

# Title: Impact of Incentive Programs Which Provide Teacher Salary Supplements

Date: December 8, 2023



## Background:

Per the Board's request in August 2023, staff drafted a written report of existing teacher salary incentive programs proven effective through statistically significant student achievement data, including qualifying criteria, average incentive per teacher, total state allocation, and relevant program reports to be brought to the USBE Finance Committee.

## Current Teacher Salary Incentive Programs in Utah

### Teacher Salary Supplement Program

The Teacher Salary Supplement Program is an incentive designed to attract and retain teachers in critical subject areas such as math, computer science, science (excluding Biology), and special education. Approximately 92% of eligible educators have applied for this incentive, reflecting its popularity.

Educators who qualify for TSSP funds may receive up to \$4,100 per year. This is based on the percentage of time they teach in qualifying subjects. The total cost to the state last school year was \$20,739,209 including amounts awarded to educators and funds given to the LEA (Local Education Agencies) to cover employee benefit costs. The entire legislative allocation in FY23 was \$22,266,100 (Source:[COBI](#)).

### Salary Supplement for National Board-Certified Teachers

Another teacher salary incentive in Utah is the National Board Certified Teachers (NBCT) salary supplement program. The National Board Certified Teachers certification is developed by the National Board for Professional Teaching Standards (NBPTS) and is considered to be the highest professional credential for educators. To become certified, educators must undergo a rigorous evaluation process that includes a portfolio showcasing their teaching techniques, analysis of student work samples, written reflective responses, and an examination of their content knowledge. The salary supplement for National Board Certified Teachers is designed to acknowledge and reward educators who have achieved national board certification.

It should be noted that many educators who earn their NBCT credential move into leadership assignments beyond traditional classroom settings. Educators are only eligible for the NBCT incentive if they are currently in a classroom assignment.

Last year, 105 educators were awarded a salary supplement under the NBCT incentive program. Nearly all eligible educators applied for, and received the incentive for NBCT. Annually, educators in a Title I school can receive \$2,000, and educators in a non-Title I school can receive \$1,000. Last year, twenty of the educators were from a Title I school, and received the full \$2,000. The total cost for the incentives in 2022-2023, including benefits covered, was \$163,287. The annual appropriation from the Utah Legislature is \$246,300.

## Effective Teachers in High Poverty Schools Program

The Effective Teachers in High Poverty Schools (ETHPS) initiative focuses on recruiting and retaining educators with exceptional growth percentiles in literacy as measured by state assessments. To be eligible for this program, teachers must meet specific growth criteria, and be teaching at schools with a high percentage of students eligible for free and reduced lunch. This program emphasizes the importance of highly effective teachers in high poverty schools.

In the 2022-2023 school year 102 educators received these funds. The LEA (Local Education Agency) applies for this initiative and provides matching funds. Some eligible LEAs choose not to participate, but 74% of eligible teachers received funds last year. The total cost for the state share of this program in the 2022-2023 school year was \$375,286. The annual appropriation in FY23 was \$951,000.

## Measuring Effectiveness and Outcomes

To understand the impact of the teacher salary incentive programs, we analyzed student outcome data and education retention data. It is important to note that these incentive programs' primary intention is to attract and retain educators, rather than directly affecting student outcomes, though positive effects on student success are certainly a hoped-for byproduct. The student outcome data in this report is based on whether an educator received an incentive or not. It does not consider other factors such as the experience level of the educator, system structures, or how student data is connected to individual teachers. It does provide an overview of how students performed during the 2022-2023 school year if they were instructed by a teacher who received funds from an incentive program.

## Student Math Proficiency

In Figure 1 below, student mathematics proficiency is increased for educators participating in NBCT and ETHPS, but not for TSSP. NBCT educators showed 42% of their students were proficient, and non-NBCT educators had 40% of their students proficient in math. ETHPS educators had 41% of their students proficient and non-ETHPS educators had 21% of their students score proficient. Students of educators who received salary incentives through the Teacher Salary Supplement Program (TSSP), had slightly lower math scores (40%), when compared to teachers not receiving stipends through TSSP (42%).

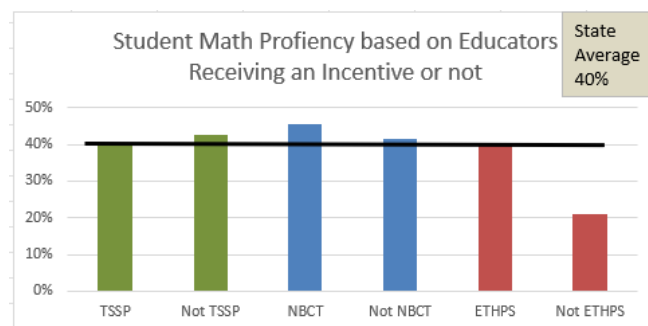


Figure 1

## Student Science Proficiency

Academic impact in science proficiency shows that students of teachers receiving any of the incentive programs had a greater likelihood of demonstrating proficiency than students of teachers who did not receive incentives during the 2022-2023 school year. As demonstrated in Figure 2, NBCT educators had 57% of students proficient and non-NBCT educators had 46% of students proficient in science. ETHPS educators had 41% of students proficient in science and non-ETHPS educators had 26% of students proficient. TSSP educators had 49% of students proficient in science and non-TSSP educators had 46% of students proficient.

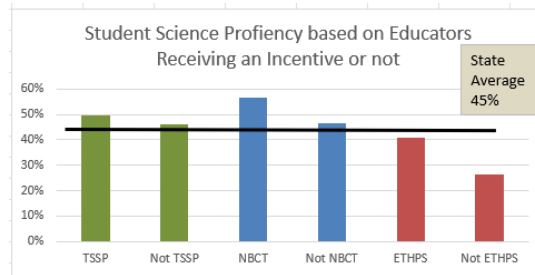


Figure 2

## Student Language Arts Proficiency

Academic impact on Language Arts scores for students of teachers receiving NBCT and ETHPS incentives were notably higher than students of teachers who did not receive the incentives. This is an expected outcome, as the ETHPS incentive is only available to educators whose students have high levels of reading growth. As demonstrated in Figure 3 below, NBCT educators had 48% of students proficient in reading and non-NBCT educators had 43% of students proficient. ETHPS educators had 33% of students proficient in reading and non-ETHPS educators had 24% of students proficient. Language arts scores for students of teachers receiving the TSSP incentive were not included, as this program targets math, science, and special education instructors who do not often have language arts scores directly tied to them.

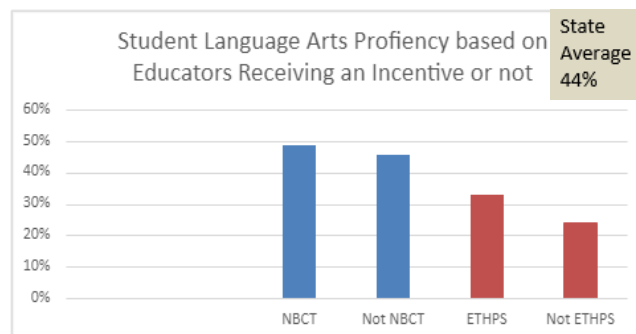


Figure 3

### Educator Retention for the National Board Certified Teachers Salary Incentive

Recent state level data suggests that there is a higher retention rate amongst NBCT educators in Utah, when compared with all other educators in Utah. While the number of educators in Utah who are Nationally Board Certified is still relatively small, there is evidence that retention is higher with this group of teachers, as outlined in Figure 5 below. NBCT educators have an 82% retention rate at the five year mark after receiving their certification, while all other educators average 68% retention over a similar span of time.

	Count	Retained 1 Year	Retained 2 Years	Retained 3 Years	Retained 4 Years	Retained 5 Years
NBC Educators (2010-2019)	147	99%	95%	90%	87%	82%
2012-13 All Educators	28398	91%	83%	77%	72%	68%
2013-14 All Educators	28957	90%	83%	77%	72%	68%
2014-15 All Educators	29550	90%	83%	77%	73%	69%
2015-16 All Educators	30214	90%	83%	78%	73%	69%
2016-17 All Educators	30915	90%	83%	78%	73%	69%
2017-18 All Educators	31499	91%	84%	79%	74%	69%
2018-19 All Educators	31911	91%	84%	79%	73%	65%

Figure 4

### Educator Retention for the Effective Teachers in High Poverty Schools Program

In the two most recent years for which data is available, the ETHPS program did not find strong evidence that the salary bonus improves teacher retention. In the November 2023 Utah State Board of Education Report to the Education Interim Committee on Effective Teachers in High Poverty Schools (linked below), survey respondents indicated that the salary bonus was a welcome form of recognition. Respondents indicated that other factors beyond the salary supplement, such as school culture or altruistic motives, had a greater influence on their decision to continue teaching at a high poverty school. Figures 5 and 6 show that the retention rate for teachers receiving this bonus varies from year to year.

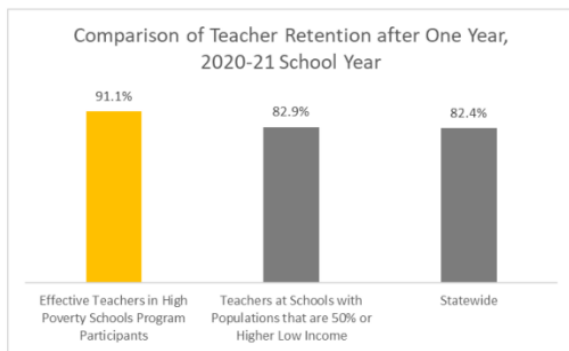


Figure 5

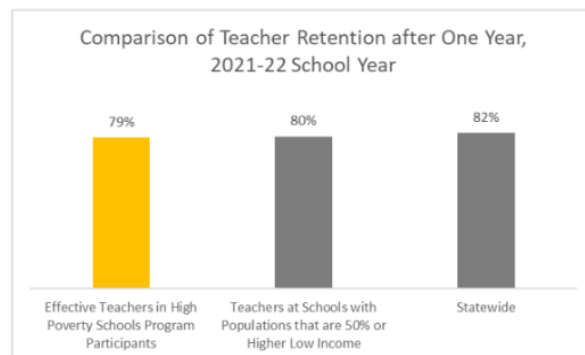


Figure 6

## Educator Retention for the Teacher Salary Supplement Program

As shown in figures 7 and 8, in the 2022–23 school year, 82% of all educators in the state of Utah were retained at their schools. This 82% one-year retention rate is lower than teachers who received the TSSP bonus and higher than teachers who taught qualified courses but did not receive the bonus. There is a 9% increase in retention at the same school among educators who received the bonus above those that did not. There is also a 13% increase in retention in qualifying subjects for educators that received the bonus above those that did not. The increase correlates with the reception of the bonus from the program. However, it should be noted that the reasons behind an educator’s retention from one year to the next are complex and are often tied to a multitude of factors.

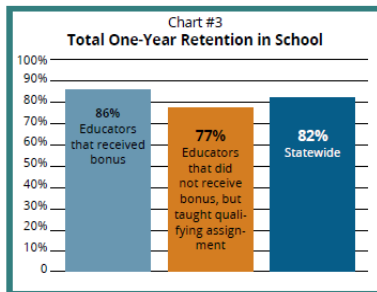


Figure 7

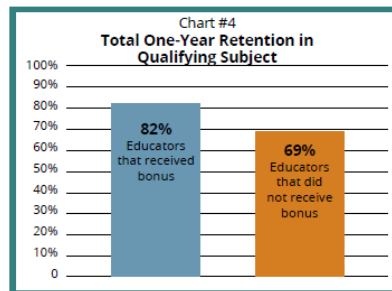


Figure 8

## Additional Resources

Reports related to these programs can be found at:

[Effective Teachers in High Poverty Schools](#)

[Effectiveness of Financial Incentives](#)

[Teacher Salary Supplement Program](#)

[Empirical Study of National Board Certification and Teaching Effectiveness](#)

## Conclusion

The Utah State Board of Education’s commitment to teacher salary incentive programs contributes to a positive impact on student outcomes. Although current data on the programs’ influence on teacher retention indicate mixed results, it is clear that salary supplements are appreciated by educators as a form of recognition.

Special appreciation is extended to the following staff who contributed to the findings in this report: Erica Horsley, Teacher Incentive Program Specialist; Kristin Campbell, T&L Research Analyst; Isaac Pitcher, T&L Research Analyst; Jonathan Collins, Research Consultant; and Julie Lundell, Educator Retention and Recruitment Specialist.

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This draft is for consideration during the December 8th, 2023 Finance Committee meeting.