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## Selected Issues Affecting Teacher Recruitment \& Retention

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## Prepared for

THE HOUSE INTERIM COMMITTEE ON EDUCATION AND THE SENATE INTERIM COMMITTEE ON EDUCATION
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## INTRODUCTION

As part of the 2018 adequacy study, the Bureau of Legislative Research (BLR) was asked to examine teacher recruitment and retention issues, in addition to the statutorily required analysis of teacher salaries. As part of the House and Senate Education Committees' review of teacher recruitment and retention efforts, the Arkansas Department of Education (ADE), in a separate report, will examine data on the supply, distribution, and attrition of public school teachers in Arkansas public school districts and public charter schools. This BLR report will supplement ADE's analyses by providing information on several additional issues and efforts affecting schools' ability to attract and retain qualified teachers. This report provides a summary of relevant findings from BLR's survey of school superintendents and teachers, as well as from interviews with principals conducted during site visits to a randomly selected sample of schools. The BLR examined teacher salaries in June 2018, but this report focuses on a separate part of the compensation package-health insurance. And this report provides information on trends in existing state financial incentives designed to attract teachers to particular districts and disciplines.

## WORKFORCE STABILITY INDEX

In 2014, the U.S. Department of Education began its Excellent Educators for All Initiative, which required states to assess students' access to quality educators and develop a plan to ensure students in high poverty and high minority districts have the same access to high quality teachers as students in low poverty and low minority districts. The Initiative required states to analyze their educator data to ensure that poor and minority students are not disproportionately taught by inexperienced, unqualified or out-of-field teachers. Then in 2015, the Every Student Succeeds Act established a new requirement that states include measures of teacher quality in their school performance reporting. The following pages provide one combined indicator ADE has developed to measure districts' teacher workforce stability.

The Workforce Stability Index (WSI) is an index developed by ADE meant "to help inform school districts regarding considerations for recruiting, assigning, and retaining a quality educator workforce." The index includes factors "determined to be relevant to educator quality." For the 2016-17 school year, the WSI was based in equal parts on the following:

- Percentage of teachers considered inexperienced: Teachers in the district who are in their first three years of teaching
- Percentage of teachers teaching out-of-field: Teachers in the school or district who are teaching at least one class on an Additional Licensure Plan
- Percentage of provisionally licensed teachers: Teachers in the school or district who are teaching on a provisional license
- Percentage of attrition: Teachers who were in the district last year who did not return to that district this year

Beginning in 17-18, WSI will replace the percentage of teachers provisionally licensed in the index calculation with the percent of teachers deemed ineffective by the performance evaluation tool known as the Teacher Excellence and Support System (TESS).

The WSI is provided by ADE on its My School Info website, and districts' indexes are calculated based on data districts report through APSCN. Any errors in districts' reporting will affect the calculations ADE provides.

[^0]The 2016-17 data suggest that districts with more stable workforces have higher minimum salaries, higher average salaries, and lower poverty. There does not appear to be a relationship between a districts' size and their WSI.

|  | Workforce <br> Stability Index | Avg. District <br> Minimum Salary | Avg. Dist. <br> Avg. Salary | Avg. <br> Enrollment | Avg. <br> FRPL |
| :--- | :---: | :---: | :---: | :---: | :---: |
| Less stability | Quartile 1:70.3-86.7 | $\$ 32,922$ | $\$ 43,529$ | 1,333 | $72.23 \%$ |
|  | Quartile 2: 86.7-90.1 | $\$ 33,436$ | $\$ 45,066$ | 2,195 | $67.09 \%$ |
|  | Quartile 3: $90.3-93.0$ | $\$ 34,771$ | $\$ 46,846$ | 2,335 | $64.49 \%$ |
| More stability | Quartile 4: $93.1-99.4$ | $\$ 35,051$ | $\$ 47,433$ | 2,017 | $61.27 \%$ |

Data Sources: ADE, 2016-17 Teacher Salary Schedule Analysis; 2016-17 District Average Salary as calculated by BLR, http://www.arkleg.state.ar.us/education/K12/AdequacyReports/2018/2018-06-19/TeacherSalaryReportREVISED6-21-18.pdf, ADE Data Center, 2016-17 Oct. 1, enrollment, 2015-16 free and reduced price lunch percentages, as used to calculate 2016-17 NSL funding amounts.
The following map shows each district's workforce stability index in 2016-17.
Workforce Stability Index


## BLR SURVEYS OF SUPERINTENDENTS \& TEACHER PERCEPTIONS

As part of the 2018 Adequacy Study, the BLR visited a randomly selected, representative sample of 73 schools and interviewed their principals. Teachers in the 73 schools were also invited to complete an online survey. BLR also distributed online surveys to all superintendents and directors of all open-enrollment charter schools. To elicit the most candid responses, superintendents and teachers were assured their responses would not be individually identified; therefore, responses are provided only in aggregate. The questions and responses described below are related to teacher recruitment, retention, and working conditions. Responses to other survey questions have been presented in other reports throughout the Adequacy Study process. It is important to note that BLR's survey relies on self-reported data and measures respondents' perceptions of these issues.

## SUPERINTENDENT SURVEY

The superintendent survey was conducted using an online questionnaire. The survey was distributed beginning October 6, 2017, and the last district responded January 24, 2018. The BLR received responses from all 235 school districts and 24 open enrollment charter schools. The survey asked superintendents two separate questions regarding teacher recruitment and retention.
Superintendent Survey Question: Rank the teacher RECRUITMENT issues facing your district, where 1 is the MOST SIGNIFICANT ISSUE or barrier and 10 is the LEAST SIGNIFICANT ISSUE or barrier.
The numbers for each column below represent the number of districts that ranked each barrier as indicated. The bolded numbers show where the highest number of districts ranked each barrier.

| Issues | $\mathbf{1}$ | $\mathbf{2}$ | $\mathbf{3}$ | $\mathbf{4}$ | $\mathbf{5}$ | $\mathbf{6}$ | $\mathbf{7}$ | $\mathbf{8}$ | $\mathbf{9}$ | $\mathbf{1 0}$ |
| :--- | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| Difficulty in offering competitive salaries | $\mathbf{1 2 7}$ | 43 | 18 | 22 | 11 | 10 | 3 | 9 | 10 | 5 |
| Cost of health insurance | 15 | $\mathbf{6 0}$ | 47 | 22 | 34 | 20 | 21 | 17 | 12 | 10 |
| Retirement benefits | 0 | 2 | 16 | 26 | 33 | 39 | 30 | 22 | 35 | $\mathbf{5 4}$ |
| Location of district or individual school | 23 | $\mathbf{4 4}$ | 27 | 39 | 38 | 28 | 19 | 13 | 14 | 12 |
| School/district reputation or school <br> accountability label | 4 | 8 | 16 | 15 | 25 | 28 | 27 | 37 | 39 | $\mathbf{5 8}$ |
| School or district-level leadership | 1 | 1 | 4 | 11 | 13 | 13 | 33 | 52 | 75 | $\mathbf{5 4}$ |
| Scarcity of appropriately licensed teachers | $\mathbf{6 4}$ | 56 | 46 | 37 | 13 | 17 | 8 | 10 | 4 | 3 |
| Student population | 7 | 12 | 23 | 19 | 28 | 36 | $\mathbf{4 8}$ | 44 | 24 | 16 |
| Inadequate community or parent support | 3 | 4 | 11 | 21 | 30 | 40 | $\mathbf{5 8}$ | 37 | 31 | 22 |
| Inadequate housing options in the area | 14 | 28 | $\mathbf{5 0}$ | 46 | 32 | 26 | 10 | 16 | 13 | 23 |

Superintendent Survey Question: Rank the teacher RETENTION issues facing your district, where 1 is the MOST SIGNIFICANT ISSUE and 11 is the LEAST SIGNIFICANT ISSUE.

| Issues | $\mathbf{1}$ | $\mathbf{2}$ | $\mathbf{3}$ | $\mathbf{4}$ | $\mathbf{5}$ | $\mathbf{6}$ | $\mathbf{7}$ | $\mathbf{8}$ | $\mathbf{9}$ | $\mathbf{1 0}$ | $\mathbf{1 1}$ |
| :--- | ---: | ---: | ---: | :--- | :--- | :--- | :--- | ---: | ---: | ---: | ---: |
| Difficulty in offering competitive salaries | $\mathbf{1 3 8}$ | $\mathbf{3 7}$ | 19 | $\mathbf{1 5}$ | 13 | 6 | 7 | 5 | 10 | 2 | 6 |
| Cost of health insurance | 11 | $\mathbf{5 5}$ | 39 | 38 | 29 | 21 | 8 | 17 | 10 | 19 | 11 |
| Retirement benefits | 0 | 3 | 21 | 14 | 25 | 26 | 34 | 25 | 30 | 39 | $\mathbf{4 0}$ |
| Location of district or individual school | 19 | 29 | 37 | 26 | $\mathbf{3 1}$ | 25 | 29 | 21 | 16 | 15 | 9 |
| School/district reputation or school <br> accountability label | 2 | 8 | 13 | 13 | 19 | 19 | 23 | 26 | 39 | $\mathbf{5 0}$ | 45 |
| School or district-level leadership | 2 | 2 | 2 | 12 | 7 | 23 | 26 | 39 | 42 | $\mathbf{5 5}$ | 47 |
| High demand for teachers with certain <br> credentials | 45 | $\mathbf{5 9}$ | 44 | 22 | 28 | 16 | 19 | 9 | 11 | 4 | 1 |
| Student population | 4 | 10 | 16 | 19 | 24 | 31 | 41 | $\mathbf{4 3}$ | 32 | 18 | 19 |
| Inadequate community or parent support | 3 | 1 | 10 | 16 | 24 | $\mathbf{4 5}$ | 35 | 37 | 40 | 20 | 26 |
| Inadequate housing options in the area | 12 | 24 | 28 | $\mathbf{3 4}$ | 31 | 27 | 17 | 20 | 14 | 23 | 27 |
| Teachers leaving the profession | 22 | 30 | 29 | $\mathbf{4 9}$ | 26 | 18 | 18 | 15 | 13 | 12 | 26 |

The top factor cited by superintendents as barriers to both teacher recruitment and retention was difficulty in offering competitive salaries. Other significant barriers to recruitment were scarcity of appropriately licensed teachers, the cost of health insurance, and the location of the district or school. Barriers to retention also included high demand for teachers with certain credentials and cost of health insurance.
Retirement benefits was the only issue that no district ranked as the most significant issue or barrier for either retention or recruitment.
In the 2016 Adequacy Study, as in 2018, the top factor cited by superintendents as barriers to both teacher recruitment and retention was difficulty in offering competitive salaries. The next three highest factors for recruitment were the same in 2016 as in 2018 (scarcity of appropriately licensed teachers, cost of health insurance, and location of the district or school).
In the 2016 survey, superintendents included as significant barriers to retention teachers leaving for bigger districts and the high demand for teachers with certain credentials. However, in 2018, the retention issues that ranked highest after difficulty in offering competitive salaries were the cost of health insurance and high demand for teachers with certain credentials, followed by inadequate housing options and teachers leaving the profession. Inadequate housing options was added as a response to the question in the 2018 Adequacy Study, due to a number of principals mentioning this issue in previous site visits.
In addition to the two questions above, the district survey included a place for superintendents to leave comments. Twelve superintendents' comments addressed teacher recruitment and retention. The most frequently mentioned item in the comments was teacher salary; six of the twelve comments mentioned salary. Below are representative comments:
"My district has a lot of turnover each year because of our salaries and it is very expensive to provide a young teacher with the training they need to be successful."
"The huge disparity between the salaries in other parts of the state compared to this part of the state makes the market in other areas so significantly more appealing it is hard [for teachers] to say no."

## Regional Variation in Teacher Recruitment and Retention Survey Responses

The following maps illustrate the regional variation in the results of the above questions. Because the BLR assured districts that individual responses would not be revealed, the BLR opted to show the responses by educational service cooperative.
Districts were divided into the 15 educational service cooperatives. Then the districts' rankings were averaged. For example, if two districts in a cooperative indicated that difficulty in offering competitive salaries was the most significant barrier (1), and two districts indicated that it was the third most significant barrier (3), the average ranking of the salary issue for the cooperative would be a 2. The same analysis was done for each issue and for each cooperative and shown on the attached maps. Lower values indicate higher significance as a barrier.

## Teacher Recruitment Barriers



## Teacher Retention Barriers



Retention
$1.00-2.00$
$\square 2.01-4.00$
$4.01-6.00$
$\square$
$6.01-8.00$
$\square$
$\square$

$\square 6.19-8.00$
8.01-10.00

## PRINCIPAL INTERVIEWS DURING SITE VISITS

BLR's school visits and principal interviews began October 23, 2017, with the final visits on January 11, 2018. The BLR visited a total of 73 schools and interviewed the principals of those schools. Some schools invited other staff members to the interviews, and some included their superintendents in the conversation.
The questions asked in the site visits did not directly address teacher recruitment and retention. However, the site visits included a question asking if the principals had anything else they would like the General Assembly to know. As with the superintendent survey, the principals frequently mentioned teacher salary as an issue of concern. Eighteen principals' comments mentioned a teacher recruitment or retention issue. Below are representative comments, as recorded by the BLR interviewers' notes:

Pay my teachers more. Lower health insurance. Those are the two big things. Overall, teachers are underpaid and insurance is extremely high.
Also need to advocate for more teachers -- retaining teachers is a big issue. When they can go from one district to another with less stress /same or more pay.
Close teacher salary gap: hard to keep good teachers that meet state certification requirements since nearby bigger schools can offer them more money where they will likely teach less.

## TEACHER SURVEY

For the BLR's online teacher survey, only certified teachers in the 73 randomly selected schools were invited to respond. Each selected school's principal was asked to provide the name of a teacher or staff member who would distribute the teacher survey instructions to his/her colleagues. Generally only certified teachers assigned to teach a class were invited to complete the survey (i.e., not administrators), but the survey pool also included guidance counselors, English as a second language teachers, alternative education teachers, library/media specialists and instructional facilitators, regardless of whether they were assigned to teach a class. Teachers accessed the survey online using an individual code distributed to them by the teacher representative assigned by the principal. A total of 2,875 surveys were distributed, and 1,199 teachers responded by February 15, 2018, for a response rate of nearly $42 \%$.
The following questions were included, among others, on this survey. The following tables and charts summarize these teachers' responses about questions related to teacher recruitment, retention, and working conditions.
Teacher Survey Question: What were the primary reasons you chose to teach at your current school? Select as many as apply.

|  | \# of <br> Respondents | $\%$ of <br> Respondents |
| :--- | :---: | :---: |
| Location | 691 | $57.6 \%$ |
| Proximity to Family | 436 | $36.4 \%$ |
| School's Rating or Reputation | 334 | $27.9 \%$ |
| Salary | 252 | $21.0 \%$ |
| School Leadership | 239 | $19.9 \%$ |
| Student Population | 221 | $18.4 \%$ |
| Other | 154 | $12.8 \%$ |
| Spouse's Occupation | 125 | $10.4 \%$ |
| Benefits | 123 | $10.3 \%$ |
| Workload | 43 | $3.5 \%$ |

The majority of teachers ( $57.6 \%$ ) responding to the survey cited location as the number one reason they chose to teach at their current school, followed by proximity to family (36.4\%). A little more than a quarter of teachers said their school's rating or reputation ( $27.9 \%$ ) also played a role in their decisions; around one-fifth of teachers said salary (21.0\%) also played a role in their decisions.

Those same four responses were the highest-rated responses in the 2016 teacher survey. However, the percentage of teachers listing location as the number one reason they chose to teach at their current school was much higher in 2016 ( $72.2 \%$ as opposed to $57.6 \%$ ). This difference may be related to the location of schools randomly selected to participate in the teacher survey.
Furthermore, as in 2016, the second highest-rated reason was proximity to family. However, as with location, the percentage of teachers responding that proximity to family was the primary reason they chose to teach at their current school was lower in 2018 than in 2016, with only $36.4 \%$ of teachers choosing proximity to family in 2018, as opposed to $42.7 \%$ in 2016.
The percentage of teachers choosing the school's rating or reputation as a primary reason for teaching at their school increased from 2016 ( $25.1 \%$ ) to 2018 (27.9\%). The percentage of teachers citing salary as the primary reason for teaching at their school was about the same in 2018 (21.0\%) as 2016 (22.3\%).
With the possible responses listed in order from highest percentage of teachers choosing each option to the lowest percentage, the 2016 and 2018 lists have the same order, with the exception of student population and other. In 2016, the percentage of teachers choosing student population was $13.6 \%$, and the percentage of teachers choosing other was $18.1 \%$. They switched order in 2018, but still fell between school leadership and spouse's occupation.
Teacher Survey Question: Under what conditions, if any, would you be willing to relocate to teach at a school in a high-poverty or remote rural community? Select as many as apply.

| Responses | \# Teachers | $\%$ |
| :--- | ---: | ---: |
| Already working in high-poverty or remote rural community | 510 | $42.5 \%$ |
| Higher salary | 420 | $35.0 \%$ |
| None | 291 | $24.3 \%$ |
| Better benefits | 219 | $18.3 \%$ |
| Moving to a community nearer family or friends | 195 | $16.3 \%$ |
| School leadership | 195 | $16.3 \%$ |
| Other | 60 | $5.0 \%$ |

Nearly $43 \%$ responded that they already do work in a high-poverty or remote rural community. Around one-third of teachers ( $35.0 \%$ ) stated that they would be willing to relocate to a highpoverty or rural community for a higher salary. Around a quarter of teachers (24.3\%) indicated they would not be willing to relocate to teach at a school in a high-poverty or remote rural community. Almost one-fifth of teachers indicated that they would be willing to relocate for better benefits.
In the 2016 teacher survey, more than half of teachers ( $52.9 \%$ ) responded that they would be willing to relocate to a high-poverty or rural community for a higher salary, and around one-third (30.3\%) indicated they would relocate to those areas for better benefits. Another third (31.7\%) chose "none", indicating that they would not be willing to relocate.
The option for teachers already working in a high-poverty or remote rural location was added for the 2018 survey based on responses from the 2016 survey. In the 2016 survey, $7.7 \%$ of the respondents answered "other" and many of those respondents indicated that they already worked in a high-poverty or remote rural community. The same reasoning may have been true for many teachers who selected "none" in the 2016 survey. This difference in the options may explain some of the difference in the percentages of teachers willing to relocate for a higher salary ( $35.0 \%$ in 2018 versus $52.9 \%$ in 2016) and better benefits ( $18.3 \%$ in 2018 versus $30.3 \%$ in 2016).

Teachers who chose "other" were provided space to leave a comment. Of the 60 teachers who provided comments, five stated that the teacher already taught in a high-poverty or remote rural school. Thirteen teachers indicated they would be willing to relocate for a different position, especially a move into administration. Six teachers mentioned student loan forgiveness. Other answers included that the teachers enjoyed teaching in their current school and did not want to move, and that the respondents would be willing to relocate for a spouse's job.
Teacher Survey Question: Are you currently considering transferring to another school or district?

| Responses | \# Teachers | $\%$ |
| :--- | ---: | ---: |
| Yes | 243 | $20.3 \%$ |
| No | 945 | $78.8 \%$ |
| No answer (blank) | 11 | $0.9 \%$ |

Teacher Survey Question: If you answered "Yes" above, why? Please select the primary reasons.

| Responses | \# Teachers | $\%$ |
| :--- | ---: | ---: |
| Higher pay | 115 | $47.9 \%$ |
| Stress/workload | 100 | $41.7 \%$ |
| Location | 85 | $35.4 \%$ |
| Leadership | 71 | $29.6 \%$ |
| Student discipline | 62 | $25.8 \%$ |
| Personal reason <br> (spouse's job change, aging/ill parent, etc.) | 55 | $22.9 \%$ |
| Different position | 55 | $22.9 \%$ |
| Paperwork and bureaucratic issues | 52 | $21.7 \%$ |
| Other | 17 | $7.1 \%$ |
| Student population | 16 | $6.7 \%$ |
| Health insurance benefits | 12 | $5.0 \%$ |
| School's parent involvement | 10 | $4.2 \%$ |
| Planned downsizing at current school | 2 | $0.8 \%$ |

Of the 1,199 teachers who responded to BLR's survey, 243 (20.3\%) said they were currently considering transferring to another school. Of these respondents, 240 teachers (98.8\%) answered the follow-up question, "If you answered 'Yes' above, why?"

The most frequently cited reason for considering transferring to another school was higher pay; almost half of the teachers responding (47.9\%) cited higher pay as one of their reasons. Around $40 \%$ listed stress and workload as a reason for considering transferring to another school, and more than a third of teachers responding (35.4\%) listed location.

Seventeen teachers answered "other". Their reasons included professional growth opportunities, grade inflation, considering virtual teaching, and a lack of interesting activities in the community.
Teacher Survey Question: Are you currently considering quitting the teaching profession?

| Responses | \# Teachers | $\%$ |
| :--- | ---: | ---: |
| Yes | 308 | $25.7 \%$ |
| No | 877 | $73.1 \%$ |
| No answer (blank) | 14 | $1.1 \%$ |

Teacher Survey Question: If you answered "Yes" above, why? Select the primary reasons.

| Responses | $\#$ <br> Teachers | $\%$ |
| :--- | ---: | ---: |
| Stress/workload | 198 | $65.1 \%$ |
| Paperwork and bureaucratic issues | 165 | $54.3 \%$ |
| Lack of respect for the profession | 132 | $43.4 \%$ |
| Salary | 124 | $40.1 \%$ |
| Lack of student accountability | 121 | $39.8 \%$ |
| Student discipline | 102 | $33.5 \%$ |
| Health insurance benefits | 65 | $21.4 \%$ |
| Standardized testing | 63 | $20.7 \%$ |
| Retirement | 62 | $20.4 \%$ |
| Teacher Excellence and Support System | 53 | $17.4 \%$ |
| Leadership | 52 | $17.1 \%$ |
| Lack of parent involvement | 38 | $12.5 \%$ |
| Personal reasons (spouse's job change, aging/ill parent, etc.) | 33 | $10.9 \%$ |
| Lack of career opportunities | 26 | $8.6 \%$ |
| Personal skills and abilities are better suited to another profession | 19 | $6.3 \%$ |
| Other | 8 | $2.6 \%$ |

Of the 1,199 teachers who responded to BLR's survey, 308 (25.7\%) said they were currently considering quitting the teaching profession. Of these respondents, 304 teachers ( $98.7 \%$ ) answered the follow-up question, "If you answered 'Yes' above, why?"

Around two-thirds (65.1\%) of teachers currently considering quitting the teaching profession chose stress and workload as one of the primary reasons. More than half ( $54.3 \%$ ) chose paperwork and bureaucratic issues. The third most cited reason was lack of respect for the profession, with $43.4 \%$ of responding teachers citing lack of respect as a primary reason for considering quitting the profession.

Eight teachers answered "other". Their reasons included considering retirement, salary and cost of health insurance, workload, and inability to obtain necessary support for students.

Under § 6-17-114, public school districts in Arkansas must provide all classroom teachers with at least 200 minutes each week to schedule time for conferences, instructional planning, and preparation. This time shall be in increments of no less than 40 minutes during the school day, unless a teacher submits a written request to be allowed to have his or her planning time scheduled at some time other than during the student instructional day. BLR's teacher survey included two questions related to the requirements of this statute.

Teacher Survey Question: Do you receive at least 200 minutes per week to schedule conferences and instructional planning?

| Responses | $\#$ <br> Teachers | $\%$ <br> Yes, every week$r 77$ |
| :--- | ---: | ---: |
| Most weeks | $64.8 \%$ |  |
| Some weeks | 64 | $20.3 \%$ |
| Rarely | 31 | $5.3 \%$ |
| No, never | 24 | $2.6 \%$ |
| Not applicable to my position | 43 | $3.0 \%$ |
| No answer (blank) | 17 | $1.4 \%$ |

Teacher Survey Question: Are the 200 minutes provided in increments of at least 40 minutes during the instructional day?

| Responses | \# Teachers | $\%$ |
| :--- | ---: | ---: |
| Yes, every week | 892 | $74.4 \%$ |
| Most weeks | 165 | $13.8 \%$ |
| Some weeks | 43 | $3.6 \%$ |
| Rarely | 19 | $1.6 \%$ |
| No, never | 23 | $1.9 \%$ |
| Not applicable to my position | 48 | $4.0 \%$ |
| No answer (blank) | 9 | $0.7 \%$ |

Overall, most teachers (85.1\%) responded that their schools were providing the minimum planning time required under statute all or most weeks. However, approximately $7.9 \%$ of teachers responded that they did not receive the mandatory 200 minutes per week for the above duties on a regular basis, and 2 percent of teachers did not receive planning time at all. A similar percentage ( $1.9 \%$ ) said that they never received at least 40 minutes per day for the above duties, and approximately 5.2 percent of teachers said that they only received the 40minute daily minimum rarely or in some weeks.
Teacher Survey Question: Please indicate your satisfaction with your teacher preparation and current position. Remember, your name and position will NOT be identified, nor will your responses be shared, except in aggregated data.
The question asked teachers to rate their satisfaction of the following items:

- Parent involvement
- Amount of planning time
- Support from school administration
- Teamwork among teachers
- State-mandated mentoring they received
- Teaching internship
- Graduate courses in major content area
- Graduate courses in education
- Undergraduate courses in major content area
- Undergraduate courses in education

The following chart provides the percentage breakdown of respondents' answers, excluding those who responded that the item did not apply to them (e.g., graduate courses for those who have not taken a graduate course).


The category with the highest percentage of teachers stating that they were "very satisfied" was graduate courses in their major content area, with $38 \%$ of teachers choosing "very satisfied". Respondents were also very satisfied with teamwork among their colleagues, their teaching internship, and their graduate courses in education generally.
The categories with highest percentages of teachers stating they were "very dissatisfied" was the parent involvement in their schools, the state-mandated mentoring they received and the amount time they had to plan instruction.
The teacher survey included a place for teachers to leave comments. The comments listed below provide sentiments representative of those related to issues addressed in this report:
"Other state employees also have MUCH better health insurance than teachers."
"Our health insurance is also a HUGE problem! I teach in a rural community. We do not have a lot of options in terms of professions. There are wonderful teachers who are leaving because of the cost of our health insurance! We could really use more incentives to keep new current teachers. It is getting hard to retain great teachers!"
"Teachers need to be paid enough that we do not need to take on second jobs just to keep our families' bills paid."
"I think we should make more money. We work hard, come in early, stay late, and take things home to work on. We get paid very little for the amount of work we put in. Many of us spend most of our summers either in Professional Development or working in our rooms without pay. There is also a big discrepancy between administrators and teachers pay. Many teachers have to work an additional job just to make ends meet."
"Improvements in teacher salaries, and benefits will also attract and help with retaining quality educators. Student loan forgiveness, and more scholarships for education majors, are also a great way to attract young people to education."
"If AR does not revised the insurance issue for teachers there will be teachers but there will be a lack of GOOD QUALIFIED and caring teachers in the state."
"I feel that I am not provided the opportunity to grow academically as a teacher. The professional development I receive from my district most often does not apply to what I do. I am not allowed to attend conferences in state or out of state. If I pay for the in or out of state professional development, I have to take a personal day to attend. Education is constantly changing and I feel that I need to keep up with the research so that I can provide research based teaching."

## HEALTH INSURANCE

As noted in the survey responses above, health insurance has been cited by superintendents as an increasingly significant barrier in districts' efforts to recruit and retain teachers. This section of the report provides information about the changes in the state's health insurance plan and its impact on districts and teachers over time.

The Public School Employee Health Insurance Plan has long been funded by three sources:

- A premium payment the employee pays each month
- A monthly contribution paid by each district for each employee participating in the health insurance plan
- Annual lump sum payments the Department of Education pays EBD from funding appropriated for that purpose.
For many years, the plan was supported only through district payments and employee premiums. In 2005, in the midst of the Lake View lawsuit, the General Assembly addressed financial problems with the state Public School Employee Health Insurance Plan, which was said to be "on the brink of collapse". ${ }^{2}$ To resuscitate the program, the General Assembly directed $\$ 35$ million in new funding to the Employee Benefits Division to subsidize the cost of public school employees' health insurance. While the Special Masters reviewing the Lake View case for the Supreme Court noted that the increase in funding for insurance was "undoubtedly a good thing", they minimized its importance as a part of an adequate education. They wrote that "its effect upon education is indirect at best and does not excuse the failure to fund educational resources adequately."3

Still, the General Assembly increased the annual direct state payments by $\$ 15$ million beginning in FY2010. Despite the funding increases, by 2012, the premiums charged to employees had become unaffordable for many public school employees, and the General Assembly began making significant changes.

Act 517 of 2013 increased the minimum amount districts were required to pay for their employees. For many years, school districts paid EBD a statutorily established minimum of $\$ 131$ per month for each participating employee, but Act 517 increased the minimum monthly district contribution to $\$ 150$ beginning Jan. 1, 2014. Subsequent legislation required the minimum district contribution to increase annually thereafter. The General Assembly also appropriated a total of $\$ 10$ million in General Improvement Funds for teacher health insurance benefits, and $\$ 8$ million in funding was provided to replenish the Public School Employee Health Insurance Catastrophic Reserves, which had become depleted. According to EBD at the time, this $\$ 8$ million also helped avoid 2013 mid-year rate increases.
Despite the new funding and district contribution rate, the Public School Employees' Health Insurance Plan announced significant rate increases for the 2014 plan year. The board announced that the employees' share of most plan premiums was to increase by about 50\% over 2013 rates. In October 2013, Gov. Beebe called a special session to address the issue. The General Assembly passed four measures to generate $\$ 43$ million for 2013-14 in one-time funding and $\$ 26.4$ million for 2014-15 in new, ongoing funding for the Public School Employees Health Insurance Plan.

Then in the $2^{\text {nd }}$ Extraordinary Session of 2014, the General Assembly passed Act 7, which required public school employees to work an average of at least 30 hours per week to be eligible to participate in the state's health insurance plan. While this change meant that part-time employees would be ineligible for the state health insurance benefits, this ineligibility meant they

[^1]could qualify for insurance and possibly premium subsidies that were newly available through the Affordable Care Act. Additionally, Act 6 of that same extraordinary session made spouses of public school employees ineligible for insurance through the state's public school employees plan, if they have access to their own employer-sponsored health insurance. Act 6 also prohibited the State and Public School Life and Health Insurance Board from adopting any plans that do not include a deductible. A deductible is an upfront annual charge employees must pay before the plan begins paying for most services. Finally, in May 2014, the State and Public School Life and Health Insurance Board approved a new policy to offer enrollees a $\$ 75$ per month discount if they visit a doctor annually for a wellness check-up.
The following table indicates that these efforts and other plan changes helped decrease the premiums paid by public school employees, although the premiums remain well above those paid by state employees participating in the state employee plan, which is also administered by EBD. ${ }^{4}$ The base monthly premium below is the total monthly cost of each plan. The total monthly employee cost is what the employee paid after state and local contributions were applied. The employee share is based on the monthly cost in districts that paid the minimum contribution. Employee premiums were lower in districts offering more generous contributions.

|  | Base Monthly <br> Premium | Total Monthly <br> Employee Cost | Base Monthly <br> Premium |  |
| :--- | :---: | :---: | :---: | :---: |
| Silver Employee Only | Total Monthly <br> Employee Cost |  |  |  |
| $2012^{*}$ | $\$ 401.62$ | $\$ 157.56$ | $\$ 157.56$ | $\$ 1,105.20$ |

*In 2014 and earlier, plans were categorized as Bronze, Silver and Gold. The rates listed above are for the Silver plan. There also was no option for wellness visit discount.

The following table provides the funding ADE paid directly to EBD for the public school Employee Health Insurance program. These figures include funding for employees in other educational organizations beyond the school districts and charter schools, including the education service cooperatives and secondary area vocational centers. The state funding paid directly to EBD for public school employees' health insurance increased by about 142\% between 2008 and 2017.

| Fiscal Year | Total ADE Payments to EBD |
| :---: | :---: |
| 2008 | $\$ 38,141,436$ |
| 2009 | $\$ 38,145,368$ |
| 2010 | $\$ 53,445,881$ |
| 2011 | $\$ 53,445,553$ |
| 2012 | $\$ 53,400,152$ |
| 2013 | $\$ 53,504,008$ |
| 2014 | $\$ 96,657,764$ |
| 2015 | $\$ 89,938,675$ |
| 2016 | $\$ 91,794,218$ |
| 2017 | $\$ 92,127,882$ |

Data Source: AASIS

[^2]Districts' expenditures also have increased in recent years, although not nearly as dramatically as the direct funding to EBD. Districts and charter school health insurance expenditures increased from about $\$ 93$ million in FY2013 to nearly $\$ 101$ million in FY17, according to expenditure data districts recorded in APSCN. District expenditures for the health insurance contributions for certified employees increased about $13 \%$ in that timeframe, while the contributions for classified employees has been decreasing slightly since 2014. This decrease may be related to the legislation making employees who work fewer than 30 hours each week ineligible for the state health insurance plan.


Data Source: APSCN
While state statute requires districts and charter schools to pay a minimum monthly amount for each employee participating in the health plan, districts and charter schools are free to pay more than the statutory minimum. Districts and charter schools appear to be increasingly paying more than the required minimum amount.

| Calendar <br> Year | Districts/Charters <br> Paying the Minimum <br> Contribution Only | Districts/Charters <br> Paying More Than <br> the Minimum | Total Insured <br> Employees By <br> Districts/Charters | Range |
| :---: | :---: | :---: | :---: | :---: |
| 2014 | 180 | 75 | 45,165 | $\$ 150-\$ 417$ |
| 2015 | 187 | 68 | 43,689 | $\$ 153-\$ 416.66$ |
| 2016 | 158 | 99 | 43,665 | $\$ 154.48-\$ 418.14$ |
| 2017 | 123 | 134 | 44,199 | $\$ 155.93-\$ 416.66$ |

Data Source: Employee Benefits Division. Data above do not include insured employees of education service cooperatives, vocational centers, or the Arkansas School for the Deaf/Blind.
The following chart shows the variation in contribution levels provided by school districts and charter schools in 2016-17. The vast majority of districts and charter schools participating in the plan ( $86 \%$ ) contributed $\$ 175$ per month or less.


Data Source: EBD
The average percentage of school district and charter school employees participating in the health insurance plan has remained fairly stable at $70 \%-71 \%$ over the last few years. Prior to 2015, a large number of districts and charter schools did not report in APSCN the number of insured eligible employees or the number of employees participating in the insurance plan, therefore those years are not included in the table below. However, among those districts that did report their insurance participation, the rate was about 70\% in 2013 and 2014.

|  | Participation Rate Among <br> Insurance Eligible Employees |
| :---: | :---: |
| 2015 | $70.3 \%$ |
| 2016 | $71.5 \%$ |
| 2017 | $70.1 \%$ |

Data Source: APSCN; The data above do not include participation rates of education service cooperatives or other entities that participate in the Public School Employees Health Plan.

One question to examine is whether districts use their health insurance contributions to balance or boost their teacher salaries. In other words, do districts with higher salaries also have higher contribution levels? Or do districts that pay lower salaries attempt to make up for lower compensation with more generous benefits? The following table finds no significant relationship between the starting salaries in school districts (not including open enrollment charter schools) and the size of the contribution that each district makes towards its staff's health insurance.

| 2016-17 District Minimum <br> Salary Quartiles | 2016-17 Average Monthly <br> District Contribution |
| :---: | :---: |
| Quartile 1: $\$ 31,000-\$ 31,611$ | $\$ 158.04$ |
| Quartile 2: $\$ 31,620-\$ 32,820$ | $\$ 164.29$ |
| Quartile 3: $\$ 32,900-\$ 36,000$ | $\$ 170.68$ |
| Quartile 4: $\$ 36,067-\$ 47,016$ | $\$ 167.03$ |

Data Source: Arkansas Department of Education, Teacher Salary Schedule Analysis, http://www.arkansased.gov/public/userfiles/Fiscal and Admin Services /Publication\%20and\%20reports/Salary\%20Reports/Teacher Salary Sc hedule Analysis 20162017 revised 320 17.pdf and Howlett, C., Employee Benefits Division, Minimum Contributions by District, June 18, 2018 email.

## PROGRAMS TO ADDRESS RECRUITMENT AND RETENTION

In response to teacher shortages in certain subjects or geographic regions of the state, Arkansas policymakers have enacted a number of teacher recruitment and retention initiatives over the years. The following chart summarizes state expenditures for the major programs in state statute in FY 2017. While some funding goes directly to individual teachers, other funding is distributed to programs that support them. Additional details are provided about each program in the following sections of this report.

EXPENDITURES ON TEACHER RECRUITMENT AND RETENTION PROGRAMS, FY 2017

|  | Districts | Charters | $\begin{gathered} \text { Education } \\ \text { Co-ops } \end{gathered}$ | Higher Ed institutions | Other Orgs | Individuals | TOTAL | \# Teachers Benefiting |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| STATE EXPENDITURES |  |  |  |  |  |  |  |  |
| High-Priority District Teacher Recruitment and Retention | \$2,099,997 | \$0 | \$0 | \$0 | \$0 | \$0 | \$2,099,997 | 909 |
| National Board of Professional Teaching Standards | \$119,736 | \$0 | \$17,943 | \$20,647 | \$76,900 | \$12,050,008 | \$12,285,234 | 2,410 (bonuses only) |
| Teacher Opportunity Program (TOP) |  |  |  |  |  | \$1,499,851 | \$1,499,851 | 1,014 |
| State Teacher Education Program (STEP) |  |  |  |  |  | \$1,319,259 | \$1,319,259 | 426 |
| AR Geographical Critical Needs Minority Teacher Scholarship Program |  |  |  |  |  | \$86,625 | \$86,625 | 59 |
| Non-Traditional Licensure Grants | \$0 | \$0 | \$0 | \$0 | \$0 | \$22,000 | \$22,000 | 44 |

Data Sources: Arkansas Legislative Audit, Department of Education Grants for the Year Ended June 30, 2017 and Arkansas Department of Higher Education, Financial Aid Report, Fiscal Year 2016-17

## SALARY AND OTHER FINANCIAL INCENTIVES

## High-Priority District Incentive Bonus

Originally enacted in 2003, Arkansas's high-priority district incentive program provides grants to districts to pay for teacher bonuses. These bonuses were specifically mentioned by the Special Masters and the Supreme Court in the Lake View case as one of the measures taken to bring the teacher salary issue into constitutional compliance. ${ }^{5}$ Districts are eligible for the funding if they:

- Have at least $80 \%$ of students qualifying for free or reduced price lunch and
- A total of 1,000 or fewer students.

Classroom teachers (including guidance counselors and librarians) working the full school year in the eligible districts receive bonuses. The bonuses are provided in the following amounts:

- A one-time signing bonus of $\$ 5,000$ to newly hired teachers for the first full year of teaching in a high priority district
- $\$ 4,000$ for teachers in their second and third years of teaching in the same high priority district
- $\$ 3,000$ for teachers in who are 1.) teaching a fourth or subsequent year in the same high-priority district; 2.) taught in one high-priority district but begins employment in another high-priority district; or 3.) are teaching in a high-priority district but do not meet the previous requirements.
If the funding provided by the General Assembly is not enough to pay eligible teachers these bonus amounts, ADE calculates the three bonus rates on a pro rata basis.

| Bonus/ <br> Scholarship/ <br> Loan Forgiveness | Who's Eligible? | Geographic or Subject Matter <br> Component | Amount |
| :---: | :---: | :--- | :---: |
| Bonus | Teacher teaching in <br> high priority <br> districts | Geographic: Districts with: <br> - At least $80 \%$ o students <br> qualifying for free or reduced <br> price lunch and <br> a total of 1,000 or fewer students | $\$ 5,000$ annually, or pro <br> rata amount if need <br> exceeds available <br> funding |

Funding was first appropriated for high priority district bonuses for the 2004-05 school year at the $\$ 2.1$ million level. The funding has been appropriated through 2018-19 at the same $\$ 2.1$ million level. Based on the number of districts qualifying for the funding and the number of eligible teachers in those districts, the funding level has not been sufficient, at least in recent years, to pay the bonus amounts envisioned in the statute. Instead, a pro rata amount has been calculated each year. The payment amounts are provided in the table below.
$\left.\begin{array}{|c|c|c|c|c|c|c|c|}\hline \text { Year of Teaching } \\ \text { in High Priority } \\ \text { District }\end{array} \begin{array}{c}\text { Bonus } \\ \text { Specified } \\ \text { in Statute }\end{array}\right)$

[^3]Because not all districts identify high priority bonus payments in APSCN using the specified coding, the BLR asked ADE to provide the following teacher counts. According to ADE's counts, teachers in their first year of receiving the bonus account for about $14 \%-19 \%$ of the bonus recipients.

|  | $\mathbf{2 0 1 2 - 1 3}$ | $\mathbf{2 0 1 3 - 1 4}$ | $\mathbf{2 0 1 4 - 1 5}$ | $\mathbf{2 0 1 5 - 1 6}$ | $\mathbf{2 0 1 6 - 1 7}$ | $\mathbf{2 0 1 7 - 1 8}$ |
| :--- | :---: | :---: | :---: | :---: | :---: | :---: |
| Total Teachers | 889 | 701 | 640 | 772 | 909 | 739 |

Source: Griffin, M., Arkansas Department of Education, July 6, 2018, email
The following 28 districts received this funding in at least one year between 2013 and 2017. For most, the funding is not consistent. Districts become ineligible for the funding if they drop below $80 \%$ free or reduced price lunch students or rise above 1,000 average daily membership. Only 11 of the 28 districts received the funding every year. (Three districts were consolidated with other districts during that time period.) Without consistency-if districts can't count on receiving the funding each year-the bonuses' power as a recruitment and retention tool diminishes.

|  | 2013 | 2014 | 2015 | 2016 | 2017 |
| :---: | :---: | :---: | :---: | :---: | :---: |
| Augusta | \$86,429 | \$107,146 | \$114,893 | \$104,917 | \$89,472 |
| Barton Lexa |  |  |  | \$154,377 | \$131,903 |
| Blevins | \$88,876 | \$116,172 | \$121,586 | \$109,814 | \$92,909 |
| Bradley | \$85,742 | Consolidated |  |  |  |
| Caddo Hills | \$97,734 | \$124,197 |  |  |  |
| Clarendon | \$103,186 | \$150,531 | \$146,177 | \$111,230 | \$99,935 |
| Decatur | \$107,582 | \$130,428 | \$133,643 | \$136,564 |  |
| Dermott | \$84,010 | \$120,217 | \$131,117 | \$95,334 | \$58,813 |
| Earle | \$130,248 | \$134,197 | \$149,973 | \$122,543 | \$90,987 |
| Hermitage |  |  | \$115,220 | \$93,910 |  |
| Hughes | \$80,707 | \$78,226 | \$96,283 | Consolidated |  |
| Izard County Consolidated |  |  |  | \$103,866 | \$85,163 |
| Lafayette County | \$130,831 | \$163,826 | \$157,140 | \$151,120 | \$124,776 |
| Lead Hill |  | \$88,003 |  |  |  |
| Lee County | \$151,975 | \$200,436 | \$173,033 | \$139,002 | \$143,058 |
| Magazine |  |  |  |  | \$85,661 |
| Marked Tree |  |  |  |  | \$99,884 |
| Marvell | \$104,012 | \$125,172 | \$109,230 | \$81,347 | \$87,292 |
| Mineral Springs | \$116,595 | \$117,449 | \$118,259 | \$101,376 | \$90,715 |
| Mountain Pine |  |  |  |  | \$105,082 |
| Norfork | \$102,304 | \$113,120 | \$113,389 | \$105,372 | \$93,371 |
| Ozark Mountain | \$126,901 |  |  |  | \$137,773 |
| Palestine-Wheatley | \$113,650 | \$133,992 | \$155,497 | \$155,752 | \$131,493 |
| Shirley | \$93,325 |  |  | \$92,801 | \$78,090 |
| Stephens | \$66,560 | \$81,733 | Consolidated |  |  |
| Strong-Huttig | \$95,568 | \$115,155 | \$101,526 | \$83,751 | \$78,189 |
| Two Rivers | \$133,762 |  | \$160,359 | \$156,919 | \$132,109 |
| Western Yell |  |  |  |  | \$63,322 |
|  | \$2,099,997 | \$2,100,000 | \$2,097,325 | \$2,099,995 | \$2,099,997 |

Using the teacher recruitment and retention measures developed by ADE, it appears that the high priority districts in 2016-17 have lower workforce stability indexes. That said, there are districts that are not considered high priority districts but have lower workforce stability indexes than those that did qualify as high priority districts.

| Workforce Stability Index | 2017 High Priority Districts | 2017 Non-High Priority Districts |
| :--- | :---: | :---: |
| Range | $76.0-96.5$ | 70.3-99.4 |
| District Average | 86.5 | 89.6 |

## National Board of Professional Teaching Standards Certification

Enacted by Act 1225 of 1997, ADE provides grants to districts to cover the costs associated with obtaining the National Board for Professional Teaching Standards (NBPTS) certification, including a teacher's participation fee and substitute pay for up to three days of the teacher's absence from the classroom while pursuing certification. The funding also pays national board certified teachers (NBCT), once certified, an annual bonus for up to ten years. The following table provides the total bonuses paid to teachers each year since 2013.

|  | Total Teacher <br> Bonuses | Total Teachers <br> Receiving Bonuses |
| :---: | :---: | :---: |
| 2013 | $\$ 10,695,000$ | 2,139 |
| 2014 | $\$ 11,590,000$ | 2,318 |
| 2015 | $\$ 12,365,000$ | 2,473 |
| 2016 | $\$ 12,400,000$ | 2,480 |
| 2017 | $\$ 12,050,000$ | 2,410 |
| 2018 | $\$ 15,205,000$ | 2,514 |

Since 2005, the annual bonus for NBCT teachers has been set at $\$ 5,000$ for the life of the certification. (Prior to 2017, NBPTS provided certificates for 10 years, but in 2017, the NBPTS switched to a five-year certificate.) However, under financial pressure caused by increasing numbers of teachers successfully achieving certification, ADE sought to limit the bonus payments. Act 937 of 2017 changed the annual bonus amount and limited teachers' bonuses to 10 years, but allowed teachers to receive larger bonuses than the $\$ 5,000$ previously awarded if they agreed to work in certain schools. NBCTs who work in high poverty schools within high poverty districts can receive annual bonuses of $\$ 10,000$, while those working in high poverty schools that are not in high poverty districts will receive $\$ 5,000$. NBCTs who are teaching in schools that are not high poverty receive a $\$ 2,500$ bonus. For purposes of this bonus, high poverty schools are those where at least $70 \%$ of the students are eligible for free or reduced price lunch. In 2016-17, 363 of the more than 1,000 schools statewide were considered high poverty schools for the purposes of this program.

In the first year of the new payment structure, 2017-18, 527 teachers actually received the $\$ 10,000$ bonus. Another 1,987 received the NBCT bonus at the $\$ 5,000$ level, and no teachers received a bonus at the $\$ 2,500$ level. ${ }^{6}$ The statute prohibits a person from receiving a bonus at the $\$ 2,500$ level for more than five years, the $\$ 5,000$ level for more than five years, the $\$ 10,000$ level for more than 10 years or any combination of levels for more than 10 years. Because the 2017 legislation provides a provision to grandfather in existing NBCTs (those who have "begun the certification process or has received certification or recertification of the national board before January 1,2018 ") at the $\$ 5,000$ level, it is unclear how any teachers have been eligible for the $\$ 10,000$ bonuses. This practice is permissible under ADE's emergency rules (Emergency rules Governing Eligibility and Financial Incentives For National Board for Professional Teaching Standards, 5.1.4), but it appears to conflict with state law. Under the statute, the $\$ 10,000$ and $\$ 2,500$ bonuses are to be granted only to teachers who "on or after January 1, 2018, began the certification process and received National Board for Professional Teaching Standards certification."

[^4]
## LOAN FORGIVENESS OR SCHOLARSHIP PROGRAMS

## Teacher Opportunity Program

The Arkansas Department of Higher Education's (ADHE) Teacher Opportunity Program (TOP) was created in 2005 to provide tuition reimbursement grants to teachers and administrators. The program provides scholarships for up to six credit hours completed for each academic year. Individuals are eligible for TOP awards if they are a currently licensed teacher or administrator working in Arkansas schools and enrolled in "college-level courses directly related to their employment" (§6-81-604). The statute indicates that the scholarship will be awarded in an amount up to "the cost of his or her student fees, books, and instructional supplies at the public institution of higher education in this state assessing the highest rate of student fees." However, in practice, it appears that ADHE limits individuals' annual awards to $\$ 3,000$. $^{7}$

| Type of Award | Who's Eligible? | Geographic or Subject Matter Component | Award Amount |
| :---: | :---: | :---: | :---: |
| Scholarship (check written to individual as courses completed) | Currently employed teachers going back for additional education-either to obtain teaching credentials or to add licensure in another area | Subject matter priorities: <br> - Science, technology, engineering, or math <br> - Computer science <br> - Literacy or reading <br> - Pre-K <br> - Special education | Up to cost of student fees, books and instructional supplies |

The statute does not specify that recipients be employed in a particular geographic area or that their coursework be aimed at licensure in a subject matter shortage area. However, the statute does prioritize funding based on the subject area in which recipients are pursuing licensure. Act 160 of 2017 specified that the priority for the funding are applicants pursuing licensure in the following areas:

- Science, technology engineering, or math
- Computer science
- Literacy or reading
- Prekindergarten education
- Special education

Prior to 2017, the TOP funding statutes prioritized teachers participating in a program known as the Dual Licensure Incentive Program. Teachers qualified for this program if they were pursuing licensure in a subject area that ADE declared to be a subject shortage area.
ADE identifies subject-matter shortage areas each year and publishes the list in a Commissioner's Memo. In addition to TOP and other state incentive programs, the list of designated academic shortage areas are used for federal programs, including the Stafford Loan Program, the TEACH Grant and Perkins Loans. ADE designates subjects as academic shortage areas based on the number of students currently in educator preparation programs, the number of first-time licenses issued to teachers, the number of classes being taught by long-term substitutes and teachers teaching out of their licensure area, and the number of retiring or potentially retiring teachers in each license areas. ${ }^{8}$ The following table provides the subjects considered shortage areas each year from 2015 to 2018. Of the 17 subjects listed below, just

[^5]three (library media specialist, mathematics, and special education) have been listed in all four years examined.

|  | $\mathbf{2 0 1 5}$ | $\mathbf{2 0 1 6}$ | $\mathbf{2 0 1 7}$ | $\mathbf{2 0 1 8}$ |
| :--- | :---: | :---: | :---: | :---: |
| Business Technology | X |  |  |  |
| Gifted and Talented | X | X |  |  |
| Guidance and Counseling | X |  |  |  |
| Library Media Specialist | X | X | X | X |
| Mathematics | X | X | X | X |
| Middle Childhood Education | X |  |  |  |
| Music | X |  |  | X |
| Secondary Sciences | X |  | X | X |
| Special Education | X | X | X | X |
| Foreign Language |  | X | X | X |
| Drama/Speech |  | X | X | X |
| Family and Consumer Sciences |  | X | X | X |
| Art |  | X | X | X |
| Agriculture Science \& Technology |  |  | X |  |
| Computer Science |  |  | X | X |
| Journalism |  |  |  | X |
| Social Studies |  |  |  | X |

In addition to pursuing licensure in a shortage area, Dual Licensure Incentive Program participants also had be teaching the subject on a licensure waiver at the time of the award. According to ADHE, the Dual Licensure Incentive Program was something the state offered but has not awarded since 2011. ${ }^{9}$ Current staff at ADHE are unsure why the Dual Licensure Incentive Program was ended, but it could be related to a low number of participants and the difficulty of administering the program, particularly when recipients did not fulfill all the requirements. ${ }^{10}$
With the Dual Licensure Incentive Program dormant, the TOP program awarded scholarships without any funding priorities. Dr. Maria Markham, director of the Arkansas Department of Higher Education, testified in a 2017 House Education Committee meeting that the TOP scholarship had been used by many teachers to obtain administrator credentials and leave the classroom. ${ }^{11}$ To address this, Act 160 of 2017 focused the funding on the additional education needed for teachers to stay in the classroom and teach high demand subjects. Act 160 redefined the TOP funding priorities specifying that teachers pursuing licensure in the following topics receive funding before other applicants:

- Science, technology engineering, or math
- Computer science
- Literacy or reading
- Prekindergarten education
- Special education

Because these subjects are specified in statute, the targeted subjects do not change from year to year, and they may not necessarily match the subject area shortages used for federal programs.

The following table provides the total amount spent on TOP awards each year and the number of recipients.

[^6]|  | Appropriation | \# of Recipients | Total Spent | Avg. Award Per Recipient |
| ---: | :---: | :---: | ---: | ---: |
| $2011-12$ | $\$ 2,000,000$ | 655 | $\$ 992,891$ | $\$ 1,516$ |
| $2012-13$ | $\$ 2,000,000$ | 638 | $\$ 1,022,379$ | $\$ 1,602$ |
| $2013-14$ | $\$ 1,500,000$ | 679 | $\$ 1,102,357$ | $\$ 1,624$ |
| $2014-15$ | $\$ 1,500,000$ | 710 | $\$ 1,211,922$ | $\$ 1,707$ |
| $2015-16$ | $\$ 1,500,000$ | 867 | $\$ 1,492,296$ | $\$ 1,721$ |
| $2016-17$ | $\$ 1,500,000$ | 1,014 | $\$ 1,499,851$ | $\$ 1,479$ |

Data Source: Arkansas Department of Higher Education, Financial Aid Report
The Department of Higher Education could not provide annual lists of subject areas in which award recipients were teaching over those years or the school districts in which they were teaching. However, ADHE did provide information on the licensure subjects pursued by the 2016-17 recipients:

| Subject Areas | 2016-17 <br> Recipients | Subject Areas | 2016-17 <br> Recipients |
| :--- | :---: | :--- | :---: |
| Mathematics (7-12) | 82 | Art | 9 |
| Special Education | 72 | Agriculture \& Consumer Science (7-12) | 4 |
| Literacy or Reading | 51 | Prekindergarten education | 2 |
| Library Media | 26 | Computer Science | 4 |
| Physical Science(Chemistry \& Physics) | 26 | French | 1 |
| Family and Consumer Sciences (7-12) | 18 | Special Education - Visually Impaired | 1 |
| Spanish | 14 | Other | 704 |

## State Teacher Education Program

Beginning in 2009, the State Teacher Education Program (STEP) provides yearly federal student loan repayment grants of up to $\$ 3,000$ to teachers who are currently teaching in a subject or geographic shortage area in an Arkansas public school (as defined by ADHE, in consultation with ADE). Teachers must reapply each year and are eligible for grants for up to three years. Minority teachers who teach in these areas are eligible for an additional loan repayment for federal student loans in the amount of $\$ 1,000$ per year. ${ }^{12}$

| Type of Award | Who's Eligible? | Award Amount |
| :---: | :---: | :---: |
| Loan forgiveness | Currently employed teachers teaching in <br> subject area or geographic shortage area | Up to $\$ 3,000$ |

The following table provides the total amount spent on STEP awards each year and the number of recipients.

|  | Appropriation | \# of <br> Recipients | Total Spent | Average Award <br> Per Participant |
| :---: | :---: | :---: | :---: | :---: |
| $2011-12$ | $\$ 5,000,000$ | 431 | $\$ 1,329,924$ | $\$ 3,086$ |
| $2012-13$ | $\$ 5,000,000$ | 462 | $\$ 1,424,464$ | $\$ 3,083$ |
| $2013-14$ | $\$ 4,000,000$ | 351 | $\$ 1,104,509$ | $\$ 3,147$ |
| $2014-15$ | $\$ 4,000,000$ | 475 | $\$ 1,522,552$ | $\$ 3,205$ |
| $2015-16$ | $\$ 2,000,000$ | 344 | $\$ 1,069,754$ | $\$ 3,110$ |
| $2016-17$ | $\$ 2,000,000$ | 426 | $\$ 1,319,259$ | $\$ 3,097$ |

Data Source: Arkansas Department of Higher Education, Financial Aid Report
According to the Department of Higher Education, geographic shortage areas are based on a map provided by the Arkansas Economic Development Commission. The map, developed annually, divides each county into four tiers based on the county's poverty rate, population growth, per capita personal income, and unemployment rate. Districts considered geographic shortage areas are those in Tier 4 counties. The following table provides the Tier 4 counties

[^7]each year beginning in 2012. Like with the high-priority bonus payments, a teacher's district may be considered a geographical shortage area one year, but not the next as the community's economic indicators change. That said, it is unclear how consistently ADHE follows the AEDC maps each year. The list of eligible school districts on ADHE's scholarship website (https://scholarships.adhe.edu/financial-aid-for-teachers/step) do not perfectly reflect the AEDC map used for that year. ${ }^{13}$

| County | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| Ashley |  |  |  |  | X | X |  |
| Bradley | X | X | X | X | X | X | X |
| Chicot | X | X | X | X | X | X | X |
| Clay | X | X | X |  |  | X |  |
| Columbia |  |  |  |  |  | X | X |
| Crittenden | X | X |  |  |  |  |  |
| Dallas |  | X | X | X | X | X | X |
| Desha | X | X | X | X | X | X | X |
| Fulton |  |  |  |  |  |  | X |
| Izard |  |  | X |  | X |  | X |
| Jackson |  |  |  | X | X | X | X |
| Jefferson | X | X | X | X | X | X | X |
| Lafayette | X | X | X | X | X | X | X |
| Lawrence | X | X | X |  |  |  |  |
| Lee | X | X | X | X | X | X | X |
| Lincoln | X | X | X | X | X | X | X |
| Mississippi | X | X | X | X | X | X | X |
| Monroe | X | X | X | X | X | X |  |
| Montgomery |  |  |  | X | X | X | X |
| Nevada | X |  |  |  |  |  |  |
| Newton | X |  | X |  |  | X |  |
| Ouachita |  | X | X | X | X | X | X |
| Phillips | X | X | X | X | X | X | X |
| Poinsett | X |  |  |  |  |  |  |
| Polk |  |  |  |  |  | X | X |
| Randolph |  | X |  | X |  |  |  |
| Searcy | X | X |  | X | X |  | X |
| Sharp | X | X | X | X | X | X |  |
| St. Francis | X | X | X | X | X | X | X |
| Stone |  |  | X | X | X |  |  |
| Woodruff | X | X | X | X | X | X | X |

STEP uses ADE's list of subject shortage areas (mentioned previously in this report for the Dual Licensure Incentive Program) to identify licensure and endorsement areas for which recipients can be awarded funding.

The vast majority of STEP awards have been provided to individuals based on the subject matter for which the recipients pursued licensure, with around $70 \%$ of the awards in the last four years having been based on the teacher's subject matter area. About $9 \%$ to $22 \%$ were based on a teacher's geographic location, and another $10 \%-21 \%$ of the awards were provided to teachers who qualified based on both the subject matter area and geographic location. Between 7\% and $15 \%$ of the total recipients received an additional $\$ 1,000$ based on their minority status. The percentage of recipients who received the additional minority award has decreased since 2014.

[^8]|  | Based on <br> subject <br> matter only | Based on <br> geographic <br> area only | Based on subject <br> matter and <br> geographic area | Number of Recipients <br> Receiving Additional Award <br> for Minority Status |
| :---: | :---: | :---: | :---: | :---: |
| $\mathbf{2 0 1 4}$ | 156 | 82 | 114 | 53 |
| $\mathbf{2 0 1 5}$ | 343 | 42 | 103 | 62 |
| $\mathbf{2 0 1 6}$ | 233 | 78 | 36 | 43 |
| $\mathbf{2 0 1 7}$ | 294 | 75 | 57 | 37 |
| $\mathbf{2 0 1 8}$ | 226 | 51 | 48 | 24 |

The following table provides the number of award recipients for each year in each subject matter. These figures include individuals who received their award on the basis of their subject matter and those awarded based on their subject matter and their geographical location. The subjects with the highest number of recipients were mathematics and special education. Recipients serving as library media specialists and guidance counselors were also frequent awardees.

|  | \# of Recipients |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| Subject | 2014 | 2015 | 2016 | 2017 | 2018 | Total |
| Agriculture \& Consumer Science (7-12) |  |  |  | 5 |  | 5 |
| Algebra 1 Middle School |  | 1 |  |  |  | 1 |
| Art |  |  | 9 | 17 | 8 | 34 |
| Business Technology (4-12) |  | 17 |  |  |  | 17 |
| Computer Science |  |  |  | 7 | 10 | 17 |
| Drama/Speech |  |  | 11 |  |  | 11 |
| Earth Science (7-12) | 1 | 3 |  |  |  | 4 |
| English as a Second Language (ESL) | 11 |  | 3 |  |  | 14 |
| English/Language Arts/Social Studies (4-12) |  | 51 |  |  |  | 51 |
| English/Language Arts/Social Studies (4-8) |  | 2 |  |  |  | 2 |
| Family and Consumer Sciences (7-12) |  |  | 24 | 37 | 30 | 91 |
| Foreign Language - All Areas |  |  | 11 |  |  | 11 |
| French |  |  |  | 1 |  | 1 |
| Gifted \& Talented | 10 | 12 | 19 |  |  | 41 |
| Journalism (7-12) |  |  |  |  | 5 | 5 |
| Library Media | 21 | 28 | 36 | 38 | 23 | 146 |
| Life Science (7-12) | 6 | 4 |  |  |  | 10 |
| Life/Earth Science (7-12) | 19 | 9 |  |  |  | 28 |
| Literacy or Reading |  |  |  | 26 |  | 26 |
| Mathematics (7-12) | 71 | 69 | 80 | 83 | 61 | 364 |
| Mathematics/Science (4-8) |  | 47 |  |  |  | 47 |
| Middle School (4-8) |  | 24 |  |  |  | 24 |
| Music (K-12) |  | 23 |  |  | 14 | 37 |
| Physical Science (7-12) | 3 | 11 |  |  |  | 14 |
| Physical Science(Chemistry \& Physics) |  |  |  | 23 | 26 | 49 |
| Physical/Earth Science (7-12) | 9 | 6 |  |  |  | 15 |
| Prekindergarten Education |  |  |  | 2 |  | 2 |
| School Counselor | 52 | 54 |  |  |  | 106 |
| Science |  |  | 1 |  |  | 1 |
| Science (Secondary) | 15 | 18 |  |  |  | 33 |
| Social Studies (7-12) |  |  |  |  | 26 | 26 |
| Spanish |  |  |  | 12 | 8 | 20 |
| Special Education | 49 | 67 | 74 | 96 | 60 | 346 |
| Special Education-Hearing Impaired | 1 |  |  | 3 |  | 4 |
| Special Education-Visually Impaired | 2 |  | 1 | 1 | 3 | 7 |

## Arkansas Geographical Critical Needs Minority Teacher Scholarship Program

Begun in 2001, ADHE’s Arkansas Geographical Critical Needs Minority Teacher Scholarship Program provides scholarships to attract qualified minority teachers to the Delta and critical teacher shortage areas. The program, which is administered by the University of Arkansas at Pine Bluff, provides scholarships ( $\$ 1,500$ annually) to minority students enrolled in undergraduate teacher education programs who commit to teaching in an area of the state with a shortage of teachers or in the Delta. Recipients may be full-time or part-time students, and students may receive the award for up to four years. Students receiving four years of the scholarship are obligated to teach two years as a licensed teacher, and those who received less than four years of the scholarship must work one school semester for each year of scholarship. Recipients who do not follow through with their teaching obligation must repay all or part of their award.

| Type of Award | Who's Eligible? | Award Amount |
| :---: | :---: | :---: |
| Scholarship | Minority students enrolled in teaching <br> preparation program who commit to teach for <br> two years in a geographical area of the state <br> with a shortage of teachers | $\$ 1,500$ annually <br> (unchanged since <br> 2001) |

The following table provides the total amount spent on Geographical Critical Needs Minority Teacher Scholarship awards each year and the number of recipients.

|  | Appropriation | $\#$ of <br> Recipients | Total Spent | Average Award <br> Per Participant |
| :---: | :---: | :---: | :---: | :---: |
| $2011-12$ | $\$ 200,000$ | 137 | $\$ 106,125$ | $\$ 775$ |
| $2012-13$ | $\$ 200,000$ | 50 | $\$ 36,375$ | $\$ 728$ |
| $2013-14$ | $\$ 150,000$ | 39 | $\$ 42,750$ | $\$ 1,096$ |
| $2014-15$ | $\$ 150,000$ | 35 | $\$ 67,500$ | $\$ 1,929$ |
| $2015-16$ | $\$ 150,000$ | 71 | $\$ 97,875$ | $\$ 1,379$ |
| $2016-17$ | $\$ 150,000$ | 59 | $\$ 86,625$ | $\$ 1,468$ |

Data Source: Arkansas Department of Higher Education, Financial Aid Report
The University of Arkansas at Pine Bluff did not provide information about recipients of this scholarship. State statute also requires the university to provide an annual report to the General Assembly (§ 6-82-1505), but no such report could be found filed with the Bureau of Legislative Research, the House of Representatives or the Senate. Under the statute, the annual report is to include a "complete enumeration" the following:

- Program activities
- Scholarships granted
- Names of persons to whom granted
- Institutions attended by those receiving the scholarships and
- Teaching location of applicants who have received their education and become licensed teachers within this state as a result of the scholarships


## Non-Traditional Licensure Grants

These grants are part of the Arkansas Professional Pathway to Educator Licensure (APPEL) program. The APPEL program allows individuals with at least a bachelor's degree to become certified to teach while employed as a teacher by completing a two-year teaching preparation track. Participants pay a $\$ 1,500$ per year fee (for 2018-19) for the program. As part of that program, ADE offers Non-Traditional Licensure Grants to some participants to help cover these fees and other expenses. Teachers are eligible for the grants if they teach a shortage subject area and/or if they teach in a high-poverty school or district. Most recently grants have been provided at the following rates:

- Critical shortage subject area: \$500
- High-poverty school (70\%+ FRPL): \$250
- High-poverty district (70\%+ FRPL): \$250
- High-poverty charter school (70\%+ FRPL): \$250

The following table provides the total amount spent on Non Traditional Licensure Grants each year and the number of recipients.

| Year | \# of Recipients | Grant Amount | Total |
| :---: | ---: | ---: | :---: |
| 2013 | 55 | $\$ 500$ | $\$ 27,500$ |
| 2014 | 59 | $\$ 500$ | $\$ 29,500$ |
| 2015 | 48 | $\$ 500$ | $\$ 24,000$ |
| 2016 | 22 | $\$ 500$ | $\$ 11,000$ |
| 2017 | 44 | $\$ 500$ | $\$ 22,000$ |
| 2018 | 78 | Range: $\$ 250$ to $\$ 1,000$ | $\$ 45,500$ |

## UNFUNDED FINANCIAL INCENTIVE PROGRAMS

There are a number of other programs in statute that aim to encourage individuals to enter the teaching profession or make it more financially feasible to do so. However, many of these programs have never been funded. The following list describes some of those unfunded programs.

## University Assisted Teacher Recruitment and Retention Grant Program

A.C.A. § 6-81-1301 established this grant program within ADHE in 2001 to attract qualified teachers to the Delta and geographical areas with critical teacher shortages. The program was designed to provide scholarships of $\$ 2,000$ per year to students working toward a Master of Education degree at a program approved by the Arkansas Higher Education Coordinating Board. This program has not been funded since it was enacted in 2001. ${ }^{14}$

## Dual Licensure Incentive Program

Under this program, teachers employed by an Arkansas school district and taking coursework to obtain licensure in an additional subject area declared to be a critical shortage area may receive up to $\$ 3,000$ in reimbursement for tuition, student fees, books and instructional supplies.; However, according to ADHE, no awards have been made for this program since 2011. ${ }^{\text {i }}$

## Moving Expenses in Particular Regions

This statute allows the Department of Higher Education to pay moving expenses for licensed teachers in the Delta and areas of the state with critical shortages of teachers. The program would allow teachers to receive up to $\$ 1,000$ for documented moving expenses.

## Science, Technology, Engineering, and Math Fund

This state law established "supplemental grants" of an unspecified amount for teachers teaching science, technology, engineering, and math (STEM)(§ 6-17-2701). The aim of the grant program was to reduce the loss of STEM teachers, attract STEM teachers back to the classroom and encourage students to enter STEM professions. The statute gives the Arkansas Economic Development Commission (AEDC) the authority to promulgate rules for the program, in collaboration with ADE. According to AEDC, this program has never been funded, and rules have not been promulgated. ${ }^{16}$

[^9]
## Teacher Candidate Loan Forgiveness Program

Act 709 of 2017 created this loan forgiveness program to provide loans of up to $\$ 5,000$ per year (up to a lifetime total of $\$ 10,000$ per individual) for students enrolled in a degree program leading to teacher licensure in a high needs subject area. The program requires recipients to commit to teaching for at least five years in a school or school district located in a geographic area identified by ADE. The critical shortage areas in the legislation were identified as those mentioned in statutory language that was repealed later in the legislative session. Under the program, students' loans would be forgiven at a rate of $20 \%$ per year for each year the student works in the critical need district. This program received no funding or appropriation for 2017-18 or 2018-19.

## Scholarships for Teachers in High-Needs Subject Areas

Act 934 of 2017 created this scholarship program to provide scholarships of up to $\$ 5,000$ per year (up to a lifetime total of $\$ 10,000$ per individual) for students enrolled in an undergraduate degree program leading to teacher licensure. The program requires recipients to commit to teaching in a public school for at least five years in a high needs subject area. Under the program, recipients who do not teach at least five years will be required to repay their scholarship on a pro rata basis for each year they are not employed as a teacher in a high needs subject. This program received no funding or appropriation for 2017-18 or 2018-19.

## CONCLUSION

This report supplements ADE's analyses of the teacher workforce by providing information on several additional issues affecting schools' ability to attract and retain qualified teachers, including health insurance, financial incentives and scholarship programs for teachers. This report also includes a summary of relevant findings from surveys of school superintendents and teachers and from interviews with principals conducted during site visits to a randomly selected sample of schools.

## Survey Responses

In the BLR surveys, most superintendents indicated the top teacher recruitment and retention barrier for their district was difficulty in offering competitive salaries. This appeared to be true even in school districts in the northwest part of the state where teacher salaries tend to be higher than many other parts of the state. Other significant barriers to recruitment were scarcity of appropriately licensed teachers, the location of the district or individual school and the cost of health insurance. Frequently cited barriers to retention also included the high demand for teachers with certain credentials and the cost of health insurance.

Additionally when teachers were asked if they were considering transferring to another school, the most frequently cited reason for considering a move was higher pay. Teachers considering a move also frequently listed stress/workload and school location as reasons. Another survey question asked teachers if they were currently considering leaving the teaching profession. More than a quarter of the respondents said they were considering quitting the teaching profession. Of these respondents, nearly two-thirds said stress and workload was one of the primary reasons. The second most frequently cited reason was paperwork and bureaucratic issues followed by lack of respect for the profession. Salary was the fourth most cited issue, selected by about $40 \%$ of these respondents.

## Health Insurance

As noted in the survey responses, superintendents cited health insurance as an increasingly significant barrier in districts' efforts to recruit and retain teachers. That said, increased state funding and structural changes to the state's Public School Employee Health Insurance plan have largely stabilized health insurance premiums employees pay. While premiums remain higher than those charged to state employees, the rates appear to have dropped from their highest level in 2014. The level of funding the state contributes directly for public school employees' health insurance increased by about 142\% between 2008 and 2017, and districts expenditures have also increased, although not nearly as dramatically. Although some districts contribute more than the minimum required by law, there does not appear to be any significant relationship between the size of districts' insurance contribution and their starting teacher salary.

## Recruitment and Retention Incentives

The state has created a wide variety of financial incentive programs, scholarships and loan forgiveness programs to entice people to go into teaching, to teach in high demand subjects and to teach in areas of the state that have difficulty attacting and retaining teachers. While the programs have provided financial assistance to hundreds of teachers in recent years, the programs‘ structure, implementation, and data collection make it difficult to evaluate their impact on teacher recruitment and retention. The programs examined in this report use a variety of criteria to identify high needs locations and high demand subject areas. For many of the programs, the targeted teacher shortage areas-the geographical location and subject areaschange from one year to the next, making it difficult for teachers and their employers to consistenly rely on the incentives.


[^0]:    ${ }^{1}$ Arkansas Department of Education, https://myschoolinfo.arkansas.gov/FAQ/Personnel\#group-48

[^1]:    ${ }^{2}$ State brief as quoted in the October 3, 2005, Special Masters' Report, page 44.
    ${ }^{3}$ Special Masters' Report, October 3, 2005, page 76.

[^2]:    ${ }^{4}$ For comparison's sake, a state employee with a wellness visit would pay $\$ 23.94$ per month for a Classic employee only plan and $\$ 157.59$ for a Classic employee and family plan in 2018, compared with a school employee who would pay $\$ 46.02$ and $\$ 358.32$, respectively.

[^3]:    ${ }^{5}$ Special Master's Report, April 26, 2007, p. 17-19, http://www.arkleg.state.ar.us/education/K12/LitigationDocuments/6/2007.04.26 Masters\%20Report.pdf and Supreme Court Opinion, May 31, 2007, p. 8, http://www.arkleg.state.ar.us/education/K12/LitigationDocuments/6/2007.05.31 Order.pdf

[^4]:    ${ }^{6}$ AASIS

[^5]:    ${ }^{7}$ Arkansas Department of Higher Education, https://scholarships.adhe.edu/scholarships/detail/teacher-opportunity-program-top.
    ${ }^{8}$ Arkansas Department of Education, Academic Shortage Areas for 2016-17, http://www.arkansased.gov/public/userfiles/HR and Educator Effectiveness/HR Educator Licensure/CSA PPT f rom Dec 2015 FINAL with Notes-11266.pdf

[^6]:    ${ }^{9}$ Coleman, J., Arkansas Department of Higher Education, June 7, 2018, email.
    ${ }^{10}$ Coleman, J., Arkansas Department of Higher Education, July 6, 2018, email.
    ${ }^{11}$ Markham, M., Arkansas Department of Higher Education, January 26, 2017, House Education Committee meeting.

[^7]:    ${ }^{12}$ Arkansas Department of Higher Education. "Financial Aid for Teachers": http://scholarships.adhe.edu/financial-aid-for-teachers

[^8]:    ${ }^{13}$ Coleman, J., Arkansas Department of Higher Education, July 2, 2018, email.

[^9]:    ${ }_{14}^{14}$ Coleman, J., Arkansas Department of Higher Education, June 7, 2018, email
    ${ }_{16}^{15}$ Coleman, J., Arkansas Department of Higher Education, June 7, 2018, email
    ${ }^{16}$ Sparks, S., Arkansas Economic Development Commission, June 29, 2018, email.

