

REPORT

# Sustainable Funding of West Virginia's Residency Model

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# Sustainable Funding of West Virginia's Residency Model

## Region 5 Comprehensive Center

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## Introduction: West Virginia's Teacher Residency Model

As of July 1, 2021, West Virginia's educator preparation programs (EPPs) were required to begin transitioning to the West Virginia Residency Model (WVRM), a residency-based teacher preparation program. EPPs were to offer at least one program using the 1-year residency pathway for clinical experience. By fall of 2024, EPPs were to offer the residency model for all undergraduate licensure areas to their incoming freshman cohorts.

West Virginia's Residency Model involves a yearlong clinical experience consisting of Residency 1 and Residency 2. Residency 1 occurs during the first semester of the yearlong residency and requires a minimum of 14 weeks and 250 hours of classroom-based experience per semester. Residency 2, occurring during the second semester of the yearlong residency, also has a minimum duration of at least 14 weeks, but doubles the number of classroom-based hours per semester to 500 hours. The WVRM is based on a co-teaching model, where the resident teacher is engaged in all aspects of classroom instruction with their cooperating teacher. The state envisions the WVRM as more than just a yearlong clinical experience. Instead, its expectation is for the development of strong partnerships between EPPs and county school districts.

Each of the three primary entities involved in offering the residency experience—EPPs, county school districts, and the West Virginia Department of Education (WVDE)—has a role to play in its success. EPPs are expected to redesign their preparation programs' curriculum as needed to ensure all content and general education coursework is completed by the end of candidates' junior year, include county school boards in the development of their residency programs, educate school districts on the WVRM, provide trainings for cooperating teachers and residents, and oversee each resident's clinical experience. Districts provide EPPs and their residents with access to their schools and a qualified cooperating teacher, and offer residents supports such as induction services and other professional learning opportunities. The WVDE is responsible for developing the WVRM, establishing program regulations, approving residency programs, providing training for cooperating teachers and residents, and paying residents a \$2,000 stipend at the beginning of the Residency 2 semester. This stipend is currently financed through the federal COVID-19 American Rescue Plan's Elementary and Secondary School Emergency Relief (ESSER) funds.

While the WVDE has made significant progress in implementing the WVRM, concerns remain regarding sustainably financing the program into the future. The current \$2,000 Residency 2 stipend is funded by federal ESSER funds, which expire after the 2023-24 school year. The WVDE's desire to significantly increase the amount of these stipends increases urgency to finding sufficient and stable funding. Other costs that may be higher under the WVRM than traditional student teaching include more extensive training of cooperating teachers, an enhanced process for matching residents and cooperating teachers, increased stipends for cooperating teachers, systems for monitoring and managing residents' placements, and enhanced data systems for tracking the number, types, quality, and retention of teacher candidates completing preparation programs.



The purpose of this report is to provide a review of the research literature and a scan of other states' policies and practices regarding the sustainable funding of residencies. To accomplish this, the study conducted an extensive literature search of both peer reviewed journal articles and reports produced by education policy organizations, residency support organizations such as the National Center for Teacher Residencies, and established residency programs such as the Boston Teacher Residency program. A brief assessment of teacher residency program support policies in other states was also conducted.

In addition to this literature review, interviews were conducted with leaders from six EPPs and three school districts on the costs of their participation in the WVRM. The purpose of these interviews was to collect information on the design of the residency programs in these EPPs and districts; what, if any, additional costs were incurred by implementing and operating the residency program in comparison to their traditional student teaching programs; and the current sources of funding used to support their residency efforts.

The remainder of this report is organized into the following four sections: 1) Teacher Residency Finances, 2) Literature on Sustainably Funding Residencies, 3) Interviews with West Virginia EPPs and School Districts, and 4) Recommendations. Providing long-term, sustainable financing for a statewide, high-quality residency program is a challenge for programs across the country and will likely require making hard decisions around initiating new sources of revenue, reallocating dollars from current spending in other areas, and/or exploring strategies for greater financial participation on the part of EPPs and school districts.

**A word of caution:  
there appear to  
be no easy  
answers or silver  
bullets.**

## Teacher Residency Finances

Many of the costs of residency programs are roughly comparable to those of traditional preparation programs. For example, both typically bear the costs of coursework and field experience supervision provided by an EPP, or the costs of placing candidates in schools and matching them with cooperating teachers for their culminating field experience. However, residencies tend to have higher costs than traditional preparation programs in several areas (Dennis and DeMoss 2021b). These include the costs of:

- » Establishing and nourishing more robust partnerships between EPPs and school districts;
- » Implementing more extensive processes for matching residents with field experience schools and cooperating teachers;
- » Paying larger stipends to cooperating teachers to compensate for the extended time spent mentoring residents; and
- » Paying for stipends and tuition reductions used to support residents during their yearlong field experience, typically the largest costs associated with residencies not found in traditional preparation programs (Hirschboeck, Eiler White, Brannegan, and Reade 2022).



The challenge for the WVDE as it completes its transformation from a traditional teacher preparation model to residencies is how to pay for these additional costs. The WVDE has already taken several steps to address this challenge. First, it repurposed funds to create the Residency Model Competitive Grant program to EPPs to support costs associated with the WVRM, including cooperating teacher and resident training and cooperating teacher stipends. Second, it is using ESSER funds to pay a \$2,000 stipend to residents during the second semester of their residency field experience, although this funding will expire after the 2023-24 school year. Third, it has encouraged school districts to use their Step 7d Teacher and Leader Induction funds to support residency costs such as cooperating teacher stipends, residency coordinators, and other supports such as personalized professional development and targeted coaching. Finally, the West Virginia Board of Education has enacted a policy change to allow residents to work as substitute teachers during their yearlong field experience to supplement to their stipend (West Virginia Board of Education 2022; WVDE 2021-2022).

Despite these efforts, achieving sustainable funding for the WVRM is still a work in progress. The ESSER funding supporting current stipends for residents will expire after the 2023-24 school year, while at the same time the WVDE hopes to substantially increase the amount of these stipends. Interviews with EPPs and districts suggest cooperating teachers in many districts are currently paid a minimal stipend or no stipend at all in some cases, even though they are investing considerable time over an entire school year working with their assigned resident teachers. Other components of the WVRM the WVDE may be looking to strengthen include the partnerships between EPPs and school districts, recruiting residency candidates, matching residents with cooperating teachers, and improving data and quality monitoring systems.

### Literature on Sustainably Funding Residency Programs

Much of the literature around financing teacher residency programs focuses on what they call the “3 Rs” of sustainable funding (Dennis and DeMoss 2021a; Hirschboeck et al. 2022; Yun and DeMoss 2020). The 3 Rs consist of:

- » Reallocation. Resource reallocation consists of taking resources from existing budget lines and reinvesting them in new, more impactful programs or strategies. Money, personnel, and non-personnel resources may all be reallocated.
- » Reduction. Reduction refers to reducing the costs of providing residency programs and passing savings on to residents to make the program more affordable and accessible.
- » Reinvestment. Reinvestment involves capturing savings generated by residency programs, for example reduced teacher turnover or professional development costs, and using the savings for sustainable funding for the residency program.

This review will add an additional strategy to this list—cost sharing. Cost sharing refers to how responsibility for the costs of a residency program is distributed among its partners, such as EPPs and school districts. The following sections discuss each of these strategies in turn.



## Reallocation

Resource reallocation refers to the strategy of repurposing existing funds from no longer needed or less effective programs to new and more promising programs (Odden and Archibald 2001). Of the 3 Rs, reallocation holds the greatest opportunity for finding resources for supporting residency programs. This strategy suggests that educational organizations at all levels should regularly assess the effectiveness of their spending plans and revise them in response to changes in local needs or in exchange for more effective programs or strategies. This means taking a continuous improvement approach, where programs and strategies are evaluated on a regular basis, and if they are found to be underperforming, either revising them to improve effectiveness or replacing them with more effective programs or strategies (Levin and Naylor 2007; Miles and Frank 2008).

The literature on student learning finds that being taught by a high-quality teacher is one of the strongest predictors of students' academic success (Hanushek and Rivkin 2010; Nye, Konstantopoulos, and Hedges 2004). Students taught by effective teachers across consecutive years may experience even greater academic gains, and teachers that are more effective have also been found to reduce achievement gaps for low-income and minority students (Sanders and Rivers 1996). Given these research findings, one of the best investments school districts can make is to place an effective teacher in every classroom. If West Virginia's residency program proves to be as effective as studies have shown other residency programs have been in preparing a classroom-ready, effective teacher, particularly teachers of color (Papay, West, and Fullerton 2012), then financially supporting the residency program may be a high-yield investment for districts.

Much of the literature on resource reallocation for supporting teacher residency programs focuses on the budgets of participating school districts. Multiple reallocation opportunities exist in partner school districts. However, these opportunities are best realized when there is a close partnership between the teacher residency organization or partnering EPP and participating school districts. The strength of these partnerships hinges on residencies providing a strong value proposition to districts in terms of helping meet their teacher pipeline needs, preparing classroom-ready, effective teachers who know the districts' contexts and instructional language, and supporting districts' improvement efforts (Hirschboeck et al. 2022; Luczak, Vaishnav, and Horwath 2016).

District budget areas most often mentioned as potential sources of resource reallocation include professional development, substitute teaching, paraprofessional, and extended day programs (Dennis and DeMoss 2021b; DeMoss, Bottamini, Fallon, Mansukhani, Mills, and Thomases 2017; Yun and DeMoss 2020). In situations where residents may be hired to staff district positions, such as substitute teachers or paraprofessionals, studies indicate that the time residents spend in these roles must not compromise the quality of their clinical experiences. Instead, this work must be integrated and aligned with the residency's curriculum and learning goals. Otherwise, the effectiveness of the resident's clinical experience, and ultimately their teaching ability, may be compromised (Bank Street 2021).



## Professional Development

Tightly integrating teaching residents into schools may reduce districts' professional development costs in several ways. First, by hiring teaching residents who were prepared in a high-quality program and who completed their yearlong clinical in the district, districts may have less need for in-service professional learning in topics such as classroom management, at least early in the careers of these teachers. Residents hired by their placement district will also likely need fewer initial induction services than otherwise provided to teachers new to the district (Yun and DeMoss 2020). Because these teachers completed their residency clinical in the district, they already know district expectations and how district systems and processes work. The head start these teachers provide should permit the district to scale back on its professional development and induction programs and repurpose cost savings, including federal Title II funds, for supporting the residency program (Yun and DeMoss 2020).

A second way residencies can help to reduce districts' professional development budgets is through comprehensively integrating the clinical curriculum and supports provided to resident teachers in their placement district and school's improvement plans so that cooperating teachers and other novice teachers in the district may take advantage of these services provided by the EPP's clinical faculty (Bank Street 2021; Luczak et al. 2016).

A third approach to strategically using residency programs to support district professional development efforts is to have resident teachers take teachers' classrooms to provide them with release time for engaging in professional development, saving professional development funds otherwise used to pay for substitute teacher time (Hirschboeck et al. 2022).

## Paying Residents for Substitute Teaching

Another approach increasingly used by residency programs, including the WVRM, to leverage school district funds to support resident teachers is to allow residents to work as substitute teachers. By taking this approach, funds from a district's substitute teacher budget may be used to provide resident teachers with direct financial support. Because it is important for programs implementing this approach to ensure the integrity and quality of the clinical experience is maintained, residencies have taken several approaches to placing limitations on how much substitute teaching residents may be asked to do. These include limiting the number of days residents may serve as substitutes, whether they may be used to cover extended absences, and where they may serve as substitutes, such as substituting only in their cooperating teacher's classroom, in their placement school, or in their placement district (Bank Street 2021; Yun and DeMoss 2020). The literature also recommends that substitute teaching as well as other times during which residents are assigned to provide instructional support outside of their cooperating teacher's classroom, should be carefully planned and integrated into the residency curriculum (Bank Street 2021; Luczak et al. 2016).



A resident teacher completing a minimum 28-week yearlong clinical could potentially double the current \$2,000 stipend by substitute teaching. Under the WVRM, residents continue to spend time at their EPP for coursework. Consequently, they are limited to 14 days of substitute teaching during their Residency 2 semester, earning roughly \$2,100 at the \$150 per day rate.

### Paying Residents as Paraprofessionals

Another paid role residents may assume in school districts is to work as classroom paraprofessionals. Over the past 26 years, the paraprofessional has been the fastest growing position in the educator workforce in the United States, more than doubling between 1993 and 2019 (Bisht, LeClair, Loeb, and Sun 2021). However, this substantial growth has occurred primarily in response to ongoing teacher shortages (Bisht et al. 2021). This dilemma suggests districts would prefer to hire more certified teachers but recruitment challenges and costs have led them to rely more heavily on paraprofessionals instead. A well-designed residency program with a strong co-teaching model could provide residents with high-quality experiences while delivering a more effective distribution of responsibilities between the resident and cooperating teacher than typically found with paraprofessionals in the classroom (Yun and DeMoss 2020). These responsibilities may include residents not only co-teaching with their cooperating teacher in the classroom but also leading tutoring one-on-one or with small groups, providing enrichment experiences, or working in before or afterschool programs. This arrangement could lead to budget savings in districts' paraprofessional, academic support, and remediation budgets (Yun and DeMoss 2020).

Assigning teacher residents as paraprofessionals may also help alleviate the common human-resource challenge of recruiting and retaining qualified paraprofessionals (Young Tillery, Gessler Werts, Roark, and Harris 2003). Paraprofessionals are often in short supply in many districts' communities, leading to frequent staffing shortages (Will 2022). These shortages have only intensified over the past 2 years due to the COVID-19 pandemic. A 2021 survey of a nationally representative sample of school districts by the EdWeek Research Center found that 55 percent of responding districts were struggling to fill open paraprofessional positions (Lieberman 2021). Allowing residents to serve as paraprofessionals would save district human resource departments the costs of recruiting, onboarding, and offboarding paraprofessionals due to turnover.

However, some districts and schools are wary of replacing paraprofessionals with teacher residents (Tineh, Beard, and Horwath 2021) because hiring paraprofessionals locally offers several advantages. Hiring parents and other community members as paraprofessionals may be an effective strategy for improving parent and community involvement in schools. Paraprofessionals also tend to be more diverse than teachers and other certified staff. Local hires are also likely to remain in the classroom longer than the 1-year term of a teacher resident, increasing the continuity of a school's staff.

While paraprofessional pay varies widely, most full-time paraprofessionals earn between \$20,000 and \$40,000 depending on experience, qualifications, and assignment (National Education



Association 2022).<sup>1</sup> While there is no consensus in the literature on whether residents should be allowed to work full-time or half-time as paraprofessionals, even working as a half-time paraprofessional could earn residents around \$10,000 or more over the course of their residency clinical (Dennis and DeMoss 2021a; Yun and DeMoss 2020).

### Extended Day Programs

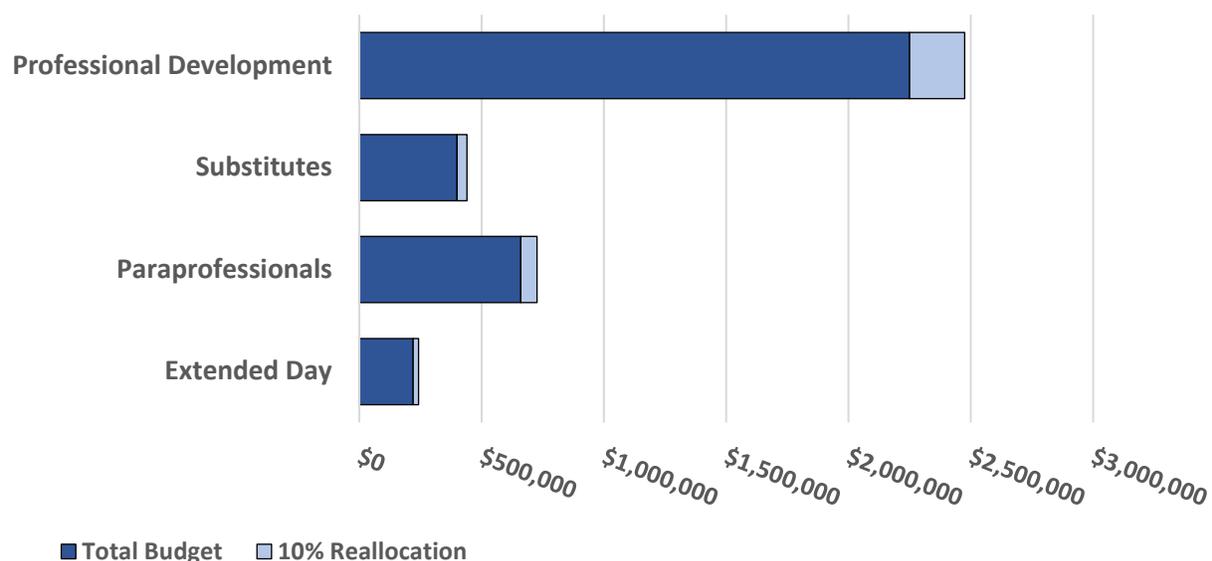
Extended day programs, such as before or afterschool programs, offer students additional time for academic learning, the arts, enrichment, or sporting activities. This additional learning time can be especially important to students who have fallen behind academically, offering them an opportunity to take another approach to learning material with which they are struggling (McCombs, Whitaker, and Yoo 2017). However, the affordability of these programs is an issue for many school districts, with the cost of staff salaries making up 55 percent of total program costs (Baldwin Grossman, Lind, Hayes, McMaken, and Gersick 2009). Programs are typically staffed by some combination of certified teachers, paraprofessionals, and in some cases, parent volunteers (Baldwin Grossman et al. 2009). To save money, districts may lean more heavily on their paraprofessionals for the majority of their extended day staffing. Using teacher residents to staff extended day programs presents another opportunity to engage residents in a range of instructional experiences while using existing district allocations to support a stipend or salary (Bank Street 2021). For example, an afterschool program offered 4 days per week for 3 hours per day over the 28 weeks of the residency experience would earn a resident \$6,720 at a pay rate of \$20 per hour. Programs serving Title I students, or programs offered in schoolwide Title I schools, would be able to use Title I, Part A funds to pay for the resident's salary.

Prepared to Teach, a center supporting affordable, high-quality teacher preparation programs within the Bank Street College of Education, developed a resource reallocation example based on an analysis of district budgets in a California county for their report on sustainably funding California's teacher residency programs (Yun and DeMoss 2020). This district, with 190 teachers, budgeted \$2,250,000 for professional development programs, \$660,000 for paraprofessional salaries and benefits, \$400,000 for substitute teacher salaries and benefits, and \$220,000 for educator compensation for its extended day programs.

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<sup>1</sup> The estimated salary range for paraprofessionals is based both on the National Education Association report, which applies to multiple education support professionals positions, and a review of contracts and job postings for a number of West Virginia school districts.



**Figure 1. Example of District Resource Reallocations for Supporting Teacher Residents**

Source: Prepared to Teach

In this example, summarized in Figure 1, teacher residents would be used to help fill some substitute, paraprofessional, and extended day educator positions. Savings in the professional development budget would be realized by making professional learning activities provided by the residency program's EPP faculty available to all of a school's teachers and through the assumption that less in-service professional development will be required due to the greater effectiveness of the residency-prepared teachers hired by the district. By reallocating 10 percent of the combined \$3,530,000 million budget for these four program areas, \$353,000 would be generated for supporting stipends for residents, cooperating teachers, and other district-based costs of the residency (Yun and DeMoss 2020).

Unfortunately, a lack of coordination between EPPs and school districts often makes assuming district paid positions during their residency year challenging for residents. A survey of California residents found that 40 percent of residents who were offered district positions but declined them, said they did not have enough time to assume the work, while 25 percent said proposed work schedules conflicted with other residency obligations (Hirschboeck et al. 2022).

An added benefit of adopting these resource reallocation strategies is they expand opportunities for using federal funding sources to help pay for the costs of placing residents in school districts (Dennis and DeMoss 2021b). For example, school districts' Every Student Succeeds Act (ESSA) Title I, Part A funding, and in more limited cases Individuals with Disabilities Education Act funding, may be used to pay for residents' time working with eligible student populations. Doing so will require careful planning on the part of residency partners to ensure federal grant requirements are met, but these options open up other avenues for supporting residencies in schools (Dennis and DeMoss 2021b). In the case of Title I, Part A funds, the task is made easier in schools qualifying for the

schoolwide program, under which all students in a school are eligible to receive Title I services (Bank Street 2021). Further, guidance for Part A, section 2103 of the Title II, Preparing Training, and Recruiting High-Quality Teachers, Principals, or Other School Leaders program notes that financial supports for residents and mentors may be funded as part of a broader teacher recruitment, preparation, hiring, and retention strategy (Bank Street 2021).

### Reallocating Resources in EPPs

The literature on resource reallocation offers few options for reallocation within EPPs. Most of the potential savings discussed in the literature pertain to residencies' clinical experiences. For example, the work of EPPs' clinical supervisors may be made more efficient by placing residents in fewer schools within a district or within fewer districts. Cost savings result from reduced travel time between schools and/or districts, and in cases where multiple residents are placed in a school, by allowing the clinical supervisor to meet with more than one resident at a time (Bank Street 2021; Yun and DeMoss 2020). These time savings may allow an EPP to reduce its number of clinical supervisors, freeing up salary and benefits dollars to pay for other residency components, such as cooperating teacher training, stipends, or cooperating teacher-resident pairing.

Another strategy consists of building the capacity of cooperating teachers to take more responsibility for supervising residents, thus reducing the number of clinical supervisors (DeMoss et al. 2017). One of the West Virginia EPPs interviewed for this study has adopted this approach. In this program, the residency placement coordinator provides cooperating teachers with additional training, including how to use the program's summative assessment tool, and no longer uses any clinical supervisors for its residency program.

### Cost Reduction

Cost reduction in the context of teacher residencies, refers to reducing the cost of residency programs to its residents, making the programs more accessible to a wider spectrum of candidates, particularly low-income students and those from other underrepresented communities (Hirschboeck et al. 2022). The literature on teacher residencies highlights several strategies for achieving tuition reductions and other cost savings for participating residents.

Given the WVRM is statewide in scale, a strategy of reducing costs through economies of scale may help to reduce the costs to residents over time (DeMoss et al. 2017). As the program develops a reputation for producing effective teacher candidates, both in-state and out-of-state interest in enrolling in the program may increase. If the state's EPPs set aside some of this additional tuition revenue through, for example, allowing larger class sizes or reducing the number of courses, these savings may be used to fund tuition credits for residents and lower the total cost of their participation in the program.

Another strategy used by some EPPs is to rethink their program's coursework. This approach may take a couple of different forms. First, EPP faculty may work to streamline coursework by reducing duplicative content across courses, which may result in fewer required courses and lower tuition



costs (Hirschboeck et al. 2022). Another approach EPP faculty have taken is to partner closely with school district staff, such as experienced cooperating teachers or curriculum and instruction leaders, to offer course content during the residency's clinical experience. Where a close partnership exists between the EPP and partner school districts, the program's curriculum may be closely aligned with the instructional program of its partner schools, allowing for some of its coursework to be integrated into the school-based clinical experience, leading to fewer courses and lower tuition costs for residents (Yun and DeMoss 2020). For example, the Sanger Teachers and Residency Program in California, a partnership between Fresno State University and the Sanger Unified School District, worked to reconfigure its coursework in an effort to eliminate 5 weeks of coursework required in the summer prior to the start of students' residency year. By working together to better integrate and align coursework with the district's professional development program, the partners were able to reduce the number of semesters of coursework from three to two. A key strategy for accomplishing this reduction was to create a series of integrated, classroom-based inquiry processes combining research, instructional design, data collection, and self-reflection during the residency clinical experience (Yun and DeMoss 2020).

Interviews with five West Virginia EPPs revealed that all five programs spent time reworking their coursework as part of implementing their residency. However, the reasons given for revising coursework revolved around better aligning coursework with the content and schedule of the longer clinical experiences. The interviews did not reveal whether coursework was reduced or resulted in lower tuition costs among the participating EPPs.

The literature found some EPPs participating in residency programs also worked to streamline their clinical placement processes by working more closely with district and school liaisons, thus reducing the number of EPP staff needed. For example, continuity in the schools accepting residents and their cooperating teachers reduced the time involved in making initial placements. In some cases, EPPs and their partner districts also reduced the number of schools where residents were placed, saving travel time for clinical supervisors, resulting in fewer clinical supervisors needed to supervise a given number of residents. Several of the interviewed EPPs for this study noted that long-time collaboration with liaisons in certain partner districts reduced the amount of time and effort of EPP placement staff to complete placements. Several EPPs also worked to consolidate the number of clinical experiences for candidates during the coursework phase of their program. In some cases, multiple clinicals associated with individual courses were condensed into several longer clinical experiences, each serving the needs of multiple courses. In some cases, this approach dramatically reduced the number of placements made for each candidate and reduced the workload of EPP placement staff.

A survey of California residency programs found that a number of programs were either utilizing, or planning to utilize, the following strategies for reducing program costs or otherwise reducing costs for their residents (Hirschboeck et al. 2022):



- » Providing residency-specific financial aid or tuition reduction packages (more than one-third of responding programs).
- » Condensing or redesigning coursework to reduce the total time and cost of programs (more than one-third of responding programs).
- » Timing their recruitment cycles so candidates are able to meet financial aid deadlines (roughly four of 10 responding programs).
- » Providing work-study opportunities that integrate the residency experience (roughly one of 10 responding programs).

## Reinvesting Savings

Research indicates that partnering with residency programs and hiring teachers prepared in residency programs can lead to cost savings in school districts (DeMoss et al. 2017; Hirschboeck et al. 2022; Yun and DeMoss 2020). The most consistent findings are from research on savings to school districts from reduced teacher turnover (Yun and DeMoss 2020).

Several studies have shown that new teachers prepared by residency programs are more effective and better prepared to manage a classroom than peers prepared in traditional programs are (Podolsky, Kini, Bishop, and Darling-Hammond 2016; Silva, McKie, and Gleason 2015).

Recent studies estimate the cost of replacing departing teachers at between \$10,000 per teacher in rural districts to more than \$20,000 in urban districts. If the estimated value of lost productivity is added, the cost more than doubles (Barnes and Schaefer Crowe 2007; Milanowski and Odden 2007). Because graduates of residency programs tend to have higher retention rates, districts could repurpose savings from lower turnover to support a residency program. However, there is also a cost to retaining teachers. Under most, if not all, teacher pay plans teachers’ salaries increase the longer they stay in the profession. This means that increasing teacher retention will also lead to higher average teacher salaries (assuming a departing veteran teacher would be replaced by a teacher new to the profession) (Milanowski and Odden 2007). What the net savings or cost to the district will be depends on its specific turnover rates and costs and its teacher salary schedule. Table 1 summarizes the typical cost components of teacher turnover.

**Table 1. Typical cost components of teacher turnover**

HR cost category	Example costs
<b>Recruitment:</b> <i>Identifying and encouraging candidates to apply</i>	Hiring fair fees   Advertising   Travel   Targeted recruitment efforts (diversity, STEM)
<b>Hiring and Onboarding:</b> <i>Processes for new hires</i>	Incentives   Administrative costs (paperwork, background checks)
<b>New Teacher Induction:</b> <i>Mentorship and other programs specific to new teachers</i>	Induction mentor stipends   Release time   Speakers



**Table 1. Typical cost components of teacher turnover—continued**

HR cost category	Example costs
<b>Training:</b> <i>Getting new hires up to speed on administrative systems</i>	Materials   Release time
<b>Termination:</b> <i>Termination/separation for non-retirement leavers</i>	Severance   Offboarding   HR staffing

Source: Bank Street College of Education

The cost table above only considers process costs, that is, the administrative costs of offboarding and onboarding teachers due to turnover. Other studies have attempted to estimate the cost of lost productivity when a veteran teacher, particularly an effective or highly effective teacher, is lost and replaced by a novice teacher. These estimates, based on the method used, range up to more than twice the process costs (Milanowski and Odden 2007).

High rates of turnover among early career teachers may constitute a significant budget drain in school districts. When new teachers leave, all of the investment districts put into recruiting, hiring, inducting, and developing the novice teacher is lost and will need to be repeated for the replacement teacher. A study of turnover costs among early career teachers in the nation’s 100 largest school districts estimated the cost as \$1.6 billion per year (Dennis and DeMoss 2021b).

In addition to savings from teacher turnover, studies have identified several other savings that may accrue to districts by hiring teachers prepared via the residency route.

**Savings on recruitment costs.** Districts may save on recruitment costs, especially for teachers of color and from other underrepresented groups, as residencies tend to attract and recruit a larger proportion of these students than traditional preparation programs. EPPs that are close partners with districts can also help with other recruiting challenges, such as assisting districts with recruiting candidates for hard to staff positions (DeMoss et al. 2017).

**Professional development.** The cost of professional learning is another area where districts may realize savings from partnering with a teacher residency program. For example, EPP faculty providing support programming for residents can expand participation to other school or district staff, potentially saving on district professional development costs (Dennis and DeMoss 2021b). In some residency programs, EPP faculty may teach some of their residency coursework on site in placement schools. Again, if these courses are made available to other school or district educators, the district may be able to reduce its professional development budget and invest the savings into other residency cost areas such as cooperating teacher or resident stipends (DeMoss et al. 2017).

**Induction and other early career supports.** Because novice teachers prepared in residency programs have gained additional classroom experience and supports through longer and more intensive clinical experiences, they often require fewer supports in the first few years of teaching than teachers prepared in traditional programs. Residents hired by their placement schools enter



the classroom even more attuned to its processes and instructional approaches, making them less likely to need extensive induction and support programs (DeMoss et al. 2017; Dennis and DeMoss 2021b).

**Student supplemental support, remediation, and referrals to special education.** Due to the better preparation of residents compared to teachers certified through traditional and alternative programs, teachers from residency programs are often more effective working with high-need students, leading to fewer referrals to remedial or special education programs, which may result in lower costs for these programs (DeMoss et al. 2017; Dennis and DeMoss 2021b).

In some cases, districts may invest these savings directly to support the residency. However, in some residency programs the EPP and school districts negotiate a fee for service contract under which the partner districts pay a fee for each resident hired from the program. This strategy provides an ongoing stream of income that will increase as the residency program grows and places more candidates in partnering districts (Dennis and DeMoss 2021b).

## Cost Sharing

Sustainable residency programs have been successful in moving away from reliance on short-term grant and philanthropic funding sources to other, more stable sources (Hirschboeck et al. 2022). They have accomplished this through some combination of identifying new revenue sources, cutting costs, and sharing costs with partner school districts, which possess stable and diverse funding streams and offer the greatest opportunities for reallocating resources from other programs areas to support residency costs (Hirschboeck et al. 2022). A survey of California residency programs found that nearly 60 percent of responding programs reported accessing or planning to access partner school district funding to support their residency costs (Hirschboeck et al. 2022).

Taking cost sharing to the next level is often challenging because traditionally, these funding streams have become siloed, with EPPs paying for the majority of costs and school districts playing a lesser supporting financial role (DeMoss et al. 2017). Instituting a more balanced cost sharing arrangement will require a change in these expectations, supported by data showing how school districts—and EPPs—benefit from participating in residency programs, with each potentially realizing costs savings (DeMoss et al. 2017).

Cost sharing is most effective when all residency partners view teacher preparation as a shared responsibility of both the EPP and school district. Strong partnerships can find ways for both partners to play a role in pre-service and in-service educator development. This can benefit all partners and lead to more effective preparation programs and, ultimately, more effective teachers (Bank Street 2021).

Cost sharing between the EPP and partner school districts is most viable where a strong partnership structure exists (DeMoss et al. 2017). In these programs, the partnership works



collaboratively to determine the most cost efficient manner in which human, financial, and physical resources may be pooled to provide high-quality residency clinical experiences. Cost savings can be realized by reducing the duplication of roles and responsibilities, creating shared positions between school districts and EPPs, streamlining professional learning systems, creating a continuum of pre-service and in-service performance expectations that save induction resources, and, in some partnerships, by making more efficient use of facilities (DeMoss et al. 2017).

For example, as part of the Integration to Prepare Teachers to Teach English Language Learners residency program, Arizona State University (ASU) initially received a federal Teacher Quality Partnership grant, which it used to cover a majority of the program's costs. However, over time ASU and its partner districts negotiated a more sustainable funding approach under which the university and school districts each agreed to bear a share of the program's costs (Luczak et al. 2016). ASU estimates it spends about \$100,000 per partner site, including the costs of site coordinators, course materials, facilitating meetings with partner districts, and on-site pedagogy courses. Partner school districts, in turn, provide classrooms, computers and other technology, mentor teachers stipends and other supports, and offices for ASU faculty members in placement schools (Luczak et al. 2016). In the Denver Teacher Residency program, Denver Public Schools pays for a \$10,000 stipend for each resident, while its partner EPP, Denver University, directs between 70 percent and 80 percent of its residency program tuition to the Denver Public Schools to pay for various residency partnership operating costs (Luczak et al. 2016).

### Effective Partnering

The literature is clear that residencies with strong partnerships between EPPs and participating school districts tend to have more success with devising sustainable financing strategies (DeMoss et al. 2017; Hirschboeck et al. 2022). In programs with strong partnerships, partners possess a clearer understanding of what each partner brings to the table in terms of expertise, processes, and resources for the preparation of effective teachers, managing the teacher pipeline, and identifying and addressing potential shortage areas (Hirschboeck et al. 2022; Luczak et al. 2016). This mutual knowledge leads to better collaboration on coordinating EPP-based coursework with school-based clinical experiences to improve efficiency and effectiveness, and negotiating cost sharing agreements to bring new sources of revenue to the table (DeMoss et al. 2017; Hirschboeck et al. 2022).

Characteristics of strong residency program partnerships include holding regular partner meetings; assigning liaisons representing all partners; possessing a shared vision and goals for the program; articulating and aligning on expectations for program completers; tightly aligning coursework and clinical experiences; and sharing and acting on data on the recruitment, progress, and credential areas of candidates, and the placement and performance of graduates (Luczak et al. 2016). Table 2 summarizes recommendations for a pathway to developing stronger residency program partnerships.



Some of the advantages of strong partnerships between EPPs and school districts identified by the research include greater sharing of program costs, higher rates of placements of residents in district schools for the residency clinical experience, and greater likelihood that residents will be hired by their placement district after completing their residency (Hirschboeck et al. 2022). Benefits of a closer relationship with partner EPPs to school districts’ teacher pipeline processes include greater support from EPPs for meeting district hiring needs, developing joint data systems for tracking and projecting shortage areas, and recruiting candidates who can address these shortages (Hirschboeck et al. 2022).

**Table 2. Pathway to stronger residency partnerships**

<b>Initiation stage</b>	
<p><b>1.</b> Districts understand and discuss their teacher pipeline needs with their partner EPP.</p> <p><b>2.</b> Partners should collaboratively set their initial vision and goals with focus on relationship building and trust.</p>	<p><b>3.</b> Partners should align on rubrics and key expectations for program graduates.</p> <p><b>4.</b> Partners commit to sharing and analyzing data together to drive action.</p>
<b>Implementation stage</b>	
<p><b>5.</b> Partners should jointly select and train mentor teachers and strategically place residents.</p> <p><b>6.</b> Partners should ensure coursework matches clinical experiences and district language.</p>	<p><b>7.</b> Partners should communicate and meet frequently.</p> <p><b>8.</b> Partners should spend more time in schools together.</p>
<b>Continuous Improvement stage</b>	
<p><b>9.</b> Partners should be open to regularly discuss progress and challenges and make changes as necessary.</p>	<p><b>10.</b> Partners should ensure the district needs drive shifts in residency pipelines, structures, and systems.</p>

Source: Education First

## Diversifying Residency Funding Streams

While the gold standard for sustainably funding residency programs may be to tap into the operating revenues of universities and school districts (or categorical state general fund appropriations), another approach, or perhaps a complimentary approach, is to create a diverse portfolio of revenue sources so programs are less reliant on any one source. The literature has identified a wide range of funding options, emanating from federal, state, local, and private sources (Yun and DeMoss 2020).

Table 3 below presents a list of potential revenue streams from each of the sources noted above. Some of these sources consist of one-time or short-term funding, such as philanthropic grants, which are most appropriate for supporting planning and startup activities, while other funding streams come from more stable, ongoing sources such as university work-study dollars or



professional development funding from school district general funds or Title II, Part A federal grants (Yun and DeMoss 2020).

The most productive entities for finding more stable, long-term funding include general fund sources from school district and university operating budgets. These funding sources represent ongoing operating revenues from state and local sources, typically generated through the state's school funding formula, and in some cases, local voter approved supplemental funding raised exclusively from local sources such as the property tax. Another potential state source consists of a specific appropriation for ongoing support of teacher residencies. While a number of states, including West Virginia, fund grant programs for initiating and expanding residency programs, none currently offer ongoing operating funding specifically for residencies (Dennis, DeMoss, and Mansukhani 2021; Yun and DeMoss 2020).

Another source of long-term funding is federal program funding, particularly the Title II, Part A program, which supports the development of effective teachers and school leaders. Title II and Title I, Part A, a program for supporting low-income and at-risk students, both authorized in the ESSA legislation, are formula funded grant programs that make up a large share of federal K-12 education funding. Funding flows to both state education agencies, such as the WVDE, and through the agencies to school districts (ESSA 2015). Revenues from both of these programs are permitted for use to support various aspects of residency programs (Isenberg and Webber 2021). However, funds from these programs are already committed for other purposes in almost all cases, and it will require undertaking reviews for reallocation of funds to shift significant amounts to supporting residencies (Bank Street 2021). Residency programs are modifying their programs to take advantage of other federal funding programs such as AmeriCorp, federal and state support for apprenticeship programs, and federal workforce development grants (Yun and DeMoss 2020).

Other sources, such as grants from foundations and other philanthropies, short-term state or federal grants, or community sources such as businesses and teachers unions, are most appropriate for temporary costs such as residency program planning, implementation, or expansion (Bank Street 2021).



**Table 3. Diverse funding sources for residencies**

Entity	Specific sources
District and school	<ol style="list-style-type: none"> <li>1. Recruitment funds</li> <li>2. Staffing lines</li> <li>3. School improvement dollars</li> <li>4. Professional development and teacher leadership dollars</li> <li>5. Local property tax dollars</li> </ol>
University	<ol style="list-style-type: none"> <li>6. Tuition reduction and scholarships</li> <li>7. Work-study dollars</li> <li>8. Open educational resources</li> </ol>
Philanthropy	<ol style="list-style-type: none"> <li>9. Startup funding</li> <li>10. Capacity building</li> </ol>
Union	<ol style="list-style-type: none"> <li>11. Professional development dollars</li> <li>12. Partnerships for national grant dollars</li> </ol>
Voter support	<ol style="list-style-type: none"> <li>13. State and local tax dollars</li> </ol>
State	<ol style="list-style-type: none"> <li>14. State teacher loan forgiveness and tuition assistance programs</li> <li>15. State teacher residency grants</li> </ol>
Federal and Other	<ol style="list-style-type: none"> <li>16. Teacher loan forgiveness and scholarship programs</li> <li>17. Federal teacher preparation grants (Title II of the Higher Education Act [HEA])</li> <li>18. Federal grants to Historically Black Colleges and Universities and Minority Serving Institutions of Higher Education (Titles III and V of the HEA)</li> <li>19. The Augustus F. Hawkins Center of Excellence Program (Title II of the HEA, if funded)</li> <li>20. Federal work-study (Title IV of the HEA)</li> <li>21. ESSA Title I and Title II dollars</li> <li>22. AmeriCorps funding</li> <li>23. Workforce development dollars</li> <li>24. Apprenticeships or vocational subsidies</li> </ol>

Source: EdPrepLab

A drawback of using a highly diversified approach to funding residency programs, particularly if the portfolio does not include a substantial amount of long-term funding, is that it may require a significant ongoing effort to keep backfilling for expiring revenues, such as grants of only a few years duration. In addition, there may be differing capacities of residency programs to successfully access and manage these multiple streams. Such a funding strategy likely favors larger and more urban or suburban-based programs (Yun and DeMoss 2020).

Another drawback to accessing certain funding streams such as federal grants is the complexity involved in applying for and administering the grants. A survey of California residency programs



found that only about a third of responding programs were currently taking advantage of ESSA funding programs (Hirschboeck et al. 2022).

## Interviews With West Virginia EPPs and School Districts

In addition to a review of the literature, this study also conducted interviews with a small sample of West Virginia EPPs and school districts. The preferred approach for this study would have been to interview or survey all participating EPPs and the 55 county school districts, to collect detailed budget data along with specific information about the costs of the WVRM for both EPPs and school districts, and school district roles and associated costs in hosting teacher residents and how these costs differ from those of the traditional student teaching model. Unfortunately, the resources were not available to undertake such an extensive study. A total of six EPPs and six districts were contacted about participating in the interviews. In the end, five EPPs and three districts opted to participate. Given this, some caution is warranted in generalizing the information from these interviews to all of the state's programs. On the other hand, the five participating EPPs partner with between 25 and 30 districts, providing at least some insight into how roughly half of the state's districts share in the cost of supporting residents' training in their schools with EPPs.

Based on interviews with participating EPPs and school districts, funding for many of the costs of residency programs were simply shifted from the traditional student teaching program to the WVRM. For example, all of the EPPs participating in interviews revised their coursework to align with the new residency schedule of two semesters of clinical experience. However, none found it necessary to add classes or faculty. Three of the five EPPs also did not increase clinical supervision staff, although all programs noted the residency requires more clinical supervision time than student teaching, raising the question of whether current staffing levels are sustainable. One program hired additional supervisory staff while another shifted responsibility for clinical supervision to residents' cooperating teachers. Similarly, the participating school districts, for the most part, continued using existing practices for selecting placement schools and cooperating teachers, and for matching residents with cooperating teachers, that were used for placing student teachers under the traditional model.

### State Funding of New WVRM Costs

The interviews with EPPs and school districts revealed that nearly all of the new costs of operating residency programs, those costs not accounted for in the traditional student teaching model, were currently being funded by the state, primarily through the WVDE's Residency Grant program and the state ESSER funds used to pay for residents' stipends. The following summarizes how these funding sources are being used by the EPPs and school districts participating in interviews.

**Cooperating Teacher Stipends.** All five EPPs used their Residency Grant funds to pay for cooperating teacher stipends of between \$100 to \$500 for both semesters of a residency. One of the participating districts supplemented this amount, paying an additional \$1,000 per semester. From the available data, it is impossible to know how many other districts in the state also supplement



the EPPs' payments, but it seems likely that EPPs have primary responsibility for paying cooperating teacher stipends.

**Cooperating Teacher Training.** All five of the participating EPPs provided cooperating teacher training intended to supplement the Department's online training. The EPPs developed and conducted the trainings, which were also paid from the Residency Grant. Districts provided cooperating teachers with release time if required, but otherwise did not contribute to training.

Three of the five EPPs pay cooperating teachers for their training time. These payment amounts range from \$50 to \$150 for a half to full-day training and are also funded through the Residency Grants. None of the participating districts paid cooperating teacher stipends or per diems to attend trainings. However, districts did provide substitutes to give cooperating teachers release time for attending the trainings.

**Resident Stipends.** Two EPPs supplement the state-paid resident stipend from Residency Grant funds. One EPP pays \$200 in only the first semester, another \$500 per semester. None of the participating districts said they supplemented residents' stipends.

**Assessing Residents.** EPPs also picked up most of the costs of assessing residency candidates, including the design and administration of assessments. In the two cases where cooperating teachers were responsible for assessments, the EPPs provided training on how to use the assessments. Residency Grant funds paid for these costs.

### WVRM Program Changes and Potential Cost Impacts

Many of the costs of operating a residency program are the same or similar to those of the traditional student teacher model. As noted above, some components of teacher preparation programs had to be modified to align with the new requirements of the WVRM, but these changes did not affect costs. However, there are other costs associated with the WVRM that are either new, greater, or otherwise changed due to implementation of the WVRM. For example, placing residents, clinical supervision, and data management are all tasks EPPs are finding require more time as their residency programs become fully implemented. The following summarizes these areas of the residency for which costs are the same or similar to the traditional student teaching model, or where new costs are being funded primarily through EPP or school district sources.

**Changes to EPP Coursework.** None of the participating EPPs added courses to their course load for the residency. As a result, no additional instructional faculty were hired due to implementation of the WVRM. However, the EPPs' entire faculty spent significant time revising their curriculum to better align with the expanded clinical experience. This work was completed within the faculty members' existing schedule or on their own time, so these curriculum revisions did not increase EPP direct costs.

**Changes to Pre-Residency Clinical Experiences.** Three of the five participating EPPs also significantly revised their pre-student teaching or residency clinical experiences. Under student



teaching the EPPs tended to require multiple, short clinicals often associated with specific courses. With the expanded clinical time of the WVRM, the EPPs generally consolidated these into fewer, longer clinical experiences. This reduced the amount of time required to coordinate these clinical experiences, which may represent a cost savings to the EPPs.

**Managing Residency Clinical Experiences.** On the other hand, the EPPs are finding that coordinating the full-year residency clinical experience is taking more time, which may offset any savings from coordinating fewer earlier clinical experiences. One EPP added a full-time placement coordinator for the first time due to the demands of residency placements. Another increased the weekly hours of an existing part-time placement coordinator.

**Clinical Supervision.** The EPPs are also finding the WVRM requires significantly more time on the part of their clinical faculty and supervisors. This is mostly due to the doubling of the length of the clinical, but also because it requires supervision that is more intensive. One EPP noted that it increased its number of clinical supervisors to deal with the increased load. However, one EPP no longer provides clinical supervisors, but instead handed those responsibilities to the mentor teachers. Eliminating EPP clinical supervisors would represent a cost savings to those programs following this strategy.

**School District Residency Coordinators.** All three participating districts designated a residency coordinator either in placement schools or, in one district, a single district-wide coordinator. These were teachers working in the placement schools or, in the case of the district-wide coordinator, an assistant principal who assumed these duties on top of her existing duties. It did not appear the school-based coordinators were paid a stipend for their role.

**Residency Orientations.** Most of the EPPs hold orientations, or “meet and greet” sessions, for residents and cooperating teachers. In some cases, the cost to teachers and residents for attending was assumed to be covered by their stipends. In others, the EPP paid cooperating teachers a training per diem. For several of the programs these gatherings were the first step in matching residents with a cooperating teacher. Residency Grant funds may not be used to pay for food or refreshments, so most of the cost of these sessions were picked up by the EPPs.

**Matching Cooperating Teachers and Residents.** The principals and residency coordinators of placement schools were involved in the selection of mentor teachers and matching of mentors with residents in all of the participating districts. The balance of involvement between EPP school staff varied, with EPPs taking the lead in some cases and schools in others. Several of the EPPs stated these processes had not changed significantly from those used with their traditional student teaching program. Districts indicated that managing the clinical experience over a full year rather than one semester required more time and attention.

**Other Cooperating Teacher Supports.** Districts did not provide additional supports to cooperating teachers such as additional release time for meeting with their residents. They were expected to find time on their own if these meetings were necessary.



**Other Resident Support.** Districts typically allowed residents to access any professional development activities available to other teachers in their school. One of the participating districts also offered supplemental instructional and professional development materials to its residents.

**Residency Partnership Coordination.** All of the participating EPPs said their existing Educational Personnel Preparation Advisory Committee (EPPAC) served as the primary formal coordination and collaboration vehicle with their school district partners. The schedules and operations of the EPPAC meetings had not changed significantly from when the programs were using student teaching exclusively.

## Future Challenges

In the interviews, several EPP representatives noted that as their residency programs were becoming fully phased-in, certain elements of the WVRM might present new challenges and opportunities. First, two of the programs expressed interest in strengthening and formalizing the process of matching residents with cooperating teachers. Currently, all five programs have a relatively informal process, which ranges from collaborating with school principals and school residency coordinators on making the matches to relying on the principal and school residency coordinator to do the matching. Developing a higher quality, research based matching process will likely require technical assistance support from the WVDE and involve additional cost, both in its development and operation.

Second, the majority of participating EPPs found that as their residency program expanded, it was demanding more time on the part of their clinical supervisors. In two of the EPPs additional clinical supervisors were hired to address the added demands of supervising candidates for two semesters and the more intensive supervision required by the residency. Two others have expected their current clinical supervisors to manage the additional demands within their current contract. However, this is not a sustainable strategy and these programs will also likely increase staffing to meet the increased time demands of the residency. Increasing the number of clinical supervisory staff obviously has implications for the programs' budgets. As noted above, the fifth program turned supervision responsibilities over to the schools' cooperating teachers. This practice raises questions about the quality of supervision cooperating teachers provide as well as that of the partnership, as the literature suggests working collaboratively in schools is an important factor in strengthening residency partnerships.

Finally, several EPPs noted the WVRM placed greater demands on their residency and placement coordinators, both in terms of managing the placements and of managing placement data. One coordinator noted that just the task of writing and accounting for resident and cooperating teacher stipend checks had noticeably increased program administration time. All three of these issues suggest EPPs at some point will need to add staff and other resources to adequately manage a high-quality residency experience.



## Other States’ Financial Support of Residency Programs

As of 2019, 13 states provide specific support for establishing teacher residency programs through either statute or regulation (Francies 2021). However, none of these states consistently funds the excess costs of teacher residency programs. Delaware and Louisiana both provide a limited amount of funding for the general costs of operating a residency program, but the amounts are limited and do not provide statewide support. California has made the greatest investment in residencies, appropriating \$350 million for its California Teacher Residency Grant program in 2021. However, funds may only be used for developing new or expanding existing residency programs. They are not intended to provide ongoing operating funding. Table 4 summarizes the residency support provided in four states that are currently actively supporting the expansion of their residency programs.

**Table 4. Selected state teacher residency funding programs**

State	Program description
California	State initially appropriated \$75 million for the California Teacher Residency Grant program for 2019-20 for the costs of developing new or expanding existing residency programs. In 2021, the state appropriated another \$350 million for the program.
Delaware	State has appropriated \$1 million per year to fund 52 resident stipends. The state is expected to appropriate \$4 million for 2022-23 for grow-your-own programs partnering with EPPs featuring either student teaching or residencies.
Louisiana	State uses Title II, Part A funds for the development and expansion of residency programs. Funds may be used for mentor training and stipends and other costs associated with residencies.
Mississippi	Mississippi is using \$9.8 million of its ESSER funds to support teacher residency program grants for five institutions of higher education. Funds may be used for tuition, testing fees, books, and mentor stipends for up to 200 residents. The program was previously funded through grants from the W. K. Kellogg Foundation.

Sources: California: WestEd, Education Commission of the States (ECS); Delaware: Delaware Department of Education and ECS. Louisiana: ECS; Mississippi: Mississippi Department of Education and ECS.

A number of other states have in the past or are currently funding teacher residency grant programs for the purpose of developing and implementing pilot residency programs. Among them are Colorado, Indiana, Illinois, New Mexico, New York, and Pennsylvania.

## Recommendations

Based on information gathered from the literature review, a review of other states funding support, and interviews with West Virginia EPPs and school districts, this report suggests five recommendations for the WVDE to consider.

**Recommendation 1.** The WVDE should encourage and develop models for residency program cost sharing agreements between EPPs and school districts. This work should include supporting EPPs and school districts to identify new sources of revenue, examining their budgets to identify cost



savings, and assessing existing programs for potential resource reallocation, with the goal of achieving fiscal sustainability of their residency programs.

**Recommendation 2.** To facilitate enhanced cost sharing, the WVDE should work to strengthen partnerships between EPPs and school districts. This may present a challenge in West Virginia where EPPs are working with multiple districts, but the potential advantages of residencies, often leading to school district cost savings, help to make the argument for greater school district financial participation in residencies. The WVDE should provide technical assistance to residency partnerships on building strong partnerships, including developing data systems for collecting and disseminating the data necessary to quantify the benefits, both in quality and financially, of the WVRM to EPPs and school districts.

**Recommendation 3.** The WVDE should consider phasing-in more-generous resident stipends over time. One of the primary rationales for offering resident stipends is to reduce financial barriers to enrolling in high-quality residencies to make them more accessible to lower income candidates. Given this, providing residency stipends large enough to help support candidates' living expenses during their residency year could be targeted to low-income candidates in the same manner as other forms of financial aid. Eligibility for larger stipends could be expanded as more funding becomes available. The WVDE should also consider expanding residents' opportunities to work as substitute teachers or as paraprofessionals as a means for accessing school district funds for paying for resident stipends. However, it is crucial that any expanded substitute or paraprofessional work performed by residents be carefully designed and monitored to ensure it meets the program's clinical experience requirements and maintains the rigor and integrity of the Residency Model.

**Recommendation 4.** Interviews with school districts indicated that residents often began their yearlong clinical after the start of the school year. As a result, the residents missed district induction activities for new teachers. Later induction opportunities for residents appeared to be hit or miss. EPPs should explore adjusting their residency clinical schedules to ensure residents are able to participate in districts' standard start of the school year induction programs.

**Recommendation 5.** Ultimately, the most stable source of funding for excess costs of residency programs, such as resident stipends, is through direct state appropriations. While this represents an increase in state spending, the state also benefits from having well prepared, effective teachers teaching in its schools.



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