

**JOINT LEGISLATIVE  
EDUCATION OVERSIGHT COMMITTEE**



***REPORT TO THE  
2013 SESSION  
of the  
GENERAL ASSEMBLY  
OF NORTH CAROLINA***

**December, 2012**

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DRAFT

DRAFT

STATE OF NORTH CAROLINA

JOINT LEGISLATIVE EDUCATION OVERSIGHT COMMITTEE



December 12, 2012

TO THE MEMBERS OF THE 2013 SESSION OF THE GENERAL ASSEMBLY OF NORTH CAROLINA:

Attached for your consideration is the report to the 2013 Session of the General Assembly of North Carolina. This report was prepared by the Joint Legislative Education Oversight Committee pursuant to G.S. 120-70.81.

Respectfully submitted,

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Senator Jerry Tillman  
Cochair

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Representative Bryan Holloway  
Cochair

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Representative Linda Johnson  
Cochair

DRAFT

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**2011-2012**

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**ARTICLE 12H.**  
**Joint Legislative Education Oversight Committee.**

**S.L. 2011-291, Sec. 1.5 (HB 595)**

**SECTION 1.5.(a)** The duties of the Legislative Study Commission on Children and Youth are transferred to the Joint Legislative Education Oversight Committee.

**SECTION 1.5.(b)** Article 24 of Chapter 120 of the General Statutes, G.S. 120-215 through G.S. 120-221, is repealed.

**SECTION 1.5.(c)** G.S. 120-70.80 reads as rewritten:

**"§ 120-70.80. Creation and membership of Joint Legislative Education Oversight Committee.**

The Joint Legislative Education Oversight Committee is established. The Committee consists of 22 members as follows:

- (1) Eleven members of the Senate appointed by the President Pro Tempore of the Senate, at least ~~two~~three of whom are members of the minority party; and
- (2) Eleven members of the House of Representatives appointed by the Speaker of the House of Representatives, at least three of whom are members of the minority party.

Terms on the Committee are for two years and begin on the convening of the General Assembly in each odd-numbered year. Members may complete a term of service on the Committee even if they do not seek reelection or are not reelected to the General Assembly, but resignation or removal from service in the General Assembly constitutes resignation or removal from service on the Committee.

A member continues to serve until his successor is appointed. A vacancy shall be filled within 30 days by the officer who made the original appointment."

**SECTION 1.5.(d)** G.S. 120-70.81 reads as rewritten:

**"§ 120-70.81. Purpose and powers of Committee.**

(a) The Joint Legislative Education Oversight Committee shall examine, on a continuing basis, the several educational institutions in North Carolina, in order to make ongoing recommendations to the General Assembly on ways to improve public education from kindergarten through higher education. In this examination, the Committee ~~shall~~may:

- (1) Study the budgets, programs, and policies of the Department of Public Instruction, the State Board of Education, the Community Colleges System Office, the Board of Governors of The University of North Carolina, and the constituent institutions of The University of North Carolina to determine ways in which the General Assembly may encourage the improvement of all education provided to North Carolinians and may aid in the development of more integrated methods of institutional accountability;
- (2) Examine, in particular, the Basic Education Plan and the School Improvement and Accountability Act of 1989, to determine whether changes need to be built into the plans, whether implementation schedules need to be restructured, and how to manage the ongoing development of the policies underlying these legislative plans, including a determination of whether there is a need for the legislature to develop ongoing funding patterns for these plans;
- (3) Study other states' educational initiatives in public schools, community colleges, and public universities, in order to provide an ongoing

commentary to the General Assembly on these initiatives and to make recommendations for implementing similar initiatives in North Carolina; and

(4) Study any other educational matters that the Committee considers necessary to fulfill its mandate.

(5) Study the needs of children and youth. This study may include, but is not limited to:

a. Developing strategies for addressing the issues of school dropout, teen suicide, and adolescent pregnancy.

b. Identifying and evaluating the impact on children and youth of other economic and environmental issues.

(b) The Committee may make interim reports to the General Assembly on matters for which it may report to a regular session of the General Assembly. A report to the General Assembly may contain any legislation needed to implement a recommendation of the Committee."

### **§ 120-70.82. Organization of Committee.**

(a) The President Pro Tempore of the Senate and the Speaker of the House of Representatives shall each designate a cochair of the Joint Legislative Education Oversight Committee. The Committee shall meet at least once a quarter and may meet at other times upon the joint call of the cochairs.

(b) A quorum of the Committee is 10 members. No action may be taken except by a majority vote at a meeting at which a quorum is present. While in the discharge of its official duties, the Committee has the powers of a joint committee under G.S. 120-19 and G.S. 120-19.1 through G.S. 120-19.4.

(c) Members of the Committee receive subsistence and travel expenses as provided in G.S. 120-3.1. The Committee may contract for consultants or hire employees in accordance with G.S. 120-32.02. The Legislative Services Commission, through the Legislative Services Officer, shall assign professional staff to assist the Committee in its work. Upon the direction of the Legislative Services Commission, the Supervisors of Clerks of the Senate and of the House of Representatives shall assign clerical staff to the Committee. The expenses for clerical employees shall be borne by the Committee.

### **§ 120-70.83. Additional powers.**

The Joint Legislative Education Oversight Committee, while in discharge of official duties, shall have access to any paper or document, and may compel the attendance of any State official or employee before the Committee or secure any evidence under G.S. 120.19. In addition, G.S. 120-19.1 through G.S. 120-19.4 shall apply to the proceedings of the Committee as if it were a joint committee of the General Assembly.

§§ 120-70.84 through 120-70.89: Reserved for future codification purposes.

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## COMMITTEE PROCEEDINGS

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The Joint Legislative Education Oversight Committee held 4 meetings between September 11, 2012 and December 12, 2012.

### September 11, 2012

#### **Comprehensive Articulation Agreement**

Dr. Sharon Morrissey, Senior Vice President for Academic and Student Services and Chief Academic Officer  
North Carolina Community College System

Dr. Suzanne T. Ortega, Senior Vice President for Academic Affairs  
The University of North Carolina

#### **Tuition Costs for Veterans**

Andrea Poole, Fiscal Analyst  
North Carolina General Assembly – Fiscal Research Division

#### **Testing Requirements**

Dr. Rebecca Garland, Chief Academic Officer  
NC Department of Public Instruction

Ms. Angela Quick, Deputy Chief Academic Officer  
NC Department of Public Instruction

### October 2, 2012

#### **2013 Budget/Legislative Priorities**

June Atkinson, State Superintendent  
North Carolina Department of Public Instruction

Tom Ross, President  
The University of North Carolina

Dr. Scott Ralls, President  
North Carolina Community College System

#### **49er Finish Program: UNC Campus Level Initiatives to Reclaim "Dropouts"**

Betty Doster, Special Assistant for Constituent Relations, UNC Charlotte

Kelly Moore, Assistant Director, Office of Adult Students and Evening Services, UNC Charlotte

Holland Nance, 49er Finish Graduate, UNC Charlotte '09

**November 27, 2012**

**Teacher Preparation Program Effectiveness Report: Findings and Implications for Practice**

Dr. Alisa Chapman, Vice President for Academic and University Programs

Dr. Charles Thompson, Director of Teacher Quality Research at UNC Chapel Hill

Mr. Kevin Bastian, Doctoral Student UNC Chapel Hill Department of Public Policy

**SB 724 Statewide Education Initiatives Report**

Dr. June Atkinson, Superintendent of Public Instruction

Adam Levinson, Director, Race to the Top, NC Department of Public Instruction

**Hickory Public Schools and Newton-Conover Schools Pilot Program to Raise Compulsory Attendance Age to 18**

Jerry Phillips

Dean Proctor

Representative-Elect Andy Wells (NC House Representatives)

George Moretz

Glenn Barger

Eddie Bradford

**December 12, 2012**

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## SUMMARY OF COMMITTEE PROCEEDINGS

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This section of the report provides a brief summary of the Committee meetings. It is not intended to be a complete, official record of those meetings. However, there is an official record of the Committee's meetings, including minutes and handouts distributed to the Committee members, in the Legislative Library.

### September 11, 2012

Sharon Morrissey, Senior Vice President for Academic and Student Services and Chief Academic Officer, North Carolina Community College System, and Suzanne Ortega, Senior Vice President for Academic Affairs, spoke to the Committee about the Comprehensive Articulation Agreement between the NC Community College System and The University System. Dr. Morrissey began the presentation by sharing the history and fundamentals of the articulation agreement process. She discussed the following three credentials that are designed for transfer: the Associate in Arts (AA), the Associate in Science (AS), and the Associate in Fine Arts. The AA and the AS involve 44 hours of general education and at least 20 hours of pre-major. A student finishing either of these 2 degree programs is guaranteed admission into one of the universities and enters as a junior with 64 hours of credit and completion of the general education core. The Associate in Fine Arts is often performance or portfolio based and does not transfer as seamlessly as the AA or the AS. Dr. Morrissey also talked about degrees that are not designed for transfer such as the Associate in Applied Science degree. This degree prepares skilled employees for the workforce and it has far more hours in technical hands-on training than in general education. Next, she described the Associate in General Education degree, which is not designed for transfer students or students desiring to enter the workforce as much as it is designed to meet the needs of students wishing to broaden their education, with emphasis on personal interest, growth and development. Dr. Morrissey said that, in looking at the 2009 transfer numbers, of the total transfers, over 80% were enrolled in programs designed to facilitate a transfer. There is a large number (66%) who transfer without finishing the general education core or without an Associate degree and this is an area which can be highlighted when discussing transfer barriers to students. Dr. Morrissey concluded her presentation by addressing bi-lateral agreements that are still in existence between community colleges and universities. This is a degree, such as the Associate Applied Science degree, that is not intended for transfer but many community colleges and universities have bi-lateral agreements that recognize specific courses as eligible for transfer.

Dr. Ortega began her presentation by looking at the three ways that a transfer student is advised: 1) talking with an advisor at a community college campus, 2) talking with an advisor at a UNC Campus, and 3) using the online Transfer Navigator tool. She said that taking the right course is a shared responsibility where advisors need to give good advice and students need to ask for advice and then follow it. Dr. Ortega and Dr. Morrissey both talked about the challenges to seamless transfer and shared some real life student experiences. Dr. Ortega spoke about ways to improve the transfer process. She mentioned creating a "transcript warehouse", mapping community college courses to all General Education and all major requirements across all UNC campuses, mapping UNC General Education course requirements to all other UNC campus General Education course requirements, keeping these cross walks up to date, and implementing academic progress software for community college students to ensure that students take the right courses for their transfer pathways. Dr. Morrissey said that some of the expected outcomes of the research that is being done include: highly structured

community college transfer pathways leading to major fields of study, fewer community college first-year elective options, transfer students select pre-major upon completion of first 30 hours, improved transfer course mapping technology tools, improved transfer advising capacity, more students complete degrees before transfer, and reduced costs to students and the State through increased efficiencies.

Andrea Poole, Fiscal Analyst, Fiscal Research Division, spoke next about the costs of providing nonresident veterans with resident tuition and three different policy options to address this issue. Ms. Poole provided some background information and the current residency requirements. She pointed out that both the Community College System and The University System charge substantially higher tuition for nonresidents than they do for residents. Allowing a nonresident to pay the resident tuition causes the State to lose tuition revenue. The amount of tuition revenue lost is different for the two systems, and varies by UNC campus. Next, Ms. Poole discussed the three policy options and the costs for each option. The first option is to assist current students only by providing nonrecurring funds to cover the cost of waiving existing nonresident, veteran students (and possibly their dependents) to resident tuition for one year. Future students would have a year to begin establishing residency in North Carolina. The estimated cost is \$7 million to \$10.5 million, nonrecurring. The second option is to treat nonresident veterans (and possibly their dependents) as residents. There is no cost estimate available due to the unknown amount of growth in the veteran population this could cause; however, the minimum cost is \$7 million to \$10.5 million, nonrecurring, as described in Option 1 since this is a known group of nonresident veteran students already in the system. The third option is to provide assistance to nonresident veterans through capped tuition waivers and scholarships and consider using the federal Yellow Ribbon program to leverage State resources. Ms. Poole concluded her presentation with a look at ways to limit cost. She mentioned the capped options, participating in the Yellow Ribbon program, and restricting participation based on certain parameters, such as type of veteran, type of benefit received, dependents, length of service, waiting periods, etc.

Rebecca Garland, Chief Academic Officer, Department of Public Instruction, and Angela Quick, Deputy Chief Academic Officer, Department of Public Instruction, spoke next about testing requirements. Ms. Quick began the presentation by providing information about North Carolina's Standard Course of Study and the Blue Ribbon Commission that was established in 2004 to look at North Carolina's standards, assessment, and accountability model. She stated that the report of that Commission led to a remodeling of public education. Ms. Quick reported that this year, all students and teachers are working with a new course of study and the common core. She discussed the benefits of North Carolina using the common core state standards and said that North Carolina will continue to collaborate with other states. To support schools, she said the Department of Public Instruction has been preparing for two years for the launch of the common core standards by holding summer institutes for professional development for representatives of the LEAs and there are also ongoing online learning, implementation support and resources.

Dr. Garland spoke next about the assessments that are being used and how they align with North Carolina's reform agenda as it relates to Senate Bill 479 and House Bill 950. She discussed the implementation of the use of ACT, indicating that this year for the first time, all eleventh graders were given the ACT to determine their status for college and career readiness, which will help in making sure that students are remediation free when they go to college. She also mentioned the implementation of PLAN, which is a diagnostic test given to tenth graders. The information from the PLAN test goes to the student and the school and helps principals

know how to plan for the following year. She mentioned the implementation of EXPLORE, which is a test given to eighth graders and lets them know if they are ready for high school and on track for college and career readiness. Next, Dr. Garland talked about the three categories for tests and assessments: 1) School Accountability, 2) Formative and Diagnostic Assessments, and 3) Educator Effectiveness. She also spoke about the FY 2012-13 testing budget information associated with each category. The school accountability cost is around \$30 million. The formative and diagnostic assessments cost is around \$37 million. The educator evaluation cost was around \$3.6 million, with a good part of this being initial costs incurred for the 800 teachers who were brought in for the development of the tests. For the FY 2012-13, the cost is a little over \$1 million.

### **October 2, 2012**

June Atkinson, Superintendent of Public Instruction, presented budget/legislative priorities for 2013 to the Committee. She spoke about the importance of remodeling practices and systems to ensure all students are prepared for tomorrow's challenges. To address some of the education reforms, she discussed 1) modernizing student reading portfolio, 2) modernizing the calendar to address summer reading loss, 3) integrating new teacher evaluations and common exams with pay for performance and tenure reform, 4) integrating growth with the A-F Report Card, 5) modernizing textbook statutes for digital learning, 6) replacing antiquated licensure application process with online system, and 7) repealing ABCs for the new accountability system. Next, Dr. Atkinson presented the 2013-15 funding priorities with elimination of the discretionary cut being the number one priority. Other priorities that she mentioned include: 1) salary and compensation, 2) textbook and digital resources and devices, 3) diagnostics, formative assessments, and credentials, and 4) extended learning time.

Tom Ross, President, The University of North Carolina, presented budget/legislative priorities for 2013 to the Committee. Mr. Ross spoke about the Strategic Planning Process that is underway for 2013-18 and will be completed early 2013 in time for the long session. He discussed the 5 key elements in this process: 1) Establish degree attainment targets, 2) Strengthen academic quality, 3) Serve the people of North Carolina, 4) Maximize the University's efficiency, and 5) Ensure a financially stable and accessible University. He also mentioned the composition of the advisory committee for the Strategic Planning Process. Next, Mr. Ross presented the current budget and policy focus that includes: enrollment funding, operating funds for facilities, financial aid, repairs and renovation needs, and potential programs focused on economic needs of North Carolina.

Dr. Scott Ralls, President, North Carolina Community College System, presented budget/legislative priorities for 2013 to the Committee. Dr. Ralls stated that the Community College System has two main strategic focuses: jobs and student success. The job focus is specifically in the sectors of healthcare, technicians, and how curriculum under industry standards and needs is restructured. The student success focus is based mainly on graduation rates. Dr. Ralls mentioned that they are in the middle of working on strategic plans with the presidents of the community colleges.

Betty Doster, Special Assistant for Constituent Relations, UNC Charlotte, Kelly Moore, Assistant Director, Office of Adult Students and Evening Services, UNC Charlotte, and Holland Nance, 49er Finish Graduate, UNC Charlotte, spoke next regarding the UNC Charlotte 49er Finish program which is a UNC campus level initiative to reclaim dropouts. Ms. Doster began the presentation by providing information about UNC Charlotte's fall enrollment and diverse student

body. Ms. Kelly Moore spoke next about the eligibility criteria of the 49er Finish program and she provided a history of the program. Ms. Holland Nance spoke to the Committee about her personal experience as a 49er Finish Graduate.

### **November 27, 2012**

Dr. Alisa Chapman, Vice President for Academic and University Programs, Dr. Charles Thompson, Director of Teacher Quality Research at UNC Chapel Hill, and Mr. Kevin Bastian, Doctoral Student, UNC Chapel Hill Department of Public Policy, reported to the Committee on Teacher Preparation Program Effectiveness. Dr. Chapman stated that the overall priority of the University System is to prepare more and better teachers and school leaders for North Carolina public schools. The key strategies used to address this goal are: 1) recruitment, 2) preparation, and 3) new teacher and school leader support. The presenters spoke about the program effectiveness report which is used to determine how effective teachers from the UNC's 15 teacher preparation programs are in terms of raising student test scores. They also talked about the research-based program improvement efforts, the usefulness of student teaching, the teacher performance assessment instrument (edTPA) that was used.

Dr. June Atkinson, Superintendent of Public Instruction, and Adam Levinson, Director, Race to the Top, Department of Public Instruction, addressed the Committee on SB 724, Statewide Education Initiatives. Dr. Atkinson spoke to the Committee about the need to remodel education. She said that the state's economic well-being depends on a workforce that is knowledgeable and able and can compete internationally, and that students must achieve like never before. Mr. Levinson spoke about the role of Race to the Top. He said Race to the Top enables them to remodel the system through the READY initiative. Next, he provided information about the components of the READY initiative: 1) Career and College Ready Standards, 2) Balanced assessment, 3) Measurement of educator effectiveness, 4) Technology to enhance instruction, and 5) Support for districts and schools.

Jerry Phillips and Dean Proctor spoke to the Committee about the Hickory Public Schools and Newton-Conover Schools Pilot Program to raise compulsory attendance age to 18. Other individuals were present to assist in responding to questions or comments. Mr. Proctor provided some information about the two school systems involved and spoke about the culture created by grandparents and parents regarding dropping out of school. He stated that the pilot program would create and improve opportunities for all high schools students. He hopes that raising the drop-out age, from 16 to 18, would become effective in the 2014-2015 school year and funding requests would become effective in the 2013-2014 school year for purposes of planning and implementation. Next, he mentioned some of the supporters of the pilot program and concluded with two requests for the Committee: 1) Include this pilot program in the educational reform package to be considered by the General Assembly and 2) Provide legislation for the pilot program.



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## COMMITTEE FINDINGS AND RECOMMENDATIONS

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Based on information presented to the Joint Legislative Education Oversight Committee during their regularly scheduled meetings, the Committee makes the following findings and recommendations to the 2013 General Assembly:

### **1. Comprehensive Articulation Agreement**

In 1995, the General Assembly directed the Board of Governors of The University of North Carolina and the State Board of Community Colleges to develop a plan for the transfer of credits to reduce transfer barriers both among UNC campuses and community colleges to UNC campuses. This led to the creation of the Comprehensive Articulation Agreement (CAA) which allows a student who meets the requirements of the CAA to have all of the following: (1) guaranteed admission to one of the 16 campuses of the UNC System; (2) fulfillment of the lower-division general education requirements of the UNC campus to which the student is admitted; and (3) 64 semester hours of credit upon admission to the UNC campus and "junior status" at the campus. The Committee finds that although the CAA has improved the pathways for seamless transitions between the community colleges and the universities, there are still challenges that students face including inadequate advising and lack of understanding of transferability of specific courses and degrees. Both the Community College System and the UNC System are working to reduce these challenges by implementing different measures such as transcript warehouses, improved advising, and academic progress software but more progress needs to be made.

The Committee strongly encourages the State Board of Community Colleges and the Board of Governors of The University of North Carolina to continue to work together to improve seamless transitions and to recognize the urgency of the situation, and not delay in implementing changes that can improve efficiencies and ultimately conserve funds for both students and taxpayers. The Committee recommends that transfer pathways become more streamlined and structured and stronger emphasis be placed on advising students so that they may be more successful in completing their degrees in a more efficient manner. The Committee looks forward to regular updates on the reviews and revisions of the CAA and the progress that is being made to remove barriers to seamless transitions.

### **2. Resident Tuition for Nonresident Veterans**

The federal Post 9/11 GI Bill provides federal tuition assistance for nonresident veterans to attend a North Carolina college or university but the assistance is capped at the actual in-State tuition at the institution. Residency for tuition purposes is a complex issue, but generally a person may receive in-State tuition if the individual has resided in the State for the previous 12 months and is not a resident solely to attend a North Carolina college or university. The Committee finds that when nonresident students pay in-State tuition, the State loses tuition revenue. However, the Committee also finds that providing assistance to nonresident veterans is an important policy goal because of the service given by these veterans to our State and country.

The Committee recommends that the Education Appropriations Subcommittee of the 2013 General Assembly continue to examine the various options for providing in-State tuition to nonresident veterans including: (1) providing currently enrolled nonresident veterans with in-State tuition; (2) providing in-State tuition to all nonresident veterans (current and future); and (3) providing some amount of tuition assistance to nonresident veterans.

### **3. College Completion**

Helping students complete college is an important goal that should be emphasized on North Carolina's higher education campuses. The Committee commends the 49er Finish Program at UNC Charlotte that seeks out undergraduate students to come back to campus and finish their degrees if they meet certain eligibility criteria. By providing assistance such as guidance on the readmissions process, individualized academic advising, and scholarship opportunities, the 49er Finish Program is a model for other campuses to replicate. This innovative practice has been recognized nationally by the American Association for Adult and Continuing Education which awarded UNC Charlotte the 2012 Malcolm Knowles Award for Outstanding Adult Education Program.

The Committee recommends that the Board of Governors of The University of North Carolina make it a priority to help the other campuses follow the lead of the 49er Finish Program and develop their own strong programs to improve college completion rates.

### **4. UNC Teacher Preparation Programs**

"Preparing More and Better Teachers and School Leaders for North Carolina Public Schools" is a strategic priority of The University of North Carolina. The Committee reiterates the importance of this strategic goal because of the large numbers of graduates from UNC teacher preparation programs teaching in the State's public schools and their ability to positively impact K-12 education in the State. In addition, on-going evaluations on program effectiveness are instrumental in making research-based programmatic improvements.

The Committee strongly encourages the UNC System to place great emphasis on improving existing teacher education programs by using research-based innovative methods to improve teaching and learning and providing student teachers and new teachers with solid teaching skills. In addition, the UNC System should develop strategies to increase the productivity of UNC's teacher preparation programs as well as improve the recruitment and selection process of students into the programs. The teacher preparation programs should also continue to partner with low-performing school systems to raise teacher effectiveness and student achievement in those systems.



