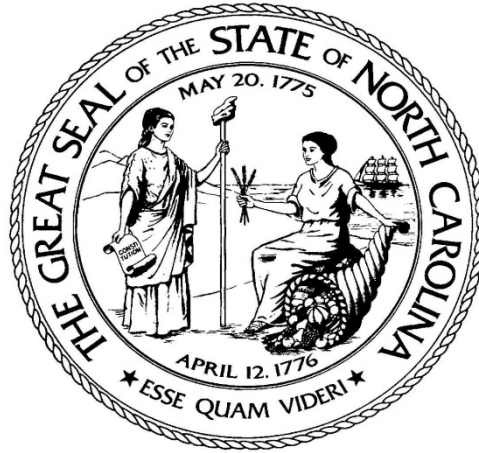


# NORTH CAROLINA GENERAL ASSEMBLY



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## NORTH CAROLINA EDUCATOR EFFECTIVENESS AND COMPENSATION TASK FORCE

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### REPORT TO THE 2014 SESSION of the 2013 GENERAL ASSEMBLY OF NORTH CAROLINA

APRIL, 2014

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# TRANSMITTAL LETTER

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April 14, 2014

TO THE MEMBERS OF THE 2014 REGULAR SESSION  
OF THE 2013 GENERAL ASSEMBLY

**The NORTH CAROLINA EDUCATOR EFFECTIVENESS AND  
COMPENSATION TASK FORCE respectfully submits the following report to the  
2014 Regular Session of the 2013 General Assembly.**

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**Sen. Jerry Tillman (Co-Chair)**

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**Rep. Rob Bryan (Co-Chair)**

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# COMMITTEE PROCEEDINGS

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The Committee on North Carolina Educator Effectiveness and Compensation Task Force met 4 times after the 2013 Regular Session. Detailed minutes and information from each Committee meeting are available in the Legislative Library.

## **February 25, 2014**

- Task Force Charges  
Dr. Patsy Pierce, Research Division, NCGA
- An Overview of North Carolina Educator Compensation  
Brian Matteson and Lanier McRee, Fiscal Research Division, NCGA
- Local School Administrative Units: Example Strategic Staffing and Pay-for-Performance Plans  
Dr. Amy Holcombe, Executive Director of Talent Development, Guilford County Schools  
Dr. Delilah Jackson, Assistant Superintendent for Human Resources, Thomas Feller, Race to the Top Coordinator/Staff Development Specialist, Seth Brown, TLC Coordinator, Pitt County Schools  
Dr. Wendy Cabral, Assistant Superintendent for Personnel Services, Sampson County Schools

## **March 17, 2014**

- Reforming North Carolina's Educator Compensation System  
Dr. Jake Vigdor, Professor, Sanford School of Public Policy, Duke University
- Analysis of North Carolina's Differential Pay Plans  
Dr. Trip Stallings, Friday Institute, NC State University
- Opportunity Culture  
Dr. Bryan Hassel, Co-Director, Public Impact
- Charlotte-Mecklenburg School System Compensation Plan  
Tony Bagshaw, Manager, Human Capital, Battelle for Kids

## **March 31, 2014**

- NC Educator Evaluation System  
Dr. Rebecca Garland, Deputy Superintendent, Department of Public Instruction
- Lessons Learned from Implementing Pay-for-Performance Plans  
Andy Baxter, Vice President for Educator Effectiveness, Southern Regional Education Board
- IMPACT Teacher Effectiveness  
Ijeoma Kush and Maggie Thomas, Master Educator Program, IMPACT Teacher Effectiveness, District of Columbia Public Schools
- IMPACT Evaluation Results  
Dr. James Wyckoff, Curry Memorial Professor of Education and Policy, University of Virginia

**April 14, 2014**

- Presentation of the Final Report  
NCGA Fiscal and Research Staff
  
- Report Discussion/Vote  
Task Force Members

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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.

### February 25, 2014

Dr. Patsy Pierce, Research Division, presented the charges of the Task Force. Brian Matteson, Fiscal Research Division, provided an overview of educator compensation in North Carolina. Mr. Matteson stated that the major characteristics of our State's educator compensation approach include the following: (i) the North Carolina General Assembly establishes minimum salary schedules for all public school personnel, (ii) these schedules vary by personnel type, experience, and credentials, and (iii) recent budgetary pressures and policy changes may be reshaping the demographics of North Carolina's licensed professional educators.

Mr. Matteson continued by explaining that compensation has been essentially frozen since 2008-2009 and that the lack of a "step increase" has compressed the salary schedule. He also provided administrator and support personnel salary information. He concluded his remarks by detailing recent changes in educator compensation including salary increases for some teachers who opt out of career status and the ending of salary increases for advanced degrees.

Lanier McRee, Fiscal Research Division, provided salary and benefits comparisons between North Carolina and surrounding states. She also provided information about differentiated pay plans being implemented in Georgia, Tennessee, and Virginia. Overall, Ms. McRee indicated that it is difficult to compare educator compensation across states because salaries and benefits often vary within a state as well as between states.

Dr. Amy Holcombe, Executive Director of Talent Development, Guilford County Schools, provided information about their school system's approaches to "recruit, reward and retain effective teachers in highly impacted schools for the purpose of increasing students' achievement." Dr. Holcombe indicated that using federal grants and other funds, Guilford County Schools offers bonuses to teachers with high value added data to work in hard-to-staff schools and positions. They also offer individual and school wide performance incentives and teacher leadership bonuses. She concluded her remarks with data showing student performance growth and improved teacher retention.

Dr. Delilah Jackson and Mr. Thomas Feller, from Pitt County Schools, provided details about how their school system is using Race to the Top funds to provide bonuses to high performing teachers working in low-performing schools. Teachers are also given technology, professional development, and leadership roles in these target schools. Mr. Seth Brown, also from Pitt County Schools, indicated that student achievement improved

in these schools but that most of the teachers have left the program for various reasons. Mr. Brown also indicated that there appeared to be mistrust among the teachers in the more competitive environment. The Pitt County School System is currently developing a new Teacher Leader Cohort plan that will include more teachers.

Dr. Wendy Cabral, from Sampson County Schools, a small school system, indicated that they are offering signing bonuses to recruit teachers in hard to fill subject areas such as Academic or Intellectually Gifted, exceptional children, math, and science. Teachers of high-need subjects in high-needs schools receive an additional 2% supplement.

The initial meeting of the Task Force finished with a discussion by the members indicating the need for overall pay increases for teachers and administrators and concerns about increased testing of students if performance pay plans were implemented.

### **March 17, 2014**

Dr. Jake Vigdor, from the Sanford School of Public Policy, Duke University, presented research findings on teacher compensation that suggest that, "money does matter." He stated that schools or districts that offer higher salaries enjoy lower turnover rates, greater success in recruiting experienced and highly qualified teachers to fill vacancies, and better student performance. Dr. Vigdor concluded his remarks by detailing an "evidenced-based" salary structure.

Dr. Trip Stallings, from the Friday Institute for Educational Innovation at North Carolina State University, provided an overview on merit pay and strategic staffing initiatives across North Carolina. These initiatives have been funded through Race to the Top, Teacher Incentive Funds, and other federal grants, as well as through some local and private funding. He said that a recent study completed by Dr. Gary Henry and colleagues indicates that administrator and student ratings of teacher performance positively correlate with EVAAS scores. Overall, Dr. Stallings found that teachers preferred school wide performance bonuses to individual teacher bonuses, and would prefer to have an across the board salary raise instead of bonuses.

Dr. Bryan Hassel, Project Impact, provided information on the "opportunity culture" for both students and teachers. In an "opportunity culture," teachers can specialize in subjects and serve as a "master teacher," teaching a larger group of students while mentoring other teachers on the subject area. Distance learning and other technological approaches are used in this approach. Teachers who serve in this capacity are paid at a higher salary rate than traditional classroom teachers.

Tony Bagshaw, Battelle for Kids, explained that his organization helps school systems to develop effective and sustainable teacher compensation plans and that they had worked closely with the Charlotte-Mecklenburg School System (CMS) to develop their plan. He emphasized the importance of local stakeholders developing compensation plans to address local needs. He suggested that a state-wide plan could require that certain

parameters be addressed, but allow for local flexibility. He detailed the step-by-step model that his organization used with CMS to develop their compensation plan.

### **March 31, 2014**

Dr. Rebecca Garland, Deputy Superintendent of Public Instruction, began the meeting by describing the NC Teacher Evaluation System. She detailed the six standards by which teachers are evaluated and the eight standards by which administrators are evaluated. Both evaluations use student performance data for part of the evaluation. Dr. Garland provided the assessments and other measures by which student performance is gathered and used for teacher and administrator performance assessments. She completed her remarks by showing the positive impact that effective teachers have on student learning.

Andy Baxter, Executive Director of Teacher Effectiveness at the Southern Regional Education Board (SREB), discussed potential problems with North Carolina's and other states' current teacher compensation structure, such as: 1) the large numbers of teachers working part-time jobs while being full-time teachers, 2) the length of time it takes for teachers to reach "peak" salary levels compared to other professions, and, 3) the current compensation has little to no relationship to teacher performance. He discussed that research, at least in the short term, indicates that bonuses, alone, do not show a positive effect on teacher performance or resultant student outcomes. Career ladder systems appear to have greater promise in effecting positive student outcomes. He suggested that any successful and sustainable compensation plan takes time to develop, implement, and evaluate.

Ijeoma Kush and Maggie Thomas, from the District of Columbia Public Schools (DCPS), described the history, rationale, and details of the IMPACT teacher evaluation system that has been implemented in DCPS for the past four years. The IMPACT system includes very detailed teacher practice observations that help to differentiate strengths and needs. Teachers are provided with intensive professional development, but if they continue to score as ineffective for one year, or minimally effective for two years, then their contract is not renewed. Effective and highly effective teachers are provided with substantial pay raises. Student achievement has significantly increased since the implementation of IMPACT.

Dr. Jim Wyckoff, Professor, Curry School of Education, University of Virginia presented the results of a study on IMPACT that he and Dr. Thomas Dee had co-authored. This study found that student achievement had increased and that there are more teachers who are rated effective and highly effective since the implementation of the program. Dr. Wyckoff found that having external teacher evaluators and providing intensive professional development were significant contributing factors to the success of the program.

Debra Horton, Executive Director of the NC Parent Teacher Association, and Keith Poston, Executive Director of the NC Public School Forum presented the recommendations of a combined group of North Carolina's parent, teacher, and school

administrator associations regarding teacher compensation. Those recommendations include:

- Invest in all teachers by collapsing current salary steps, provide largest increases in steps 3-7, and increase pay for all teachers.
- Reinstate advanced degree pay.
- Don't cut other aspects of public school funding in order to increase teacher pay.
- Continue the Educator Effectiveness and Compensation Task Force to make recommendations for a comprehensive compensation plan.

**April 14, 2014**

After considerable discussion and recommendations that are reflected in the minutes, the final report was adopted.

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## FINDINGS AND RECOMMENDATIONS

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Based on information presented to the North Carolina Educator Effectiveness and Compensation Task Force during its regularly scheduled meetings, the Task Force finds that there are several common themes in the current body of research and realm of State, regional, and national experience related to educator compensation, especially when salaries are differentiated based on various factors such as student performance and strategic staffing. Those themes include:

1. Base pay matters. Separate from any differentiated pay structure, educators need a competitive salary that encourages retention.
2. Compensation reform may be an effective means for expanding the pool of high quality persons into the teaching profession.
3. North Carolina's current statewide salary schedule, which bases teachers' salary increases primarily on years of experience, does not align to the majority of current research on the impact of teacher experience on student outcomes.
4. Incentive pay, when used in conjunction with other elements of a comprehensive strategic staffing plan, may help reduce teacher turnover and improve teacher recruitment efforts in these schools. Compensation reform may be an effective means for expanding the pool of high quality persons into the teaching profession.
5. Research appears to indicate minimal impact from master's degrees on teacher effectiveness resulting from the attainment of non-core content area master's degrees. There are, however, some subjects where the research finds a link between an educator's advanced degree and student outcomes. More consideration of the research in this area is warranted.
6. One program, IMPACT in the District of Columbia Public Schools (DCPS), has shown an increase in the number of teachers rated highly effective. Since IMPACT's implementation, DCPS has also shown a significant increase in student academic achievement. While causality in student achievement is not conclusive, the increase in the number of teachers being rated as highly effective is conclusive. Researchers point to certain IMPACT design features such as the dismissal of ineffective teachers, intensive professional development targeting areas of need determined through detailed observation completed by internal and external observers, and administrative support as key factors in the program's success.
7. Another possibly promising approach to sustainable strategic staffing with differentiated pay may be to use paraprofessionals with specific training to guide technology learning or hands-on project extensions, while "master teachers" work with other students. This approach is a component of the "opportunity culture" model.

8. Educators appear to be interested in professional development career ladder-type or career pathway systems where additional compensation is provided for achieving certain professional development milestones, or serving in additional capacities such as “master teachers” or mentors.
9. Many parents and educators are concerned about testing of students in order to obtain student performance data. However, many citizens, administrators, and policymakers also want to base at least some component of compensation on student outcome measures. Finding the right mix between administrator observation, student assessment outcomes, and educator responsibilities will be critical to any compensation system. The State’s current framework for educator evaluation was not originally designed for making compensation decisions, but can be a starting point to help improve teacher performance.
10. There are no examples of a state-centered comprehensive compensation models that have positively impacted student achievement, and have been sustained. Reform models that emphasizes local flexibility within evidence-based parameters may be a more promising and sustainable strategy.
11. It takes a multi-year commitment and meaningful involvement from stakeholders, especially educators, to craft a successful and sustainable comprehensive educator compensation model that includes differentiated pay.

In order to build on this foundation of knowledge, the Task Force recommends the following:

1. The General Assembly should consider educator compensation legislation in accordance with the following principles:

First, the primary goal of an updated North Carolina educator compensation system is to **improve student learning**, by increasing the likelihood that every student has a highly effective teacher – the most significant in-school factor in increasing student achievement.

Any North Carolina educator compensation reform plan should promote these goals:

- a) Improved recruitment of top-caliber candidates into K-12 education and into North Carolina public school classrooms.
- b) Improved retention among highly effective educators at all levels of experience.
- c) Meaningful recognition and reward for educators’ career growth and excellence.
- d) Increased teamwork, collaboration and mentorship among and across teams of educators.

- e) Establishment of a financially sustainable compensation model that strategically invests state dollars to bring the teaching profession into the 21st century.
2. As a short term goal, the General Assembly should significantly increase the salaries for entering teachers and those teachers who are most likely to leave the profession in North Carolina, i.e., teachers with less than 10 years of teacher experience.
3. As a long term goal, the General Assembly should increase the salaries for all teachers, while modernizing North Carolina's educator compensation system to more closely align compensation with student outcomes and educator responsibilities.
4. The General Assembly should Direct the North Carolina State Board of Education to study sustainable and effective educator compensation models, and submit recommendations to the General Assembly regarding development of the most effective educator compensation model for the State. **See attached legislation: 2013-MKz-152.**

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## COMMITTEE MEMBERSHIP

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2013-2014

**President Pro Tempore of the Senate**  
**Appointments:**

Sen. Jerry Tillman (Co-Chair)

Sen. Robert Clark  
Sen. Samuel Jenkins  
Sen. Dan Soucek  
Ms. Leah Carper (Public Member)  
Mrs. Rebecca Fagge (Public Member)  
Ms. Judy Kidd (Public Member)  
Mrs. Kim Robertson (Public Member)  
Mr. Bryan Shoemaker (Public Member)

**Speaker of the House of Representatives**  
**Appointments:**

Rep. Rob Bryan (Co-Chair)

Rep. Tricia Cotham  
Rep. George Graham  
Rep. D. Craig Horn  
Mr. Timothy Barnsback (Public Member)  
Dr. Rebecca Garland (Public Member)  
Dean Ellen McIntyre (Public Member)  
Mr. Richard Nixon (Public Member)  
Dr. Michael Putney (Public Member)



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## COMMITTEE CHARGE/STATUTORY AUTHORITY

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### S.L. 2013-360

#### TASK FORCE TO STUDY TEACHER AND SCHOOL ADMINISTRATOR EFFECTIVENESS AND COMPENSATION

**SECTION 8.31.(a)** Establishment. – The North Carolina Educator Effectiveness and Compensation Task Force is established.

**SECTION 8.31.(b)** Membership. – The Task Force shall be composed of 18 members as follows:

- (1) Nine members appointed by the Speaker of the House of Representatives as follows:
  - a. Four persons who are members of the House of Representatives at the time of appointment, at least two of whom represent the minority party.
  - b. A representative of the Department of Public Instruction.
  - c. A classroom teacher, as recommended by the North Carolina Association of Educators.
  - d. A school principal, as recommended by the North Carolina Association of School Administrators.
  - e. A representative of a North Carolina institution of higher education that offers a teacher education program and a master's degree program in education or school administration.
  - f. A representative from the Professional Educators of North Carolina.
- (2) Nine members appointed by the President Pro Tempore of the Senate as follows:
  - a. Four persons who are members of the Senate at the time of appointment, at least two of whom represent the minority party.
  - b. A parent of a public school student.
  - c. Two classroom teachers.
  - d. A school system superintendent or public school principal.
  - e. A local school board member.

The Task Force shall have two cochairs, one designated by the President Pro Tempore of the Senate and one designated by the Speaker of the House of Representatives from among their appointees. The Task Force shall meet upon the call of the cochairs. Vacancies shall be filled by the appointing authority. A quorum of the Task Force shall be a majority of the members.

**SECTION 8.31.(c)** Duties. – The Task Force shall make recommendations on whether to create a statewide model of incentives to encourage the recruitment and retention of highly effective educators and to consider the transition to an alternative compensation system for educators. In developing recommendations, the Task Force shall consider at least the following factors:

- (1) Alternatives to or simplification of the current teacher and school principal salary schedules, including the need for "hold harmless" options or a choice in compensation structure to avoid reduction in pay for current educators.
- (2) Incorporating the feedback of educators in order to maximize buy-in.

- (3) The integration of school-level performance measures in an alternative compensation system.
- (4) Whether local school administrative units may create their own customized alternative compensation systems in lieu of or in addition to a statewide system, including necessary parameters such as funding flexibility and guidelines for local boards of education.
- (5) The use of incentive pay to recruit and retain educators to teach in hard to staff areas.
- (6) The recognition of educator responsibilities and leadership roles such as mentoring of beginning teachers and instructional coaching.
- (7) Methods for identifying effective teaching and its relationship to an alternative compensation system, including:
  - a. The correlation of student outcomes with effective teaching.
  - b. The use of multiple teacher evaluation measures and feedback methods to recognize effective teaching such as classroom observations, student surveys, video training for teachers, and standard measures of student achievement.
  - c. The use of multiple teacher observations, including at least one observer from outside of the teacher's school.
  - d. The correlation to annual student growth and performance data, evaluations, effectiveness levels, and a three-year average of student growth.
- (8) Barriers to the implementation of alternative compensation systems.
- (9) Educator compensation reform in other states and North Carolina pilot programs currently utilizing alternative compensation.
- (10) Effective strategies for retaining effective teachers.

**SECTION 8.31.(d) Compensation; Administration.** – Members of the Task Force shall receive subsistence and travel allowances at the rates set forth in G.S. 120-3.1, 138-5, or 138-6, as appropriate. With the prior approval of the Legislative Services Commission, the Legislative Services Officer shall assign professional and clerical staff to assist in the work of the Task Force. With the prior approval of the Legislative Services Commission, the Task Force may hold its meetings in the State Legislative Building or the Legislative Office Building. The Task Force may also meet at various locations around the State in order to promote greater public participation in its deliberations. The Task Force, while in the discharge of its official duties, may exercise all the powers provided under the provisions of G.S. 120-19 and G.S. 120-19.1 through G.S. 120-19.4, including the power to request all officers, agents, agencies, and departments of the State to provide any information, data, or documents within their possession, ascertainable from their records or otherwise available to them, and the power to subpoena witnesses.

**SECTION 8.31.(e) Transfer of Funds.** – The Department of Public Instruction shall transfer all funds appropriated in this act for the Task Force to Budget Code 11000 in the General Assembly to support its operations in accordance with the requirements of this section.

**SECTION 8.31.(f) Report.** – The Task Force shall report its findings and recommendations to the 2014 Regular Session of the 2013 General Assembly no later than April 15, 2014. The Task Force shall terminate on April 15, 2014, or upon the filing of its final report, whichever occurs first.

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**LEGISLATIVE PROPOSAL**

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**GENERAL ASSEMBLY OF NORTH CAROLINA  
SESSION 2013**

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**BILL DRAFT 2013-MKz-152 [v.17] (04/01)**

**(THIS IS A DRAFT AND IS NOT READY FOR INTRODUCTION)  
4/14/2014 12:34:46 PM**

Short Title: SBE Study of Educator Comp. (Public)

Sponsors: Unknown (Primary Sponsor).

Referred to:

A BILL TO BE ENTITLED

AN ACT TO DIRECT THE STATE BOARD OF EDUCATION TO STUDY A STATEWIDE PERFORMANCE COMPENSATION PLAN FOR EDUCATORS, AS RECOMMENDED BY THE NORTH CAROLINA EDUCATOR EFFECTIVENESS AND COMPENSATION TASK FORCE.

The General Assembly of North Carolina enacts:

**SECTION 1.(a)** The State Board of Education shall study the development and implementation of a statewide compensation plan that incorporates information and data from the North Carolina Educator Evaluation System, the recognition of educator performance in relation to educator compensation, and compensation for employment in hard-to-staff schools and subject areas.

**SECTION 1.(b)** The overall goal of a statewide compensation system developed by the State Board of Education for North Carolina teachers shall be to improve student learning by providing every student with a highly effective teacher, the most important in-school factor in increasing student achievement. Any proposed statewide compensation plan shall increase student achievement by:

- (1) Improving recruitment of top-caliber candidates into the teaching profession and into North Carolina classrooms.
- (2) Improving retention among highly effective teachers at all levels of experience.
- (3) Providing meaningful recognition and reward for teachers' career growth and excellence.
- (4) Encouraging teamwork, collaboration, and mentorship among and across teacher teams.
- (5) Establishing a financially sustainable compensation model that strategically invests state dollars to bring the teaching profession into the 21st century.

**SECTION 1.(c)** In conducting the study required by this section, the State Board of Education shall do at least the following:

- (1) Examine compensation models that incorporate the factors set forth in subsections (a) and (b) of this section, including the following:

- 1 a. Certain IMPACT design features such as the dismissal of
- 2 ineffective teachers, intensive professional development
- 3 targeting areas of need determined through detailed observation
- 4 completed by internal and external observers, and
- 5 administrative support.
- 6 b. Components of the "opportunity culture" approach, such as
- 7 using paraprofessionals with specific training to guide
- 8 technology learning or hands-on project extensions, while
- 9 "master teachers" work with other students.
- 10 c. Differential educator payment plans developed by local school
- 11 administrative units in North Carolina.
- 12 (2) Consider the following factors in implementing a statewide
- 13 compensation model that incorporates information and data from the
- 14 North Carolina Educator Evaluation System:
- 15 a. Identification of the components of a scoring rubric that may be
- 16 applied to different groups of educators, including, but not
- 17 limited to: the weight of student achievement data, including
- 18 individual value-added data and teacher assessment data,
- 19 evaluator observations, school community involvement, as well
- 20 as the possibility of utilizing feedback from student and parent
- 21 surveys.
- 22 b. Utilization of a point-based scale that correlates with evaluation
- 23 standards and effectiveness ratings.
- 24 c. An educator career ladder that correlates with professional
- 25 achievements, performance results, and compensation.
- 26 d. Professional support for educators to improve performance and
- 27 achieve compensation advancement.
- 28 e. Differentiated evaluation and observation schedules that are
- 29 dependent on prior evaluations and performance data.
- 30 f. Feedback from educators in the development of a compensation
- 31 model to maximize successful implementation.
- 32 g. Incorporation of flexibility for individual local boards of
- 33 education.
- 34 h. Development of a proposed timeline for implementation.
- 35 i. Ongoing evaluation of the impact on educator recruitment and
- 36 retention and student achievement.

37 **SECTION 1.(d)** Based on the study required by this section, the State Board  
38 of Education shall develop a proposal for a statewide compensation plan that  
39 incorporates educator performance information and data. In the development of the  
40 proposal, the State Board shall consider feedback from educators and other  
41 stakeholders. The proposal shall include a timeline for additional study, continued  
42 stakeholder input, and potential implementation of a statewide compensation model  
43 beginning with the 2016-2017 school year.

44 The State Board shall report the findings of the study and its progress on the  
45 development of the proposal to the Joint Legislative Education Oversight Committee by  
46 November 15, 2014.

1           The State Board shall submit the final proposal for a statewide compensation  
2 plan in accordance with the requirements of this act to the Senate Appropriations  
3 Committee on Education/Higher Education, the House Appropriations Subcommittee  
4 on Education, and the Fiscal Research Division by March 15, 2015. The State Board  
5 shall not begin implementation of any element of the plan without the enactment of  
6 authorizing legislation by the General Assembly.

7           **SECTION 2.** This act is effective when it becomes law.  
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