

The North Carolina Teacher Policy Landscape (2007-2018)

**by Suzanne Poole Patzelt and Doug Larkin
Montclair State University**

This overview of the North Carolina teacher policy landscape covers the period from 2007-2018, and is necessarily situated in the national context of teacher policy (see [The National Context for Science Teacher Education and Retention in the United States, 2007-2018: An Introduction to the Set of State Cases](#)), and has been shaped both by state politics and demographic shifts in recent years.

Article IX of the North Carolina State Constitution reads, “The General Assembly shall provide by taxation and otherwise for a general and uniform system of free public schools, which shall be maintained at least nine months in every year, and wherein equal opportunities shall be provided for all students.” Like every other state in the nation, North Carolina remains committed to a system of public education, and in 2018 the state employed nearly 100,000 public school teachers in 115 school districts. On its website, the North Carolina Board of Education presents the following robust vision of public education: “Every public-school student in North Carolina will be empowered to accept academic challenges, prepared to pursue their chosen path after graduating high school, and encouraged to become lifelong learners with the capacity to engage in a globally-collaborative society” (NCDPI, 2021).

North Carolina’s contemporary educational system was shaped in large measure by policies championed by Governor James B. Hunt, who served a total of four terms between 1977 and 2001. Hunt was credited with a number of targeted changes in North Carolina’s schools that impacted the work of teachers, including the provision of teacher assistants to every early elementary grade classroom, substantially increasing teacher salaries, and incentivizing teacher professional development and national board certification, many of which changed under the leadership of his successor, Governor Purdue.

In the period of 2007-2018 examined here, there are three key moments of change in education policy in North Carolina. First, in 2010, the state’s application to the federal Race to the Top program initiated a shift in the state’s approach to teacher evaluation and data collection. In the 2012 election, Republicans gained control of the governor’s office and won veto-proof supermajorities in both legislative houses of the General Assembly, leading to a number of subsequent changes in educational policy that were enacted beginning in 2013, which included the removal of tenure job protections and compensation for advanced degrees.

Finally, in 2016 a new set of Teacher Licensure and Certification regulations were implemented by the state. These changes were made in response to several key actions: 1) the reauthorization of the Elementary and Secondary Education Act (re-named the Every Student Succeeds Act), 2) feedback from the State Superintendent’s Task Force on Teacher Recruitment, Credentialing, and Retention, and 3) additional legislation from the North Carolina General Assembly.

The educational policy landscape in North Carolina over the past two decades has generally followed national trends, with teacher evaluation playing a pivotal role in nearly all aspects. During this time, state educational policy with respect to teachers also focused on recruitment and preparation, credentialing, professional development, and NBPTS (National Board) Certification. Each of these issues will be addressed below, along with a description of the state's efforts to collect and maintain data about its teachers.

State Labor Policy and Teachers' Salaries

North Carolina has historically been a “right-to-work” state, in which union membership cannot be compelled as a condition of work. In the years following the National Labor Relations Act of 1935 and Taft-Hartley Act of 1947, the state enacted General Statute 95-98 which held that contracts between units of government and labor organizations concerning public employees are illegal (Gondhalekar & Kessler, 2021). This law limited the power of labor unions to shape the terms and conditions of work in North Carolina. Referred to in the state as teacher associations or teacher organizations, rather than as teacher unions, they continue to remain engaged in North Carolina on issues such as teacher tenure and working conditions.¹ Educator salaries in North Carolina are determined and funded by the state legislature, with funds allocated directly to districts for salary and benefits.² In addition, individual districts may elect to pay additional salary supplements as they see fit. As noted by the North Carolina Department of Public Instruction (NCDPI):

Teachers, school administrators, and non-teaching positions in NC school districts (LEAs) are employed by local boards of education but are paid on a state salary schedule based on a number of factors. In addition to the state salary, a local supplement may be provided by the school district. Some public-school employees may also receive compensation, or longevity pay, for continuing service. (NCDPI, 2021g)

Between 2008 and 2014, this salary schedule was increased only 1.6%, lagging behind inflation (about 10% over the same period) and thus erasing gains that North Carolina had made in bringing teacher salaries in line with that of other states that had similarly sought to professionalize its teaching workforce (NCSBA, 2016). Notably, schools in the category of “Independent Public Schools,” (e.g. charter schools), were not obligated to follow the state salary schedule (NCDPI, 2021g).

It is worth noting that the practice of permitting salary supplements as an economic incentive is an established feature of North Carolina's approach to paying educators. Local districts have long been permitted to provide salary supplements to teachers, administrators, and other LEA staff, which has impacted school funding equity across districts (Baker, DiCarlo, & Weber, 2019). Prior to 2013, teachers with a Master's degree or other advanced degree received a salary supplement from the state, but this was rescinded by the North Carolina legislature for all educators except those whose credential required the degree (administrators, child study

¹ The most common North Carolina teacher association is the NCAE <https://www.ncae.org/>

² This may be contrasted with other states in this project, such as New Jersey and Pennsylvania, where districts engage collective bargaining over salary and benefits with local teacher unions.

specialists, guidance counselors, etc.) Teachers who were already receiving this supplement continued to do so, but anyone earning an advanced degree after 2014 did not.

In 2013, the North Carolina General Assembly also moved to remove tenure, referred to in the state as *career status*, for any new hires (Harvard Law Review, 2015). Although the state made efforts to repeal career status for all teachers, in 2016 the North Carolina Supreme Court ruled this action to be unconstitutional. In lieu of continued employment resulting from tenure, in 2016 the state's General Assembly provided individual districts with permission to offer multi-year contracts of up to four years to teachers in the state who have worked for three consecutive years or more (North Carolina General Statute Teacher Contracts, 2016). Individual LEAs have the autonomy to determine if teacher performance is a factor in determining multi-year contract offers.

Teacher Evaluation

In North Carolina, all licensed teachers have long been required to receive an annual evaluation (NC Gen. Stat. § 115C-333.1), but as is shown in the following section, the determinants of that evaluation have shifted significantly over the periods covered here. While state standards and existing teacher evaluation rubrics have changed over time, the most significant change occurred in 2013, with the inclusion of value-added models incorporating student achievement outcomes. All evaluations are uploaded to the North Carolina Educator Evaluation System (NCEES), which hosts evaluation data for both public and charter schools.

NC Educator Effectiveness System (NCEES)

In 1986, North Carolina took steps to develop an evaluation tool based on both the literature surrounding effective teaching practices and the input of North Carolina classroom teachers. The result was the Teacher Performance Appraisal Instrument (TPAI) (Riner, 1988), which included five major key standards for teacher performance including: time and classroom management, lesson presentation, student performance, and student feedback (Holdzkom, 1989). These standards were later revised under the Excellent Schools Act of 1997 to include a greater focus on teachers as leaders, teachers' ability to develop respectful classroom communities with a diverse student population, and teacher proficiency in their content area. This gave North Carolina a head start in meeting some of the highly qualified teacher requirements that would be a feature of subsequent federal legislation. In 2007, and again in 2011, teacher evaluations were revised to include a focus on the Framework for 21st Century Learning and the newly approved North Carolina Professional Teaching Standards. This was accompanied by the North Carolina Teacher Evaluation Process (NCTEP), as a method for evaluating teachers on their implementation of the standards.

In 2010 under Governor Bev Purdue, North Carolina received \$400 million in Race to the Top (RttT) funding to support the development of its state educational data systems. The state listed their plan for RttT funds would include building "statewide capacity that could support sustained, long-term improvements in public education; namely, increases in student achievement, reductions in achievement gaps, and increases in graduation rates." In order to achieve these outcomes, a major focus for the state was the improvement of the teacher and administrative workforce and address the four pillars laid out by RttT which included improving

student performance and teacher effectiveness through the establishment of better statewide standards and data systems.

The Inclusion of Value-Added Models to Teacher Evaluation

In 2012, with Race to the Top funding, the state adopted the North Carolina Educator Value-Added Assessment System (EVAAS), adding a value-added score component to the existing standards used to evaluate teachers in the North Carolina Teacher Evaluation Process. In 2013, prior to their overall evaluation of North Carolina's RttT plan, the Consortium for Educational Research analyzed the EVAAS model for approximately 35% of teachers in the state (Lauen, Henry, Rose, & Kozlowski, 2013). The focus of the analysis was two-fold: the distribution of high and low value-added teachers across the state as well as accessibility of students to these teachers. One of the key findings of the study showed that although geographic region may not have impacted the quantity of high value-added teachers, data suggested that wealthy and high achieving students typically were placed in classrooms with high value teachers. Additionally, data suggested that the majority of schools, both poor and wealthy, tend to "group students of similar achievement level together and then assign the highest value-added teachers to the classes of students with the highest levels of prior achievement" (Lauen, Henry, Rose, & Kozlowski, 2013, p. 3).

In 2015, modifications were again made to remove references to career status and probationary teachers and to outline requirements for three new evaluation cycles: comprehensive cycle, standard cycle, and abbreviated cycle" (Case, 2016)

In recent years, teachers with fewer than three consecutive years of teaching in the state have been required to be evaluated using the comprehensive cycle, though district administrators have some flexibility in evaluating experienced teachers. Teachers are rated as either developing, proficient, accomplished, distinguished, or not demonstrated for each standard and in a final summative evaluation (North Carolina Teacher Evaluation Process, 2018). Although all teachers are required to complete an individual Professional Development Plan (PDP), if teachers receive only *proficient* ratings in their summative evaluation, they are required to develop a Monitored Growth Plan.³ Teachers who receive a rating of *developing* on one or more standards, must be placed on a Monitored Growth Plan, colloquially known as an action plan, with the goal of achieving proficiency by the end of the following year (N.C. Gen. Stat. § 115C-333). Directed Growth Plans are developed for teachers who have been rated as either "not demonstrated" for any of the standards for their summative evaluation or if they are rated "developing" for a period of two sequential years on one or more of the standards. Teachers placed on Directed Growth Plans should achieve proficiency within one year or less, depending on the determined timeline (N.C. Gen. Stat. § 115C-333).

Teacher Credentialing

Throughout the time period covered by this policy review, teacher certification in the state of North Carolina has been intertwined with teacher evaluation. While some of the process details

³ See this site for requirements for individual professional development plans (PDP) <https://sites.google.com/dpi.nc.gov/ncees-information-and-resource/teachers?authuser=0>.

and labels have changed over time, the most significant change in teacher credentialing is in the requirement for teacher effectiveness as demonstrated through teacher evaluation.

In North Carolina, teachers are first required to obtain their Initial Professional License, (IPL) by completing an approved education program, either through a traditional University pathway or through an alternative preparation pathway. Prior to 2016, this license was referred to as the Standard Professional 1 license (SP1) and was available for all P-12 teachers who have taught fewer than three years or for teachers who are not yet qualified for the Continuing Professional License (CPL). As of 2016, any teachers who previously held an SP1 license were considered to have their IPL (North Carolina Board of Education, 2021a). The IPL requires teachers to pass necessary praxis test results as well as meet the national standards for the highly qualified designation.⁴ Previously, in addition to completing the necessary Praxis exams, teacher candidates were also required to complete the Principles of Learning and Teaching (PLT) performance assessment prior to receiving their certification. In 2018, North Carolina replaced the PLT with the edTPA (Teacher Performance Assessment). All documentation is housed in the North Carolina Department of Public Instruction (NCDPI) licensure system, a publicly accessible online system that allows for increased transparency of teacher licensure.⁵

After at least three years of teaching in the state of North Carolina or equivalent years out of state, teachers can apply for their Continuing Professional License (CPL) (NCDPI, 2021a). In the state of North Carolina, teachers with less than three years of teaching experience are considered “beginning” or “new” and those with three or more are referred to as “experienced.” This nomenclature is used for both licensing and for teacher evaluation.

The CPL license must be renewed every five years, referred to as a “five-year renewal cycle” (North Carolina Board of Education, 2021a). All renewal applications are completed through the NCDPI system. Applications may be submitted after a break in service and/or if a teacher's CPL license has expired (NCDPI, 2021c). Teachers applying for renewal must complete eight units of renewal credit, referred to as Continuing Education Units (CEU). CEU requirements may be met University course credits, in-service training approved by their local administration, as well as LEA approved professional development opportunities, however professional development content is dependent on grade level and the year in which a teacher’s license expires. A teacher’s LEA may require district professional development dependent on local needs and/or aligned to North Carolina’s Professional Teaching Standards. Additionally, all LEAs are permitted to require literacy-specific professional development for teachers (North Carolina Board of Education, 2021a).

Unique Areas of Licensure

In addition to common areas of licensure, Elementary (K-6), Middle Grades (6-9), Secondary (9-12), North Carolina also offers some unique teacher licenses including teacher licensure in Special Subjects (K-12), and Exceptional Children (K-12). The Career and Technical Education

⁴ In North Carolina, all K-12 teachers are required to take the Praxis Reading, Writing, and Mathematics Core Academic Skills for Educators examinations in addition to their specific content area test (Praxis, 2021).

⁵ This system also serves as a “one-stop shop” where, in addition to licensure submission, teachers can be used for license renewal.

(CTE 6-12) license allows for either a degree and/or work experience in a related field to that of which they intend to instruct, (NCDPI, 2021d). The state also offers a Birth-Kindergarten (B-K) license, which certifies teachers to teach children from ages 0-5 in both public and private programs, and for students both with and without special needs (NCDHHS, 2021). North Carolina also offers “Add-on” licenses for teachers who already hold current teaching licenses in elementary or special education.

Alternative Preparation Pathways to Certification

Prior to June 2019, teachers could obtain a Lateral Entry License (LE), which afforded teacher candidates the opportunity to obtain a teaching position in one of North Carolina’s public schools. While teaching, candidates work towards gaining the necessary teaching credentials. In order to qualify for an LE, individuals must have an undergraduate degree in the corresponding subject area (NCDPI, 2021b). All teacher education requirements needed to be completed within three years. The LE license was replaced by the Residency License (RL) in 2019, which has additional requirements. This is a one-year license that can be renewed up to two times.⁶ Individuals may only apply for a Residency License upon the request of the LEA and must be accompanied by proof of enrollment in an approved EPP. Individuals may qualify for the RL if they have received an emergency license or a permit to teach.

Educator Preparation and Recruitment

In North Carolina, programs that help prepare teachers are referred to as Educator Preparation Programs (EPPs). Currently there are 55 state approved programs across a wide range of institutions and organizations (NCDPI, 2021j). The Educator Preparation Department is located under the Educator Recruitment and Support Division at the North Carolina Department of Public Instruction. In North Carolina, EPPs are overseen by the NCDPI Educator Preparation office serving to provide assistance in program development and analysis of program effectiveness. Data regarding EPPs are submitted via the IHE report card and include information such as “student entrance, program completion, licensure, and teacher effectiveness” (NCDPI, 2021j). Additionally, North Carolina established the Professional Educator Preparation and Standards Commission (PEPSC) in 2017 and as part of Senate Bill 599 (Section 1.(a)., Article 17.C.115C-268.1.). This body serves in an advisory capacity to the State Board of Education regarding issues such as teacher standards, preparation, and licensure (NCDPI, 2021k).

Teacher Bonuses

Teacher bonuses have a crucial lever for implementing policy in North Carolina since 1996, when the first such system was implemented. North Carolina has run various “teacher incentive” programs since that time to both recruit and reward teachers. The recruitment aspect of these bonuses is fairly straightforward and has continued through the present. Districts may offer “signing bonuses” to attract teachers to high-need schools or positions.⁷ These signing bonuses

⁶ As stated in North Carolina 2018 Policy LICN-001: General Licensure Requirements. See <https://www.dpi.nc.gov/educators/educator-preparation/alternative-preparation-pathways>

⁷ We did not find that science teachers were specifically targeted by these efforts, though it is likely that some districts during the period under consideration here did offer signing bonuses to science teachers.

range from unconditional \$1500 upon signing, to \$10,000 or more when certain conditions are met.⁸

Such programs have also been used to incentivize teacher performance, either directly in relation to student achievement, or collectively, by rewarding bonuses to school faculty (and sometimes staff) for student outcomes (Ahn & Vigdor, 2011; Smith & Hassel, 2019). These programs have largely been in line with similar efforts in other states. Ahn and Vidgor (2011) describe the program in its inception:

In its inaugural year, teachers in elementary and middle schools were awarded a cash bonus of \$1,000 if the school's average year-over-year improvement in reading and math test scores exceeded the threshold set by the state. In the following year, the bonus program was extended to high schools, and the award became two-tiered, with teachers receiving \$750 in schools that cleared a first threshold referred to as "expected" growth in test scores and \$1,500 in schools that cleared a more stringent "exemplary" or "high" growth threshold. (p.3)

As noted above, North Carolina teachers are employed by their local LEA's but are paid based on a state salary schedule (North Carolina State Statute § 143C-5-4). However in response to a shortage of teachers in 2017, the legislature passed a short term salary supplement in order to incentivize highly qualified teachers for high need schools (NCDPI, 2018). A graduate meeting the highly qualified requirements was paid "a monthly supplement of the equivalent of the difference in salary of a Bachelor level teacher with zero years of experience and":

- 3 years of experience, if teaching in a low performing school for the first 3 years of employment.
- 2 years of experience, if licensed and teaching in Early Childhood, science, technology, engineering or mathematics for the first 2 years of employment.
- 1 year of experience, for all others for the first year of employment.

Though statewide data on local salary supplements specifically for science teachers is not collected, it is clear from local school district reporting that, when necessary, this mechanism is used as a tool to recruit science teachers, as well as those in other hard-to-staff positions (e.g. Hoover, 2021).

During the past two decades, the state of North Carolina provided a base level of funding for incentive pay efforts, though it also appears that local districts sought and received funding from a wide variety of sources as well (Smith & Hassel, 2019). In the 2005-06 school year, new formulas for determining school-level bonus eligibility were implemented, and in 2012-2013, revised again to correlate more directly with the EVAAS model described above, which was applied to teachers who taught the tested grade-levels (mostly between 4th and 8th grades) and slowly expanded over time. Between 2014-16 the state sought proposals from individual districts

⁸ For example, at this writing, Guilford County schools is offering a \$10,000 bonus for new teachers in certain subject areas who commit to two years, and \$20,000 to teachers who commit to three years and achieve two years of "Exceeds Expected Growth" in the Student Growth Measure in their EVAAS data as reported on the district website at <https://www.gcsnc.com/Page/73159>.

for “differentiated pay” plans and advanced teacher compensation models, and in 2017 began a pilot program with a small number of districts (Smith & Hassel, 2019).

Best NC

Since its establishment in 2015, the organization BEST NC has worked with North Carolina’s many education stakeholders to improve the “educator pipeline.” According to the BEST NC website:

BEST NC is a non-profit, non-partisan coalition of business leaders committed to improving North Carolina’s education system through policy and advocacy. We do this by convening a broad constituency; encouraging collaboration around a shared, bold vision for education; and advocating for policies, research, programs, and awareness that will significantly improve education in North Carolina (BestNC, 2021).

With the introduction of the Educator Innovation Plan by making changes to working towards three goals: improving school leadership, equitable access to quality teachers, and professionalizing the educator experience. As a result of BEST NC initiatives, as well as partnerships between the NCDPI, North Carolina’s public schools, educator preparation programs, and Teach.org, a one-stop-shop was developed for potential teachers to navigate the different pathways to becoming a teacher in the state of North Carolina, referred to as Teach NC. According to its website:

TeachNC includes a full suite of strategic recruitment activities including a robust communications campaign, a comprehensive website encompassing all existing resources in the state, and 1-on-1 personalized support for teacher candidates. These resources create a trusted, safe, and user-friendly support system for anyone considering a teaching career in North Carolina.

NC Teacher Fellowship Program

In addition to Teach NC, BEST NC collaborates with several other programs aimed at recruiting and retaining teachers, including the North Carolina Teacher Fellowship Program. This program was developed in response to the 1986 report, *Who Will Teach Our Children*, which predicted a drastic decline in teachers entering the field and increase in the enrollment of students of color.⁹ In an effort to attract more qualified individuals, elevate the profession of the teaching career, and train teacher-leaders, North Carolina developed its fellowship program in 1986. This program targeted “diverse” and “outstanding” high school students for recruitment and offered applicants a four-year scholarship if they agreed to teach a total of 4 years in North Carolina’s public schools upon graduation (Public School Forum, 2016, p. 6). According to the Public-School Forum (2016) the program aimed to recruit “More male, minorities and, if possible, students from rural counties” (p. 6). Between 1986 and 2015, the program had over 8,000 graduates, of whom 5,300 completed their teaching obligation, and of which 64% have been retained in the teaching profession (Public School Forum, 2016). The Public-School Forum (2016) reported the program was successful due to its methods of recruiting and cohort model. Although the program ended in 2015, it was reinstated in 2018 with a new focus on STEM and

⁹ They predicted over half of new teachers would leave within their first five years of teaching.

special education teachers. The demographics of the 2018-19 cohort of fellows were 83 percent white and 82 percent female (The University of North Carolina System, 2019).

Other Recruitment Efforts

North Carolina also used funding from RttT to distribute high quality teachers to all schools in the state. These include the expansion of Teach for America and the North Carolina Teacher Corps, the development of the New Teacher Support Program, local LEA initiatives to equitably distribute their top performing teachers across their districts, the Regional Leadership Academies for recruiting effective principals to improve student outcomes in low performing schools, and the increase of virtual options for students such as the North Carolina Virtual Public-School (NCVPS) Stem Blended-Course Initiative (Lauen, Henry, Rose, & Kozlowski, 2013).¹⁰

Teacher Professional Development and National Board Certification

National Board Certification

In his 1995 speech to the Board of Directors for National Board Certification, Governor Hunt stated, “The National Board and National Board Certification is a link to quality. Teachers who are national board certified are true professionals, at the top of their field, who deserve the highest prestige in their communities.” In 1987, in collaboration with Carnegie Corporation of New York, Governor Hunt helped establish The National Board for Professional Teaching Standards (NCPTS). During his second term, Governor Hunt promoted National Board certification through legislation. He provided financial incentives to teachers with three years or more teaching experience who received certification by awarding them a salary increase of 12 percent as well as covering the cost of the application, a key expenditure in the state’s education budget.¹¹ According to NC Gen Stat § 115C-296.2 (2018) “It is the goal of the State to provide opportunities and incentives for good teachers to become excellent teachers and to retain them in the teaching profession; to attain this goal, the State shall support the efforts of teachers to achieve national certification.” Currently, North Carolina has the highest number of National Board-Certified teachers in the country, with nearly 25% of all teaching staff having received certification (NCDPI, 2021e). In order to prepare for certification, teachers are allotted up to three days of paid leave. Teachers who complete the certification receive 8 renewal credits towards renewal of their Continuing Professional License requirements, as described above (NCDPI, 2021f). A critical point to note is that since 2013, when the state moved away from degree-based upward mobility on the salary scale, the National Board Certification became one of the only ways for teachers to gain an increase in their monthly pay.

In 2004, using North Carolina teacher data, Goldhaber and Anthony found that students placed with teachers holding National Board Certification experienced higher levels of achievement. Additionally, in their 2008 study the National Research Center (NRC) reported, “Data from North Carolina show that those who obtain board certification tend to change teaching jobs at

¹⁰ In 2014, the Consortium for Educational Research evaluated NCVPS and highlighted student growth, however data was based solely on interviews. No student scores were provided.

¹¹ Salary increase is only valid while certification is valid. National Board Certification needs to be renewed every 10 years <https://files.nc.gov/dpi/documents/nationalboardcertification/resourcecenter/candidatesupport/nbc-brochure.pdf>. Charter schools may not offer the same salary increase.

higher rates than do unsuccessful applicants. These data also indicate that when they move, board-certified teachers are likely to move to teaching assignments with more advantaged conditions, such as schools with higher student achievement levels or fewer students in poverty.” Additional studies have supported the finding that teachers who are National Board Certified are less likely to be placed with students who are low income or low performing (Humphrey, Koppich, & Hough, 2005).

Statewide Longitudinal Data Systems (SLDS)

North Carolina was one of the first in the nation to develop a longitudinal data system. The Common Follow-up System (CFS), was developed in 1992 with the intention of monitoring and collecting data regarding public education outcomes (Siddiqi, Sims, & Goff, 2019). Within the next decade, the state developed a partnership between Duke University and the North Carolina Department of Public Instruction entitled the North Carolina Education Research Data Center (NCERDC). Although this data set is privately maintained and requires payment for access, in 2007 the state established the North Carolina Common Education Data Analysis and Reporting System (NC CEDARS) from grant funds through the America Competes Act. This data system used Unique Identifiers (UIDs) to track K-13 students and staff, while providing anonymity and improved consistency across data sets (Siddiqi, Sims, & Goff, 2019).¹² In 2010, through funding from RttT, North Carolina established NC SchoolWorks, expanding its SLDS to a P-20W system (Siddiqi, Sims, & Goff, 2019).¹³ Although still collecting data over time using the UID system, as opposed to focusing data collection and analysis on the individual, NC SchoolWorks is intended to follow groupings of individuals and cohorts (Sorrells, 2019). NC SchoolWorks, working in coordination with the NCDPI, Government Data Analytics Center (GDAC), and others, also serves as a hub to centralize state educational data and providing more seamless tracking and disseminating of data upon request. Although this grant expired in 2017, the state has continued support of the SLDS.

Mentoring and Induction Policy

New Teacher Support

In North Carolina, all new teachers are required to participate in the Beginner Teacher Support Program (BTSP). According to the State Board of Education, every Public-School Unit (PSU) must provide a BTSP that includes three years of induction “that nurture and support the professional growth of a beginning teacher” (North Carolina Policy TCED-016, 2020). The current program in the state was passed in 2018, replacing the former 2010 BTSP policy. The original 2010 policy was developed in response to the Teacher Working Condition Survey (2010), which showed that over half of the new teachers, between 1 and 3 years, did not have the opportunity provided to them observe other teachers and almost half did not meet formally with their mentor teachers (Lee, 2018). Most recently, each BTSP is monitored by a regional team of eight individuals once every five years (NCDPI, 2021h). Goals of the BTSP program include improving teacher skills, increasing teacher confidence, improving student learning and outcomes, teacher retention, and meeting professional teaching standards developed by the state. In order to achieve these outcomes, North Carolina established five standards which include:

¹² Data does not include names, social security numbers, or contact information.

¹³ Pre-kindergarten (P) to post-secondary education (20), and also includes data regarding the workforce (W)

“systematic support for high quality induction programs, mentor selection, development, and support, mentoring for instructional excellence, beginning teacher professional development, and formative assessment of candidates and programs” (North Carolina Policy TCED-016, 2020). The NCDPI website details the standards established for mentors to follow to provide adequate support for novice teachers,¹⁴ and according to North Carolina state policy, providing a mentor.¹⁵

The New Teacher Support Program (NTSP)

North Carolina also used part of its RttT grant to develop the New Teacher Support Program (NTSP). This program focused most of its attention on low performing schools and was developed in collaboration with University of North Carolina System of Colleges of Education, and serves all new teachers in the state. According to the NTSP website, this program is research based and designed “To increase teacher effectiveness, enhance skills, and reduce attrition among beginning teachers” (NTSP, 2021). Additionally, the NTSP was intended to bolster “existing school-based induction services” and includes key components to “increase teacher knowledge of and competency in the Common Core State Standards, academic goal setting, backwards planning, assessment, classroom management, successful instructional strategies, reflection, data-driven decision making, and integrating into the school community” (Bastian & Marks, 2017, p. 361). According to the NTSP website, an undisclosed third party conducted an independent assessment of North Carolinas New Teacher Support Program and found that teachers who participated in the program had a higher chance of returning to teach, in both the state and their specific district, and scored higher on the NC Educator Evaluation (NTSP, 2021). While this evidence supports the University partnership approach to induction, one study showed that for a particular cohort, while elementary and middle school teachers improved, secondary teachers had a decline in evaluation scores. They posited this may be due to the general content approach of the program, rather than focusing attention to content specific development (Bastian & Marks, 2017).

Conclusion

In summary, North Carolina’s educational policy between 2007-2018 has been in one of tension between the forces of professionalization on one hand, and of deregulation on the other (Zeichner, 2003). The move to professionalize the North Carolina teacher workforce in the late 1990s and early 2000s by increasing teacher salaries and incentivizing professional growth gave way to more restrictive views of teaching even before the legislative changes of 2013. Teachers are paid according to a statewide salary schedule, with some differences in salary supplements in larger districts. In addition, teachers are required to complete a two-step licensing process and an evaluation of teacher effectiveness that include student outcomes. Currently, North Carolina has a dedicated education preparation office focused on recruiting and supporting new teachers, and has developed a new teacher support program with particular attention given to new teachers in low performing schools. Despite these tensions, North Carolina has made great strides in

¹⁴ This site details the training offered to mentors in the state of North Carolina, including an online option <https://sites.google.com/dpi.nc.gov/ncref/mentor-training>

¹⁵ A mentor handbook outlines the standards and the Mentor Continuum intended for use by mentors, as well as a rubric that provides greater detail of each standard. The mentoring continuum can be found here <https://ccsnc.org/wp-content/uploads/2013/11/NCMentoringContinuumWord.pdf>

improving and streamlining its Statewide Longitudinal Data Systems, employs the largest number of Nationally Board-Certified Teachers in the country, and continues in its efforts to recruit, retain, and support highly qualified teachers into their teaching workforce (National Board for Professional Teaching Standards, 2021).

Acknowledgements: The authors wish to thank Pratigya Marhatta for providing us with valuable assistance and feedback in the preparation of this manuscript.

References

Ahn, T., & Vigdor, J. L. (2011). Making teacher incentives work: Lessons from North Carolina's teacher bonus program. *Education outlook*. No. 5. American Enterprise Institute for Public Policy Research.

Baker, B. D., Di Carlo, M., & Weber, M. (2019). The adequacy and fairness of state school finance systems. Findings from the school finance indicators database, school year 2015-2016. *Albert Shanker Institute*. Retrieved at <https://eric.ed.gov/?id=ED596199>

Currie, J. (2005) With Deliberate Speed: North Carolina and School Desegregation. *Tar Heel Junio Historian*, 44 (1), 1-2. Retrieved at <https://files.nc.gov/dncr-moh/With%20Deliberate%20Speed.pdf>

Education Law Center (2021) North Carolina Litigation: Major Cases. Retrieved at <https://edlawcenter.org/litigation/states/northcarolina.html>

Excellent Public Schools Act, NC. Stat. §272 (1997).
<https://www.ncleg.gov/Sessions/1997/Bills/Senate/PDF/S272v6.pdf>

Franklin, B. A. (1970) Indians Resist Integration Plan in Triracial County in Carolina. *The New York Times*. Retrieved at <https://www.nytimes.com/1970/09/13/archives/indians-resist-integration-plan-in-triracial-county-in-carolina.html>

Leandro v. State, 488 S.E.2d 249 (N.C. 1997) Retrieved from <https://law.justia.com/cases/north-carolina/supreme-court/1997/179pa96-0.html>

Gondhalekar, V. B.; Kessler, L. (2021) Right-to-Work Laws: A Brief Review (July 14, 2021). Available at SSRN: <http://dx.doi.org/10.2139/ssrn.3887029>

Harvard Law Review (2015) North Carolina Ass'n of Educators, Inc. v. State. *Harvard Law Review*, 3 (28). <https://harvardlawreview.org/2015/01/north-carolina-assn-of-educators-inc-v-state/>

Hoover, S. (2021) "New Hanover ramps up teacher recruitment efforts: 'we owe it to our future generations.'" *Wilmington StarNews*, July 21, 2021.
<https://www.starnewsonline.com/story/news/2021/07/21/new-hanover-wilmington-nc-schools-working-incentivize-teaching-positions-amid-shortage/7796509002/>

Siddiqi, J., Sims, P., & Goff, A. (2019) Connecting the Continuum: Longitudinal Data Systems in North Carolina. *The Hunt Institute*. Retrieved from <http://www.hunt-institute.org/wp-content/uploads/2019/06/Hunt-Institute-Connecting-the-Continuum.pdf>

Joint Legislative Study Committee (2018) North Carolina Local School Administrative Units. Legislative Analysis Division: North Carolina General Assembly. Retrieved at

<https://www.ncleg.gov/documentsites/committees/bcci-6701/02-21-2018/North%20Carolina%20Local%20School%20Administrative%20Units.pdf>

Lauen, D. L., Henry, G.T, Rose, R.A., & Kozlowski, K.P. (2013) The Distribution of Teacher Value Added in North Carolina. Consortium for Educational Research and Evaluation, 1-38. Retrieved at <https://publicpolicy.unc.edu/wp-content/uploads/sites/107/2015/07/The-Distribution-of-Teacher-Value-Added-in-North-Carolina-December-2013.pdf>

Lee, S. (2018) Policy Brief: Putting North Carolina's Beginning Teacher Support Program Policy into Practice. University of North Carolina at Charlotte. Retrieved at <https://thecollaborative.charlotte.edu/sites/thecollaborative.charlotte.edu/files/media/Policy-briefs/Shanique%20Lee%20Putting%20NC%20Beginning%20Teacher%20Policy%20Brief.pdf>

Marks, J. T., & Fuller, S. C. (2015) North Carolina Race to the Top: Overall Impact and Implementation Findings Final Report. Consortium for Educational Research and Evaluation, 1-52. Retrieved at <https://publicpolicy.unc.edu/wp-content/uploads/sites/107/2015/12/North-Carolina-Race-to-the-Top-Overall-Impact-and-Implementation-Findings-Final-Report-September-2015.pdf>

National Board for Professional Teaching Standards (2021) State Ranking by Total NBCTs. Retrieved at https://www.nbpts.org/wp-content/uploads/2021/03/2020_StateRankings_All_NBCTs.pdf

National Education Association (2021) Rankings of the States 2020 and Estimates of School Statistics, 1-76. Retrieved at https://www.nea.org/sites/default/files/2021-04/2021%20Rankings_and_Estimates_Report.pdf

North Carolina Board of Education (2020a) Policy Manual-Policy LICN-003: Licensing Testing Requirements. Retrieved August 9, 2021, from <https://simbli.eboardsolutions.com/Policy/ViewPolicy.aspx?S=10399&revid=jvDkYe7ZqB1Xgcsfo5mCyA%3d%3d&ptid=amIgtZiB9plushNjl6WXhfiOQ%3d%3d&secid=PxgTtKTggbTi6FQT9UEqEQ%3d%3d>

North Carolina Policy TCED-016 (2020) Beginning Teacher Support Program. Retrieved October 4, 2021, from <https://simbli.eboardsolutions.com/Policy/ViewPolicy.aspx?S=10399&revid=yMslsh0oCzF1JmHZsnMn9Q2zw%3d%3d&ptid=amIgtZiB9plushNjl6WXhfiOQ%3d%3d&secid=rN1rk9wifRtPN8VSRcplusNnw%3d%3d>

NCDHHS (2021) Early Educator Support (EES) Unit (n.d) In the North Carolina Division of Child Development and Early Education. Retrieved August 27, 2021 from <https://ncchildcare.ncdhhs.gov/Services/EESLPD>

NCDPI (2018) Highly Qualified NC Teaching Graduates (n.d.) In the North Carolina Department of Public Instruction. Retrieved August 9, 2021, from <https://www.dpi.nc.gov/media/1453/download>

NCDPI (2021) Vision (n.d.) In the North Carolina Department of Public Instruction. Retrieved October 6, 2021, from <https://www.dpi.nc.gov/about-dpi/state-board-education>

NCDPI (2021a) Beginning the Process for Educator's License (n.d.) In the North Carolina Department of Public Instruction. Retrieved August 9, 2021, from <https://www.dpi.nc.gov/educators/educators-licensure/beginning-process-educators-license>

NCDPI (2021b) Alternate Preparative Pathways (n.d.) In the North Carolina Department of Public Instruction. Retrieved August 9, 2021, <https://www.dpi.nc.gov/educators/educator-preparation/alternative-preparation-pathways>

NCDPI (2021c) Renew or Update Your Professional Educator's License (n.d.) In the North Carolina Department of Public Instruction. Retrieved August 9, 2021 from, <https://www.dpi.nc.gov/educators/educators-licensure/renew-or-update-your-professional-educators-license>

NCDPI (2021d) Areas of Licensure (n.d.) In the North Carolina Department of Public Instruction. Retrieved July 14, 2021 from, <https://www.dpi.nc.gov/educators/educators-licensure/areas-licensure#secondary-9-12>

NCDPI (2021e) NC Data on National Board Certification (n.d.) In the North Carolina Department of Public Instruction. Retrieved September 30, 2021 from, <https://www.dpi.nc.gov/educators/national-board-certification/nc-data-national-board-certification>

NCDPI (2021f) National Board Certification Brochure (n.d.) In the North Carolina Department of Public Instruction. Retrieved September 30, 2021 from, <https://files.nc.gov/dpi/documents/nationalboardcertification/resourcecenter/candidatesupport/nbc-brochure.pdf>

NCDPI (2021g) Compensation for Public School Employees (n.d.) In the North Carolina Department of Public Instruction. Retrieved September 30, 2021 from, <https://www.dpi.nc.gov/districts-schools/district-operations/financial-and-business-services/compensation-public-school-employees>

NCDPI (2021h) Beginning Teacher Support (n.d.) In the North Carolina Department of Public Instruction. Retrieved October 4, 2021 from <https://www.dpi.nc.gov/educators/recruitment-support/beginning-teacher-support>

NCDPI (2021i) NC Educator Effectiveness System (NCEES) (n.d.) In the North Carolina Department of Public Instruction. Retrieved October 4, 2021 from <https://www.dpi.nc.gov/educators/home-base/nc-educator-effectiveness-system-ncees>

NCDPI (2021j) Educator Preparation: Approved Programs (n.d.) In the North Carolina Department of Public Instruction. Retrieved October 6, 2021 from

<https://www.dpi.nc.gov/educators/educator-preparation/approved-programs>

NCDPI (2021k) The Professional Educator Preparation and Standards Commission (n.d) In the North Carolina Department of Public Instruction. Retrieved October 6, 2021 from <https://www.dpi.nc.gov/educators/educator-preparation/professional-educator-preparation-and-standards-commission>

NTSP (2021) Impact data. New Teacher Support Program. Retrieved October 4, 2021 from, <https://ncntsp.org/impact/>

Praxis (2021) North Carolina Test Requirements. Retrieved August 9, 2021 from, <https://www.ets.org/praxis/nc/requirements>

North Carolina School Boards Association (2016) Teacher Pay Issue Brief. <https://www.ncsba.org/wp-content/uploads/2016/08/NCSBA-Teacher-Pay-Brief.pdf>

Smith, T., & Hassel, B. (2019). Retaining and extending the reach of excellent educators: Current practices, educator perceptions, and future directions. . Chapel Hill, NC: from <https://everychildnc.org/wp-content/uploads/2021/01/Leandro-Retain-Extend-Report.pdf>

State of North Carolina (2019) Executive Order NO. 113: Developing a Representative and Inclusive Vision for Education. Retrieved October 6, 2021 from, https://files.nc.gov/governor/documents/files/EO113-DRIVE-Task-Force_0.pdf

Wake County v. North Carolina State Board of Education (N.C. Sup. Ct. 1158). https://www.ednc.org/wp-content/uploads/2021/03/Leandro-Comprehensive-Remedial-Plan-2021-28_03152021_final.pdf

WestEd (2019) Sound and Basic Education for All: An Action Plan for North Carolina. Retrieved October 4, 2021 from, <https://everychildnc.org/wp-content/uploads/2021/01/Leandro-Teachers-Report.pdf>

Zeichner, K. M. (2003). The adequacies and inadequacies of three current strategies to recruit, prepare, and retain the best teachers for all students. *Teachers College Record*, 105(3), 490–519.

References

Ahn, T., & Vigdor, J. L. (2011). Making teacher incentives work: Lessons from north carolina's teacher bonus program. Education outlook. No. 5. *American Enterprise Institute for Public Policy Research*.

Smith, T., & Hassel, B. (2019). Retaining and extending the reach of excellent educators: Current practices, educator perceptions, and future directions. . Chapel Hill, NC: from <https://everychildnc.org/wp-content/uploads/2021/01/Leandro-Retain-Extend-Report.pdf>