

**REPORT TO CONGRESS ON THE
TEACHER EDUCATION ASSISTANCE FOR COLLEGE
AND HIGHER EDUCATION (TEACH) GRANT
PROGRAM**



A Report to Congress

in response to

Section 420P of the Higher Education Act of 1965, as amended

**United States Department of Education
December 2019**

Report to Congress on the Teacher Education Assistance for College and Higher Education (TEACH) Grant Program

Award Years 2008–09 Through 2017–18

Introduction

The Teacher Education Assistance for College and Higher Education (TEACH) Grant Program was authorized by the College Cost Reduction and Access Act (CCRAA), which was enacted on September 27, 2007. Pub. L. No. 110-84. The CCRAA requires the U.S. Department of Education (Department) to submit a biennial report to Congress on the TEACH grant program, which shall include: (1) the number of TEACH grant recipients; (2) the degrees obtained by such recipients; (3) the location, including the school, local educational agency, and State, where the recipients completed the service agreed to, and the subject taught; (4) the duration of such service; and (5) any other data necessary to conduct such evaluation. 20 U.S.C. §1070g-4.

In accordance with the CCRAA, the Department has disbursed TEACH Grants since 2008 to postsecondary students enrolled in teacher preparation programs who intend to teach in qualifying positions. The grants provide up to \$4,000 per year to students who agree to serve as full-time teachers in a high-need field¹ in a public or private elementary school, secondary school, or educational service agency that serves students from low-income families.² TEACH Grant recipients must teach for at least four academic years within eight years of completing a program of study, regardless of how many TEACH Grants were received.

If a TEACH Grant recipient fails to meet the service obligation requirements, the Department converts the total amount of TEACH Grant funds received to a Federal Direct Unsubsidized Stafford Loan (Direct Unsubsidized Loan), with interest charged from the date of each TEACH Grant disbursement.³

Conversions and Completions

In 2008, when promulgating the TEACH Grant program regulations, the Department made a budget estimate that 80 percent of the grant recipients would eventually fail to fulfill their service requirements and have their loans converted into Direct Unsubsidized Loans. This estimate is based, in part, on the assumptions that: (1) teachers leave the profession at high rates during the

¹ States report annually to the Department the subjects, levels, and geographic areas with critical teacher shortages. <https://tsa.ed.gov/#/reports>.

² States report to the Department the elementary schools, secondary schools, and educational service agencies serving low-income populations. <https://studentloans.gov/myDirectLoan/tcli.action>.

³ See <https://studentaid.ed.gov/sa/types/loans/subsidized-unsubsidized>.

early years of their career, and (2) that some students would accept a TEACH Grant without intending to fulfill the service obligation, given that TEACH Grants expand Federal student aid eligibility.

Students enrolled in teacher programs can receive multiple TEACH Grants during the course of their study. Therefore, the number of grant recipients is less than the total number of grants. From 2008 to 2018, more than 180,000 students received approximately 333,000 grants. Of these, approximately 21,000 recipients completed their teaching obligations. The total completion rate remains unknown because many recipients are still working toward completing their service obligation.

Under current regulations, TEACH Grants convert to Direct Unsubsidized Loans that must be repaid in full, with interest accrual beginning on the date of each TEACH Grant disbursement, if:

1. The grant recipient requests the conversion;
2. Within 120 days of ceasing enrollment before completing the TEACH Grant-eligible program, the grant recipient fails to notify the servicer that he or she is employed as a full-time teacher performing qualifying teaching service, or that he or she is not yet employed but intends to satisfy the service obligation;
3. Within one year of ceasing enrollment before completing the TEACH Grant-eligible program the grant recipient has not been determined eligible for a temporary suspension of the eight-year period for completing the service obligation, re-enrolled in a TEACH Grant-eligible program, or begun qualifying teaching service;⁴
4. The grant recipient completes the course of study for which a TEACH Grant was received, but does not actively confirm to the Secretary, at least annually, that he or she intends to satisfy the service obligation; or
5. The grant recipient has completed the course of study for which a TEACH Grant was received, but fails to begin or maintain qualifying teaching service within a timeframe that would allow the recipient to complete the required four years of teaching within the eight-year service obligation period.

As of March 2019, approximately 94,000 recipients had 164,000 of their TEACH Grants converted to loans, which represented 49 percent of the total grants.⁵ Since September 2013, 75 percent (approximately 53,000) TEACH Grant recipients' conversions are a result of recipients failing to provide annual certifications of their teaching status.⁶ TEACH Grant recipients fail to provide annual certifications of their teaching status for a variety of reasons, which include not

⁴ See <https://studentaid.ed.gov/sa/types/grants-scholarships/teach#canceling-service-obligation>.

⁵ In February 2019, the Department began implementing a process to convert some loans back to grants. The data included in this report may not reflect this activity because that process is ongoing.

⁶ This data excludes TEACH Grant recipients whose grants were converted to loans prior to July 2013, the contract initiation date with the current TEACH Grant servicer.

completing their service obligations and inadvertently missing filing deadlines. Approximately two-thirds of recipients whose grants converted to loans still have loans with an outstanding balance resulting from their TEACH Grant conversions. The remaining 70,000 recipients were either in school or within the timeframe to work toward completing their service requirements.

The Department published a study in 2018 that examined why TEACH Grant recipients did not meet the service obligation requirements.⁷ The study found that most recipients did not fulfill service requirements because: (1) they taught in a position that did not qualify as a TEACH Grant service (39 percent), or (2) they faced challenges understanding the service requirements and navigating the administrative process required for annual certification (32 percent).

Administration and Monitoring

The Department's Federal Student Aid (FSA) office administers the TEACH Grant program and, through a designated student loan servicer (FedLoan), monitors the progress of grant recipients in fulfilling their service obligations. FSA maintains data on grant recipients, their institutions, amounts disbursed, recipient progress toward fulfilling service obligations, and details on the grants that are converted to loans.

Proposed Regulatory Changes to the TEACH Grant Program

The Department convened a negotiated rulemaking committee in January 2019 to examine, in part, a number of changes to the TEACH Grant program regulations.⁸ In April 2019, the negotiated rulemaking committee reached consensus on proposed changes to the TEACH Grant program regulations.

The consensus language is designed to: (1) simplify the process for TEACH Grant recipients to document progress toward satisfying the service obligation; (2) reduce the number of TEACH Grants that are inadvertently or inappropriately converted to Direct Unsubsidized Loans; and (3) expand qualifying service opportunities to include elementary school teachers in high-need schools. The Department plans to publish a notice of proposed rulemaking in December 2019 that will reflect the consensus language reached during negotiated rulemaking. The Department will then consider public comments and publish a final rule.

⁷ U.S. Department of Education, Office of Planning, Evaluation and Policy Development, Policy and Program Studies Service, Study of the Teacher Education Assistance for College and Higher Education (TEACH) Grant Program, Washington, DC, March 2018. <https://www2.ed.gov/rschstat/eval/highered/teach-grant/final-report.pdf>.

⁸ See <https://www2.ed.gov/policy/highered/reg/hearulemaking/2018/index.html>.

TEACH Grant Data from 2008 to 2018⁹

Table 1: Number of TEACH Grant recipients with grant service requirements pending and number of grants converted to loans, reported by qualifying years of teaching, award years 2008–09 through 2017–18*

Award Year of TEACH Grant	Number of grant recipients with pending requirements				Number of grant recipients with converted loans ^{*,±}			
	Qualifying Years of Teaching				Qualifying Years of Teaching			
	0 years	1 year	2 years	3 years	0 years	1 year	2 years	3 years
2008–09	35	16	39	77	1,673	265	206	125
2009–10	173	88	213	393	6,100	938	642	344
2010–11	460	221	511	867	10,816	1,526	802	395
2011–12	996	485	932	1,585	16,254	1,541	711	297
2012–13	1,865	843	1,618	2,322	18,378	1,335	616	218
2013–14	3,279	1,582	2,480	3,364	17,043	918	330	97
2014–15	6,119	2,586	3,839	3,358	14,411	532	169	19
2015–16	11,087	4,015	3,850	967	10,498	193	31	
2016–17	19,076	3,815	1,192	154	5,832	16	<10	
2017–18	26,709	916	172		2,000	<10		

*As required by the Privacy Act of 1974, the Department omits data for cells with fewer than 10 individuals. 5 U.S.C. §552a.

±This chart excludes TEACH Grant recipients whose grants converted to loans prior to July 2013, the contract initiation date with the current TEACH Grant servicer.

As Table 1 indicates, most conversions from grants to loans took place before recipients completed any qualified years of teaching. Note that recipients who fully satisfied the teaching requirements are excluded from the table, and that grant recipients are counted multiple times if they received TEACH Grants in multiple award years. If a recipient received more than one TEACH Grant in a single award year, the recipient is counted once within that award year. As a result, the total number of TEACH Grant recipients is less than the total number of grants shown in the table.

Table 2: Fields of study of TEACH recipients by status of TEACH Grant, award years 2008–09 through 2017–18*

Field of Study	Converted [±]	Pending [^]	Satisfied ^{^^}
Unknown Field of Study	48,317	14,177	20,607
Agriculture, Agriculture Operations, and Related Sciences	<10	25	<10
Natural Resources and Conservation	<10	22	<10
Architecture and Related Services	<10	<10	<10
Area, Ethnic, Cultural, Gender, and Group Studies	<10	<10	<10
Communication, Journalism, and Related Programs	<10	15	<10

⁹ The Department used data derived from FSA records on the TEACH Grant program from 2008 through 2018 to produce this report. Specifically, this report leverages data from the National Student Loan Data System (NSLDS) and the current TEACH Grant servicer (FedLoan).

Field of Study	Converted [±]	Pending [^]	Satisfied ^{^^}
Communications Technologies/Technicians and Support Services	<10	<10	<10
Computer and Information Sciences and Support Services	<10	<10	<10
Personal and Culinary Services	<10	<10	<10
Education	22,771	<10	890
Engineering	<10	<10	<10
Engineering Technologies and Engineering-Related Fields	<10	<10	<10
Foreign Languages, Literatures, and Linguistics	178	374	<10
Family and Consumer Sciences/Human Sciences	28	82	<10
Legal Professions and Studies	<10	<10	<10
English Language and Literature/Letters	287	569	<10
Liberal Arts and Sciences, General Studies and Humanities	495	1,547	<10
Library Science	<10	18	<10
Biological and Biomedical Sciences	172	416	<10
Mathematics and Statistics	374	1,086	<10
Military Technologies and Applied Sciences	<10	<10	<10
Multi/Interdisciplinary Studies	764	2,321	27
Parks, Recreation, Leisure, and Fitness Studies	27	75	<10
Basic Skills and Developmental/Remedial Education	<10	<10	<10
Leisure and Recreational Activities	<10	<10	<10
Philosophy and Religious Studies	<10	<10	<10
Theology and Religious Vocations	10	11	<10
Physical Sciences	87	186	<10
Science Technologies/Technicians	<10	<10	<10
Psychology	91	240	<10
Homeland Security, Law Enforcement, Firefighting, and Related Protective Services	<10	<10	<10
Public Administration and Social Service Professions	41	30	<10
Social Sciences	60	143	<10
Construction Trades	<10	<10	<10
Precision Production	<10	<10	<10
Transportation and Materials Moving	<10	<10	<10
Visual and Performing Arts	90	184	<10
Health Professions and Related Programs	170	373	<10
Business, Management, Marketing, and Related Support Services	36	104	<10
High School/Secondary Diplomas and Certificate4s	<10	<10	<10
History	87	198	<10

* As required by the Privacy Act of 1974, the Department omits data for cells with fewer than 10 individuals. 5 U.S.C. §552a.

[±]The term “converted” in this table means recipients who had their grants converted to loans. This excludes any TEACH Grant recipients whose grants converted to loans before July 2013. Due to the timing of program-level reporting, the program associated with those TEACH Grant disbursements is unknown.

[^]The term “pending” means recipients who have not yet satisfied their service requirements.

^{^^}The term “satisfied” means recipients who have satisfied their service requirements.

Institutions of higher education determine which academic programs are eligible for TEACH Grants. Table 2 shows the fields of study pursued by TEACH Grant recipients. Education was the most commonly reported field of study. Multi/interdisciplinary studies; liberal arts and

sciences; general studies and humanities; and mathematics and statistics are other fields of study with large numbers of TEACH Grant recipients.

The Department’s Teacher Shortage Areas Data Collection for academic year 2018–19 shows that out of the 57 states and territories, more than half report shortages in special education, mathematics, science, world languages, language arts, English as a second language, and career and technical education.¹⁰

Table 3: Number of TEACH Grant recipients who have satisfied their grant service requirements or have requirements pending, by state and by number of years of qualifying service, award years 2008-09 through 2017-18*

State	Satisfied [‡]				Pending [^]		
	1 year	2 years	3 years	4 years	1 year	2 years	3 years
AK	<10	<10	<10	46	17	12	17
AL	<10	<10	12	248	58	58	71
AR	<10	<10	22	252	110	108	98
AZ	32	41	22	786	340	302	224
CA	39	35	45	1,578	849	748	500
CO	15	22	14	354	145	139	101
CT	<10	<10	<10	72	18	17	24
DC	<10	<10	<10	39	19	17	14
DE	<10	<10	<10	64	23	25	23
FL	33	21	42	591	193	168	198
GA	27	31	35	1,342	275	243	257
HI	<10	<10	<10	70	28	25	24
IA	10	14	26	632	248	285	237
ID	<10	<10	10	205	65	66	55
IL	24	23	62	961	386	418	322
IN	11	<10	<10	190	41	42	20
KS	<10	12	13	348	159	150	126
KY	15	11	13	451	149	112	116
LA	<10	12	19	398	120	105	96
MA	14	<10	19	460	162	153	158
MD	13	14	<10	<10	42	61	53
ME	<10	<10	<10	17	<10	<10	<10
MI	19	11	31	521	143	146	125
MN	14	12	30	529	206	188	151
MO	15	14	24	501	188	170	131
MP	<10	<10	<10	13	<10	11	10
MS	12	<10	28	374	82	92	89
MT	<10	<10	<10	36	23	20	12
NC	31	32	22	344	94	72	81
ND	<10	<10	12	45	19	<10	12

¹⁰ States report annually to the Department the subjects, levels, and geographic areas where teacher shortages exist. <https://tsa.ed.gov>.

State	Satisfied [±]				Pending [^]		
	1 year	2 years	3 years	4 years	1 year	2 years	3 years
NE	<10	<10	<10	236	83	83	83
NH	<10	<10	<10	12	<10	<10	<10
NJ	<10	<10	<10	263	102	111	90
NM	<10	<10	23	258	63	59	71
NV	<10	12	<10	112	130	121	57
NY	12	25	52	922	260	349	301
OH	18	29	38	1,337	435	420	392
OK	10	10	18	283	135	129	82
OR	15	22	20	367	93	126	125
PA	<10	<10	<10	231	55	62	49
PR	<10	<10	11	154	64	48	69
RI	<10	<10	<10	11	10	<10	<10
SC	16	18	15	304	154	139	113
SD	11	<10	<10	117	56	43	44
TN	19	28	25	557	187	189	140
TX	39	39	40	1,639	740	645	512
UT	<10	<10	<10	89	53	43	36
VA	20	18	17	337	162	150	116
VT	<10	<10	<10	12	<10	<10	<10
WA	20	18	13	507	236	211	186
WI	<10	<10	<10	129	48	48	49
WV	<10	<10	<10	118	50	56	41
WY	<10	<10	<10	34	12	<10	14
Other	<10	<10	<10	<10	<10	13	<10

* As required by the Privacy Act of 1974, the Department omits data for cells with fewer than 10 individuals. 5 U.S.C. §552a.

[±]The term “satisfied” means recipients who have satisfied their service requirements.

[^]The term “pending” means recipients who have not yet satisfied their service requirements.

Table 3 shows the progress of TEACH Grant recipients toward satisfying their teaching obligations. Note that the data show there are recipients satisfying their teaching obligation by teaching in more than one state.¹¹ Data from the latest issues of the Department’s report, *Preparing and Credentialing the Nation’s Teachers: The Secretary’s Report on Teacher Quality*, show that the states with the largest number of enrollees in teacher preparation programs are New York, Arizona, Texas, Pennsylvania, and California.¹² Likewise, Table 3 shows that these states are among those with the greatest number of TEACH Grant recipients who have satisfied the teaching requirements or are working to satisfy the teaching requirements.

¹¹ The Department counts recipients multiple times if they taught in more than one state. For example, if the satisfied recipient taught one year in California and three years in Arizona, the Department lists the recipient under "1 year and California" and "3 years and Arizona."

¹² See <https://title2.ed.gov/Public/SecReport.aspx>.

Table 4: TEACH Grant recipients who have satisfied their service requirements or who have requirements pending, by state and subject taught, award years 2008–18*

State (of Service School)	Satisfied by Subject Taught							Pending by Subject Taught						
	Bilingual and English Acquisition	Foreign Language	Mathematics	Reading Specialist	Science	Special Education	Other	Bilingual and English Acquisition	Foreign Language	Mathematics	Reading Specialist	Science	Special Education	Other
AK	<10	<10	21	<10	18	40	<10	<10	<10	16	<10	14	24	10
AL	27	<10	104	11	72	118	42	22	<10	67	<10	57	83	28
AR	32	<10	110	30	89	108	93	21	<10	124	13	100	111	101
AZ	247	25	399	53	324	312	242	194	20	344	50	273	325	186
CA	446	86	681	120	543	734	205	576	74	756	80	691	832	396
CO	195	12	168	70	141	142	49	150	16	197	55	157	90	70
CT	15	<10	26	<10	26	30	19	<10	<10	17	<10	<10	28	10
DC	12	<10	25	<10	10	15	12	<10	<10	13	<10	12	27	10
DE	18	<10	38	<10	22	47	14	21	<10	27	<10	19	46	17
FL	187	19	323	146	248	311	150	132	14	314	78	260	186	138
GA	240	32	765	135	601	559	415	95	<10	390	32	286	317	90
HI	17	<10	41	13	33	45	10	11	<10	32	<10	23	40	15
IA	61	26	228	71	170	291	177	84	<10	253	69	176	318	145
ID	39	<10	122	40	89	45	111	28	<10	88	22	74	36	72
IL	391	48	427	141	341	473	164	373	<10	430	110	343	435	176
IN	45	11	104	47	83	72	60	15	<10	38	<10	27	43	21
KS	97	17	165	34	113	129	32	154	18	189	39	138	156	78
KY	41	17	185	34	126	216	100	36	15	138	28	82	143	78
LA	129	12	242	46	190	140	176	57	<10	143	18	119	89	109
MA	166	22	230	64	193	253	94	138	16	182	42	136	208	72
MD	41	11	75	<10	58	95	27	25	10	56	<10	44	80	26
ME	<10	<10	<10	<10	<10	15	<10	<10	<10	<10	<10	<10	12	<10
MI	64	38	220	56	175	297	78	51	17	157	28	132	177	50
MN	124	24	182	69	98	271	62	116	23	164	53	113	228	72
MO	43	22	194	46	169	245	62	52	16	177	29	140	204	85
MP	10	<10	10	<10	12	<10	<10	<10	<10	<10	<10	<10	<10	<10
MS	44	10	210	63	176	147	42	26	<10	119	33	102	95	29
MT	<10	<10	22	<10	14	20	<10	<10	<10	30	<10	20	18	15
NC	70	12	195	52	147	173	66	34	<10	107	18	91	107	24
ND	<10	<10	18	<10	14	25	13	<10	<10	<10	<10	<10	15	<10
NE	35	15	68	26	53	104	55	32	13	74	20	51	82	73
NH	<10	<10	<10	<10	<10	<10	<10	<10	<10	<10	<10	<10	10	<10
NJ	85	11	115	14	68	126	33	109	12	101	17	70	135	43
NM	132	<10	122	38	100	124	55	86	<10	77	24	71	77	46
NV	27	<10	45	14	32	67	46	63	<10	114	24	86	106	131
NY	307	59	353	91	274	509	170	222	33	310	54	226	463	142
OH	158	33	556	221	386	726	242	138	26	455	109	327	583	242
OK	36	10	115	66	82	94	102	18	<10	134	40	103	73	136
OR	159	25	150	37	131	163	57	127	13	153	25	118	128	62
PA	45	<10	102	26	60	118	41	21	<10	54	<10	37	87	11
PR	43	10	28	<10	21	107	14	32	<10	20	<10	24	116	<10
RI	<10	<10	<10	<10	<10	<10	<10	13	<10	11	<10	<10	<10	<10
SC	46	13	143	28	104	114	82	39	18	151	18	136	117	107
SD	<10	<10	33	13	31	69	19	<10	<10	45	<10	25	59	26

State (of Service School)	Satisfied by Subject Taught							Pending by Subject Taught						
	Bilingual and English Acquisition	Foreign Language	Mathematics	Reading Specialist	Science	Special Education	Other	Bilingual and English Acquisition	Foreign Language	Mathematics	Reading Specialist	Science	Special Education	Other
TN	115	23	307	67	208	190	78	84	17	215	42	158	164	79
TX	864	74	908	220	714	492	243	739	47	936	156	749	459	257
UT	22	<10	41	<10	27	49	<10	33	<10	76	<10	55	45	22
VA	50	10	168	40	123	148	109	51	16	148	24	128	149	124
VT	<10	<10	11	<10	<10	<10	<10	<10	<10	<10	<10	<10	<10	<10
WA	172	17	268	65	217	194	72	208	17	285	58	216	219	104
WI	67	<10	67	11	36	52	23	72	<10	46	<10	38	44	16
WV	<10	<10	45	14	29	69	35	<10	<10	47	11	35	56	42
WY	<10	<10	15	13	10	23	14	10	<10	17	<10	16	<10	16
Other	<10	<10	<10	<10	<10	<10	<10	<10	<10	<10	<10	<10	<10	<10

* As required by the Privacy Act of 1974, the Department omits data for cells with fewer than 10 individuals. 5 U.S.C. §552a.

Table 4 shows that the most common subjects for satisfying teaching obligations were mathematics and special education, followed by science and bilingual and English acquisition.

Conclusion

The primary goal of the TEACH Grant program, as outlined in the authorizing statute, is to provide incentives for postsecondary students to become teachers and teach in high-need fields at low-income schools. The consensus language from the recent negotiated rulemaking, if adopted, helps advance this goal by making it easier for TEACH Grant recipients to fulfill their service obligation requirements. The Department expects that this will, in turn, increase the numbers of teachers who teach in high-need fields at low-income schools.