

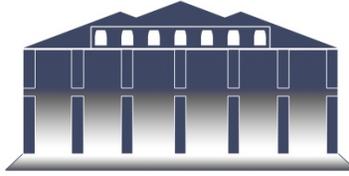
**Opportunities Exist to Enhance the Effectiveness of  
the Educator Preparation Program Data Reporting  
System**



**Final Report to the Joint Legislative  
Program Evaluation Oversight Committee**

**Report Number 2018-06**

**June 11, 2018**



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June 11, 2018

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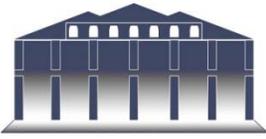
The Joint Legislative Program Evaluation Oversight Committee's 2015–17 work plan directed the Program Evaluation Division to examine Educator Preparation Programs (EPPs), which provide students with the knowledge and skills to become licensed teachers. This evaluation examines how EPP data are analyzed and reported and considers options for improvement.

I am pleased to report that the Department of Public Instruction and State Board of Education cooperated with us fully and were at all times courteous to our evaluators during the evaluation.

Sincerely,

A handwritten signature in black ink, appearing to read "John W. Turcotte".

John W. Turcotte  
Director



# PROGRAM EVALUATION DIVISION

## NORTH CAROLINA GENERAL ASSEMBLY

June 2018

Report No. 2018-06

# Opportunities Exist to Enhance the Effectiveness of the Educator Preparation Program Data Reporting System

## Summary

The Joint Legislative Program Evaluation Oversight Committee's 2015–17 work plan directed the Program Evaluation Division to examine Educator Preparation Programs (EPPs), which provide students with the knowledge and skills to become licensed teachers. This evaluation examines how EPP data are analyzed and reported and considers options for improvement.

**North Carolina currently has 47 EPPs housed within public, private, or independent colleges and universities.** The General Assembly, State Board of Education, Professional Educator Preparation and Standards Commission (PEPSC), and Council for the Accreditation of Education Preparation provide standards by which EPPs receive state approval and national accreditation. Two annual reports produced by the Department of Public Instruction (DPI) for each EPP represent the main oversight assessment tools available.

**Current EPP reports contain a wealth of information, but the dispersion of this data and lack of uniformity and helpful metrics render the reports ineffective.** DPI generates almost 100 reports annually, complicating comparative assessment. Also, sample size issues and data aggregation problems may mask performance discrepancies.

**New state law strengthens EPP accountability through the creation of PEPSC and stringent sanctions, the directive to develop performance metrics and risk factor reports, and the transfer of all EPP data to the UNC Quality Educator Dashboard; however, these changes come with challenges.** Sanctioning EPPs based on disaggregated performance data of demographic groups creates enforcement issues. Integrating private EPP data into the UNC dashboard presents management and branding issues. Also, the new law lacks an employment performance metric category.

**The State has the data and advisory bodies needed to adopt a streamlined approach to reporting in the form of a performance-based, weighted model.** The model reflects state priorities and assess EPP performance individually and comparatively. The Program Evaluation Division built such a model to demonstrate the State's ability to enhance reporting.

To address these findings, the General Assembly should

- add an EPP employment performance standard to state law;
- direct adoption of a small group exception for EPP sanctioning;
- direct development of a plan for incorporating private EPP data into the UNC Educator Quality Dashboard and management thereof; and
- require the State Board of Education, DPI, and PEPSC to jointly design a performance-based, weighted model for reporting EPP data to replace current reporting efforts.

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## Purpose and Scope

The Joint Legislative Program Evaluation Oversight Committee's 2015–17 work plan directed the Program Evaluation Division to examine North Carolina's Educator Preparation Programs (EPPs). Initially, the evaluation included an assessment of the EPP oversight body as well as the data and reports that help the oversight body, State Board of Education (SBE), General Assembly, and public assess the quality and compliance of these programs and the teachers they produce. However, during the 2017 Legislative Session, the General Assembly enacted Session Law 2017-189, which altered the composition of the EPP oversight body.

Prior to Session Law 2017-189, standards related to educator preparation programs were set by state law and the SBE in coordination with members from the Board of Governors of the University of North Carolina, State Board of Community Colleges, North Carolina Independent Colleges and Universities, Inc., and other partners. Some of the national accrediting body requirements were and remain directly incorporated into law and rules as well. The SBE and the State Evaluation Committee on Teacher Education, which included the aforementioned partners, provided standards, managed an approval process, and enforced sanctions for EPPs seeking approval.

Following the passage of Session Law 2017-189, the Excellent Educators for Every Classroom Act, the Professional Educator Preparation and Standards Commission (PEPSC) was established. It replaced the former group in terms of setting standards and serving in an oversight role. However, the SBE ultimately remains in charge of EPP standards creation and enforcement in accordance with state law. The new commission consists of 18 appointed individuals including superintendents, principals, teachers, personnel administrators, deans from EPPs, and at-large members.

The Program Evaluation Division excluded an assessment of PEPSC from this evaluation in order to allow the new commission to begin meeting and acting in its new role. Therefore, this evaluation examines EPP performance and accountability by assessing how EPP-reported data are analyzed and presented and considers options to improve the State's approach.

Four research questions guided this evaluation:

1. What types of data do approved EPPs currently collect in North Carolina and report to the Department of Public Instruction (DPI), and how have these data requirements changed over time?
2. What major changes were enacted in recent legislation that relate to data collection and reporting efforts by EPPs?
3. What does currently-collected EPP data reveal about North Carolina's EPPs in terms of their performance in different areas of interest (program completion, licensure percentage, retention percentage, and teacher performance)?
4. How does North Carolina's approach to reporting EPP data compare to other states and nationally-recommended standards, and what opportunities exist for the State to improve current efforts?

The Program Evaluation Division collected and analyzed data from several sources including

- five academic years of undergraduate data (2011–12 to 2015–16) from the EPP Performance Reports and Report Cards;<sup>1</sup>
- state laws and regulations related to EPPs;
- interviews with state employees who collect, analyze, and assemble EPP data, including representatives from the School Research Data and Reporting Division and the School Business Division, Financial Analysis and Reporting Office, which are both housed within DPI;
- interviews with state education employees in other states regarding their approaches to EPP data analysis and reporting; and
- interviews with University of North Carolina General Administration staff who manage the Educator Quality Dashboard and Education Policy Initiative at Carolina (EPIC), the UNC-based public policy research arm that works with the Dashboard.

This evaluation only examines data related to undergraduate students enrolled in state-approved EPPs. The terms EPP and institution are used interchangeably in this report.

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## Background

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An Educator Preparation Program (EPP) is a program in which individuals receive the knowledge, skills, and training to meet teacher licensure requirements and secure teaching positions. North Carolina currently has 47 approved EPPs that are housed within public, private, or independent colleges and universities.

Although EPPs in private or independent colleges and universities outnumber those in public colleges and universities, public institutions graduate a higher proportion of the State's teachers. During the 2015–16 academic year, 77% of full-time, undergraduate students were enrolled in public EPPs, whereas the 23% were enrolled in non-public EPPs. In the current teacher workforce, 75% of teachers educated in North Carolina attended a public EPP. Exhibit 1 provides a full list of approved EPPs.

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<sup>1</sup> These years of data represent the most recently available, complete data from DPI.

**Exhibit 1: List of Approved EPPs in North Carolina for Fiscal Year 2016 - 2017**

Public Institutions	Private or Independent Institutions	
Appalachian State University	Barton College	Mars Hill University
East Carolina University	Belmont Abbey College	Meredith College
Elizabeth City State University	Bennett College	Methodist University
Fayetteville State University	Brevard College	Mid-Atlantic Christian University
NC A&T State University	Campbell University	Montreat College
NC Central University	Catawba College	University of Mount Olive
NC State University	Chowan University	NC Wesleyan College
UNC - Asheville	Duke University	Pfeiffer University
UNC - Chapel Hill	Elon University	Queens University of Charlotte
UNC - Charlotte	Gardner-Webb University	Saint Andrews University
UNC - Greensboro	Greensboro College	Saint Augustine's University
UNC - Pembroke	Guilford College	Salem College
UNC - Wilmington	High Point University	Shaw University
Western Carolina University	Lees-McRae College	Wake Forest University
Winston-Salem State University	Lenoir-Rhyne University	William Peace University
	Livingstone College	Wingate University

Source: Program Evaluation Division based on information from the Department of Public Instruction.

North Carolina employs approximately 98,000 teachers in 2,600 traditional and charter schools to educate 1.5 million students. Like many states, North Carolina is experiencing declining enrollment in EPPs while the need for trained teachers remains. As of the 2015–16 academic year, 10,063 students were enrolled part- or full-time in a North Carolina EPP, seeking an undergraduate degree or a teaching license. Exhibit 2 shows the breakdown of EPP students' gender and ethnicity; the majority of EPP students are female and white.

## Exhibit 2

Student Characteristics for 2016 Undergraduates Enrolled in EPPs

Student Characteristic	Percentage Enrolled
Female	82%
Male	18%
White	77%
African-American	14%
Hispanic/Latino	3%
Multi-Racial	3%
Asian/Pacific Islander	2%
American Indian/Alaskan	<1%

Source: Program Evaluation Division based on data from the Department of Public Instruction.

**The General Assembly, State Board of Education (SBE), Profession Educator Preparation and Standards Commission (PEPSC), and Council for the Accreditation of Education Preparation (CAEP) all provide standards that guide EPP state approval and national accreditation.** Although the SBE maintains ultimate authority regarding EPP standards development, approval, and oversight, Session Law 2017-189 created a new commission—PEPSC—to aid in these tasks. At the recommendation of the President Pro Tempore of the Senate and the Speaker of the House, the General Assembly appointed 18 practitioner-based members to PEPSC in the fall of 2017 and the group began meeting.

Session Law 2017-189 charges the commission with making rule recommendations to the SBE regarding all aspects of educator preparation including EPP program requirements, approval process, accountability measures, risk assessment, and sanctions. Although the commission operates independently of the SBE, it is administratively located under the SBE. As such, the SBE can adopt or reject commission recommendations. However, proposed SBE policy would empower PEPSC to serve not just in the role legislated but also in an EPP monitoring capacity.

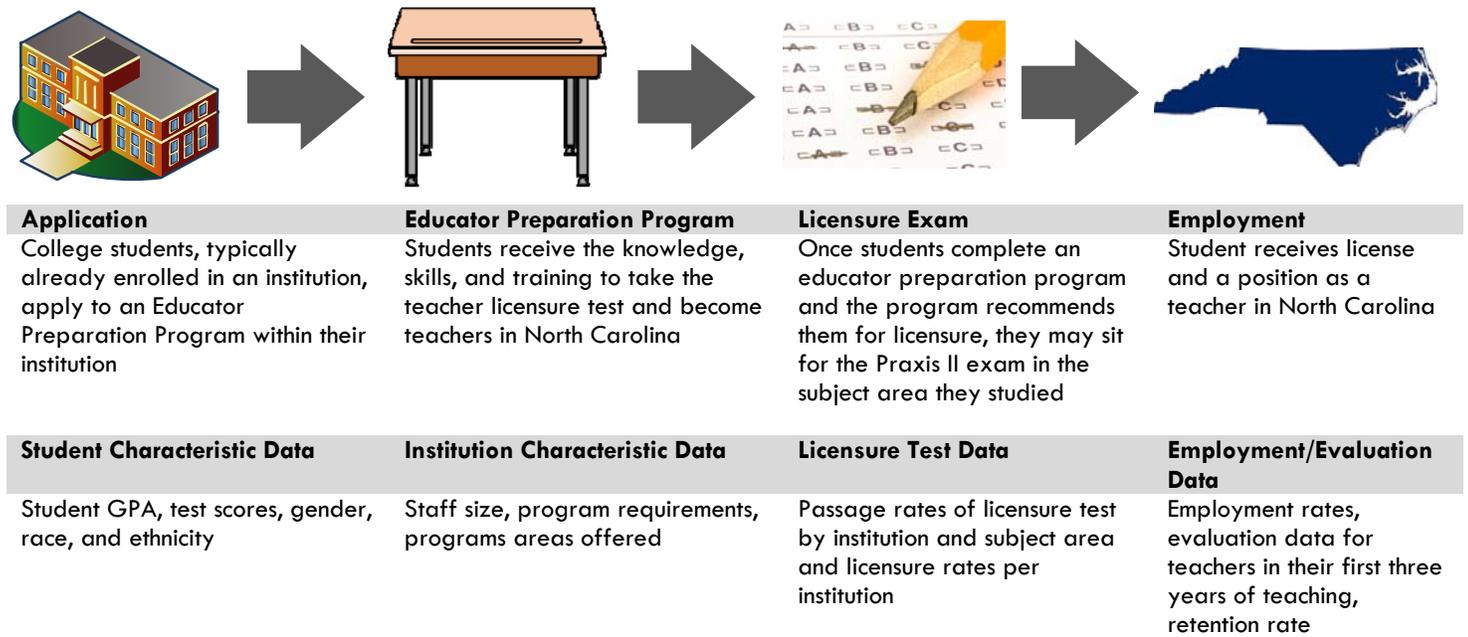
**To receive and maintain state approval, EPPs must collect and report student and institutional data to the SBE and CAEP to demonstrate their programs meet standards set in law and rules.** Meeting these standards and receiving approval are important because North Carolina requires teachers to receive training and a recommendation for licensure from an approved or authorized EPP. Minimum standards for EPP approval include:

- development of students’ deep understanding of critical concepts and principles in their discipline;
- development of effective partnerships with schools and high-quality clinical practices for students as part of the preparation process;
- recruitment of quality students to the EPP;
- demonstration of the impact of program completers in the classroom; and

- collection of quality assurance data from multiple measures for EPP graduates.

As shown in Exhibit 3, the required categories for approval and data reporting requirements parallel the stages of a student’s process for becoming an employed teacher. Within each category, state law and SBE rules provide detail for certain factors such as minimum test scores students must achieve for an EPP to grant them admission. Other examples include specifying types of coursework or pedagogical experiences students need. Both the general areas and detailed requirements within them are reported by EPPs to the SBE.

**Exhibit 3: Process of Students Passing through EPPs and the Corresponding Data Collected**



Source: Program Evaluation Division based on the annual EPP performance reports prepared by the Department of Public Instruction.

The SBE annually reviews EPP data for new or approved EPPs, administering sanctions when appropriate. The oversight bodies assess EPP institutional compliance and effectiveness through the data and reports that EPPs, in concert with DPI provide. Two documents provided by DPI for each EPP contain all the required EPP data elements; however, following passage of Session Law 2017-189, a third report will be required. The documents required include

- EPP Performance Reports,
- EPP Report Cards and,
- Risk Assessment Reports.

The Performance Reports consist of narrative and numeric data grouped into seven categories, whereas the Report Cards provide a numeric summary of the Performance Report in six categories. Risk Assessment Reports do not exist yet but will contain a history of an EPP’s compliance with state law and

rules. These reports will examine institutions' previous standards violations and Council for the Accreditation of Education Preparation accreditation statuses.

**To produce Performance Reports and Report Cards, DPI works collaboratively with representatives from every approved EPP.** As the administrative arm of public education in the State, DPI provides each EPP with a detailed document explaining what data are needed, how these data correspond to the main reporting sections, and when these data elements are due throughout the year. Some sections of the EPP Performance Reports are generated annually by each EPP on its own. However, DPI staff also pre-populate certain categories of data based on an EPP's previous-year's data with the expectation that the institution will confirm or amend the data as needed.

DPI staff dedicated to collecting and organizing EPP data into the required reports currently consists of fewer than two full-time positions. One full-time staff position, the Director of the Educator Preparation Section in the School Research, Data, and Reporting Division, conducts the majority of the work with the support of a data specialist from another division. During the 2017 Legislative Session, the division received appropriated funds for two additional positions and two new people will begin work in May of 2018.

**Compared to other states, North Carolina was an early and consistent participant in the movement to gather and analyze data related to educator preparation, teacher effectiveness, and student performance.** Not all states collect detailed and complex EPP data focused on improving EPP outcomes. For example, North Carolina is one of three states that collect data measuring the influence of teachers on student performance. Similarly, few states have collected as much data for as long as North Carolina has.

Exhibit 4 details some of the major legislative and agency-based efforts that catalyzed and expanded North Carolina's efforts to collect and measure data on educator preparation and educators in the classroom. Recent legislation described in this evaluation parallels early efforts and signals a continued interest in the improvement of oversight and assessment of EPPs.

**In summary, EPPs prepare students to pursue a teacher license and position in North Carolina according to laws and rules established by the SBE.** Compliance with these laws and rules and performance of EPPs is displayed in two, DPI-generated reports. State law, SBE rules, and the newly formed PEPSC establish standards that EPPs must meet to be approved or remain compliant. To establish compliance, EPPs collect data and work collaboratively with DPI to produce two documents that detail their efforts to meet standards in producing teachers ready for licensure and employment. North Carolina was an early participant in collecting and monitoring teacher effectiveness data and continues to expand its efforts in this realm. This evaluation assesses how the data that comprise the reports aids in the assessment of EPP effectiveness and accountability and considers options for improving the current approach.

## Exhibit 4

### Timeline of Major Legislative or Agency-Based Efforts to Expand North Carolina’s Measurement of Teachers

<b>1995</b>	The State establishes one of the first statewide school accountability programs, the ABCs of Public Education. The effort assesses student performance and strives to improve classroom instruction.
<b>1997</b>	The General Assembly passes the Excellent Schools Act in an effort to enhance the standards for EPPs by requiring them to provide performance reports to the State Board of Education. The law requires the reports to follow a common format and contain specified data elements.
<b>2007</b>	The General Assembly funds a statewide project in partnership with the SAS Institute to build a software tool that measures individual student growth called the Education Value-Added Assessment System (EVAAS). This development coincides with NC receiving a US Department of Education Race to the Top grant in 2007 to expand the EVAAS model. These efforts expand accountability for teachers and teacher training programs by assessing the influence teachers have on student growth.
<b>2008</b>	The State introduces a new Educator Evaluation System for teachers and principals.
<b>2013</b>	The Department of Public Instruction begins producing Report Cards per EPP with condensed, quantitative information.
<b>2017</b>	The General Assembly passes the Excellent Educator’s Act, establishing a new EPP oversight commission, charging the commission and State Board with creating new performance indicators for specified measures, detailing new sanctions attached to disaggregated student data, requiring a risk assessment report for EPPs, and requiring all EPP data be displayed on the Educator Quality Dashboard website run by the University of North Carolina Board of Governors.

Source: Program Evaluation Division based on General Statutes, NC’s Race to the Top Application, and Reports on North Carolina Department of Public Instruction.

## Findings

### **Finding 1. The current approach to Educator Preparation Programs reporting produces documents that are difficult to interpret, lacking uniformity and helpful data indicators.**

As stated in the Background, state laws and rules provide standards that Educator Preparation Programs (EPPs) must meet to receive and maintain state approval. In order to secure approval based on these standards, EPPs provide institutional and student-based data and work with DPI staff to populate two annual reports—the Performance Report and Report Card. The

Performance Report contains a combination of narrative and numeric data varying in length from 7 to 59 pages, whereas the Report Card represents an abbreviated version of the Performance Report in a two-page document containing tables of numeric data. The result is hundreds of pages of information per EPPs dispersed across two reports that lack clear indicators of performance and points of comparison to oversight entities and the public.

Although state law requires the production of these reports and details components that must be included, neither law nor SBE rules indicate *how* to best display the data to assess EPP compliance or performance. New state law provides more structure for the Performance Reports by requiring the development and reporting of performance metrics across four categories of data and the inclusion of a risk assessment indicator. However, a multitude of required data points remain that must be reported but lack structure or direction in their reporting. The primary DPI staff person dedicated to producing the reports streamlined the Report Card format in the last several years and plans to use the new legislation and new positions awarded to School Research, Data, and Reporting Division to improve reporting efforts.

**The presentation of narrative information in Performance Reports makes them difficult to assess because they lack direct ties to legislated standards, vary greatly between EPPs in terms of the level of detail provided, and do not indicate whether the practice described in the text meets the legislated standard.** A portion of the Performance Reports contain narrative information related to program provisions and characteristics. As evidenced by the range in length of Performance Reports, the amount of detail provided by each EPP in the narrative sections varies widely. One institution may provide a paragraph response to a question whereas another provides a two-page response. Although DPI provides a document to guide EPPs in completing these sections, the open-ended questions results in variation in reporting between EPPs and even within EPPs from year to year. Differences in the level of detail are problematic when it comes to assessing accountability because it is difficult to know:

- how a given EPP's answer compares to other EPPs; and
- whether the answer provided by an EPP satisfied a legislated or rule-based requirement.

DPI could address this ambiguity by providing a reference to the statutes or rules each section addresses and indicate whether the information provided meets the standard. Also, DPI could change the format of these questions from completely open-ended to structured questions that prompt EPPs to select from options of actions acceptable to meet the various requirements.

In terms of numeric or quantitative data, the two reports contain similar information, as the Report Card is an abbreviated version of the Performance Report. Both of these documents reflect performance at the institution level and do not distinguish between separate programs of study within individual EPPs. Exhibit 5 details how the two reports compare.

### Exhibit 5: EPP Performance Reports and Report Cards Present Similar Quantitative Information

	Performance Report	Report Card
<b>Enrollment Information</b>		
Student enrollment totals	✓	✓
Student enrollment disaggregated by gender, race, and ethnicity	✓	
Student admission mean test scores (ACT, SAT, CORE)	✓	✓
Test scores disaggregated by subject	✓	
Student admission mean GPA	✓	✓
<b>Completion Information</b>		
Program completers	✓	✓
Program completers by subject area	✓	
Semesters to graduate from EPP	✓	✓
Student passage rate for professional and content area exams	✓	✓
Student passage rates on professional and content area exams by subject	✓	
<b>Graduate Licensure and Employment Information</b>		
Program completers and status of licensure (applied, not applied)	✓	✓
Program completers by subject area and status of licensure	✓	
Program completers licensed within one year of completion	✓	✓
Program completers employed in North Carolina within one year of completion	✓	✓
Graduates teaching in North Carolina public schools after four years by cohort		✓
Top 10 school districts employing teachers affiliated with college/university	✓	
<b>EPP Graduate Teaching Effectiveness</b>		
Teacher effectiveness evaluation data for higher levels of the scoring scale	✓	✓
Teacher effectiveness data for all levels of performance	✓	
<b>Miscellaneous EPP information</b>		
Graduate satisfaction survey		✓
Service to public schools	✓	
EPP teacher education faculty (size, full- or part-time)	✓	✓

Source: Program Evaluation Division based on the annual EPP performance reports prepared by the Department of Public Instruction.

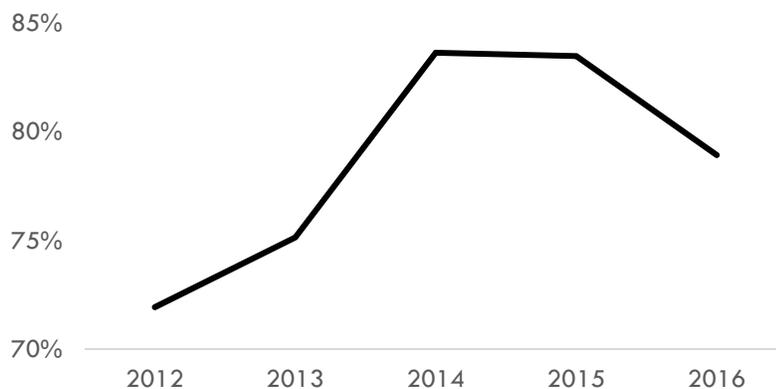
**Despite the sizeable amount of quantitative data collected and reported on EPPs, the majority of numeric data is provided without reference points for interpretation.** Interpreting the descriptive data provided in the EPP reports could be enhanced by the inclusion of longitudinal or trend data and comparative metrics between EPPs.

**Current EPP reports lack longitudinal data for examining how EPP performance changes from year to year.** Data collected at a single point in time, also known as cross-sectional data, provides a snapshot of an institution's performance. Longitudinal data, or data taken from more than one time period, allows for an examination of trends or changes over time. The provision of trend analysis aids in understanding the progression of an institution's performance and helps make outliers more apparent.

Exhibit 6 illustrates how longitudinal data shows how an EPP performs on a specific measure over time. In this example, Appalachian State University graduates' performance on the value-added models improved over a three-year period, followed by a plateau and then a decline. These data warrant concern relative to the current trend in performance and invite examination of the possibility that something worked well from 2013 to 2015 that is worth recreating.

## Exhibit 6

Percentage of Appalachian State University Graduates Receiving 'Meets or Exceeds Expected Growth' Shows Improvement Followed by Decline in the Period from 2012 to 2016



*Source: Program Evaluation Division based on annual EPP performance reports data prepared by the Department of Public Instruction.*

It is possible to generate a trend analysis for a given institution on given measures by manually extracting and compiling data from each annual report. However, this exercise would be extremely time-consuming. Examining trend analyses for the 47 approved EPPs requires manually pulling data from more than 200 separate documents. Longitudinal data is not included in either annual report except for one section of the Report Card that tracks the employment rate of program completers for four years.

**The absence of benchmarks or target metrics in EPP reports makes it difficult to interpret how individual institutions perform on given measures and how institutions compare to each other.** Benchmarks, target metrics, performance metrics, and minimum or maximum thresholds are different terms that all serve as reference points to aid in the assessment of an institution's performance on a given metric. These standards could serve as internal benchmarks for individual EPPs, allowing an institution to compare its current performance to performance in previous years. Examples of these metrics may include measures of central tendency (mean, median) or trend analysis (multiple data points taken at different points of time).

Established standards may also represent benchmarks or comparative data points collected across similar institutions or programs. Examples of these metrics in practice may include examining the distribution of a given measure (like EPP employment rate) using quartiles or percentiles to identify high and low performers. Without established standards, understanding the performance of EPPs relative to their own past performance and the performance of other EPPs is challenging.

The only benchmark provided for some EPP measures is the state average. Although the state average may represent an average level of performance across EPPs, it could be misleading depending on the distribution of the data, with high or low performers skewing the data. Most importantly, the state average is not a standard established in law or policy.

State-set standards are available for some quantitative measures contained in the two reports, but those standards are not provided in the actual text of the reports. Therefore, a reader unfamiliar with the specifics of laws and rules would be challenged to determine whether and to what extent an EPP is meeting a given standard.

**Two reporting challenges—level of analysis and sample size issues—may mask significant performance variations among programs within an individual EPP and between different EPPs.** All currently approved EPPs offer undergraduate programs leading to an initial teaching license. However, most approved EPPs also offer more specific programs such as elementary education or secondary grades math. The range of programs offered per EPP spans from 1 to 30.<sup>2</sup> Nonetheless, both report documents aggregate data at the institution level (all students in education-related programs at a given institution).

Aggregating data at the institution level means that an institution may contain high-performing programs that mask underperforming programs. Conversely, data from a larger, low-performing program may obscure an exceptional program in the same institution. A former administrator in a school of education in North Carolina provided an example of how aggregating data at the institution level can be problematic:

“We had a mathematics teacher education program that was winning awards and getting money and grants while I was struggling to get my elementary education program to even meet standards. So when you aggregate all programs, elementary education would drag down math.”

Although research on program differentiation suggests there may not always be enough variation present to identify conclusive differences between program outcomes, experts in the field support examining specific programs and not just institutions. Examining individual programs would allow the State to, at minimum, identify high and low performers. If these programs are comprised of too few students (less than five), these results may not be made

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<sup>2</sup> Three institutions offer only one program of study for undergraduates (elementary education): Belmont Abbey College, Mid-Atlantic College, and Montreat College. Saint Augustine’s University offers only two programs of study for undergraduates.

public. However, EPPs and DPI could examine the high performers for best practices to share with all EPPs as well as providing additional aid to the lower performing programs within EPPs.

**Small sample size issues result in reports lacking data in certain categories, creating further accountability problems.** Some institutions cannot meet the minimum sample size of five students in a given report category. If an institution lacks five individual scores in a given category, DPI does not include that data category in the institution's reports. DPI also plans to implement a new minimum sample size of 10 moving forward to match national sample size requirements, which means more unreported data.

Examining academic year 2015–16 data, 53% of approved institutions did not report Praxis 2 (teacher licensure exam) passage rate scores due to having too few students in those reporting categories. This lack of data means that the SBE, DPI, policymakers, and the public are unable to determine if all EPPs met the requirement that undergraduate students from a given institution maintain a 70% passage rate on the licensure exam.<sup>3</sup> Similarly, 28% of institutions that report SAT scores and 40% of institutions that report ACT scores of admitted students could not report in 2015–16 because of insufficient sample sizes.<sup>4</sup> Finally, on average, approximately five institutions per year are unable to report their teacher effectiveness data because they do not have five graduates in the first three years of employment in North Carolina.

Although the sample size problem is not unique to North Carolina and although explanations exist as to why certain measures are particularly vulnerable to sample size issues, the outcome remains the same—an abundance of unreported data. Institutions with strong performance but few students may go unrecognized; likewise, institutions with few students and weak performance may avoid state sanctions or public awareness of their struggles. As DPI staff noted, fairness issues arise when some institutions are scrutinized publicly or held accountable by the SBE and others are not. Other states address this issue by using a 5-year average or by reviewing the data privately with EPPs in the categories that do not meet minimum standard sizes.

**Session Law 2017-189 enhances reporting standards and accountability by requiring the SBE to establish performance metrics in four specified areas related to EPP effectiveness.** The four areas include:

- performance of EPP graduates on annual teacher evaluations,
- proficiency and growth of students taught by EPP graduates,
- satisfaction of EPP graduates after their first year of teaching, and
- quality of students entering the EPP.

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<sup>3</sup> GS115C-269.35 (7) specifies that the Performance Report include information regarding average scores of graduates on professional, pedagogy, and content area examinations for the purpose of licensure of which the Praxis Test is one indicator. SBE Policy TCED-008 specifies undergraduate teacher education programs must maintain a passing rate of at least 70% on Praxis II exams annually.

<sup>4</sup> Not all Educator Preparation Programs require SAT or ACT scores for admittance.

These performance measures focus on outcomes involving EPP graduates entering the teaching profession and allow the SBE to better assess the effectiveness of North Carolina EPPs.

Prior to changes in state law, SBE policy required undergraduate EPPs to

- maintain an annual passing rate of at least 70% on Praxis II exams,
- receive annual positive ratings from at least 70% of graduates and employers responding to surveys, and
- exhibit direct and ongoing involvement with public schools.

Previously, failure to meet the three criteria listed above could result in an EPP receiving a designation of “low-performing.” Although these requirements provide helpful metrics, they contain shortcomings.

DPI collects survey data from recent graduates that the Education Policy Initiative Center (EPIC) at UNC Chapel Hill disseminates. This data collection started several years ago, and collection of employer survey data began last spring in 2017. The recent graduate satisfaction data is only publicly available for one year (2015-2016) of Report Cards. Despite efforts to obtain high response rates, some EPPs programs do not yield enough responses to support action by the EPP.

Separately, EPP reporting of their involvement with public schools ranges greatly in terms of the description provided by EPPs for the Performance Report. Varied descriptions may not indicate that tangible differences exist between EPPs, but it weakens the effectiveness of this requirement.

**Although the new performance standards requirements strengthen EPP accountability, the measures could be further enhanced by including standards related to employment of EPP graduates.** The goal of public and private EPPs is to prepare graduates to enter and remain in the teaching profession. Knowing the extent to which EPPs provide teachers to the State is in the interest of state agencies, policymakers, and school districts. DPI already collects data related to EPP graduation rates, licensure rates, employment rates in North Carolina, and retention rates. Therefore, adding employment to the list of four areas in which the SBE sets performance standards and evaluates EPPs would not require the collection of additional data and would offer the SBE another domain to monitor EPP accountability.

**In summary, although current EPP reporting efforts produce a large amount of data, the reports lack the components necessary to fully assess EPP performance and hold EPPs accountable.** EPP reports lack clear ties to legislated standards and fail to indicate whether a given EPP’s performance meets those standards. The reports also lack trend data or comparative measures that would allow an EPP’s performance to be measured against its own past performance or that of other EPPs. Additionally, report data may be misleading if reported at the institution level, obscuring program-specific nuances. Finally, sample size issues result in unreported data.

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**Finding 2. Although legislation enacted during the 2017 Session strengthens Educator Preparation Program accountability, some statutory changes create challenges that may impede the implementation of new requirements.**

Session Law 2017-189 sharpens EPP accountability and transparency through the construction of a new oversight body, direction for that body to create performance measures for certain items, risk factor analysis reporting related to former EPP compliance, and publication of all EPP data on a public platform, the Educator Quality Dashboard. However, the new law creates challenges. Specifically, the new law does not adequately address:

- attachment of sanctions to performance data that has been disaggregated by demographic groups; and
- the directive to add all EPP data to the Educator Quality Dashboard.

**Disaggregating EPP performance data by demographic groups, per the new requirement in state law, will cause enforcement challenges.** The new state law requires the disaggregation of performance standard information by race, sex, and ethnicity. Tracking performance of EPP graduates by demographic groups allows policymakers to determine whether performance disparities exist among respective groups. If the data reveal disparities, a given EPP may not be serving the needs of all groups and should make program adjustments to improve its efforts.

However, disparities between demographic groups may reflect student-based challenges or other unidentified factors instead of a lack of institutional support for these students. With some demographic groups consisting of less than three people, EPPs will face the challenge of identifying the cause of low performance in a given group and addressing it. Failure to address disparities will now result in sanctions.

EPPs that do not meet accountability standards or comply with state law or rules are subject to sanction according to the criteria outlined in Exhibit 7.

### Exhibit 7: Statutory Criteria for Sanctioning North Carolina EPPs

Status	Definition	Criteria for Performance Standard
<b>Warned</b>	An EPP shall be assigned Warned status if the program fails to meet the performance standards in the next column.	<ul style="list-style-type: none"> <li>• overall student performance on at least one indicator in any one year;</li> <li>• any two race, sex, or ethnicity demographic groups' performance standards on at least one indicator for any one year; or</li> <li>• any single race, sex, or ethnicity demographic group's performance standards on at least one indicator for any two consecutive years</li> </ul>
<b>Probation</b>	An EPP shall be assigned Probation status if the program fails to meet the performance standards in the next column.	<ul style="list-style-type: none"> <li>• overall student performance on at least one indicator for two consecutive years;</li> <li>• any three race, sex, or ethnicity demographic groups' performance standards on at least one indicator for any one year; or</li> <li>• any single race, sex, or ethnicity demographic group's performance standards on at least one indicator for any three consecutive years</li> </ul>
<b>Revoked</b>	An EPP shall be assigned Revoked status and its approval to recommend students for licensure will be revoked if it meets the criteria in the next column.	<ul style="list-style-type: none"> <li>• has been on probation status for three consecutive years; or</li> <li>• has been on probation status for one year, but the State Board of Education determines revoked status is reasonably necessary</li> </ul>

Source: Program Evaluation Division based on N.C. Gen. Stat. § 115C-269.45(a)

To evaluate an EPP’s accountability status based on the statutory criteria, performance information for each indicator must be disaggregated by demographic groups. For example, the new state law requires an EPP to receive a “Warned” status if it fails to meet any of the performance standards for two demographic groups in one year or any demographic group for two consecutive years regardless of whether the deficiencies are in the same demographic group or standard. Given sample size issues, enforcing these criteria could result in an EPP receiving a “Warned” status based on the poor performance of as few as two graduates from different demographic groups in a single year even if the other graduates meet the performance standards.

Sanctioning EPPs based on the performance of two students could affect both small and large programs. A small EPP could be sanctioned because it serves fewer students across a limited selection of demographic subgroups, whereas a large EPP also could be sanctioned because it enrolls students in a broader selection of groups.

Other states address the small sample size issue by using multiple years of data (typically three or five) and by presenting an average in public reports. The Texas State Board of Educator Certification determines the accountability status for EPPs using a system similar to North Carolina’s

system. To mitigate the issues caused by small sample sizes, Texas applies a small group exception for the purposes of accountability status determination and uses up to three years of consecutive data on a measure to assess performance. The three-year cumulated group performance is measured against the standards in the third year, regardless of how small the cumulated number of group members may be.

**The directive to add private and independent EPP data reported to DPI to the UNC Educator Quality Dashboard will improve the comparability of performance data among North Carolina EPPs, but the directive also creates challenges.** The UNC Educator Quality Dashboard provides an interactive, web-based tool designed to ensure greater public accountability, increase transparency, and facilitate data access for all education stakeholders. Using data visualization software, the dashboard provides an easy-to-use interface that enables policymakers and the public to analyze data measuring the impact of EPPs offered by UNC institutions. Currently, the dashboard offers key outcome and performance indicators for UNC EPPs organized by the following categories:

- recruitment and selection,
- educator preparation, and
- performance and employment.

Session Law 2017-189 directs the SBE to provide information from each EPP's annual performance report to the UNC Board of Governors to be incorporated into the UNC Educator Quality Dashboard. The intent of the legislative directive is to provide greater accessibility and comparability of performance data among public and private EPPs in the State.

The UNC Board of Governors provided \$525,000 to UNC General Administration for Fiscal Year 2017–18 to maintain efforts related to the dashboard for UNC institutions. Most of the funding (\$400,000) is allocated to the Education Policy Institute at Carolina (EPIC) at UNC-Chapel Hill to complete research related to teacher effectiveness and student performance data used to populate the dashboard. The remaining funds pay for one position—the Director of Research for the Division of Academic and University Programs at UNC General Administration. This position is responsible for the dashboard and developing dashboard indicators in conjunction with EPIC staff and SAS personnel. The SAS Institute provides in-kind technical and process support for the dashboard including software management, secure data transfers, hosting and storage, ongoing technical support, and a designated project manager to help with these tasks.

The General Assembly did not appropriate funds to add data from private EPPs to the dashboard, so the UNC Board of Governors must evaluate whether existing resources can cover the cost of expansion. Additionally, the UNC Board of Governors must consider the website's branding now that it will display public and private institutions data instead of only public institutions. Finally, the SBE will need to determine how and in what ways research groups in institutions will be able to access the data. It may be

appropriate to consider whether the dashboard is the right place for this data sharing or if a new website and platform would be better.

In summary, the new state law provides an opportunity to improve EPP accountability via reporting requirements, but the law also creates challenges with regards to implementation. Specifically, addressing the disaggregation of demographic data and thinking through the logistics of housing and displaying all EPP data on the Educator Quality Dashboard are important issues for the General Assembly, the new commission, and the State Board of Education to consider and resolve.

**Finding 3. Other states' approaches to reporting Educator Preparation Program data offer North Carolina strategies for streamlining and enhancing its own reporting process and products to more easily and accurately assess EPP performance.**

As discussed in Findings 1 and 2, North Carolina collects an extensive amount of EPP-related information and is striving to enhance and expand efforts related to EPP oversight and data collection. Nonetheless, problems in North Carolina's data reporting approach render the two reports produced per EPP less effective than they could be.

**Delaware and Tennessee offer examples of performance-based, weighted approaches to reporting that combine and weigh EPP measures within distinct domains, clearly communicating how EPPs perform in given areas, overall, and in relation to each other.** These states take a plethora of measures and organize them into categories that are weighted. This approach improves clarity and supports accountability in the following ways:

- increasing public accountability by providing context and guidance in understanding EPP performance relative to state goals;
- increasing policy and legislative accountability through adherence to clearly communicated laws, rules, and policy goals; and
- fostering institutional improvement by identifying areas needing development.

The two state systems share similarities but reflect each state's policy preferences. Both models collate multiple measures into distinct domains of interest. Delaware organizes 13 measures into six domains, whereas Tennessee organizes 10 measures into four domains. The domains used by the two states are similar and also mirror the new areas of performance measurement identified in North Carolina's Session Law 2017-189.<sup>5</sup> General categories of domains include the following:

- **Candidate Characteristics Domain.** One domain typically contains measures that assess the quality of candidates applying to or enrolling in EPPs. Measures collected for this domain include items

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<sup>5</sup> N.C. General Statute 115C-269.35(a) requires the State Board of Education to adopt performance measures related to 1) annual evaluations of licensed employees, 2) proficiency and growth of students taught by new teachers, 3) results from educator satisfaction surveys, and 4) the quality of students entering EPPs.

such as applicant or enrolled student scores on entrance exams, average GPAs, diversity of the student body, or enrollment in high-demand program areas like math and science.

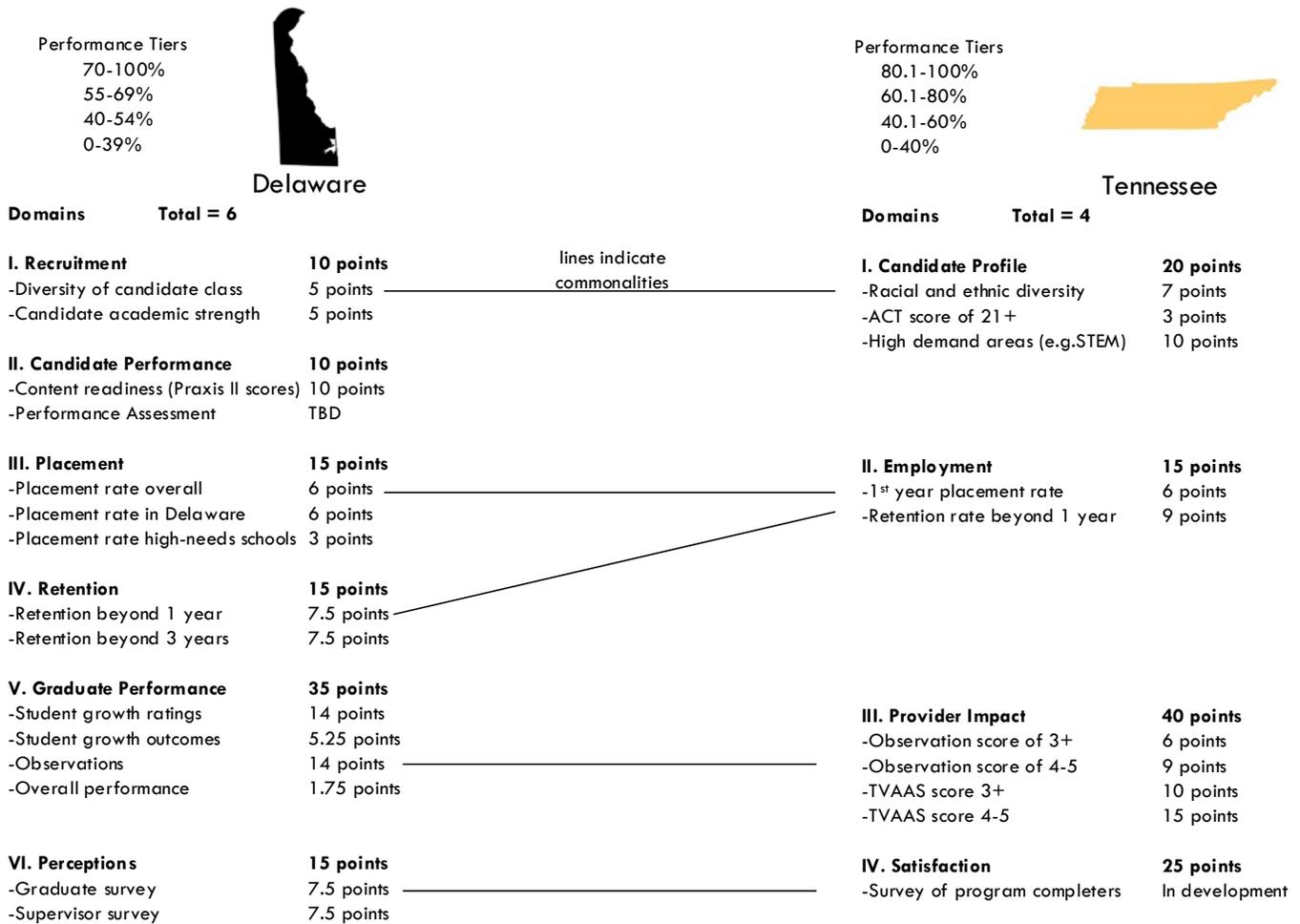
- **Candidate Employment.** A second domain usually pertains to measures related to the conclusion of a student's time in an EPP such as student graduation rates, licensure rates, employment, and retention. These measures reflect the investment that a state makes in its institutions and the reciprocal need for EPPs to produce a teacher workforce.
- **Candidate Performance.** A third domain often pertains to EPP graduate performance once graduates obtain a teaching position. Measures related to this domain include items such as evaluation scores for teachers in the classroom. Some states like North Carolina also use value-added models to statistically measure the influence of teachers on student performance and growth.
- **Candidate Perceptions.** Finally, a domain representing students' perceptions regarding their experience in EPPs is an area under development in Delaware and Tennessee. Disseminating surveys and obtaining responses is often challenging and costly for states. However, both Delaware and Tennessee included this domain in their models and North Carolina included a satisfaction measure among its new performance measurement categories.

Domains consist of multiple measures. Each measure receives a designated number of total possible points as well as a minimum standard score and a target score, which are typically based on the 90<sup>th</sup> and 10<sup>th</sup> percentile markers of a range of data for a given variable. If an EPP's score on a given measure exceeds the target, it receives all of the points for that measure. If it is less than the minimum, the EPP gets zero points. If the score is somewhere between the two benchmarks (minimum and target), the EPP receives a proportional number of points based on a calculation. Appendix A provides an example of how to proportionally calculate points for a given measure.

In a performance-based, weighted system, an EPP's score on each measure is calculated and then those scores are added together for each domain and overall. Scores are divided by the possible domain total and the possible system total to reflect EPP performance as a percentage per domain and overall. The percentages fall within performance tiers set by the state. Therefore a given EPP lands in a performance tier per domain and overall, enabling a policymaker, citizen, or member of an EPP to easily understand an EPP's performance relative to its peers and to state goals.

Exhibit 8 details the approaches of Delaware and Tennessee with lines indicating commonalities. The table below the graphic details important decision points that a state using this type of approach must address.

## Exhibit 8: Comparison of Two EPP Performance-Based, Weighted Data Reporting Systems



Points of Comparison	Delaware	Tennessee
<b>Minimum Standards and Target Measures</b>	Adjusted 90 <sup>th</sup> and 10 <sup>th</sup> percentiles	90 <sup>th</sup> and 10 <sup>th</sup> percentiles
<b>Use</b>	Public document Regulatory EPP improvement tool	Public document Not tied to regulation EPP improvement tool
<b>Frequency</b>	Every other year	Annually
<b>Years of Data</b>	5	3
<b>Minimum Sample Size</b>	10	10
<b>Level Examined</b>	Program	Institution

Source: Program Evaluation Division based on publicly available data from Delaware and Tennessee.

As shown in the table, the two states use the results of the weighted reporting model differently. Delaware makes its documents public and regulates EPPs based on the results, which are produced every other year. Tennessee also makes the results of their model public but on an annual basis and only to assist EPPs with improvements. Delaware assesses performance at the program level, whereas Tennessee assesses performance at the institution level. Both states use a multi-year average for each measure. This approach mitigates the 'small sample size' issue of a given cohort.

**The two states came to the decision to change their reporting and adopt a weighted approach for different reasons, but they went through similar processes to reach similar final products.** The requirement to produce some type of report with designated performance measures is legislated in both states. However, in terms of shifting to this specific type of reporting, Delaware changed their approach to their EPP reports cards due to a shift in legislative requirements, whereas Tennessee changed their model due to a shift in Board of Education leadership. Both states convened working groups with state agency members, EPP representatives, and practitioners to identify metrics included in the weighted models. These groups met over multiple months and each state worked on building out their weighted models over a two to three year period. Both states also employed an external agency to help design and establish the performance metrics in the model.

**In summary, other states offer an approach to address current EPP reporting concerns in North Carolina by offering a targeted, weighted method to assessing EPP data.** In a performance-based, weighted reporting approach, states design a model that organizes data measures into domains or categories. Each measure receives a certain amount of points based on state priority. The point calculation awards EPPs full, partial, or no points per measure and aggregates those scores per domain. Each EPP receives a score per domain (comparable to other EPPs) and overall. The resulting assessments can be used for regulatory or improvement purposes or both. Shifting from older models to this new approach in Tennessee and Delaware required both states to convene working groups over a two- to three-year period and to use an external consultant to create metrics.

**Finding 4. North Carolina has the data and advisory bodies in place to design a performance-based, weighted reporting model; the Program Evaluation Division built a model to demonstrate how such a system could work.**

Due to its historic and continued emphasis on data collection, North Carolina possesses the tools needed to produce an approach similar to Delaware and Tennessee. Additionally, recent legislative action signals state support for such an effort. For example, the creation of the new Professional Educator Preparation and Standards Commission provides a body to review such a system and make recommendations as to what types of data a North Carolina model should contain. Also, the funds appropriated to support an

additional two positions in the School Research Data and Reporting Division of DPI that aids in report construction could support such an effort.

The Program Evaluation Division created a hypothetical performance-based, weighted model to demonstrate how North Carolina could use currently collected data to populate a system similar to the ones used by Delaware and Tennessee. Exhibit 9 shows a hypothetical model, based on components of Delaware and Tennessee, tailored to North Carolina.

Below, Exhibit 9 provides a map of the example and a table that indicates which components relate to the Delaware or Tennessee model. Results using real data from the 2011–12 to 2015–16 school years follow to show how North Carolina EPPs would currently rank according to this approach.

### Exhibit 9: Hypothetical Model of Performance-Based, Weighted Data Reporting System for North Carolina EPPs

<p><b>Performance Tiers</b></p> <p>1     70-100%</p> <p>2     55-69%</p> <p>3     40-54%</p> <p>4     0-39%</p>		<p><b>I. Candidate Profile</b>                     <b>24 points</b></p> <p>-GPA     10 points</p> <p>-Entrance Exam (SAT or Praxis)       10 points</p> <p>-Racial and Ethnic Diversity             4 points</p> <p><b>II. Candidate Employment</b>           <b>20 points</b></p> <p>-Employment Rate                         10 points</p> <p>-4-year Retention Rate                  10 points</p> <p><b>III. Candidate Impact</b>                 <b>36 points</b></p> <p>-Observation score of 3+                 8 points</p> <p>-Observation score of 4-5               10 points</p> <p>-EVAAS score 3+                          8 points</p> <p>-EVAAS score 4-5                         10 points</p> <p><b>IV. Candidate Satisfaction</b>           <b>20 points</b></p> <p>-Survey of program completers        Not available</p>
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Points of Comparison	North Carolina	Model Used
Minimum Standards and Target Measures	90 <sup>th</sup> and 10 <sup>th</sup> percentiles	TN
Use	Public document Regulatory	DE
Frequency	Annually	TN
Years of Data	5	DE
Minimum Sample Size	5	Neither
Level Examined	Institution	TN

Note: DPI collects candidate satisfaction data but there are not enough years (3 or more) to include in the model.

Source: Program Evaluation Division based on Delaware and Tennessee models.

Specific to the measures chosen for each domain, all categories represent information that DPI already collects. Details for domains are below.

- **Candidate Profile Domain.** This domain contains three measures. The measure of average GPA of admitted students is the average of all admitted students' GPAs for a given EPP. The entrance exam average score per EPP requires a few steps to calculate because different schools request different exam scores. For the last five years of data, the students reported SAT and Praxis scores the most frequently. The Program Evaluation Division model calculated points for both exams per EPP depending on the information available and took the higher of the two scores. Finally, diversity reflects the percentage of non-white students attending an EPP.
- **Candidate Employment Domain.** This domain contains two measures. The employment rate represents the percentage of EPP graduates employed one year after graduating. The four-year retention rate is an average of the percentage of graduates who are employed four years after graduating for five cohorts. In other words, the percentage of graduates employed four years after graduation from 2007–08 to 2011–12 were averaged for this measure.
- **Candidate Impact Domain.** This domain contains four measures. The first two measures relate to teacher evaluations conducted for all teachers in their first three years of teaching. The evaluation measures teacher performance for five distinct categories on a scale of 1-5 with five being the highest score. The same principles apply for calculating the other two measures for this domain, which relate to the value-added model North Carolina employs, the Education Value-Added Assessment System (EVAAS). All of the measures are aggregated, particularly the in-person evaluations, which represent five assessment categories averaged across a five-year period.

The model built by the Program Evaluation Division borrows concepts from both Delaware and Tennessee. The Program Evaluation Division used a five-year data average and the 90<sup>th</sup> and 10<sup>th</sup> percentiles as the target and minimum threshold. North Carolina already reports EPP data annually at the institutional level. Also, the current sample size minimum used by DPI is 5.

If an approved EPP did not have three years of data or a minimum of five cases per measure in two categories (e.g., GPA and EVAAS scores), they were excluded from the model. Subsequently, the example contains 39 of the 47 currently approved EPPs. The other states that use the weighted approach also encounter EPPs that cannot publicly report data because of small sample size. In these instances states work with institutions privately to examine results and assess why the data is not available.

**Exhibit 10 shows the results of EPP performance using the last five years of data available from DPI for approved EPPs according to the weighted model devised by the Program Evaluation Division as an example.**

**Exhibit 10: Current Performance of North Carolina EPPs Based on Hypothetical Model**

Institution	Rank	Performance Tier	Overall Performance	Candidate Profile	Candidate Employment	Candidate Impact
Meredith College	1	1	80%	37%	100%	98%
UNC-Chapel Hill	2	1	75%	60%	57%	95%
NC State University	3	1	74%	46%	74%	93%
Queens University	4	2	64%	75%	100%	36%
Appalachian State University	5	2	63%	72%	68%	54%
Duke University	5	2	63%	87%	0%	82%
UNC-Wilmington	7	2	62%	56%	81%	55%
Wake Forest University	8	2	61%	44%	24%	93%
Campbell University	9	2	60%	53%	78%	56%
Elon University	10	2	59%	77%	5%	78%
Lees-McRae College	10	2	59%	53%	41%	73%
William Peace University	12	2	56%	14%	74%	75%
UNC-Charlotte	13	3	54%	42%	73%	52%
East Carolina University	14	3	51%	27%	94%	42%
UNC-Asheville	14	3	51%	35%	54%	61%
Brevard College	16	3	50%	78%	6%	57%
Wingate University	17	3	49%	34%	50%	60%
Fayetteville State University	18	3	48%	76%	48%	30%
UNC-Pembroke	19	3	47%	54%	92%	19%
Western Carolina University	19	3	47%	58%	33%	48%
Lenoir-Rhyne University	19	3	47%	26%	74%	46%
Gardner-Webb University	22	3	46%	34%	60%	46%
Mars Hill University	23	3	45%	17%	44%	63%
Salem College	23	3	45%	41%	78%	30%
Barton College	25	3	43%	25%	92%	28%
Greensboro College	25	3	43%	49%	66%	26%
Pfeiffer University	25	3	43%	47%	69%	26%
Belmont Abbey College	28	3	42%	59%	55%	23%
Methodist University	28	3	42%	15%	55%	53%
NC A&T State University	28	3	42%	52%	72%	19%
Catawba College	31	3	40%	42%	68%	25%
UNC-Greensboro	31	3	40%	33%	58%	35%
NC Central University	33	4	38%	45%	42%	31%
Guilford College	34	4	36%	29%	41%	38%
Winston-Salem State University	35	4	34%	36%	82%	5%
NC Wesleyan College	35	4	34%	49%	72%	2%
Elizabeth City State University	37	4	28%	36%	50%	10%
High Point University	37	4	28%	58%	19%	12%
Chowan University	39	4	20%	43%	0%	15%

Notes: Schools excluded due to small sample size in two or more categories include Bennett College, Livingston College, Mid-Atlantic Christian University, Montreat College, University of Mount Olive, St. Andrews University, St. Augustine’s University, and Shaw University.

Source: Program Evaluation Division.

As shown in Exhibit 10, performance in the various domains varies and an institution may perform exceptionally in a given domain but poorly in others, resulting in a mediocre overall performance. Conversely, an institution could perform in an average capacity across all domains and land in the same

overall performance tier as an institution with greater disparities between domain performances. The performance-based, weighted approach is helpful because it allows all consumers of the information to identify areas of success or improvement per EPP.

Exhibit 11 details the scoring for a specific EPP to demonstrate how the model moves from individual measure scores to overall scores. The top performer, Meredith College, was selected for this example. The overall performance of Meredith is displayed at the top of the exhibit. The bars with percentages indicate Meredith's score per domain, and the calculations for that domain are in the tables underneath the bars. As discussed previously, the calculations for each measure are based on the maximum and minimum scores, which represent the 90<sup>th</sup> and 10<sup>th</sup> percentile markers for a distribution of scores on a given variable.

**In summary, North Carolina currently collects sufficient data and has the institutional infrastructure to support the construction of a performance-based, weighted reporting system for EPP data.** Using such an approach enhances EPP accountability by providing streamlined, comparative results reflective of state priorities. Recent legislation emphasizes the increased importance of using performance-based measures to assess EPPs and provides a new oversight body to aid in improving current efforts. Other states currently employ performance-based, weighted reporting systems that North Carolina could easily tailor to reflect state priorities and serve state purposes. The Program Evaluation Division built a hypothetical model to demonstrate how this system could work using real EPP data from the last five years. Results from this model show how currently approved EPPs compare on selected measures.

Exhibit 11: Example of Domain Calculations Using Hypothetical Model for North Carolina

Meredith College

Overall Tier

1

Total Points: 64.27  
 Percentage of Total Points: 80%  
 Rank: 1

**Candidate Profile** 37%

	Points Earned	Possible Points	Percentage
GPA	3.94	10	
Entrance Exam	4.45	10	
Ethnic and Racial Diversity	0.49	4	
<b>Candidate Profile Total</b>	<b>8.88</b>	<b>24</b>	<b>37%</b>

Domain Tier

4

**Employment** 100%

	Points Earned	Possible Points	Percentage
Employment Rate	10	10	
4-Year Retention Rate	9.94	10	
<b>Employment Total</b>	<b>19.94</b>	<b>20</b>	<b>100%</b>

1

**Provider Impact** 98%

	Points Earned	Possible Points	Percentage
Observation Score of 3+	7.45	8	
Observation Score of 4-5	10	10	
EVAAS Score 3+	8	8	
EVAAS Score 4-5	10	10	
<b>Provider Impact Total</b>	<b>35.45</b>	<b>36</b>	<b>98%</b>
<b>Total</b>	<b>64.27</b>	<b>80</b>	<b>80%</b>

1

Notes: EVAAS stands for Evaluation Value-Added Assessment System

Source: Program Evaluation Division.

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## Recommendations

**Recommendation 1: The General Assembly should amend state law for Education Preparation Program accountability by adding an employment performance standard that measures the employment and retention of beginning teachers.**

As discussed in Finding 2, state law directs the State Board of Education to adopt rules to establish performance standards to govern the continued accountability of Education Preparation Programs (EPPs). The performance standards identified in state law include four areas of EPP data—annual teacher evaluations of EPP graduates, the proficiency and growth of students taught by EPP graduates, the satisfaction of EPP graduates with their programs after their first year of teaching, and the quality of students entering EPPs. Although these four performance standards mirror other states that direct their EPPs to report outcome-based data, the list does not include a category common in other states related to employment outcomes for EPP graduates. Adding this category to the performance standards list parallels North Carolina current data collection efforts that require EPPs to report graduate licensure rates, employment rates, and retention rates for EPP graduate cohorts four years after graduation.

Producing and retaining teachers in North Carolina is a primary objective of state EPPs and of great interest to the State. Therefore, the General Assembly should amend state law to add an employment performance standard to the other four performance standards. The Professional Educator Preparation and Standards Commission should develop appropriate employment performance measures at the direction of the State Board of Education along with the other measures. The employment performance measures should be included in the annual performance reports beginning with the most recent year after this legislation changes.

**Recommendation 2. The General Assembly should direct the State Board of Education to adopt rules to establish a small group exception for sanctioning Education Preparation Programs to address issues that may result from data disaggregation requirements.**

As discussed in Finding 2, new state law introduces a sanctioning process for Educator Preparation Programs based on disaggregated student demographic data. This process may unintentionally punish entire EPPs for the poor performance of small demographic groups. A small group exception similar to the one used by the Texas State Board of Educator Certification could mitigate some of the challenges associated with accountability enforcement based on student demographics.

To address potential problems resulting from disaggregated student data and related sanctions, the General Assembly should direct the State Board of Education to adopt rules that address EPPs with small disaggregated demographic groups. The threshold of 'small' should be determined by the State Board of Education as should the specific sanctioning adjustments.

The Texas State Board of Educator Certification offers a potential model to mitigate the issue of small sample sizes connected to sanctions. In the Texas model, an EPP demographic group must exceed 10 people to be eligible for performance assessment and sanctioning. EPPs with groups that do not exceed 10 for a given year use a three-year average and that group is measured against the standards present in the third year, regardless of how small the cumulated number of group members may be. The North Carolina State Board of Education could also choose to construct an approach that differs from the Texas model to address the disaggregation of demographic groups and related sanctions.

The State Board of Education should be directed to complete rule-making for the small group exception by October 1, 2019 so the exception can be applied to data from the 2018–19 school year, which is released in a report in 2020.

**Recommendation 3. The General Assembly should direct the Board of Governors of the University of North Carolina, in consultation with the State Board of Education and the Professional Educator Preparation and Standards Commission, to develop a plan that addresses the issues of sharing all education preparation program data with the UNC Educator Quality Dashboard and the subsequent management of that data.**

As discussed in Finding 2, new state law requires the State Board of Education to provide information from each Educator Preparation Program annual performance report to the UNC Educator Quality Dashboard. The intent of the new law is to provide greater accessibility and comparability of data on the performance of all EPPs in North Carolina.

To ensure that the UNC Educator Quality Dashboard effectively incorporates performance information from private EPPs, the General Assembly should direct the UNC Board of Governors to convene a working group to develop an implementation and management plan to address the administrative and logistical issues associated with adding private EPP data to the Dashboard. The working group should include representatives from the UNC system, public EPPs, private EPPs, and the Department of Public Instruction. It may be appropriate to use the Professional Educator Preparation and Standards Commission with UNC personnel for this task. The group should consider

- data-sharing agreements or memoranda of understanding within the UNC system and with private EPPs that addresses who can access the information and how they can use it,
- legal and process-based requirements and parameters for external groups to access Dashboard information for research purposes, and
- the rebranding process for the Dashboard website to reflect the inclusion of data for all EPPs instead of just those in the UNC system, and
- the cost of implementing the expanded Dashboard, including sources of funding to cover any additional costs.

The General Assembly should direct the Board of Governors of the University of North Carolina to submit the implementation plan to the Joint Legislative Education Oversight Committee by November 15, 2019.

**Recommendation 4. The General Assembly should direct the State Board of Education, Department of Public Instruction, and Professional Educator Preparation and Standards Commission to transform the current, required reporting efforts into a streamlined, weighted, performance-based model.**

As discussed throughout this report, North Carolina Educator Preparation Programs currently collect and report a great deal of data to the Department of Public Instruction (DPI) in order to comply with legislative and rule-based data reporting requirements. This data provides the basis for the annual Performance Report and the Report Card required under state law and produced by DPI for each EPP. Each report presents descriptive information per EPP, but as discussed in Finding 1, these reports lack benchmarks or comparative information to guide the assessment of EPP performance and to hold EPPs accountable to policy makers and the public for their performance.

As shown in Finding 3, a performance-based reporting system guided by a formula that attaches weights to measures of importance enables policy makers and the public to more fully assess how well EPPs are producing teachers according to state law. State law already specifies certain performance standards and data categories that EPPs must provide to DPI; these requirements could guide the development of a weighted, performance-based model. The General Assembly should direct the SBE, DPI, and PEPSC to build a model like the ones presented in this report to replace the Performance Report and Report Card. The Program Evaluation Division model may serve as a starting point for the group to tailor.

To make this transition, the SBE, PEPSC, and DPI should

- identify what types of information would be most helpful to a) meet legislated requirements, b) hold EPPs accountable for standards, c) help EPPs improve performance, and d) communicate EPP performance to policy makers and the public;
- identify and select measures for each performance domain specified in state law;
- weigh each performance domain and the respective measures within each domain, including making rounding decisions for awarding points;
- determine the number of years of data used to calculate measures (three or five years);
- examine reasons for excluding EPPs from the reporting (e.g., missing or too few data points for a certain number of measures in the domains);

- establish targets and minimum standards based on 90<sup>th</sup>/10<sup>th</sup> percentile or other criteria;
- consider whether to use the weighted performance-based approach solely for public accountability and to inform decision makers or to also use them as a corrective or compliance tool;
- identify how and in what ways the current laws regarding EPP reporting should be adjusted to support the new reporting approach; and
- discuss how the UNC Educator Quality Dashboard fits into reporting.

The State Board of Education should report on the transformation of reporting to a performance-based, weighted formula for EPPs, including any implementation recommendations, to the Joint Legislative Education Oversight Committee no later than November 15, 2019.

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## Appendices

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Appendix A: Example of Point Calculation for One Measure in a Performance-Based, Weighted Assessment

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## Agency Response

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A draft of this report was submitted to the Department of Public Instruction (DPI) and State Board of Education (SBE) for review. DPI's response, which was reviewed by SBE, is provided following the appendix.

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## Program Evaluation Division Contact and Acknowledgments

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For more information on this report, please contact the lead evaluator, Emily B. McCarthy, at [emily.mccartha@ncleg.net](mailto:emily.mccartha@ncleg.net).

Staff members who made key contributions to this report include Carol Shaw. John W. Turcotte is the director of the Program Evaluation Division.

## Appendix A: Example of Point Calculation for One Measure in a Performance-Based, Weighted Assessment

Below is an example of how points are calculated per measure, per EPP in a performance-based, weighted system that states like Delaware and Tennessee use. The total number of points awarded to an EPP per measure is based on where it falls relative to target measures and minimum thresholds. In the two states explored in Finding 3, the 90th and 10th percentile markers serve as the target and minimum thresholds either as is or slightly adjusted. The target and minimum measures as well as the total points awarded per measure and domain can be adjusted to reflect policy priorities, but the equation to calculate points per measures is the same.

The example below provides a hypothetical calculation of a state’s measure of candidate success on entry exams. The target measure and minimum threshold are based on the range of the average SAT scores for all EPPs in the state. The equation to calculate points for a measure takes a given EPP’s score on a measure, subtracts the minimum threshold value, divides that number by the difference between the target and minimum values, and then multiplies that number by the total points for the measure.

### General Equation to Calculate Points Awarded to an EPP on a Given Measure

$$\frac{(\text{EPP score on given measure} - \text{minimum threshold})}{(\text{target measure} - \text{minimum threshold})} * \text{total points for a given measure}$$

Applying this equation to the example, we see that with a target score of 1300 and a minimum of 1200, EPP X’s SAT average of 1250 results in EPP X receiving 5 of the 10 possible points for this measure. If EPP X had an SAT average score that exceeded 1300, it would receive all 10 points. If the SAT average for EPP X was lower than 1200 it would receive zero points.

$$\frac{(1250 - 1200)}{(1300 - 1200)} \times 10 = 5 \text{ points}$$

EPP X Information for Candidate Success, SAT Score Measure Calculation	
Domain Name	Candidate Profile
Measure Name	Average SAT Score of EPP Students
Measure Value	10 points
Target Metric (90 <sup>th</sup> Percentile Value)	1300
Minimum Threshold (10 <sup>th</sup> Percentile Value)	1200
EPP X’s Average SAT Scores	1250



# PUBLIC SCHOOLS OF NORTH CAROLINA

DEPARTMENT OF PUBLIC INSTRUCTION | Mark Johnson, *Superintendent of Public Instruction*

WWW.NCPUBLICSCHOOLS.ORG

May 29, 2018

Ms. Emily McCartha, Program Evaluator  
Program Evaluation Division  
300 N. Salisbury Street, Suite 100  
Raleigh, North Carolina 27603-5925

Dear Ms. McCartha:

The North Carolina Department of Public Instruction (NCDPI) has reviewed the Program Evaluation Division's audit of Educator Preparation Programs. We found the data collection and reporting to be largely accurate and in line with the Department's own observations. It is clear that efforts were made by the evaluation team to capture perspectives of this program from a variety of stakeholders. That being said, there were a couple of points worth responding to in the report provided.

- NCDPI has followed the provisions in the law for reporting. Over the years, North Carolina law has become increasingly proscriptive in the expectations of EPP reporting and accountability. Within existing resources, NCDPI has continually worked to improve reporting to meet the new requirements.
- The second half of this audit outlines a process for reporting and accountability of EPPs. It is imperative that any process be fair and inclusive of all stakeholders. In the example provided in the audit, eight EPPs were not included in the analysis due to sample size. If a process cannot be developed that is all inclusive, the EPP cohort may perceive the process as unfair. This would be particularly challenging if programs are ranked. Additionally, the state's smallest EPP programs, which are many of the programs excluded in the example, are also the ones in most need of careful review and accountability. The smallest programs are also the ones most likely to be excluded when applying accountability measures.
- Both the audit report and recent changes in law call for increasing disaggregation of EPP candidates. There are new statutory requirements to disaggregate by race, sex, and ethnicity. In the audit, there is a recommendation to disaggregate to the individual program level of the institution. While these analyses may shed more insight on EPP effectiveness, they are unfortunately not applicable to the preponderance of EPPs in this state. Disaggregating reduces the sample sizes of candidates to levels where generalizable statements are not advisable. One way to counter this is to examine multiple years of data to increase the size of the sample, but even this method still does not allow for the required or recommended disaggregation at many EPPs.

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- The Department has heard a number of concerns from the field about housing all EPP data at the public university system. NCDPI is committed to working with all stakeholders to create useful visual analytics and reports that provide clear and transparent accountability measures of educator preparation programs. The Department will work with EPP stakeholders to develop clearly defined and agreed upon rules and processes for data collection, transfer, and use to assure that all stakeholders are represented fairly and accurately. It is also worth noting that the dashboarding examples this audit identified as exemplars (Tennessee and Delaware) required significant time and resources to develop. Additional investment may be necessary to develop a similar dashboard for the State of North Carolina.

We appreciate the audit report highlighting creative and useful ways collected data may be leveraged to provide additional clarity to the effectiveness of EPPs across the state. However, our primary obligation remains to meet the expectations outlined in law. NCDPI will continue to move towards the methods and suggestions offered by this report, but these improvements are contingent on time and staffing constraints.

If you have any questions or need any additional information, please contact Director of Educator Preparation, Andrew Sioberg, at [andrew.sioberg@dpi.nc.gov](mailto:andrew.sioberg@dpi.nc.gov).

Sincerely,



Mark Johnson  
Superintendent of Public Instruction  
Secretary and Chief Administrative Officer of the State Board of Education, on behalf of the State Board of Education

c: Representative Craig Horn, Co-Chair, Program Evaluation Oversight Committee

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