERRA will provide shared initiatives to recruit and retain teachers to schools in these districts. CERRA will report annually by October first to the Education Oversight Committee and the Department of Education on the success of the recruitment and retention efforts in these schools. The South Carolina Commission on Higher Education shall ensure that all funds are used to promote teacher recruitment on a statewide basis, shall ensure the continued coordination of efforts among the three teacher recruitment projects, shall review the use of funds and shall have prior program and budget approval. The South Carolina State University program, in consultation with the Commission on Higher Education, shall extend beyond the geographic area it currently serves. Annually, the Commission on Higher Education shall evaluate the effectiveness of each of the teacher recruitment projects and shall report its findings and its program and budget recommendations to the House and Senate Education Committees, the State Board of Education, and the Education Oversight Committee by October first annually, in a format agreed upon by the Education Oversight Committee and the Department of Education.

Students are recruited through contacts in local communities, program alumni referrals, and district recommendations. Some would describe the initiative as a “grow your own” program because typically most program graduates are employed in their current communities or currently are employees of the local school district. The program tends to serve districts located in the middle of the state; particularly, communities classified as rural and often with a high level of poverty. Currently, 19 districts are participating in the program (see Appendix C). Admission to the program requires a grade point average of 2.75 or better for those with an associate degree or some college experience; if the applicant only has a high school diploma, then a B average is required. Institutional application fees are waived.

There are 87 current students (see Table 17). Eighty percent are African American and, currently, there are no male candidates, although there has been a significant proportion of males in previous years. Note, however, that the overall number of graduates per year is quite small, never exceeding 13.

The “navigation supports” provided to students are one of the key elements of the program. Program leaders “walk” the student’s materials through the application and financial aid processes, assist in registration for courses and professional exams, provide access to supplemental learning experiences, and assist in solving logistical and financial problems. Students receive scholarships for tuition, fees, and materials. A secondary goal of the program, according to the program manager, is for students to graduate without any loan debt.

Table 17
SC-PRRMT Participants

SOURCE	FY2016	FY2017	FY2018	FY2019	FY2020	FY2021
# Participants	66	71	80	88	85	87
# Maintaining Eligibility	58					
Graduates	10	13	12	10	10	9
Placement Rate	90%	87%	88%	100%	100%	100%

Source: EIA Program Reports 2017, 2018, 2019, 2020, 2021

Students must complete the same teacher preparation program as required of traditional students. Many program participants attend on a part-time basis as they manage family, work, and academic demands. Current students are pursuing a degree in early childhood, elementary, and special education. As mentioned earlier, courses are offered in the evenings and on weekends. Seventy percent of students have earned a grade point average of 3.0 or above on a 4.0 scale, with one student maintaining a GPA of 4.0. All program graduates are teaching in a critical need geographic or certification area.

There are some program dropouts. Follow-up interviews indicate roughly 10 percent drop out because of family issues; others dropout because they are unable to pass the *Praxis* tests. With respect to performance on the *Praxis* Core test, it must be remembered that older students have been out-of-school for some time; therefore, they are not as comfortable taking standardized tests and some content has likely been forgotten or unused. SCSU provides access to weekend workshops, on-line services, and private test preparation materials. The Commission on Higher Education urges statewide recruitment of more students and across more communities; however, a larger student load would necessitate either reduction in program services and supports or increased funding. The program is funded completely through EIA funds at \$339,482 and has been funded at that level for well over ten years.

Commission on Teacher Quality. The Commission on Teacher Quality was established in 1999 by Governor Jim Hodges and co-chaired by State Superintendent Inez Tenenbaum and Senate Education Committee Chair Nikki Setzler. Its members included representatives of the business and education community. The work of the Commission was completed in 2002. At that time the General Assembly appropriated funds to implement the recommendations of the Commission (summarized in Tables 1-4).

The activities and funds of the Commission on Teacher Quality are administered by the SCDE and governed by the State Superintendent of Education. There are no provisos specific to the Commission on Teacher Quality although there are authorizing statutes for the general administrative functions funded through the Commission on Teacher Quality appropriation.

The funds currently are used to support SCDE activities related to teacher quality and create conditions for teacher collaboration. Among these activities are maintenance of membership in the National Associations of State Directors of Teacher Education and Certification, interstate

licensure reciprocity, evaluation of teacher preparation programs, support for induction and mentoring programs, and a collective leadership institute. The goals of the Commission are to:

- support accreditation and review of education preparation programs;
- support districts in recruiting and retaining qualified teachers;
- facilitate credentialing of qualified and ethical educators; and
- support schools in the development and retention of teacher leaders.

These goals are not inconsistent with two goals of the 2017 Committee on Educator Retention and Recruitment. These goals require all educator preparation programs to have a strong clinical component and implement high quality and equitable teacher mentor and induction programs. (Governor’s Commission on Teacher Quality Interim Report, December 1999)

The need for reciprocity agreements is consistent with the recommendation of the Commission on Teacher Quality to “reduce barriers for out-of-state teachers to become certified in South Carolina.” Activities related to licensure reciprocity, then, are aligned with teacher recruitment efforts. Essentially, the SCDE collaborates with other states to ensure that teachers certified in another state easily be licensed in South Carolina. In a state with a growing population, primarily from in-migration, reciprocity offers an additional stream of qualified teachers. Through the reciprocity agreement, South Carolina certified 1,643 teachers in 2019, 1,914 teachers in 2020, and 1,162 teachers in 2021. CERRA reports that for the school year 2021-2022, 1,088 teachers previously teaching in another state were new hires in SC school districts. Teachers from out-of-state were the second largest contributor to new hires in 2021-2022 (see Appendix A.)

The Collective Leadership Initiative (CLI) is a partnership among the SCDE, the Center for Teaching Quality, and participating schools. The Center for Teaching Quality promotes a collective leadership approach that “begins with clearly articulating the value of bigger circles of leaders that bring a needed diversity of perspectives. As schools and systems identify individual educator’s strengths, develop cross-functional teams that leverage those strengths, and build processes to transform teaching and learning.” (Source: <https://www.teachingquality.org/our-services/>) Beginning with four schools in FY 2017, CLI now involves 14 schools. Districts with schools participating are shown in Appendix C. CLI staff train teachers within a school on a problem-solving strategy to use in fostering the conditions and culture within a school that lead to teacher satisfaction and retention in their roles.

The funds expended by the Commission on Teacher Quality over the past five years are shown in Table 18. The funds and activities of the Teacher Quality Commission are used in a manner supportive of teacher recruitment and licensure but are not directly associated with the teacher recruitment; that is, identifying prospective teachers and facilitating their entrance into the teacher profession. This is neither a criticism of its goals nor of the expenditure of funds. The authors recommend that the Teacher Quality Commission be studied within the context of either administrative support for the profession and/or teacher retention (particularly the CLI.)

Financial Incentives

As defined earlier, financial Incentives include cancellable loan programs, scholarships, and stipends to support the future teacher directly or to provide a mechanism to repay college costs

through service rather than cash payments. Most loans are made to individuals later in their college career after they have enrolled formally in the teacher preparation program.

Table 18
Teacher Quality Commission Revenues

SOURCE	FY2016	FY2017	FY2018	FY2019	FY2020	FY2021
EIA	372,724	372,724	372,724	372,724	372,724	372,724
EIA Balance to carry-forward	86,271	52,668	15,356	Not Available	112,800	Not Available

Source: EOC EIA Program Funding Requests for FY 2017, 2018, 2019, 2020, 2021

Teacher Loan Program. The South Carolina Teacher Loan Program is an original component of the 1984 Education Improvement Act. Designed to encourage future teachers to become certified in an academic field with teacher shortages (e.g., mathematics, science, special education) or to teach in a geographic area dealing with chronic teacher shortages, the program offers interest free loans that can be cancelled by teaching in a State Board of Education designated area of critical need. For each year of teaching, 20 percent or \$3,000 (whichever is higher) of the loan is cancelled. The goals and governance of the programs are contained in a proviso.

1. A...6 With the funds appropriated CERRA shall also appoint and maintain the South Carolina Teacher Loan Advisory Committee. The Committee shall be composed of one member representing each of the following: (1) Commission on Higher Education; (2) State Board of Education; (3) Education Oversight Committee; (4) Center for Educator Recruitment, Retention, and Advancement; (5) South Carolina Student Loan Corporation; (6) South Carolina Association of Student Financial Aid Administrators; (7) a local school district human resources officer; (8) a public higher education institution with an approved teacher education program; and (9) a private higher education institution with an approved teacher education program. The members of the committee representing the public and private higher education institutions shall rotate among those intuitions and shall serve a two-year term on the committee. The committee must be staffed by CERRA and shall meet at least twice annually. The committee’s responsibilities are limited to: (1) establishing goals for the Teacher Loan Program; (2) facilitating communication among the cooperating agencies; (3) advocating for program participants; and (4) recommending policies and procedures necessary to promote and maintain the program.

As established in statute the Teacher Loan Program is administered a private entity, the South Carolina Student Loan Corporation (SCSLC). The SCSLC administers several federal, state, and private loan corporations. The specific teacher loan program with which we are concerned is coordinated by several state entities. The advisory function is outlined in the proviso; the CHE

exercises oversight on the amount a student may borrow; and the SBE defines the critical certification areas and districts eligible for loan cancellation.

Loan amounts vary depending upon the student’s need for support and the coordination with other grants, scholarships, and loans. Currently, eligible students annually may borrow at the following levels which are calibrated to address tuition, fees, materials, and related expenses.

- College Freshman and Sophomores \$ 2,500
- College Juniors and Seniors \$ 7,500
- Career Changers \$ 15,000
- PACE \$ 750

Quite simply, the administrative goal of the program is to “exhaust the funds.” In Fiscal Year 2022, 1,061 teachers received loans from the program. The ethnicity of loan recipients is shown in Table 19.

Table 19
Ethnicity of Recipients of Teacher Loans, 2021-2022

Ethnicity	Percent
African American	11.4
American Indian	Less than one percent
Asian	1.1
Caucasian	79.4
Hispanic	2.4
Other	Less than one percent
Not answered	4.8

Source: South Carolina Teacher Loan Program, October 2021 Update

Although 30 South Carolina institutions enroll students with cancellable SC Teacher Loans, only two Historically Black Colleges and Universities (HBCU) institutions participated this past year: Claflin University (with two loan recipients) and SCSU (with four loan recipients).

Learning about and utilizing the cancellable loan is highly dependent upon the work of college student financial aid officers and/or participation in other teacher recruitment efforts. A large proportion of former Teacher Cadets participate in the program (see Table 20) suggesting that the high school Teacher Cadet program may be a source of information about, or reinforcement to apply for a cancellable loan. As shown in Table 20, 558 of the 1,061 borrowers (53 percent) were former Teacher Cadets. Of the 558 former Teacher Cadets, 210 were freshmen or sophomores (which represents 63 percent of freshman and sophomore borrowers) (EIA, Program Request 2021; SC Student Loan Corporation PowerPoint, October 2021)

Student financial aid practices generally steer students toward grants with no repayment requirements and profession-neutral loans early in their college careers. These practices are evident in the participation pattern of students in the Teacher Loan program. Only about one-third of loan recipients are freshmen or sophomores in college. Once students have selected a major and been admitted to a teacher preparation program, the Teacher Loan program is a less

risky option. More than 55 percent of recipients are college juniors or seniors. These practices are consistent with the institutional and individual desires for students to leave college as debt-free as possible.

As mentioned earlier, the SBE establishes the criteria for certification areas and/or districts to be allowed in the cancellation process. The areas identified overlap with several other loan programs and seek to address other statewide education goals. Furthermore, critical need certification areas mirror those of the United States Department of Education for federal student loan forgiveness. Critical need eligible geographic areas are identified using criteria defined in the SC Code of Laws 59-26-20 (j) and include schools with an absolute rating of below average or unsatisfactory, an average three-year teacher turnover rate of 20 percent or higher, or a poverty index of 70 percent or higher.

Appropriations over the last ten years have held constant at \$5,089,881 per year. The SC Student Loan Corporation maintains a revolving fund to ensure that sufficient funds are available in the fall of each year to provide the academic year loans because EIA funds are not distributed on July 1 of the new fiscal year. Because some borrowers decide not to go into teaching or teach fewer years than necessary to repay the full loan, a repayment system provides funds above the appropriation to the Teacher Loan funds. In Fiscal Year 2021, the revolving fund contributed an additional \$1 million to the funds available for loans. This eased the fiscal demand on the appropriation and recognized the increase in the maximum allowable loan. The SC Student Loan Corporation's administrative budget for this program is limited by the Commission on Higher Education to \$552,900 for FY 2022. The administrative budget funds operation and management of the loan program, which includes recruiting, administering the loans, collecting the payments from those who have decided not to cancel the loan by teaching in an identified area, and working with state agencies and institutions. Two program areas are somewhat undersubscribed. Of the \$702,000 allocated for Career Changers, only 41 percent of the funds were utilized. Of the \$362,000 set aside for the PACE program participants, only 68 percent of the funds were used.

Teaching Fellows Program. The Teaching Fellows Program was established in 1999 by the SC General Assembly to attract more students into the teaching profession, provide fellowships for those who are working toward a degree leading to initial teacher certification" (CERRA, Annual Report, 2021). Fellows receive a cancellable loan totaling up to \$24,000 over four years while they attend a selected approved higher education institution. The selected higher education institutions approved for Fiscal Year 2021 institutions are displayed in Appendix E.

The Teaching Fellows Program operates in keeping with two current provisos.

1A.6. (SDE-EIA: CHE/Teacher Recruitment) Of the funds appropriated in Part IA, Section 1, VIII.F. for the Teacher Recruitment Program, the South Carolina Commission on Higher Education shall distribute a total of ninety-two percent to the Center for Educator Recruitment, Retention, and Advancement (CERRA-South Carolina) for a state teacher recruitment program, of which at least seventy-eight percent must be used for the Teaching Fellows Program specifically to provide scholarships for future teachers, and of which twenty-two percent must be used for other aspects of the state teacher recruitment program, including the Teacher Cadet Program and

\$166,302 which must be used for specific programs to recruit minority teachers: and shall distribute eight percent to South Carolina State University to be used only for the operation of a minority teacher recruitment program and therefore shall not be used for the operation of their established general education programs. Working with districts with an absolute rating of At-Risk or Below Average, CERRA will provide shared initiatives to recruit and retain teachers to schools in these districts. CERRA will report annually by October first to the Education Oversight Committee and the Department of Education on the success of the recruitment and retention efforts in these schools. The South Carolina Commission on Higher Education shall ensure that all funds are used to promote teacher recruitment on a statewide basis, shall ensure the continued coordination of efforts among the three teacher recruitment projects, shall review the use of funds and shall have prior program and budget approval. The South Carolina State University program, in consultation with the Commission on Higher Education, shall extend beyond the geographic area it currently serves. Annually, the Commission on Higher Education shall evaluate the effectiveness of each of the teacher recruitment projects and shall report its findings and its program and budget recommendations to the House and Senate Education Committees, the State Board of Education and the Education Oversight Committee by October first annually, in a format agreed upon by the Education Oversight Committee and the Department of Education.

A.47. (SDE-EIA: CHE/CERRA) The Center for Educator Recruitment, Retention and Advancement (CERRA) must complete periodic evaluations of the institutions currently hosting a Teaching Fellows (TF) program and ensure that the TF programs at the current host institutions continue to meet the requirements for a TF program as set forth by the CERRA Board of Directors. Further, CERRA will continue implementing a long-range plan for approving additional TF programs at other public, four-year institutions who wish to be considered to host a TF program, provided the proposed programs meet the requirements set forth by the CERRA Board of Directors. CERRA will publish TF program criteria and requirements prominently on its website. Any institution who applies but is not selected to host a TF program will be informed in writing of the basis for the selection decision and be offered technical support if the institution elects to reapply. Any institution that applies but is not selected to host a TF program may appeal to the Commission on Higher Education.

The Teaching Fellows Program is administered by CERRA with advice from its Board of Directors, the CHE, the EOC, and the SCDE. Winthrop University serves as its administrative and fiscal agent. The program operates within four tenets:

- Respect for and support of diversity;
- Leadership development;
- Innovative and effective practices; and
- Advocacy and support for public education.

The program operates through partnerships between CERRA and CERRA-selected institutions of higher education. Participating institutions must sponsor an annual cohort of fellows numbering

between 10 and 35 students. Currently, the University of South Carolina has the largest cohort (35 students) and Francis Marion University has the smallest (10 students). College and university partners must be accredited as an institution and operate a viable teacher preparation program. Currently eleven institutions participate. The institutional programs operate consistent with CERRA purposes and guidelines but are not administered by CERRA. Each of the Teaching Fellows institutions was previously a college partner in the Teacher Cadet Program. No HBCUs currently host cohorts.

The number of Teaching Fellows is limited by the funds appropriated, generally 200 students per year (not exceeding a total of 800 at any one time.) Each recipient receives up to \$6,000 annually with a program maximum of \$24,000. A Teaching Fellows' loan can be cancelled simultaneously with other loan cancellation programs; that is, one year of teaching could cancel a portion of two or more loan receipts.

Applicants for the fellowship must have a demonstrated record of academic achievement, school and community involvement, employment history, and potential for leadership. Students are recruited through face-to-face interactions during their high school years (with Teacher Cadet Instructors being a strong source along with school counselors), through on-line strategies, and through institutional contact with a pre-program facilitator. Approximately 1,000 apply annually and submit academic performance credentials, letters of recommendation, and submit essays. Five hundred are interviewed to determine their likelihood of success and commitment to teaching. These applicants also must make a presentation and write a response to a prompt. Students are scored on these elements and rank ordered using a point structure. Additionally, applicants must meet the admissions criteria of the higher education institution(s) to which they are applying. They also must specify priority choices among the Teaching Fellows partner institutions. Using the point ranking, students are offered fellowships specific to an institution. Former Teacher Cadets comprise 65 percent of the applicants although Teacher Cadet status does not give the student extra points in the evaluation. CERRA leadership emphasizes that the program is "merit-based"; therefore, special provisions for minority or gender status are not incorporated (see Table 20).

Table 20
Teacher Cadets Utilizing SC Teacher Loan Program 2020-2021

Student Status	Number	Amount	Number (%) in Cadet Program
Freshman	183	707,000	120 (66)
Sophomore	150	545,500	90 (60)
Junior	231	1,531,561	123 (53)
Senior	357	2,342,999	180 (50)
5th Year Undergraduate	5	22,500	2 (40)
1st Year Graduate	55	469,960	17 (31)
2nd Year Graduate	78	460,348	19 (24)
3rd Year Graduate	1	5,000	
4th Year Graduate	1	2,500	1 (100)
Total	1,061	\$6,087,368	558 (53)

Source: Request for EIA Program Funding, FY2022

Teaching Fellows supplement their experiences in the teacher preparation program with cohort meetings and activities. The leadership component is critical; Teaching Fellows complete their training with the *Seven Habits of Effective Leaders* curriculum. Groups undertake book studies, engage in focus groups on specific issues, and participate in co-curricular activities. Many institutions use a designated section of the University 101 classes to provide time for first-year Fellows to be together and earn institutional credit hours for the experience.

As of March 2021, more than three-fourths of the Teaching Fellows since Fiscal Year 2000 have graduated from an institution of higher education and successfully completed the program. Of the graduates, 70 percent were either teachers or administrators in South Carolina public schools in Fiscal Year 2021. Furthermore, 93 percent of graduates have satisfied their loan requirements or are currently teaching for loan cancellation. Finally, 74.3 percent have satisfied their loans by teaching and are still employed in a South Carolina school district.

Over the past five years, revenues for the Teaching Fellows Program have ranged from \$4.5 million to \$4.7 million. The revenue for Fiscal Year 2021 was \$4,562,654. No data have been provided regarding the costs absorbed by the institutions of higher education. Institutions using a credit-bearing class as the vehicle for cohort activities could recover a portion of costs through tuition payments (see Table 21).

Table 21
Data on Teaching Fellows Over Five Years

	Fiscal Year 2017	Fiscal Year 2018	Fiscal Year 2019	Fiscal Year 2020	Fiscal Year 2021
Fellows receiving funds	713	751	752	739	764
Fellows who graduated	135	149	170	150	183
Fellows teaching to fulfill loan	421	485	521	564	570
Fellows who have fulfilled loan and are teaching in SC	743	788	861	932	1,015
Funds expended	\$4,504,368	\$4,713,845	\$4,714,801	\$4,596,086	\$4,562,654

Source: CERRA FY 2017 – FY 2021 Program Reports

Rural Recruitment Initiative. Beginning in 2016 the General Assembly appropriated funds for a Rural Recruitment Initiative and directed its work through three provisos. In Fiscal Year 2022, \$9,748,392 were appropriated. These funds, by proviso, are directed to be spent through three programs: the CERRA-administered Rural Recruitment Initiative (Proviso 1A.51) the Bridge Program at South Carolina State University and its subcontract with another higher education institution (Proviso 1A.72); and the University of South Carolina Collaboration for Alternative Preparation (Proviso 1A. 71.) Each of the latter two provisos were displayed in the discussion of these two programs.

CERRA is charged with administering funds to local school districts for the Rural Recruitment Initiative authorized (most recently) in Proviso 1A.51.

1A.51. (SDE-EIA: Rural Teacher Recruiting Incentive) (A) There is created a program within the South Carolina Center for Educator Recruitment, Retention, and Advancement (CERRA) to recruit and retain classroom educators in rural and underserved districts experiencing excessive turnover of classroom teachers on an annual basis.

(B) During the current fiscal year CERRA shall publish eligibility requirements and applications for individual educators, school districts, and institutions of higher education not inconsistent with existing licensure requirements for each, but also including:

(1) Eligible districts identified by CERRA as experiencing greater than eleven percent average annual teacher turnover, as reported on the districts five most recent district report cards issued by the South Carolina Department of Education and are not one of the fifteen wealthiest districts based on the index of taxpaying ability, may make application to participate in the program.

(2) Individuals eligible for incentives shall be willing to provide instructional services in an eligible district in exchange for participation in an incentive detailed in item (C) of this section, pursuant to the obligations and restrictions stated for each.

(3) Institutions of higher education eligible to receive education funding as a component of recruiting incentives created pursuant to item (C) of this section shall not be excluded from participation in Teaching Fellows Program.

(4) Any incentives requiring individuals to relocate into an eligible district to provide instructional services shall not be made available to individuals providing instructional services in other eligible districts.

(C) Pursuant to item (A), CERRA shall develop a set of incentives including, but not limited to, salary supplements, education subsidies, loan forgiveness, professional development, and mentorship to be provided to classroom educators that offer instructional services in eligible districts and shall provide incentive options for eligible individuals at all stages of their careers, including high-school and college or university students interested in entering the teaching profession and including individuals entering the field through an alternative certification pathway to include, but not limited to, PACE, ABCTE, Teach for American and CATE Work-Based Certification.

At a minimum, the incentives shall include:

(1) Development of a program for forgiveness of undergraduate student loans, not to exceed \$5,000 per year, for up to 7 years, for teachers participating in this incentive that achieve certification through an alternative pathway or who have a loan from an institution other than the South Carolina Student Loan Corporation or program other than the South Carolina Teachers Loan Program.

(2) Development of a forgivable loan program for individuals pursuing graduate coursework in furtherance of a teaching career, including enrollment in graduate-level coursework necessary to seek additional credentialing or certification relevant to the participants teaching practice, or individuals seeking an alternative pathway to certification as a teacher.

(3) Support for the establishment and maintenance of a teaching mentorship program, including salary supplements for teaching mentors not to exceed \$2,500 per year.

(4) Other technical support and recruiting incentives as developed by CERRA in conjunction with the Department of Education and the Education Oversight Committee consistent with the objectives of this section.

(D) In addition to eligibility and application requirements, CERRA shall develop a process for recovering an amount equal to the incentives given to individual participants who fail to comply with the obligations associated with a relevant incentive in which they participate including, but not limited to, failure to complete a prescribed course of study, failure to obtain a relevant certification or licensure upon completion of a course of study, or failure to provide instructional services in an eligible district for a prescribed period of time.

(E) CERRA shall report by July thirty-first of the current fiscal year to the Governor, President of the Senate, and Speaker of the House on the incentives developed pursuant to item (C) of this section and make recommendations for attracting and retaining high quality teachers in rural and underserved districts. The report shall contain at a minimum eligibility requirements and application processes for districts and individuals, descriptions of and proposed budgets for each incentive program and an analysis of the number and demographics of individuals potentially eligible for each.

(F) Funds appropriated or transferred for use in the Rural Teacher Recruiting Incentive may be carried forward from prior fiscal years and used for the same purpose.

School districts are eligible to participate if the average teacher turnover rate is 11 percent or greater over a three-year period and the school district is not identified as among the 15 wealthiest districts in the state. Interestingly, population density (or rurality) is not a factor in determining eligibility. A list of participating districts is shown in Appendix D.

Funding began at \$1.5 million in Fiscal Year 2016, rose to almost \$10 million In Fiscal Year 2017 and remains at that level. In Fiscal Year 2020 35 districts qualified for funds, using slightly more than \$6.8 million. Beginning in Fiscal Year 2020, \$1,400,000 was diverted to the Bridge programs and \$750,000 to the University of South Carolina for its alternative certification program (see Table 22).

Table 22
Distribution of Rural Recruitment Initiative Funds

SOURCE	FY2016	FY2017	FY2018	FY2019	FY2020	FY2021
EIA	1,500,000	9,748,392	9,748,392	9,748,392	9,748,392	9,748,392
Carry-forward			3,226,508	410,489	618,702	676,840
Allocation to other entities					2,150,000	2,150,000

Source: CERRA Annual Reports and EIA Budget Requests, FY2016-FY2021

The funds may be used for CERRA-approved and district-selected recruitment purposes. School districts currently use the funds for the following purposes:

- Teacher Cadet Program startup funds;
- Alternative certification costs for current district employees;
- Critical subject/needs salary supplements;
- Mentor supplements;
- Subscription to and participation in a national teacher employment data base; and
- Graduate coursework and professional development.

Districts are required to submit a plan for the use of funds and have that plan approved prior to release of the funds. Table 23 summarizes the districts' uses of Rural Teacher Recruitment funds.

Table 23

District Uses of Rural Recruitment Funds in Dollars and (Percent of Annual Total)

Use	FY2017	FY2018	FY2019	FY2020	FY2021
Alternative certification fees	38,827 (0.5)	161,451 (1.3)	67,998 (0.8)	269,407 (4.0)	265,624 (7.5)
Certification Exam Support	38,536 (0.5)	31,762 (0.2)	62,234 (0.7)	60,626 (8.9)	67,199 (0.9)
Critical Need Salary Stipend	4,687,923 (68.0)	3,993,102 (33.6)	3,492,266 (41.0)	793,394 (11.7)	1,819,718 (25.7)
International Teacher Fees			1,396,562 (16.0)	2,474,954 (36.5)	1,724,836 (24.4)
National Employment System Fees			190,865 (2.2)	234,761 (3.5)	203,622 (2.9)
Housing Purchase/Renovations			157,300 (1.8)	61,236 (0.9)	64,365 (0.9)
First Year Teacher Stipend		188,194 (1.6)	231,328 (2.7)	149,947 (22.0)	161,476 (2.3)
Graduate Coursework/Professional Development	1,007,098 (14.6)	1,594,165 (13.4)	749,534 (8.8)	740,089 (11.0)	1,042,717 (14.8)
Mentoring/Induction Support	768,103 (11.0)	1,294,746 (10.9)	923,390 (10.8)	722,497 (11.0)	740,089 (10.5)
Recruitment Expenses	296,449 (4.0)	4,096,854 (34.5)	1,047,429 (12.0)	1,026,478 (15.0)	729,394 (10.3)
ProTeam/Teacher Cadet Support	17,352 (0.2)	28,936 (0.2)		1,160 (0.01)	10,125 (0.1)
Bridge Program Fees			14,310 (0.1)	14,500 (0.2)	----
Travel Stipend		309,542 (2.6)	95,200 (1.1)	43,173 (0.6)	28,335 (0.4)
Website Updates		180,567 (1.5)	130,838 (1.5)	184,230 (2.7)	202,328 (2.8)
Total	6,854,890	11,869,319	8,559,254	6,776,426	7,059,835

Source: Annual Report to the SC General Assembly on the Rural Recruitment Initiative 2017, 2018, 2019, 2020, 2021

Funds are expended in accordance with a plan approved by CERRA. A quick review of the available data (see Table 24) suggests (a) that state distributions from one teacher recruitment program are used to pay local fees for other programs (e.g., Teacher Cadet startup, Bridge Program, alternative certification programs) and (b) a large proportion of funds are used to pay salaries (e.g., mentors) and stipends. Do districts plan to assume the salaries and stipends as the district eligibility for RRI funds wane? Is there a balance between using the funds to serve immediate needs and using the funds to build long-term capacity?

Table 24
Financial Data on Rural Recruitment Initiative

	FY2017	FY2018	FY2019	FY2020	FY2021
School districts eligible for funds	28	30	36	35	43
School districts requesting funds	26	30	36	34	43
Funds distributed to districts	\$6,854,891	\$11,869,319	\$8,559,254	\$6,776,427	\$7,059,836
Funds expended for school districts	\$24,318	\$49,909	\$44,649	\$42,209	\$15,268
Undergraduate loan repayment funds		\$662,225	\$367,482	\$478,228	\$242,669
Administrative Costs	\$120,194	\$29,3447	\$366,539	\$217,056	\$222,481
Carryover into next fiscal year	\$3,226,508	0	\$410,489	\$618,702	\$676,840

Source: Rural Teacher Recruitment and Retention Incentive, Legislative Report, FY2017-FY2021

Although specific data are not available CERRA administrators report that a majority of participating eligible districts have experienced a decrease in teacher turnover or fewer vacancies as the school year started. Evaluations of the effort are confounded by district’s diverse uses of funds, reliance on districts for data, and high turnover rates. CERRA does monitor the program and collect data as are available.

Should there be funds in excess of those used by districts, CERRA allows individual teachers who have taught in a rural district during the previous academic year to apply for up to \$5,000 per year to be applied to repayment of student loans.

PRAXIS TESTS

During our interviews with the program managers, we asked several questions about the *Praxis* tests. Most program managers told us that the *Praxis* tests, particularly the *Praxis Core* (formerly *Praxis 1*) tests, were barriers for many of the program participants. The concern was particularly acute with program managers from five programs: Call Me Mister, SCSU's MATTE, Claflin University's CUBE, CarolinaCAP, and Teach for America. In this section the *Praxis* tests are described in terms of their purpose, passing scores, and passing rates. In addition, possible explanations for the very large gap between the passing rates of White and African-American test takers are offered.

Purposes of the *Praxis* Tests

As described in the technical manual prepared by Educational Testing Service (ETS), the ***Praxis Core Academic Skills for Educators*** tests (formerly known as *Praxis I*) are designed to provide comprehensive assessments that measure the skills and content knowledge of candidates entering teacher preparation programs. Consequently, they are often referred to as the entry-level *Praxis* tests. The *Praxis Core* tests measure academic skills in reading, writing, and mathematics deemed by teacher educators to be essential for all candidates preparing to be teachers, no matter what content area or grade-level they aspire to teach. Test takers need to pass all three tests (i.e., reading, writing, and mathematics) to earn an overall grade of "pass."

The ***Praxis Subject Assessments*** (formerly known as *Praxis II*) are designed to be one indicator that teachers have achieved a specified level of mastery of academic skills, subject area knowledge, and pedagogical knowledge before being granted a teaching license. Consequently, they are often referred to as the *Praxis* licensure assessments. Each *Praxis Subject Assessment* measures knowledge of a specific certification area (i.e., subject and/or grade level). ETS oversees intensive committee work and national job analysis surveys so that the specifications for each test are aligned with the knowledge expected of the entry-level educators in the relevant content area as defined in part by professional associations (e.g., National Council of Teachers of Mathematics (NCTM), English (NCTE), Social Studies (NCSS), and Science (NSTA)).

Currently, South Carolina is one of 25 states that require prospective teachers to pass *Praxis Core* and one of 43 states that require prospective teachers to pass relevant *Praxis Subject Assessments*. Most of the states that do not require the *Praxis Core* do require basic academic skills tests for entry-level prospective teachers (e.g., Illinois' Test of Academic Proficiency, Missouri Educational Gateway Assessment, California Basic Educational Skills Test). All *Praxis* tests are scored on a scale ranging from 100 to 200. For *Praxis Core*, the passing scores are 156 in reading, 158 in writing, and 150 in mathematics. For the *Praxis Subject Assessments*, the passing scores depend on the specific content area. They range from 143 (Special Education: Teaching Students with Intellectual Disabilities) to 169 (Physical Education: Content and Design), with a median of 157 across 58 areas.

Passing Rates

There are three caveats concerning the nature of the data that were used for the estimates of passing rates. First, because South Carolina data for the *Praxis Core* tests were difficult to obtain, data obtained from studies in which South Carolina is one of several states included in the sample

are used in this report (Buzick, 2021; Gitomer, Brown, & Bonett, 2011; Nettles *et al.*, 2011; and Tyler, 2011). In contrast, data for the *Praxis* Subject Assessments are based on scores from South Carolina test takers only (Putnam & Walsh, 2021). However, these data pertain only to elementary education students. One reason for this is that the sample sizes for the majority of the certification areas included in the *Praxis* Subject Assessments are too small to yield reliable data.

Second, students who achieve specified scores on the SAT or the ACT are exempt from taking *Praxis* Core tests. For the SAT an 1100 composite score (reading and mathematics) or higher allows students to exempt the *Praxis* Core. For the ACT, the minimum score for exemption is 22. These “exempted” students are not included in any of the analyses reported here.

Finally, with respect to the *Praxis* Core, the scores included in the data sets are the scores that test takers achieved the most recent time they took the test. This is important because relatively large numbers of test takers take at least one of the *Praxis* Core tests multiple times.

Across all cited reports, the overall pass rate for the *Praxis* Core tests is approximately 81 percent. There is a large gap between the passing rate for White and African-American test takers. For whites, the passing rate is estimated to be 83 percent, whereas for African Americans, the passing rate is 46 percent, a difference of 37 percent. It is instructive to note that the gap between whites and African Americans has increased over time. The gap in the mid-1990s was about 20 percent and in the early 2000s the gap was about 32 percent. The reasons for this increasing gap are unknown, but it is disturbing for those seeking to increase the racial diversity of South Carolina teachers.

With respect to the *Praxis* Subject Assessments, it is important to remember that these data pertain only to those who take the Elementary Education Multi-Subject tests (i.e., reading/language arts, mathematics, science, and social studies). Test takers must pass all four tests to be assigned an overall grade of “pass.”

The National Council for Teacher Quality (NCTQ) data set for the *Praxis* Subject Assessments (NCTQ, 2021) includes both “first-attempt pass rates” and “best-attempt pass rates.” First-attempt pass rates are the percent of test takers who achieved a passing score the first time they took the test. Best-attempt pass rates are the percent of test takers who eventually passed the test regardless of the number of times they took the test. Ten percent of the test takers in South Carolina took one of the four tests three or more times.

Having to take a test multiple times because of poor preparation comes with high costs for the candidate: additional time to study, money to pay to take the test again, and delays in earning a teaching license (Putnam and Walsh, 2021). One-fifth of prospective teachers who took the test at Francis Marion University and Claflin University and 40 percent of prospective teachers who took the test at SCSU have taken the *Praxis* Core tests three or more times. It is important to note that the data are reported by the site at which the tests were taken, not by the institution offering the teacher preparation program.

For those who took the Elementary Education Multi-Subject tests, the first-attempt pass rate was 52 percent. There was wide variation among students who took the test at the various higher education institutions (see Appendix F). As can be seen in the table, the best-attempt pass rate was substantially higher than the first attempt pass rate. Slightly more than four-fifths of test

takers eventually passed all four tests. This increase, however, must be understood in context. Slightly more than one-fifth of test takers who failed the first time chose not to retake the test. Removing these test takers from the population automatically results in a higher pass rate.

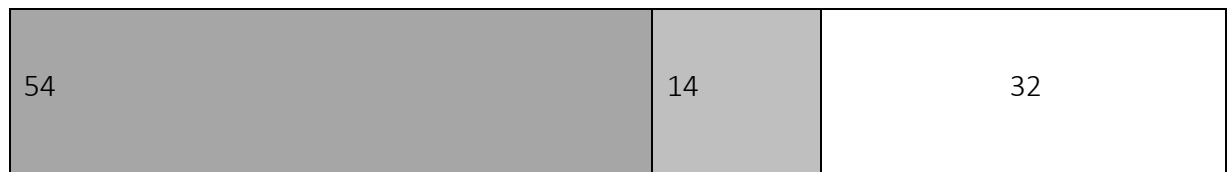
Two other concerns about the state’s *Praxis* Subject Assessments data are worth mentioning. First, of the four subject tests, the highest first-attempt pass rate was in mathematics (78 percent) and the lowest was in social studies (66 percent). Second, the first-time pass rates for African-American test takers (18 per cent) are substantially lower than the first-time pass rates for all South Carolina test takers (52 percent). At the same time, however, the gap between the best-attempt pass rates of African-American test takers and all South Carolina test takers is much smaller (69 percent vs. 82 percent).

What’s the combined impact of *Praxis* Core and *Praxis* Subject Assessments on the initial pool of prospective teachers? The answer to this question is shown graphically in Figure 1. To understand these graphs, consider a sample of 100 white students and a sample of 100 African-American prospective teachers. Of the 100 white students 17 would be lost based on their *Praxis* Core scores. Another 12 would be lost based on their *Praxis* Subject Assessment scores. A total of 29 white students would be eliminated, leaving 71 white students remaining in the prospective teacher pool. Of the 100 African-American test takers, on the other hand, 54 would be lost based on their *Praxis* Core scores. Another 14 would be lost based on their *Praxis* Subject scores. A total of 68 African-American test takers would be eliminated, with 32 prospective teachers remaining.

Figure 1. Loss of Prospective Teachers Because of *Praxis* Scores



White Prospective Teachers



African-American Prospective Teachers

Notes. Darker Shading = Percent of Prospective Teachers Eliminated Because of *Praxis* Core
 Lighter Shading = Percent of Prospective Teachers Eliminated Because of *Praxis* Subject
 No Shading = Percent of Prospective Teachers Remaining After *Praxis* Testing

Note that the *Praxis Core* and the *Praxis Subject Assessments* result in a similar loss of white test takers (17 and 12, respectively). Such is not the case for African-American test takers, however. Almost four times as many African-American students are lost from the original pool because of the *Praxis Core* than because of the *Praxis Subject Assessments* (54 vs. 14). In this regard, there is mounting evidence that those who pass the *Praxis Core on their first attempt* are almost certain to pass *Praxis Subject Assessments*. Based on their study of more than 26,000 cases, Gitomer, Brown, & Bonnett (2011) concluded that “among students who pass all three Praxis 1 tests on their first attempt, the likelihood of passing [the *Praxis Subject Assessments* for prospective elementary teachers) is very high for all students, regardless of GPA or race” (p. 436). They continue: “for these students there is very little evidence of any African American – white achievement gap” (p. 436).

Possible Explanations for the Racial Gap

Two competing explanations for the racial gap on *Praxis Core* have been offered (Gitomer, Brown, and Bonnett, 2011; Graham, 2013). The first is that the tests are racially biased; the second is that the gap occurs because P-12 schools provide an inadequate education for African-American students. Interviews with African-American college students provide some insight into the validity of each explanation (Bennett et al., 2006; Graham, 2013). In their studies, Bennett *et al.* (2006) and Graham (2013) interviewed minority students. The students in the Bennett *et al.* (2006) study were equally divided in the reasons they gave for the racial differences in test performance. Consider these comments from two students in the Bennett *et al.* (2006).

- Student 1: “I think standardized tests are biased because most of the stuff you see on these tests you will never see in coursework, books, or any of that” (p. 557).
- Student 2: “It’s the whole educational background. I know from my peers who are of another race, and went to a better school, they knew how to do things I didn’t. ... It’s not the college’s fault ... It’s just really inadequate education” (p 560).

Student 1’s comment is particularly instructive. The tests are biased because of a lack of opportunity to learn prior to entering college. This comment encompasses both explanations.

Graham (2013) students asked whether *Praxis core* was culturally biased.

- Student 3: “Standardized tests are not culturally biased. As long as you know the required material you should do well on the test” (p. 21).
- Student 4: “I think [the differences on *Praxis Core* are due to] a lack of resources for African-American students. You’re rewarded when your school has a good basketball team, but if you school is not doing well [on tests] you’re not going to get attention except negative attention” (p, 19).

Overall, 55 percent of the students in the Graham (2013) study stated that *Praxis Core* tests are not culturally biased. In contrast, 25% of the students stated that they were culturally biased. The remaining 20 percent either were uncertain or did not write a response.

Gitomer and his colleagues (2011) summed up the results of their study as follows: “When examined more closely, we see that the gap is largely explained by academic preparation and preparation that is largely associated with P-12 schooling” (p, 441). They continue, “the large gaps

that are observed ... are due to a larger proportion of African Americans not having developed the basic skills needed to succeed in college and, consequently, on licensure tests” (p 441). The results of interviews conducted with faculty members at three HBCUs, two Hispanic-Serving Institutions (HSIs), a majority institution with a large Native-American enrollment, and one urban-majority institution with a diverse minority population echo the concern that poor academic preparation in the P-12 system is a primary cause of racial disparity on *Praxis* tests. As Tyler (2011) stated: “It was clear to the faculty that many of their students left the P-12 system without the skills that should have been mastered before high school graduation (p. 19). These findings raise questions as to whether the world-class knowledge and world-class skills defined in the Profile of the South Carolina Graduate are being achieved by large numbers of students, particularly minority students.

The importance of a strong elementary and secondary education is echoed in research on *Praxis* Subject Assessments. Those who pass the *Praxis* Subject Assessments tend to have higher SAT scores, higher grade point averages, and more rigorous course work in high school (Gitomer & Qi, 2010). Phelps *et al* (2020) also provide support for a link between higher grade point averages and higher *Praxis* scores. Finally, Taylor, Pelika, & Coons (2017) state quite clearly that “better preparation prior to college would do a great deal to alleviate the issues students of color encounter as undergraduates” (Taylor, Pelika, & Coons, 2017).

PROGRAM COMPARISONS

Our purpose was to understand the twelve programs, the relationships among them, and how they, as a total package, serve South Carolina’s needs. In this section we identify and discuss six comparisons among the programs. The first comparison focuses on similarities among the programs while the next five focus on what we believe to be important differences.

The Importance of Cadres and Personal Relationships

In the interviews, every manager of the programs in the Career Pathways and Preparation & Licensure categories emphasized the importance of personal relationships in determining program and participant success. Each program formed participant cadres. For some programs (e.g., Call Me Mister, MATTE, CUBE) the cadres were multi-year, that is, the cadres expanded each time another group was admitted. Call Me Mister, for example, extends the cadre beyond college graduation. Teacher Cadet Fellows at each higher education institution form a cadre by class year.

Managers of smaller programs emphasized the importance of establishing personal relationships between program faculty and administrators and program participants and program faculty. In MATTE, for example, advisors were assigned to each participant and were expected to provide assistance, both academic and social, to the participants. In Call Me Mister, these personal relationships are expected to continue after graduation. As Dr. Roy Jones, the architect of Call Me Mister, “Once a Mister, always a Mister.”

Target Audiences: Level of Schooling

The programs differ in terms of the predominant level of schooling of their participants. As can be seen in Table 25, the programs, as a set, cover the range of schooling from middle school through post-licensure.

Table 25
Targets of the 12 Programs in Terms of Level of Schooling

Level of Schooling	Programs
Middle School	Pro Team (CERRA)
High School	Teacher Cadet (CERRA) SCSU MATTE Claflin University CUBE
College	Call Me Mister (Clemson) Teaching Fellows (CERRA) Program for the Recruitment & Retention of Minority Teacher (SC-PRRMT)
Post Baccalaureate Degree	Teach For America South Carolina (TFASC) Collaborative for Alternative Preparation (CarolinaCAP)
Post Licensure	Rural Teacher Recruitment Initiative (CERRA) Commission on Teacher Quality
Multiple Levels	Teacher Loan Program

It should be noted that Pro Team involves students in grades seven and eight only and the Teacher Cadet program involves high school juniors and seniors, but not freshmen and sophomores. The absence of freshmen and sophomores creates a gap between Pro Team and the Teacher Cadet programs. In addition, there is no evidence that there is continuing communication with the students after leaving the programs. MATTE and CUBE begin their recruitment process with high school juniors and seniors but intend to follow them through their enrollment in SCSU and Claflin University, respectively.

In terms of the programs in the Financial Incentives category, all three programs target college students and beyond. The Teacher Loan Program crosses school levels, the Teaching Fellows program is available to college students, and the Rural Teacher Recruitment Initiative is available to licensed teachers.

When considered as a set of programs, then, the twelve programs span the entire spectrum of secondary and post-secondary education, from middle school to post-baccalaureate. Although there is some degree of overlap at certain levels, the programs in these levels are quite different.

Traditional vs. Alternative Certification Programs

The programs can be classified in terms of whether they prepare students for enrollment in, and completion of, traditional teacher preparation programs or whether they offer an alternative to traditional teacher preparation programs. The two alternative certification programs funded by the EIA are TFASC and CarolinaCAP.

SC-PRRMT is somewhat of a hybrid program in this regard. Although the goal is to help students progress through a traditional teacher preparation program, the delivery system can be considered “alternative.” Because the program serves non-traditional students (e.g., students who may be older, may be employed, may have family responsibilities, or may live distant from a college campus, classes are offered in the evenings and/or on weekends. The classes typically involve face-to-face teaching, although on-line courses are being used more frequently to address health and geographic issues.

It is noteworthy that programs in the Financial Incentives category do not differentiate between students in traditional or alternative teacher preparation programs other than by the amount of financial aid relative to costs.

Target Audience: Criteria for Selecting Participants

The programs differ in the students or teachers they recruit into the program. Some seek out those who are in the upper tier of the potential applicant pool. Phrases such as “best and brightest,” “high achieving,” and “academically talented” are used in some programs to identify the desired student population. Pro Team, Teacher Cadets, CUBE, and TFASC are examples of such programs. Other programs set what may be termed a “minimal standard” for applicants to meet. CarolinaCAP, Call Me Mister, and MATTE are examples of programs that require a minimum grade point average (generally, somewhere between 2.5 and 3.0) for acceptance into their programs.

One way of describing these different approaches to selecting applicants is to use the terms “exclusionary” and “inclusionary.” Highly selective programs tend to be exclusionary. Anyone who is not the best, brightest, or talented need not apply. Programs that set rather minimal criteria

for entry tend to be inclusionary. Anyone who meets the minimum grade point average can apply. It should be pointed out, however, that in many cases, simply applying does not guarantee acceptance. The merits of each approach are worthy of discussion and debate.

Target Audiences: Pockets of Poverty

Many of the programs target school districts in areas characterized by high levels of poverty. Many of these school districts are in rural areas and lie along Interstate 95. MATTE and CUBE, for example, are expected to recruit students from districts along the so-called I-95 corridor. The proviso authorizing CarolinaCAP states that no fewer than 10 districts must participate with four of them being districts along the I-95 corridor.

Other programs do not specify any specific socio-economic status in their target audiences. Examples include Teacher Cadets, Teaching Fellows, and the Teacher Loan Program. Even a cursory examination of the districts participating in these programs, however, leads to the conclusion that the target audience is more affluent and less likely to include substantial portions of minorities. Although this conclusion may be justified, it is important to point out that this state-of-affairs may not be intentional. Ray Jones, managing director of the Teacher Loan Program, pointed out that few of the Historically Black Colleges and Universities (HBCUs) in South Carolina choose to participate in the program for whatever reason.

Commitment to the Local Community

One attempt to reduce the problem of teacher shortages in rural areas has been the so-called “Grow Your Own” programs. The research on Grow Your Own suggests that homegrown teachers have higher rates of retention and remove barriers that have kept some individuals from being able to access and persist in a teacher preparation program (Garcia, 2020). These programs are based on the belief that prospective teachers who attended these schools have a better understanding of students (who are just like them) and a commitment to improve the schools and communities in which they live and work.

Several of the programs included in this review are version of these programs. CarolinaCAP, for example, recruits people currently employed in schools (e.g., teacher aides) with the hope that once they are certified, they will remain in those schools. Similarly, MATTE, CUBE, and SC-PRRMT programs focus on those who live and/work in predominantly rural areas, with the hope that, once certified, they will return to teach in rural schools. On the other hand, all CERRA programs, TFASC, and the Teacher Quality Commission are more eclectic in the selection of participants and districts.

CHALLENGES AND PROPOSED CHANGES

As we reflected on our reviews of the twelve programs, we made a list of some of the challenges faced by the state of South Carolina as it moves to the development of a comprehensive teacher recruitment system. Such a system is necessary to ensure that all students, not just those in targeted districts, have the benefit of excellent teaching. South Carolina needs a system that provides a common framework within which individual programs must operate while at the same time maintaining the integrity of the individual programs. In this closing section we lay out the most important challenges and provide recommendations as to how best to meet them.

Challenge: South Carolina has not established a comprehensive framework nor set the priorities needed for a unified, coordinated approach to teacher recruitment.

In South Carolina most educators and policy leaders share a common goal: every student should have a great teacher in every classroom. Agreeing upon that goal, however, has not translated to the priorities, objectives, actions, and accountability measures necessary to achieve that goal. EIA funds are used to support twelve programs, yet these programs are linked only loosely to one another and may not be coordinated with other teacher recruitment efforts by districts and/or the state.

The twelve programs do not come together as a whole; that is, while each makes contributions, the result is not a cohesive statewide teacher recruitment effort. Each program targets a specific group, yet not one has the responsibility for targeting the whole. For example, none of the program leaders mentioned the more than 5,000 students following the Education and Economic Development Act (EEDA) *Education and Training Pathway* as a source of teacher candidates. Two programs enrolling post-baccalaureate students identify current school district employees as their focus. Only TFASC recruits more broadly and predominantly outside of South Carolina. Even the Career Changers funds within the Teacher Loan Program are underutilized. Only 11 institutions sponsor Teaching Fellows Cadres, none of which are HBCUs.

There can be little doubt that the program leaders and support staff are making extraordinary efforts to recruit individuals into the teaching profession and, in some cases, into specific school districts. Because many of these programs are quite recent, it makes little sense to place judgement on them. Nascent programs need time to design and implement workable strategies and make the adjustments common to all new programs. Some programs are underfunded for the task set before them, particularly when the task involves supporting prospective teachers over time. Other programs are limited in their geographic or target population reach.

South Carolina's population shifts limit the impact of programs targeting specific areas or groups. The most recent shifts of population from rural to urban exacerbate the teacher shortage dilemma. While there is general concern for the shortage of teachers in rural areas, the population shift deepens shortages in urban and suburban school districts as well.

To meet this challenge, we propose the following:

- Teacher recruitment programs need to serve more students who have an interest in teaching as a career, serve students and teachers in all geographic areas, and include

sponsorships or partnerships with all institutions that have teacher preparation responsibilities.

- A specific statewide target for teacher recruitment should be established and of a strategic plan to accomplish that target should be developed and enacted.
- The plan should consider, at the very least, the following elements.
 - A common definition of program success (see www.insighteducationgroup.com/blog).
 - Anticipated population changes.
 - Needed changes in educational practices to include staffing, administration, curriculum structure, and teaching strategies.
 - Recruitment of individuals with varied backgrounds and who, as a group, are representative of the state's student population.
 - Appropriate full- and part-time preparation programs.
 - Engagement of all the state's teacher preparation programs.
 - Long-term capacity development.

Challenge: The governance of teacher recruitment programs in South Carolina is fragmented across eight or more agencies and, regrettably, teacher recruitment may be a secondary or tertiary goal of some of these agencies.

Oversight or advisory functions for the twelve programs we studied are performed by at least eight different state agencies or entities. Two challenges to cohesive policy implementation arise from this fragmented status. First, each agency/entity likely has a different perspective on the activities, often not a holistic view of the single program much less the broad and varied landscape of teacher recruitment; second, the teacher recruitment project may be of secondary or tertiary importance within the agency's work. For example, a program embedded within a college within a university and ultimately accountable to the Board of Trustees must compete with hundreds of other programs or activities to gain attention within the larger university decision-making process.

While this might suggest a consolidated single agency approach to teacher recruitment, we believe a single agency approach would limit the diversity of focus and perspective necessary to recruit teachers for our changing state in a new century. The review of the twelve programs reveals strong relationships of program leaders with their target populations as well as those that serve them. These relationships are characterized by cultural understanding, trust, and the maintenance of a professional community with alumni.

The fragmentation of governance also confounds program development. By using the same reporting and expectation mechanisms, programs in their initial year are compared to programs with twenty or more years of history. Without an overriding framework for development and change as well as incentives for modification and constant improvement, some efforts are underdeveloped, and others become entrenched and fail to change with the times.

To meet this challenge, we propose the following:

- A statewide teacher recruitment group should be formed, with representation from the state-at-large as well as local stakeholders to include representation from business, higher education (teacher preparation and financial aid), school districts. The body as a whole

should represent the geographic, racial, and cultural diversity of the state. This body is to serve as a policy making body.

- The establishment of common or interactive data systems to monitor progress, including impact of programs on teachers beyond initial licensure. In designing the data system decisions must be made as to the most important data to be included. The data systems should be designed so that each program manager can enter his or her own data but must be sufficiently secure to ensure confidentiality while at the same time permitting cross-program analyses (see www.gao.gov/leading-practices-managing-results-government and Daley, 2009).

Challenge: The population of prospective teachers in targeted areas of the state is limited and decreasing.

Four of the programs (CarolinaCAP, CUBE, MATTE, SC-PRRMT) focus completely or partially on schools and districts that lie along the I-95 corridor. Interstate 95 runs through nine counties (Jasper, Hampton, Colleton, Dorchester, Orangeburg, Clarendon, Sumter, Florence, and Dillon). The South Carolina Department of Commerce includes eight additional counties (Beaufort, Darlington, Bamberg, Marion, Lee, Allendale, Williamsburg, and Marlboro) along the I-95 Corridor, bringing the total of counties to seventeen. Except for several reasonably large cities (population of 25,000 or more), the counties are predominantly rural. Six are among the seven poorest counties in the state, with poverty defined in terms of per capita income.

The focus on schools and districts along the I-95 corridor stems from the need for qualified teachers in schools in rural areas that have a high percentage of students living in poverty coupled with the belief that a “grow you own” strategy will help to alleviate that need. Although the need is certainly great, the belief that such a strategy will produce a sufficient number of teachers to meet that need is questionable (or optimistic, at best).

The seventeen aforementioned counties house some of the smallest high schools in the state. In counties with more than one school district (e.g., Bamberg, Clarendon, Dillon, Dorchester, and Florence), high schools are very small, often enrolling fewer than 300 students.

Furthermore, although the population of the state increased to more than five million (an almost eleven percent increase) between 2010 and 2020, the population of 14 of the counties along the I-95 corridor declined during this time (Note. Beaufort, Dorchester, and Jasper are the exceptions). The median decline for these fourteen counties was 12 percent with a range from three percent (Darlington, Colleton, and Clarendon) to 23 percent (Allendale).

To meet this challenge, we propose the following:

- The focus of these efforts should be changed to rural schools and districts, rather than schools and districts along the I-95 corridor. Counties such as Barnwell, Edgefield, and McCormick also need assistance with teacher recruitment.
- Students enrolled in the *Education and Training Pathway* of the Education and Economically Development Act are an untapped resource. The most recent data suggest that approximately 5,000 students are enrolled in the Education and Training pathway. Efforts should be made to assist these students as they transition from high school to

college, whether it be a two-year or four-year institution, and to take advantage of support programs and financial incentives.

Challenge: There is a substantial loss of prospective teachers from their initial express of interest to full licensure.

As was discussed earlier, the *Praxis* tests are a barrier to many who are interested in becoming teachers. This barrier is much greater for African Americans than for their white counterparts. Even with white students, however, almost 30 percent of those indicating an initial interest in teaching are eliminated by virtue of their performance on the *Praxis* tests.

The disproportionate negative effect of the *Praxis* tests on African Americans is not easily attributable to test bias. In fact, most of the African American students who have been interviewed in several studies do not see the *Praxis* tests as racially or culturally biased. Rather, they tend to place the blame on the quality of the education they received prior to entering college.

There are two ways of solving the problem of prospective teacher loss. One way, which has been argued by many educators, is to eliminate the *Praxis* tests altogether. The Council for Accreditation of Educator Preparation (CAEP) has recommended that each individual university should have the option to choose whether to require a passing score on the *Praxis* Core test to begin upper-level courses. Similarly, a bill recently introduced in the Nebraska state legislature would eliminate all standardized testing from teacher licensure and certification and replace test performance with grade point averages. Support for this approach seems to come from the fact that it can be done with the stroke of a pen and immediately solves the problem of having bodies in classrooms.

A second way of solving the problem, one that would take more time than the first approach, is to implement the following recommendations. We support this approach because we believe that it would solve several problems in education, not only the loss of prospective teachers. Furthermore, and perhaps more importantly, it allows for the maintenance of some degree of quality control in terms of the basic knowledge that is needed to be an effective professional.

To meet this challenge, we propose the following:

- The rigor of high school courses for all students, particularly for African American students should be increased. Students who graduate from high schools that emphasize academic excellence and who earn grades of B's or better have little difficulty passing the *Praxis* Core tests.
- The importance of passing the *Praxis* Core tests should be emphasized shortly after a student shows interest in teaching as a profession. Furthermore, students should be encouraged to take the *Praxis* Core tests as early as possible. Their performance on these tests can provide students with important and useful feedback.
- Advisors and teachers should familiarize themselves with each prospective student's prior academic record so that suggestions for course selection and test preparation can be based on the individual's strengths and weaknesses.

Challenge: The lack of coordination among various grant and loan programs results in duplication of administrative tasks and has the potential for uneven access to statewide resources, institutions, and teacher candidates.

Seven of the twelve programs under review offer some form of financial assistance to teacher candidates. This assistance may come as a tuition or fees waiver, a scholarship, a grant to assist with non-tuition costs, a loan (including a fellowship), and a cash contribution to loan repayment. Each of these benefits comes through a program particular to an institution and may vary in eligibility requirements, permitted use of funds, and repayment policies and procedures. Three programs have fairly common procedures for loan repayment although each is administered separately.

Repeatedly, program leaders emphasized the desire to limit student debt as much as possible. It is common practice for higher education institutional financial aid officers to direct students to exhaust grants and scholarships before assuming a loan. At least two of the programs provide financial support for costs other than tuition, fees, and related expenses. While being a Teacher Cadet is not a criterion for the Teacher Loan Program or the Teaching Fellows program, former Teacher Cadets access funds more often than other groups. MATTE, PRRMT, and the Call Me Mister programs assist students in navigating the student financial aid network.

The uneven access or use of these grants and loans should be resolved to ensure that no teacher candidate is without support for which he/she is eligible.

To meet this challenge, we propose the following:

- Without losing the distinctiveness of any loan program and related criteria for receipt of a loan, a single agency should be designated to handle loan administration and repayment activities.
- A comprehensive guide to the various grants and loans should be written and distributed widely and at regular times during the teacher pipeline so that *every* current and potential teacher candidate is made aware of the support available.

Challenge: The lack of longitudinal data does not permit, nor encourage, the examination of the long-term effects of the program or to identify areas of improvement that, when made, are likely to improve program success.

The true measures of success of teacher induction programs are the percent of students who participate in and complete the program who become teachers. The evaluation of this goal requires some type of longitudinal data collection and analysis. A blueprint for the data to be included in the longitudinal data set should be developed with the type of data needed and the timing of data collection.

It should be noted that very different data are needed when the focus is on program improvement. The best data for this purpose are often qualitative in nature. Exit interviews with participants who left a program and surveys given to students periodically while they are in the program are examples of data that are useful in this regard.

To meet this challenge, we propose the following:

- Each participant who leaves the program prior to completion should be interviewed for the purpose of learning about the strengths and weaknesses of the program and areas in which the program can improve.
- Every year that a participant remains in the program, they should complete a questionnaire that provides information about progress, concerns, accomplishments, and the like.

Challenge: South Carolina has not explicitly stated its expectations for teacher recruitment programs nor built a data infrastructure to allow the determination of return on investment.

At what point in a program's history is the calculation of a return on investment from a teacher recruitment program valid? The twelve programs under study have a program history ranging from one and a half years to almost forty years. Some programs are effective with students in high school; others work with post-baccalaureate career-changers. To calculate a return then a series of stopping points should be defined. These would include (a) program completion; (b) entry into and/or success in teacher preparation program; (c) employment as a teacher; and (d) continuation as a classroom teacher or in other educator position. While the relationship between teacher recruitment and preparation initiatives and student performance is intriguing, the reality is that limitations on sample size, student and teacher privacy concerns, and the intervening experiences between recruitment and impact on student performance overwhelm the reliability of any research results.

At each of these stopping points then costs can be compared; however, program design and context must be layered into the considerations. Some teacher candidates pursue certification on a part-time or full-time basis; some programs are multi-year; some programs incorporate the teacher candidate working in classrooms as teacher of record.

Finally, the data on costs should be common across all agencies and costs. True costs include those in-kind contributions from agencies, local district expenses or contributions, fees and other revenues, and state appropriations from all sources.

To meet this challenge, we propose the following:

- A data collaborative should be established to define purposes of studies, the appropriate data to address the research questions (including proxies for difficult to retrieve data), and the use of third-party services to link data from one agency to another while at the same time protecting individual privacy.
- Budget requests and program reports should encompass five years to detail program development and also detail all costs, not just EIA revenues.

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APPENDICES

- A. Newly Hired Certified Teachers by Preparation Program and Source
- B. Career Pathways Programs by District, FY 2021
- C. Preparation and Licensure Programs by District, FY2021
- D. Financial Incentive Programs by District, FY2021
- E. Engagement of SBE-approved Teacher Preparation Programs in Selected Teacher Recruitment Programs, FY2021
- F. Praxis Subject Assessments Passing Rates Across Institutions of Higher Education

Appendix A Newly Hired Certified Teachers by Preparation Program or Source

Table A1 Teachers New to the Profession

	FY2016	FY2017	FY2018	FY2019	FY2020	FY2021	FY2022
Traditional Programs							
Teacher education program in-state	1,883.7	1,706.2	1,537.4	1,832.7	1,526.1	1,490.0	1,569.0
Internship Certificate							45
Teacher education program-out of state	446.2	443.0	528.7	570.5	461.5	496.0	447.0
Teacher education program-online				83.0	54.0	81.0	69.0
Alternative Programs							
CATE Work-based	70.0		106.5	111.0	99.0	74.0	95.5
PACE	303.2	358.0	435.5	408.4	378.2	336.0	325.0
American Board	32.0	28.0	46.0	24.0	31.0	31.0	23.0
Teach for America	63.0	47.0	60.0	53.0	41.0	35.0	15.0
Teachers for Tomorrow				24.0	37.0	82.0	145.0
District based (GATE or Teach Charleston)		88.5		23.0	36.0	90.0	133.0
Montessori				4.0	8.0	3.0	5.0
Adjunct	3.0	1.2			5.0	10.0	4.0
Advanced Fine Arts					2.0	3.7	1.0

Source: CERRA Annual Educator Supply and Demand Reports: January 2016, January 2017, January 2018, January 2019, December 2019, December 2020, and November 2021

Table A2 Veteran Teachers

	FY2016	FY2017	FY2018	FY2019	FY2020	FY2021	FY2022
SC teacher returning after gap in service	220.6	359.5	289.3	353.6	288.7	258.4	191.3
Former substitute	2,013.0		2,259.3		211.7	287.5	303.2
From another SC District		2,316.9		2,318.9	2,058.1	1,746	2,032
Previously employed in SC higher education or private school	199.0	201.0		145.8	168.7	80.0	88.0
Teacher from another state	977.6	1,056.8		1,197.5	869.1	914.0	1,088
International visiting teacher	186.0	299.0	348.0	394.0	348.0	59.0	305.4
Contracted service provider (excluding international service)			52.0	46.5	53.8	56.1	95.7
Other	154.8	50.3	89.5	10.0	23.6	2.0	33.5
Grand Total	6,552.1	6,916.0	7,311.2	7,599.6	6,700.5	6,112.6	7,014.0

Note. The Grand Total is the total of the rows in Table A1 plus Table A2.

Sources: CERRA Annual Educator Supply and Demand Reports: January 2016, January 2017, January 2018, January 2019, December 2019, December 2020, and November 2021

Appendix B Career Pathways Programs by District, FY 2021

DISTRICT	CAREER PATHWAYS			
	PRO-TEAM	TEACHER CADET	CUBE	MATTE
Abbeville		X		
Aiken	X	X		
Allendale			X	
Anderson 1	X	X		
Anderson 2		X		
Anderson 3	X	X		
Anderson 4		X		
Anderson 5		X		
Bamberg 1		X		
Bamberg 2				X
Barnwell 19		X		
Barnwell 29		X		
Barnwell 45	X	X		
Beaufort	X	X		
Berkeley		X		
Calhoun			X	X
Charleston	X	X		
Cherokee		X		
Chester	X	X		
Chesterfield		X		
Clarendon 1				X
Clarendon 2				X
Clarendon 4				
Colleton				
Darlington	X	X		
Dillon 3		X		
Dillon 4		X		
Dorchester 2		X		
Dorchester 4				
Edgefield		X		
Fairfield	X	X		
Florence 1		X	X	
Florence 2				
Florence 3				
Florence 4				
Florence 5		X		
Georgetown	X	X		
Greenville	X	X		
Greenwood 50				
Greenwood 51		X		
Greenwood 52		X		

Hampton		X		
Horry	X	X		
Jasper			X	
Kershaw	X	X		
Lancaster	X	X		
Laurens 55	X	X		
Laurens 56		X		
Lee		X		
Lexington 1	X	X		
Lexington 2		X		
Lexington 3		X		
Lexington 4				
Lexington 5	X	X		
Marion		X		
Marlboro				
McCormick				
Newberry		X		
Oconee		X		
Orangeburg			X	X
Pickens		X		
Richland 1	X	X		
Richland 2	X	X		
Saluda		X		
Spartanburg 1		X		
Spartanburg 2		X		
Spartanburg 3		X		
Spartanburg 4				
Spartanburg 5		X		
Spartanburg 6		X		
Spartanburg 7		X		
Sumter	X	X	X	
Union		X		
Williamsburg		X		
York 1		X		
York 2		X		
York 3		X		
York 4		X		

Appendix C Preparation and Licensure Programs by District, FY2021

DISTRICT	TEACH FOR AMERICA	CAROLINACAP	RECRUITMENT & RETENTION OF MINORITY TEACHERS	COMMISSION ON TEACHER QUALITY (Collaborative Leadership Institute)
Abbeville				
Aiken			X	X
Allendale		X	X	
Anderson 1				
Anderson 2				
Anderson 3				
Anderson 4				
Anderson 5				
Bamberg 1		X		
Bamberg 2		X		
Barnwell 19		X		
Barnwell 29		X		
Barnwell 45		X	X	
Beaufort				
Berkeley	X	X	X	
Calhoun		X		
Charleston	X	X	X	X
Cherokee				X
Chester				
Chesterfield				
Clarendon 1	X			
Clarendon 2				
Clarendon 4		X		X
Colleton	X	X		
Darlington	X	X		
Dillon 3			X	
Dillon 4				
Dorchester 2				
Dorchester 4		X		
Edgefield				
Fairfield		X	X	
Florence 1	X		X	
Florence 2				
Florence 3	X			
Florence 4			X	
Florence 5				X
Georgetown			X	
Greenville				
Greenwood 50				

Greenwood 51				
Greenwood 52				
Hampton		X		
Horry			X	
Jasper				X
Kershaw		X		
Lancaster			X	
Laurens 55			X	
Laurens 56				
Lee		X	X	
Lexington 1				X
Lexington 2	X	X		
Lexington 3				
Lexington 4			X	
Lexington 5	X			
Marion		X	X	
Marlboro		X		
McCormick				
Newberry		X	X	
Oconee				
Orangeburg	X	X		
Pickens				X
Richland 1		X	X	
Richland 2			X	X
Saluda				
Spartanburg 1				
Spartanburg 2				
Spartanburg 3				
Spartanburg 4				
Spartanburg 5				
Spartanburg 6				
Spartanburg 7	X			
Sumter				X
Union		X		
Williamsburg	X	X	X	
York 1				
York 2				X
York 3	X			
York 4				X

Note. Call Me Mister is not included in the table because the focus of that program is on higher education institutions, not school districts. Call Me Mister is included in Appendix E.

Appendix D Financial Incentive Programs by District, FY2021

DISTRICT	RURAL RECRUITMENT INITIATIVE	FINANCIAL INCENTIVES	
		TEACHER LOAN (See Appendix E for participating higher education institutions)	TEACHING FELLOWS (See Appendix E for participating higher education institutions)
Abbeville			
Aiken			
Allendale	X		
Anderson 1			
Anderson 2	X		
Anderson 3	X		
Anderson 4	X		
Anderson 5	X		
Bamberg 1			
Bamberg 2	X		
Barnwell 19	X		
Barnwell 29	X		
Barnwell 45	X		
Beaufort			
Berkeley			
Calhoun			
Charleston			
Cherokee			
Chester	X		
Chesterfield			
Clarendon 1	X		
Clarendon 2	X		
Clarendon 4			
Colleton	X		
Darlington	X		
Dillon 3	X		
Dillon 4	X		
Dorchester 2			
Dorchester 4	X		
Edgefield	X		
Fairfield	X		
Florence 1			
Florence 2	X		
Florence 3	X		
Florence 4	X		
Florence 5			
Georgetown			
Greenville			

Greenwood 50	X		
Greenwood 51	X		
Greenwood 52			
Hampton	X		
Horry			
Jasper	X		
Kershaw			
Lancaster			
Laurens 55	X		
Laurens 56			
Lee	X		
Lexington 1			
Lexington 2	X		
Lexington 3			
Lexington 4	X		
Lexington 5			
Marion	X		
Marlboro	X		
McCormick	X		
Newberry	X		
Oconee			
Orangeburg	X		
Pickens			
Richland 1			
Richland 2			
Saluda	X		
Spartanburg 1			
Spartanburg 2			
Spartanburg 3	X		
Spartanburg 4			
Spartanburg 5			
Spartanburg 6			
Spartanburg 7	X		
Sumter	X		
Union	X		
Williamsburg	X		
York 1	X		
York 2			
York 3			
York 4			

Appendix E Engagement of SBE-approved Teacher Preparation Programs in Selected Teacher Recruitment Programs, FY2021

Higher Education Institution	Teacher Cadet	Teaching Fellows	Teacher Loan	Call Me Mister
Allen University				
Anderson University	X	X	X	X
Benedict University				
Bob Jones University			X	
Charleston Southern University	X	X	X	X
Claflin University	X		X	
Clemson University	X	X	X	X
Coastal Carolina University	X	X	X	X
Coker College	X		X	
College of Charleston	X	X	X	X
Columbia College	X		X	X
Columbia International University			X	
Converse College			X	
Erskine University	X		X	
Francis Marion University	X	X	X	
Furman University			X	
Lander University	X	X	X	
Limestone University	X		X	
Morris College				
Newberry College	X		X	X
North Greenville University	X		X	
Presbyterian College	X		X	
South Carolina State University			X	
Southern Wesleyan College			X	X
The Citadel	X		X	
University of South Carolina-Aiken	X	X	X	X
University of South Carolina-Beaufort	X		X	X
University of South Carolina-Columbia	X	X	X	
University of South Carolina-Upstate	X	X	X	X
Winthrop University	X	X	X	X

Appendix F First and Best Attempt Pass Rates on the Elementary School Teachers' Praxis Subject Assessments

Higher Education Institution	First Attempt	Best Attempt
Limestone University	0	20
South Carolina State University	0	35
Clafin University	19	75
Francis Marion University	21	69
Coastal Carolina University	26	68
Lander University	34	75
Columbia College	35	75
USC Upstate	35	77
Southern Wesleyan University	36	73
USC Aiken	42	79
North Greenville University	46	84
USC Beaufort	50	75
Charleston Southern University	55	85
Anderson University	57	81
Columbia International University	59	76
USC Columbia	59	88
Converse University	60	93
Winthrop University	60	87
Presbyterian College	63	75
College of Charleston	64	91
Newberry College	64	100
Bob Jones University	65	83
Coker University	65	88
Clemson University	76	92
Erskine College	83	83
Furman University	84	95

Note. The numbers in the cells are the percent of students passing the *Praxis* Subject Assessments. Sources: Putnam (2021) and Putnam & Walsh (2021)