

## Using ESSER Funds to Support Teacher Residencies: Promising Practices that Align with Federal Guidance

### Introduction

Local Education Agencies (LEAs) have the opportunity to leverage Elementary and Secondary Emergency Relief Funds (ESSER) to develop teacher residency programs in their school sites. Teacher residencies, where aspiring teachers work for a full year co-teaching alongside an accomplished mentor teacher to become certified to teach, have a strong evidence base behind them (see Appendix 1 for a working definition of residencies). As this document details, residencies can diversify the teaching force, reduce teacher turnover, and improve instructional outcomes both in residency preparation classrooms and once residents graduate. The design of residencies, with two committed educators per classroom, also offers schools and districts ample opportunities to design effective instructional supports like tutoring that are required in ESSER.

Residencies are explicitly allowable under guidance by the U.S. Department of Education (USDOE); the [ED COVID-19 Handbook: Roadmap to Reopening Safely and Meeting All Students' Needs Vol.2](#) names teacher residencies as one of the evidence-based approaches to stabilize and diversify the educator workforce.<sup>1</sup> *Prepared To Teach* has created this document, informed by federal guidance and requirements, to support LEAs that may wish to include teacher residencies in their ESSER plans. Our primary goal is to provide a clear, succinct, yet comprehensive presentation of how residencies can be designed and included in district ESSER plans to support LEAs, which are already overwhelmed with their ongoing efforts to address impacts of the pandemic. Our secondary goal is to encourage districts that had not yet considered residencies as part of their ESSER planning to engage discussions with local preparation programs to explore the possibilities of using ESSER dollars to jump-start a residency program that can address longstanding inequities in education in addition to the specific learning opportunity gaps resulting from the COVID-19 pandemic.

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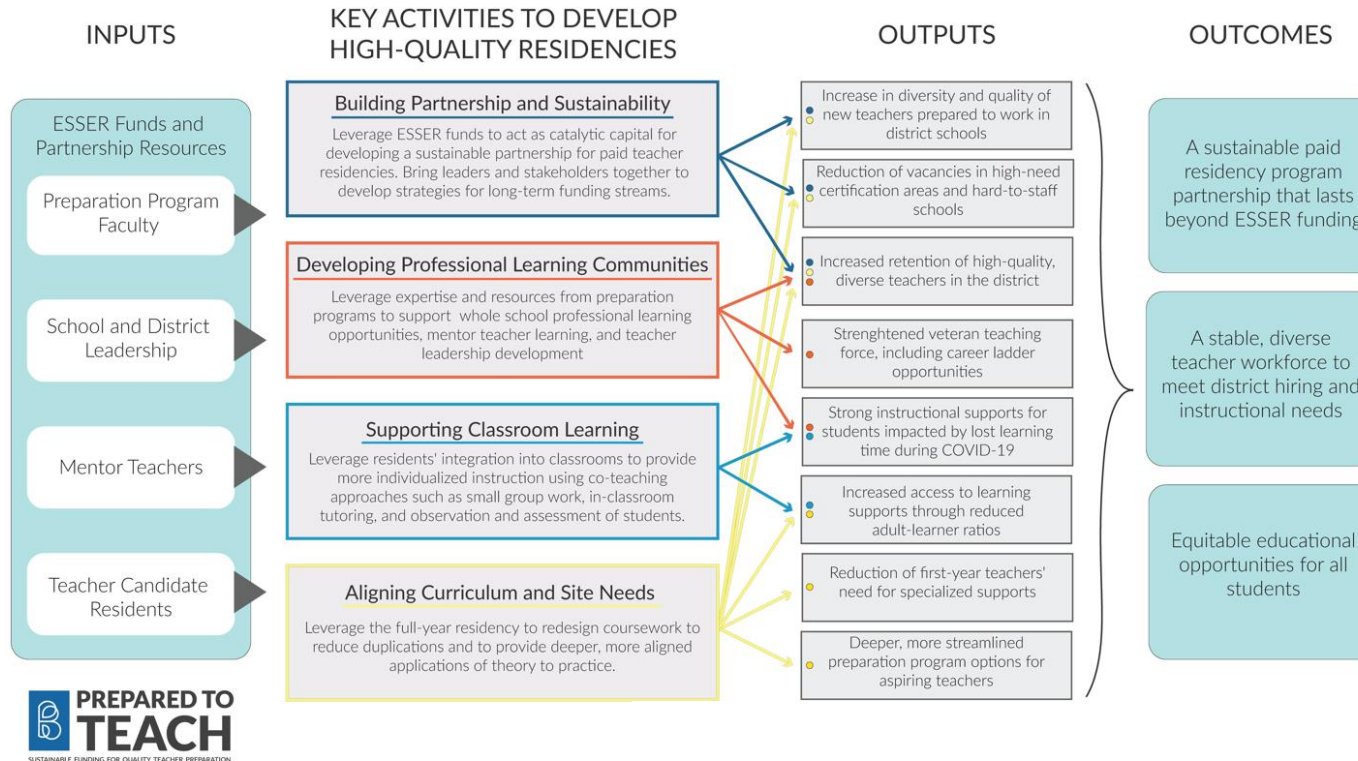
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## Why Invest ESSER funds in Teacher Residencies?

A root cause of educational inequities is the fact that teachers who enter the profession through fast-track programs requiring as little as a week of classroom experience disproportionately serve students of color and those from low-income backgrounds.<sup>2</sup> Developing high-quality teacher residency partnerships (see Appendix 2) addresses this root cause, ultimately leading to transformative outcomes for the education system. At the same time, residencies can address the profound instructional needs of the current moment. The logic model below is a summary of the research base on residencies, which meets requirements for an evidence base and a logic model to justify ESSER plans. LEAs can copy or adapt it as desired. Details on the research follow in this document, along with text and associated citations that can be adapted for use in LEA plans.

## ESSER Logic Model for Teacher Residencies

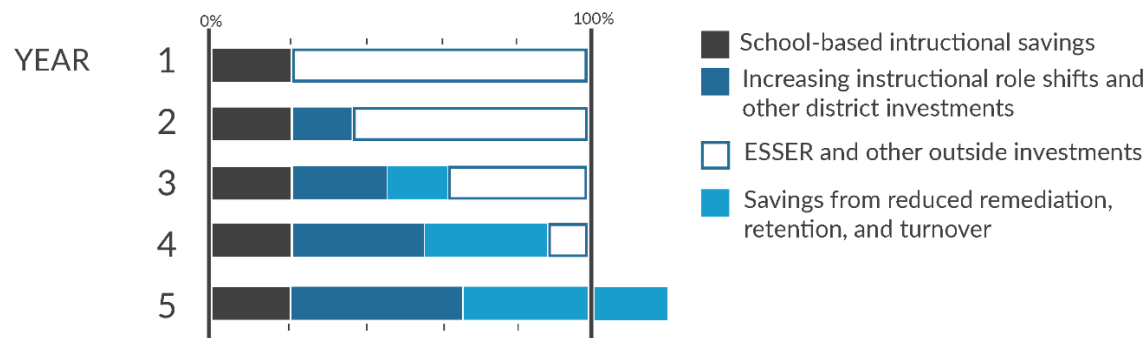


## Sustainable Systems Change from ESSER Investments in Residencies

ESSER offers an unprecedented opportunity for districts to transform their educator workforce to center both quality and equity, solving historically intransigent issues of recruitment, retention, and preparedness of teachers serving students of color and those from low-income backgrounds—all while meeting ESSER goals. The proliferation of fast-track programs in the past 20 years has attempted to fill hiring needs in hard-to-staff schools, but the reality that these graduates are underprepared for their work as teachers has resulted in high turnover rates that have destabilized the teaching force.<sup>3</sup>

Aspiring teachers enter the profession through these fast-track pathways because of the financial incentives of having full-time paid work with benefits—all without having to complete a certification program.<sup>4</sup> Districts can interrupt the perverse incentive system that pays those who are not ready to teach by leveraging ESSER funding to shift their hiring systems towards sustainably funded paid teacher residency partnerships. Such partnerships graduate classroom-ready teachers, improve teacher retention of novice and mid-career teachers, address pressing instructional needs, and create a new educator workforce model that can permanently solve issues related to recruitment, retention, instruction, and school improvement.<sup>5</sup> Paid teacher residencies can become financially sustainable over the course of ESSER funding because residency-prepared teachers save districts turnover and instructional remediation costs. The long-term impact of an ESSER residency investment will help LEAs “build back better.”

The chart below illustrates the sustainability curve built into residencies. In this example, ESSER dollars (the white bars) kick-start the project; existing dollars from reallocation of current expenditures (dark blue bars), coupled with a savings from reduced remediation, turnover, and open positions (light blue bars), show where 100% of residents’ stipends could be funded within a few years.<sup>6</sup> How much a particular district will realize in savings over time will vary by locality, but every district would benefit from having residents in their classrooms today, and from hiring those residents as well-prepared, integrated staff for full-time teaching roles tomorrow.



## How Do Residencies Align with ESSER Guidance?

Residencies meet two specific ESSER needs: “Addressing Lost Instructional Time” and “Supporting Educator and Staff Stability and Wellbeing.”

### *Meeting Student Academic, Social and Emotional Needs*

“Addressing lost instructional time” will require a complex set of supports. Students experienced a range of traumas during the course of the pandemic, and they also learned many things—including about their own resilience, how families and communities can come together, and the stark inequities of our world—which are not always part of the regular curriculum. The science of learning and development makes clear that schools will need to support students as they integrate their experiences over the past 15 months into their lives at school to ensure they can thrive socially, emotionally, and academically.<sup>7</sup> ESSER directly facilitates the additional care and attention that students will need by providing funding that can support more adults to work with students.

Teacher residents are ideal choices when districts are looking to lower student-to-adult ratios so that children and youth can experience more personalized learning opportunities. Residents are not just additional adults; they are adults who bring educational knowledge to the classroom. They also are supported by their programs, relieving some of the burden of schools and districts to provide supports to the new individuals they will hire with ESSER funds.

Residents can support students who experienced disproportionate impacts of COVID-19, which exacerbated existing learning opportunity gaps, by providing targeted interventions like high-quality in-school tutoring. Research demonstrates that in-school tutoring provided by educators is more effective than disconnected tutoring experiences, making an investment in residents an excellent instructional choice.<sup>8</sup> Residents can work with individuals and small groups of students in classrooms to provide such tutoring opportunities. They can also employ the full range of strategies that co-teaching affords, which has demonstrated positive impacts on student learning.<sup>9</sup> Additionally, residents can assist in facilitating co-curricular school programming that complements and support students’ academic and social-emotional needs, such as learning enrichment opportunities, clubs and extracurricular activities.

Finally, more students’ social, emotional, and academic needs will be better met when the teaching force is more reflective of the student body across the nation.<sup>10</sup> For example, Black students who have a single Black teacher in the elementary years through fifth grade are 13% more likely to enroll in college; two Black teachers double that likelihood.<sup>11</sup> Paid residencies are able to attract aspiring teachers of color for the same reason that fast-track programs do: People can afford them.<sup>12</sup> Districts have the chance with ESSER dollars to build a long-term teaching force that better reflects the students whom they serve by partnering with preparation programs to design residencies that recruit and prepare candidates of color.

### *Supporting and Stabilizing the Teacher Workforce*

The anticipated increased instability in the teaching force—a pre-pandemic challenge that COVID-19 greatly exacerbated<sup>13</sup>—is a major goal that ESSER dollars can support, and teacher residencies are an excellent option to support and stabilize districts’ educational workforce. Teacher turnover not only poses a challenge for districts and compromises students’ opportunity to learn; it also creates additional work for teachers who remain in schools, adding to their potential reasons for leaving the profession.<sup>14</sup> Pre-pandemic instability was largely driven by early career teachers, disproportionately by individuals prepared through fast-track programs, who leave the profession at 25% higher rates than their traditionally prepared counterparts—and at 50% higher rates in Title I schools.<sup>15</sup> Overall retention rates in education hover around 50% for teachers in their first five years, but residency prepared candidates boast rates between 80% and 90%, as documented through numerous high-quality quasi-experimental evaluations.<sup>16</sup>

The mechanisms through which residencies stabilize the teaching force are widely believed to be the result of a number of their features, not through a single causal factor. For example, because residencies are generally co-designed with district partners to meet specific district needs, programs can design learning opportunities that directly support candidates’ future teaching responsibilities. Recruits also can be selected based on their likelihood of wanting to work in the district in exchange for financial supports during the residency. The fact that these aspiring teachers get to work all day, all year alongside an accomplished teacher allows them to build their understanding of how a classroom works over the course of a year rather than just over a semester of student teaching or, for fast-track programs, during a week or two of summer school. The close articulation of program studies with applied learning in the residency allows candidates to consolidate their knowledge, as is necessary in clinical practice professions.<sup>17</sup> They are fully integrated into the school as part of the instructional team during the residency, enhancing their sense of belonging in the profession and their ability to work together with colleagues.<sup>18</sup> All in all, residents begin their first year as teachers of record with much more self-efficacy around their identity as teachers, which in itself is a predictor of employment stability.<sup>19</sup>

The presence of residents in a school also supports the well-being of the current remaining teaching staff. Classrooms with residents have another competent adult committed to the students in the room, allowing the mentor teacher to focus more deeply on fewer students and to address both instructional and non-instructional responsibilities more seamlessly. Given recent research documenting that teachers leave the profession due to high levels of stress, residents can support the well-being of the broader school staff by bringing qualified supports to bear on the educational enterprise.<sup>20</sup>

### **First Steps for ESSER Residency Planning**

For LEAs that do not already have residency partnerships, engaging with local preparation programs to explore how they might co-design one with you is a good first step, as many programs have experience with residencies and/or have current program designs that can be tailored for your LEAs’ needs. Because every residency is designed to meet local needs, discussions with local providers are among the most important actions an LEA can take to build a residency. Once an LEA has committed to developing a residency partnership, numerous resources exist to support the development process. *Prepared To Teach* has a host of [reports](#) and [resources](#), some of which supported The Learning Accelerator in their development of a recently released

[residency planning guide for districts](#). US PREP and the National Center for Teacher Residencies (NCTR), two other national groups that support residency development, also offer [toolkits](#) and other [publications](#). Such resources will be helpful as the partnership develops.

For the ESSER plan, LEAs will need a high-level plan and budget. Understanding the capacity of preparation program partners to mount a residency either for the 2021-22 school year or for the 2022-23 school year is a crucial first step for budget planning. In the event a residency might not be ready for this fall, partnerships might design in-school supports using candidates enrolled in traditional student teaching programs.

Whichever year the residency roll-out will begin, LEAs will want to explore the following questions in order to construct their local plan and budget:

- Who from district offices (HR, curriculum, teacher development), stakeholder groups (unions, school boards, PTAs), and preparation programs (deans, faculty, clinical supervisors) should be brought into discussions, and at what point?
  - Will there be a need for funding for any of these groups' input into the planning process?
- How large will the first residency cohort be, and how much will it grow each year?
- How much will residents be paid?
  - Can any of the dollars for residents come from existing funding streams? (See, for example, the *Prepared To Teach* slide deck on [roles that residents might fill in schools](#) that may have current funding streams associated with them.)
- What kind of compensation and/or time support will mentors receive for their efforts?
- What kind of mentor professional learning opportunities might be needed, at what cost and frequency?
- Will there be new costs for program coordination, or can those responsibilities be met through existing preparation program and/or district roles?
- Will the preparation program be a contractor providing the residency services for a lump sum that includes residents' stipends, or will the district employ and pay residents?
- What human and/or financial supports might the program need in order to be able to tailor their offerings to meet district needs?
- How will candidates be recruited, and what costs might be associated with those efforts?

Answers to these questions will ensure a robust budget and plan for ESSER. Once planning has begun for the residency, integrating long-term sustainability into the residency will ensure these federal dollars not only help LEAs meet ESSER goals but also create sustainable funding for continuation of the residency partnership. *Prepared To Teach's* [reports](#) and [resources](#) on the 3Rs for sustainably funding high-quality teacher residencies—[Reallocation](#), [Reduction](#), and [\(Re\)Investment](#)—can support sustainability efforts.

## Appendices

### Appendix 1: A Working Definition of a Teacher Residency

Based on existing research and our own study of programs across the nation, *Prepared To Teach* has developed the following three-part description of common features in high-quality residency programs: <sup>21</sup>

#### *Program curriculum*

- Foundational knowledge in content, educational theory, and pedagogy are tightly integrated into residents' placement experiences and are designed to support student learning in residents' classrooms.
- Residents' instructional practice is grounded in research-based principles based in the science of learning and development,<sup>22</sup> not simply in mastery of techniques.
- Residents' study and practice culturally responsive and sustaining practices and explore personal and systemic biases to develop capacities to disrupt systemic inequities.

#### *Structural principles*

- Responsibility for residents' development as novice professionals who support student learning is shared by school, district, and program partners.
- Residents do not serve as teachers of record. Rather, they work as co-teachers with an accomplished teacher who has strong mentoring capacities.
- Residents follow the P-12 calendar, engaging in full-time instructional placements, experiencing the arc of the school year with a consistent mentor and set of students.
- Residents' roles in their classrooms are substantive. They help plan, deliver, assess, and reflect on their and their co-teachers' impact on student growth and learning.
- When additional duties, such as occasional substitute teaching or tutoring, are part of the model, they are carefully designed to ensure the resident's classroom experience is not compromised.

#### *Co-design approaches to meet specific local needs*

- Partnerships make concerted efforts, often including strong incentive packages, to recruit residents from under-represented backgrounds and prepare them for specific district hiring needs, especially in shortage areas.
- Districts provide financial support during the residency year, often in exchange for a commitment to teach in the district for a minimum number of years.
- Once hired in the district, residency graduates often receive ongoing mentoring and support.



## Appendix 2: What *Prepared To Teach* Means by “High-Quality” Teacher Preparation

Many frameworks for quality teacher preparation exist, developed by different groups for different purposes. The nation also has two accrediting bodies with standards for teacher preparation— the Association for Advancing Quality in Education ([AAQEP](#)) and the Council for the Accreditation of Educator Preparation ([CAEP](#))—and individual certification subject areas have their own professional frameworks. Each of the 50 states articulates its expectations for programs, and programs themselves define their own visions for quality. These teacher preparation quality frameworks share many features, even as aspects of how to define and measure quality remain contested. For *Prepared To Teach*, we conceptualize quality around four non-negotiable tenets that should be present in addition to commonly accepted principles such as continuous improvement and alignment with standards:

1. High-quality programs focus on equity for candidates. Equitable access for all aspiring teachers, from every background, is a centerpiece of program designs, with concerted efforts to develop pathways for BIPOC candidates. Programs ensure a quality, supported experience for all candidates, with dedicated efforts to improve experiences for candidates from underrepresented populations.
2. High-quality programs focus on equity for P-12 students. Unless programs elevate the need for aspiring teachers to be aware of and to know how to work against institutional racism and other systemic inequities, not every P-12 student will have access to a good education. Quality programs provide both curricular study and clinical practice experiences that develop teachers who can disrupt inequities and help all students thrive.
3. High-quality programs are based in the research on learning and development and its applications to teaching.<sup>23</sup> Teachers must be able to form deep, caring relationships that help students construct knowledge. Quality programs embrace the need to engage candidates deeply in content knowledge and pedagogy that support authentic learning, and they do so within a framework of human development centered in culturally responsive and sustaining approaches to teaching and learning.
4. High-quality programs integrate extended clinical practice experiences with coursework. Learning to teach well requires both study and application, and no one can master the complexities of teaching well enough to lead a classroom without opportunities to put theory into practice. Quality programs work in deep partnership with schools and districts to design learning opportunities with mutual benefits for candidates and P-12 students in mind and ensure that graduates are ready for the complex work of being a teacher.



## Endnotes

- <sup>1</sup> U.S. Department of Education, Office of Planning, Evaluation and Policy Development, “ED COVID-19 Handbook Volume 2: Roadmap to Reopening Safely and Meeting All Students’ Needs” (Washington D.C., 2021), 40 ff, <https://www2.ed.gov/documents/coronavirus/reopening-2.pdf>.
- <sup>2</sup> Karen DeMoss et al., “Clearing the Path: Redesigning Teacher Preparation for the Public Good” (New York: Bank Street College of Education, Prepared To Teach, September 2017); Jessica Cardichon et al., “Inequitable Opportunity to Learn: Student Access to Certified and Experienced Teachers” (Palo Alto, CA: Learning Policy Institute, 2020).
- <sup>3</sup> Cardichon et al., “Inequitable Opportunity to Learn.”
- <sup>4</sup> Karen DeMoss, “Following the Money: Exploring Residency Funding through the Lens of Economics” (New York: Prepared To Teach, Bank Street College of Education, April 2018), <https://educate.bankstreet.edu/faculty-staff/16/>.
- <sup>5</sup> Prepared To Teach, “Money Matters” (Bank Street College of Education, Prepared to Teach, 2019), [https://educate.bankstreet.edu/cgi/viewcontent.cgi?article=1044&context=faculty-staff&\\_ga=2.217541141.2088331306.1610801188-396254923.1610221113](https://educate.bankstreet.edu/cgi/viewcontent.cgi?article=1044&context=faculty-staff&_ga=2.217541141.2088331306.1610801188-396254923.1610221113).
- <sup>6</sup> Analyses informing this model include districts from across the country, applying both local data and conservative estimates using national data. See DeMoss et al., “Clearing the Path: Redesigning Teacher Preparation for the Public Good.”
- <sup>7</sup> Linda Darling-Hammond et al., “Implications for Educational Practice of the Science of Learning and Development,” *Applied Developmental Science* 24, no. 2 (February 17, 2019): 43.
- <sup>8</sup> Andre Nickow, Philip Oreopoulos, and Vincent Quan, “The Impressive Effects of Tutoring on Prek-12 Learning: A Systematic Review and Meta-Analysis of the Experimental Evidence” (Cambridge, MA: National Bureau of Economic Research, July 2020), <https://doi.org/10.3386/w27476>.
- <sup>9</sup> Nancy Bacharach, Teresa Washut Heck, and Kathryn Dahlberg, “Changing the Face of Student Teaching through Coteaching,” *Action in Teacher Education* 32, no. 1 (2010): 3–14.
- <sup>10</sup> Albert Shanker Institute, “The State of Teacher Diversity” (Washington, DC: Albert Shanker Institute, September 2015), <https://bit.ly/1F9uSWG>; Seth Gershenson et al., “The Long-Run Impacts of Same-Race Teachers” (Cambridge, MA: National Bureau of Economic Research, November 2018), <https://doi.org/10.3386/w25254>; Constance A. Lindsay and Cassandra M. D. Hart, “Exposure to Same-Race Teachers and Student Disciplinary Outcomes for Black Students in North Carolina,” *Educational Evaluation and Policy Analysis* 39, no. 3 (September 2017): 485–510.
- <sup>11</sup> Gershenson et al., “The Long-Run Impacts of Same-Race Teachers.”
- <sup>12</sup> Ryan Eisner et al., “Examining the Impact of Denver Teacher Residency on Teacher Retention, Teacher Effectiveness, and Student Achievement” (Association for Education Finance Policy, Washington, D.C., March 16, 2017), <http://bit.ly/2EaQciy>; Tim Silva, Allison McKie, and Philip Gleason, “New Findings on the Retention of Novice Teachers from Teaching Residency Programs,” NCEE Evaluation Brief (Washington, D.C.: Institution for Education Sciences, August 2015), <https://bit.ly/2KiOsWW>; John P. Papay et al., “Does an Urban Teacher Residency Increase Student Achievement? Early Evidence From Boston,” *Educational Evaluation and Policy Analysis* 34, no. 4 (2012): 413–34; Kay Sloan et al., “A Different, More Durable Model” (San Francisco, CA: Rockman et al, September 2018); DeMoss, “Following the Money.”
- <sup>13</sup> “COVID-19 Is Worsening Already Critical Teacher Shortages, Potentially Jeopardizing School Openings,” Learning Policy Institute, accessed June 6, 2021, <https://learningpolicyinstitute.org/press-release/covid-19-worsening-already-critical-teacher-shortages-potentially-jeopardizing-school>.
- <sup>14</sup> Cardichon et al., “Inequitable Opportunity to Learn.”

- <sup>15</sup> Desiree Carver-Thomas and Linda Darling-Hammond, “Teacher Turnover: Why It Matters and What We Can Do about It” (Palo Alto, CA: Learning Policy Institute, August 2017), <http://bit.ly/2w691jU>; Pam Grossman and Susanna Loeb, *Alternative Routes to Teaching: Mapping the New Landscape of Teacher Education* (Harvard Education Press, 2008).
- <sup>16</sup> Carver-Thomas and Darling-Hammond, “Teacher Turnover”; Roneeta Guha and Tara Kini, “Teacher Residencies: Building a High-Quality, Sustainable Workforce” (Palo Alto, CA: Learning Policy Institute, 2016), <http://bit.ly/2phcQwi>; Eisner et al., “Examining the Impact of Denver Teacher Residency on Teacher Retention, Teacher Effectiveness, and Student Achievement”; Papay et al., “Does an Urban Teacher Residency Increase Student Achievement?”; Sloan et al., “A Different, More Durable Model.”
- <sup>17</sup> Jamie Alter and Jane G Cogshall, “Teaching as a Clinical Practice Profession: Implications for Teacher Preparation and State Policy” (Washington, D.C.: National Comprehensive Center for Teacher Quality, March 2009), <https://eric.ed.gov/?id=ED543819>.
- <sup>18</sup> Matt Miller and Steph Strachan, “Co-Designing Teacher Residencies: Sharing Leadership, Finding New Opportunities” (Western Washington and Bank Street College of Education, 2020), [https://educate.bankstreet.edu/cgi/viewcontent.cgi?article=1006&context=pt&\\_ga=2.32873022.1618287019.1616471075-1300962208.1615662424](https://educate.bankstreet.edu/cgi/viewcontent.cgi?article=1006&context=pt&_ga=2.32873022.1618287019.1616471075-1300962208.1615662424).
- <sup>19</sup> Laura Borgogni et al., “The Role of Self-Efficacy and Job Satisfaction on Absences from Work,” *Revue Européenne de Psychologie Appliquée/European Review of Applied Psychology* 63, no. 3 (May 1, 2013): 129–36, <https://doi.org/10.1016/j.erap.2012.08.007>.
- <sup>20</sup> Melissa Kay Diliberti, Heather L. Schwartz, and David Grant, “Stress Topped the Reasons Why Public School Teachers Quit, Even Before COVID-19,” February 22, 2021, [https://www.rand.org/pubs/research\\_reports/RRA1121-2.html](https://www.rand.org/pubs/research_reports/RRA1121-2.html).
- <sup>21</sup> Prepared To Teach incorporates the definitional elements of residencies from the groundbreaking report from Learning Policy Institute on largely grant-funded, graduate-level residencies, Guha and Kini, “Teacher Residencies.” In addition, our own research includes a wide variety of residency models, including unfunded and undergraduate programs, which inform our working definition. For resources on Prepared To Teach’s research, see “Prepared To Teach,” Bank Street College of Education, accessed March 2, 2021, [bankstreet.edu/prepared-to-teach](http://bankstreet.edu/prepared-to-teach).
- <sup>22</sup> Darling-Hammond et al., “Implications for Educational Practice of the Science of Learning and Development.”
- <sup>23</sup> Darling-Hammond et al.