Fact Sheet: Sustaining Investments in Teachers Beyond the American Rescue Plan

Great teachers are one of the most important resources we can give young people to help them succeed in school and pursue their dreams. Unfortunately, the COVID-19 pandemic exacerbated longstanding shortages of teachers in our schools, with particularly acute shortages in special education; bilingual education; science, technology, engineering, and math (STEM); and career and technical education (CTE). In addition, overall staffing levels in schools are down across the nation, often forcing remaining teachers to “do double duty” to address student wellbeing and overcome the impact of lost instructional time. Furthermore, history has shown that teacher shortages disproportionately impact students of color, students from low-income backgrounds, students with disabilities, and often students in rural communities.¹

Teacher shortages are driven by several key factors. One of the primary factors is that in many places teachers have fewer opportunities to earn a competitive and livable wage. Too often teachers earn less than other professionals with similar qualifications. For example, on average, teachers make 20 percent less than other college-educated workers and make even less than that average in 25 states.² In 38 states, the average teacher salary is so low that mid-career teachers who are the head of household for a family of four qualify for two or more government benefits based on income. In addition, teachers identify other barriers to remaining in the profession.³ These include lack of preparation, development, and support; few opportunities for career growth and leadership; and not feeling valued. These issues create recruitment and retention challenges and must be addressed to ensure an equitable recovery for students across the country.⁴

The Biden-Harris Administration is committed to ensuring all students have the teachers and school staff they need to succeed. When President Biden took office, our nation’s schools had 620,000 fewer critical teacher and school staff members than before the pandemic. With the help of the American Rescue Plan (ARP), schools have made tremendous progress in increasing teacher and staffing levels, cutting this gap by nearly in half. However, critical shortages remain, including of teachers—falling hardest on our most underserved communities. But federal investments alone are insufficient—states and districts must do their part and increase investments in our teachers.

The Administration is committed to a comprehensive policy agenda to build a racially, culturally, and linguistically diverse and well-prepared educator workforce to support the success of every student. This includes leveraging both the significant ARP Elementary and Secondary School Emergency Relief (ARP ESSER) funds to support the needs of students in the short-term and also other state, local, and federal funds to sustain these investments over time as we continue to respond to and recover from the COVID-19 pandemic and address pre-existing shortages. Well-prepared, supported, and qualified educators are needed in all schools to support the social, emotional, mental health, and academic needs of students.

Uses of ARP ESSER funds may include:

- providing teachers with a competitive and livable wage;
- supporting licensure reciprocity, including the covering of fees, as appropriate and aligning teacher licensure requirements with the knowledge and skills teachers need to be successful;
- establishing or expanding loan forgiveness and service scholarship programs;
• increasing the number of partnerships between educator preparation programs, states, and districts that support teaching residencies, Grow Your Own, and registered apprenticeship programs;
• providing early career teachers with high-quality mentoring programs; providing evidence-based approaches to professional learning, including significantly more time for teachers to participate in professional learning communities; and
• creating opportunities for teacher advancement and leadership, including serving as instructional coaches and mentors and earning additional, in-demand, and advanced certifications.

Using ARP ESSER Funds to Support Teachers

As noted above, emergency relief funds are available for use by states, districts, and schools. At least 60 percent of school districts planned to spend some portion of ARP ESSER funds on teachers, counselors, or interventionists, and districts have budgeted more than $26 billion in ARP ESSER funds to address shortages and support teachers.

To support states and districts in the effective use of emergency relief funds, the U.S. Department of Education (Department) has released the following resources and recommended strategies for supporting a stronger and more diverse workforce.

• In April 2021, the Department released the *ED COVID-19 Handbook, Volume 2: Roadmap to Reopening Safety and Meeting All Students’ Needs*, including an extensive section on “Supporting Educator and Staff Stability and Well-Being.”
• In October 2021, the Department hosted a webinar on using ARP funds and other federal flexibilities and resources to address state and local teacher shortages. This series highlighted clarifications provided by the Internal Revenue Service to support retired educators in returning to the profession and retirement-eligible employees to remain on the job while receiving pension distributions if allowed by their pension plan.
• On December 16, 2021, the Secretary released a Dear Colleague Letter encouraging states and districts to use ARP funds to address labor shortages, highlighting evidence-based strategies.
• In January 2022, the Department released *Using American Rescue Plan Funds and Other Federal Supports to Address Staff Shortages*, summarizing the effective strategies that can be supported by ARP Act funds and U.S. Department of Treasury flexibilities.
• In March 2022, the Department released a FACT SHEET: The U.S. Department of Education Announces Partnerships Across States, School Districts, and Colleges of Education to Meet Secretary Cardona’s Call to Action to Address the Teacher Shortage, laying out strategies for responding to state and local teacher shortage challenges and options for using federal COVID-19 relief funds to scale up educator preparation programs at institutions of higher education (IHEs).
• In April 2022, the Department held a live-streamed Roundtable: Strengthening Partnerships Between States, School Districts, and Higher Education to Increase the Number of Teacher Candidates Prepared to Enter the Classroom and Provide Immediate Support to Schools to share information about existing partnerships and federal resources that can support these kinds of partnerships to address teacher shortages.
In addition to these resources, Secretary Cardona announced a Call to Action in March urging all states, districts, and IHEs to commit to using ARP funds to help address the teacher shortage, including through the strategies outlined below, which can be sustained with existing and additional federal resources.

**Additional Federal Resources Available to Sustain ARP Investments in Teachers**

Federal investments are available to support states, districts, and schools as they work to address immediate teacher shortages exacerbated by the pandemic and rebuild the profession for the long-term. Under the Elementary and Secondary Education Act Supporting Effective Instruction State Grants (Elementary and Secondary Education Act (ESEA) Title II, Part A), $2.17 billion was awarded by formula in fiscal year (FY) 2022 to states and school districts. These annual funds may be used to address inequities in access to effective teachers for underserved students, provide professional development, reduce class sizes, improve teacher recruitment and preparation, increase the diversity of the teacher workforce, and a wide range of other uses. Allowable activities also include establishing, improving, or supporting school-based residency programs for teachers and for educators to receive additional certifications in high-need areas.

In addition to ESEA Title II, Part A funds, the following federal programs may be used to sustain ARP investments in key strategies that attract, prepare, support, and retain a diverse teacher workforce and address teacher shortages for the long-term.\(^{vii}\)

### 1. Providing Teachers with a Livable and Competitive Wage

*States and districts can leverage ARP ESSER funds to pay retention bonuses and provide pay increases reflecting challenging work conditions due to COVID-19 as states and districts work on longer term strategies. States and districts are encouraged to use their own funds to provide teachers with a livable and competitive wage and sustain supplemental temporary relief provided by ARP ESSER funds.*

**Additional federal resources to support these efforts in the long-term include:**

#### Improving Basic Programs Operated by Local Educational Agencies (ESEA Title I, Part A)

Formula funds help provide students the opportunity to receive a fair, equitable, and high-quality education, and to close longstanding achievement and opportunity gaps by providing funds to provide supplemental supports for students with low rates of achievement. Teacher turnover rates are nearly 50 percent higher for teachers in Title I schools, which serve more students from low-income backgrounds.\(^{viii}\) Teacher turnover rates are also higher in Title I schools serving higher percentages of students of color.\(^{ix}\)

Title I funding can help Title I schools with high rates of poverty and high turnover rates make critically needed new investments, including hiring additional educators, and providing additional financial support to attract and retain qualified and effective educators and staff and supporting their professional growth. ESEA also requires states and districts to describe how they will ensure students of color and students from low-income backgrounds are not taught at disproportionate rates by ineffective, out-of-field, or inexperienced educators compared to their peers. These strategies could include using Title I funds to offer financial incentives or rewards to entice qualified and effective educators to work in Title I schools. **FY 2022 Funding: $17.5 billion.** The President’s FY 2023 Budget proposes an additional $19 billion for this program.

_Grants to States for Education of Children with Disabilities (Individuals with Disabilities Education Act (IDEA), Part B_ Grants to States for Education of Children with Disabilities (Individuals with Disabilities_
Education Act (IDEA), Part B section 611) formula funds may be used to support salaries of special education teachers and costs associated with related services providers such as speech therapists and psychologists. States may also use a portion of these funds that they reserve for state-level activities, other than administration, for a range of authorized activities including technical assistance, educator preparation, and professional development and training. **FY 2022 Funding: $13.3 billion.** The President’s FY 2023 Budget proposes an additional 2.6 billion increase.

2. **Investing in a Talented and Diverse Teacher Pipeline**

As states and districts work to stabilize their current teacher workforce, they should also invest in high-quality, comprehensive pathways into the profession that provide teachers with the knowledge and skills they need to be successful in the classroom and remain in the profession. Additional federal resources to support these efforts in the long-term include:

**Teacher Quality Partnership Grants (Higher Education Act (HEA) Title II, Part A)** support a variety of effective pathways into teaching and supports our Nation’s educator workforce in improving student opportunities and outcomes. The grant program seeks to improve the effectiveness of teachers working in high-need schools by providing grants to partnerships of IHEs and high-need school districts to improve teacher preparation programs and enhance professional development activities for teachers; recruit and graduate diverse and highly qualified educators; attract and prepare talented professionals from outside the teaching profession to become educators; and hold teacher preparation programs accountable for preparing effective teachers. Grants can be used to implement initiatives that increase compensation for qualified early childhood educators who attain 2-year and 4-year degrees, to support teacher residency programs (including providing a living stipend or salary) and Grow Your Own programs, or to develop other preparation programs with high-quality and sustained preservice clinical education that includes high-quality mentoring or coaching. **FY 2022 Funding: $59 million.** The President’s FY 2023 Budget proposes an additional $73 million for this program.

**Augustus F. Hawkins Centers of Excellence Grants (HEA Title II)** support a diverse and well-prepared pool of effective educators by expanding and strengthening teacher education programs at Historically Black Colleges or Universities (HBCUs), Hispanic-serving Institutions (HSIs), Tribally Controlled Colleges or Universities (TCCUs), and other Minority-Serving Institutions (MSIs). Grants can be used to develop and implement initiatives to promote retention of teachers and principals of color, including mentoring and induction programs; to award scholarships to help students pay the costs of tuition, room, board, and other expenses of completing a teacher preparation program; to provide extensive, sustained, and high-quality preservice clinical experiences; and to support programs that prepare teachers to meet applicable state certification and licensure requirements, which may include qualifications related to meeting the needs of students with disabilities. **FY 2022 Funding: $8 million.** The President’s FY 2023 Budget proposes an additional $12 million for this program.

**Indian Education Professional Development Grants (ESEA Title VI, Part A, Subpart 2)** provides funds to IHEs and other eligible entities to effectively prepare Native individuals to be teachers and school administrators to work in schools with concentrations of Indian children and youth. Grants support preservice teacher and administrator preparation programs at IHEs and provide comprehensive services, including support for tuition, living expenses, and induction services. **FY 2022 Funding: $12.5 million.**

**State Personnel Development Grants Program (IDEA Part D, Subpart 1)** provides discretionary grants to help states increase the number of fully certified personnel to serve children with disabilities. At least 90
percent of the grant funds must be used for the professional development of special education personnel to ensure they have the knowledge, skills, and abilities to provide evidence-based instruction and services to children with disabilities. These grants can support partnerships between districts and IHEs who produce educators at various levels (masters, Ed.D., Ph.D., etc.) and to directly support costs associated with credentialing teachers. Ninety percent of funds must be spent on professional development. **FY 2022 Funding: $39 million.** The President’s FY 2023 Budget proposes an additional $155 million for this program.

**Career and Technical Education State Grants (Perkins V)** formula funds assist states in expanding and improving CTE in high schools, technical schools, and community colleges. States and local recipients may invest Perkins funds in supporting and recruiting CTE educators to serve in Perkins programs and by including educator development as a CTE pathway for students in Perkins-funded CTE programs. States may use up to 10 percent of their allocations to carry out state leadership activities, which must include using funds for recruiting, preparing, or retaining CTE teachers and faculty. Further, Perkins V allows for eligible recipients to use grant funds for creating or expanding recruitment, retention, or professional development activities for CTE teachers, faculty, school leaders, administrators, specialized instructional support personnel, career guidance and academic counselors, and paraprofessionals. State and local Perkins funds may also be used to make investments in the general educator pipeline by supporting the preparation and development of students interested in entering the education profession, including through dual enrollment and early college programs. By investing in educator development, including becoming a CTE teacher, as a CTE pathway, states can support Grow Your Own programs, including those that begin in Perkins programs in middle and high school. Examples of Grow Your Own programs include those in Washington and Connecticut and the national Educators Rising program. **FY 2022 Funding: $1.4 billion.**

**Rural Education Achievement Program (REAP) (ESEA Title V, Part B)** funds may be used for supplemental activities that are allowable under Part A of Title I, Part A of Title II, Title III, Part A of Title IV, and Part B of Title IV of the ESEA. This includes implementing initiatives to assist in recruiting, hiring, and retaining effective teachers; providing high quality professional development to train teachers, principals, and other school leaders; and offering counseling and other mental health services. **FY 2022 Funding: $195 million.**

3. **Supporting Teachers in Earning Initial or Additional Certification in High-demand Areas**

Shortages are higher in critical areas such as special education, bilingual education, STEM, CTE, and early childhood education. In addition to creating pipeline programs into these areas, federal funds can be used to provide current teachers with opportunities to earn additional certifications in high-demand areas. Additional federal resources, as well as ESEA Title II, Part A funding, to support these efforts in the long-term include:

**Personnel Preparation Program (IDEA Part D, Subpart 2, Section 662)** funds help meet state-identified needs for adequate numbers of fully certified personnel to serve children with disabilities by supporting competitive awards to: provide research-based training and professional development to prepare special education, related services, early intervention, and regular education personnel to work with children with disabilities; ensure that those personnel are fully qualified and possess the skills and knowledge that are needed to serve children with disabilities; and ensure that regular education
teachers have the necessary knowledge and skills to provide instruction to students with disabilities in regular education classrooms. **FY 2022 Funding: $95 million.** The President’s FY 2023 Budget proposes an additional $155 million for this program.

**English Language Acquisition Grants (ESEA Title III-A)** provide formula grants to states primarily based on the state’s share of English learners. Funds can be used to support professional development for teachers of English learners and provide other strategies and programs that support these educators and meet their needs. These funds may be used to provide supplemental staff to support English learners, as long as states and local educational agencies (LEAs) have already met their civil rights obligations. States and LEAs may not use Title III funds to meet obligations to English learners under other requirements. **FY 2022 Funding: $764 million.** The President’s FY 2023 budget proposes an additional $311 million for this program.

**Supporting Effective Educator Development Grant Program (SEED) (ESEA Title II, Part B, Subpart 4, Section 2242)** funds are intended to be used to increase the number of highly effective educators by supporting the implementation of evidence-based practices that prepare, develop, or enhance the skills of educators. These grants will allow eligible applicants to develop, expand, and evaluate practices that can serve as models to be sustained and disseminated. The SEED program also encourages the use of rigorous evidence in selecting and implementing interventions to support educators’ development across the continuum of their careers, including providing teachers, principals, and other school leaders with evidence-based professional enhancement activities, such as activities that lead to an advanced credential, including National Board Certification. **FY 2022 Funding: $85 million.**

**Alaska Native Education Program (ESEA Title VI, Part C)** makes competitive grant awards to support the unique needs of the Native Alaskan population. Funds from this program may be used for professional development for teachers who are new to the Alaska Native community and for all teachers involved in the Alaska Native Education Program. Permissible activities include training and professional development activities for educators such as pre-service and in-service training and professional development programs, recruitment and preparation of Alaska Native teachers, and programs that will lead to the certification and licensing of Alaska Native teachers, principals, other school leaders, and superintendents. **FY 2022 Funding: $38 million.**

**Native Hawaiian Education (ESEA Title VI, Part B)** funding develops innovative education programs to assist Native Hawaiians through activities including professional development for educators. Permissible activities include professional development activities for educators, such as the development of programs to prepare prospective teachers to address the unique needs of Native Hawaiian students, in-service programs to improve the ability of teachers who teach in schools with high concentrations of Native Hawaiian students, and the recruitment and preparation of Native Hawaiians and other individuals who live in communities with a high concentration of Native Hawaiians to become teachers. **FY 2022 Funding: $39 million.**

4. **Helping Teachers Afford Comprehensive Pathways into the Profession**

Student loan debt can influence whether people enter a particular profession, including deterring them from becoming educators because teachers in many states earn low wages. There are federal programs that can help reduce this debt. States, districts, IHEs, and schools can share information with teachers and prospective teachers and provide support as needed to successfully access the programs described below. Additional federal resources to support these efforts in the long-term include:
**Teacher Education Assistance for College and Higher Education (TEACH) (HEA Title IV, Part A, Subpart 9) Grants** are intended to provide an incentive for postsecondary education students to teach in in-demand fields and high-need schools. The program provides up to $4,000 a year to undergraduate and graduate students who are completing or plan to complete coursework needed to become a teacher. Teachers who receive the grant must serve as full-time teachers in mathematics, science, foreign language, bilingual education and English language acquisition, special education, reading, or other in-demand fields and areas at a high-need school, for not less than 4 years within 8 years of graduation. Teachers, retirees from another occupation with expertise in a field in which there is a shortage of teachers, or current or former teachers using a high-quality alternative route to certification may receive TEACH grants to obtain a graduate degree. The Department has effectively implemented practices to address previous challenges with incorrect grant to loan conversations, making it easier for teachers to successfully participate in this program. **FY 2022 Funding: $35 million.**

**Public Service Loan Forgiveness Program (PSLF) (HEA Title IV, Part D, Section 455(m))** forgives the remaining balance on a Direct Loan after the borrower has made 120 qualifying monthly payments under a qualifying repayment plan while working full-time for a qualifying employer. Full-time elementary and secondary school teachers working in public or private non-profit schools meet the employment eligibility requirements of PSLF. There are some instances where borrowers may not receive credit because they were making payments on the wrong type of federal student loan or in the wrong type of repayment plan. In October of 2021, the Department announced a temporary period during which borrowers may receive credit for payments that previously did not qualify for PSLF. Borrowers with older Federal Family Education (FFEL) program loans need to consolidate into Direct Loans and apply by October 31, 2022, in order to benefit from this temporary period. Learn more about this limited PSLF waiver [here](#). Actions taken by the Biden-Harris Administration to address challenges with PSLF have resulted in more than 127,000 borrowers receiving forgiveness totaling $7.3 billion.

5. **Providing Teachers and Students with the Resources They Need to Succeed**

*Stress is the most common reason educators have cited for leaving school employment in the last year, followed by insufficient pay.*

As educators continue working during a global health crisis, educator well-being and support continue to be essential to school and district success. This includes providing students with the additional resources and support they need to succeed. Additional federal resources, as well as ESEA Title II, Part A funding, to support these efforts in the long-term include:

**Student Support and Academic Enrichment Grants (ESEA Title IV, Part A)** are intended to improve academic achievement by increasing the capacity of states and LEAs to provide students with access to a well-rounded education, improve school conditions for learning, and improve the effective use of technology. Allowable uses of funds may include salaries of new personnel to carry out identified programs and services, including specialists that support safe and healthy students, such as through school-based physical and mental health services, and educators that increase access to well-rounded educational opportunities, such as additional STEM teachers. Additionally, LEAs may use funds to implement pay for success initiatives that support safe and healthy students. **FY 2022 Funding: $1.3 billion.**

**School-Based Mental Health Services Grant Program (ESEA Title IV, Part F, Subpart 3, Section 4631)** aims to increase (by hiring or contracting for) the number of qualified, well-trained counselors, social workers, psychologists, or other mental health professionals who provide school-based mental health services to students in LEAs with demonstrated need. Grantees may work with LEAs to provide
incentives for re-specialization, hiring and retention, including increased pay, and payment towards student loan repayments for service providers. **FY 2022 Funding: $56 million.** The President’s FY 2023 budget proposes $1 billion for a new School-Based Health Professionals program.

**Mental Health Professionals Demonstration Grants Program (ESEA Title IV, Part F, Subpart 3, Section 4631)** aims to expand the capacity of high-need LEAs in partnership with IHEs to train school-based mental health services providers with the goal of expanding the pipeline of these professionals into high-need LEAs. Together LEAs and IHEs place students in university academic programs in school-based mental health fields into schools served by high-need LEAs to complete field work, credit hours, internships, or related training for the degree, license, or credential program of each student. Grant funds may be used to support these efforts. **FY 2022 Funding: $55 million.** The President’s FY 2023 budget proposes $1 billion for a new School-Based Health Professionals program.

**Migrant Education Program (ESEA Title I, Part C)** provides financial assistance to SEAs to establish and improve programs of education for migratory children. Program services help migratory children overcome the educational disruption that results from repeated moves; this may include funding for the personnel required to carry out such activities for migratory children. **FY 2022 Funding: $376 million.**

**Indian Education Grants to Local Educational Agencies Program (ESEA Title VI, Part A, Subpart 1)** provide assistance to elementary and secondary schools for programs serving Indian students, to help meet the unique cultural, language, and educational needs of such students and ensure that all students meet challenging state academic standards. This may include funding for the personnel required to carry out such activities that supplement and enrich the regular school program. **FY 2022 Funding: $110 million.**

6. **Creating Opportunities for Teacher Advancement and Leadership**

Surveysex show teacher well-being is tied to feeling supported, valued, and heard by school and district leaders, and peers.\(^{xv}\) This includes providing teachers with opportunities to contribute in meaningful ways to decision-making and other leadership and professional growth opportunities. Additional federal resources, as well as ESEA Title II, Part A funding, to support these efforts in the long-term include:

**Teacher and School Leader Incentive Grants (ESEA Title II, Part B, Subpart 1)** help to support high-need schools to provide career advancement opportunities for effective teachers, principals, and other school leaders and improve the process for recruiting, selecting, supporting, and retaining effective teacher and school leaders. The program is designed to support entities in implementing, improving, or expanding a Performance Based Compensation System, which may include implementing a differentiated salary structure for teachers who teach in high-needs schools or teach high-need subjects, raise student academic achievement, or take on additional leadership responsibilities, or for principals or other school leaders to serve in high-need schools and raise student academic achievement. **FY 2022 Funding: $173 million.**

**Conclusion**

The work of ensuring that all students have access to a diverse, well-prepared, well-qualified, and effective teacher workforce is best supported by partnerships across all levels of government and educational institutions. With the shared goal of providing long-term support to our nation’s teachers,
the Department will continue to provide resources and other assistance to states, districts, and schools as they work to address the teacher shortages in the short- and long-term.

Endnotes


v See FutureED school staffing data which can be found at: https://www.future-ed.org/school-staff/.

vi See FutureED school staffing spending estimates which can be found at: https://www.future-ed.org/financial-trends-in-local-schools-covid-aid-spending/.

The identified programs are subject to program specific requirements that must be met in order for any use of funds to be allowable. Specifically, federal grant programs have requirements that govern the use of funds, including allowable costs, eligible participants, and supplement not supplant provisions. The programs included highlight how a grantee might use federal funds for activities consistent with these provisions, but individual expenditures should be evaluated on a case-by-case basis.


