

# Scaling California's Teacher Residency Grant Program: Findings and Implications From the Grant's First 4 Years

Andrew Brannegan, Kate Hirschboeck  
December 2024

## Executive Summary

In the face of a chronic teacher shortage, California has allocated over \$600 million since 2018 to launch and expand teacher residencies throughout the state through the Teacher Residency Grant Program (TRGP). With 4 years remaining in the grant, a significant number of newly funded programs, and the launch of the Statewide Residency Technical Assistance Center in 2023, the state has an opportunity to develop a strategy for the TRGP that will maximize the long-term impact of the grant. This brief draws on existing administrative data to provide a lens into how the TRGP scaled during its initial 4 years of implementation from 2019–20 through 2022–23 (corresponding roughly to the initial \$68 million of the state's total investment). The aim is to highlight early trends that might inform opportunities to leverage the program effectively in its remaining years. Findings include the following:

- The TRGP contributed to the growth of the residency pathway in California, although TRGP residents represented a relatively small proportion of educators who were prepared statewide.

WestEd's formative evaluation of the California Teacher Residency Grant Program and the data informing this brief

WestEd has partnered with the California Commission on Teacher Credentialing to conduct an external formative evaluation of the California Teacher Residency Grant Program (TRGP) since the launch of the TRGP in 2019. The ongoing evaluation is aimed at assisting residency practitioners, technical assistance providers, and policymakers to better understand and support grant progress.

This brief draws on existing administrative data to provide a lens into how the TRGP has scaled over its initial years of implementation from its launch in 2019–20 through 2022–23, the most recent year for which TRGP administrative data are available.

For additional evaluation resources and more information on the evaluation, please visit the WestEd project page: [www.wested.org/support/formative-evaluation-of-the-california-teacher-residency-grant-program](http://www.wested.org/support/formative-evaluation-of-the-california-teacher-residency-grant-program).

- The TRGP was adopted in areas of high need, but grant uptake was limited in large portions of the state, particularly in rural regions.
- Most TRGP residencies enrolled a small number of residents relative to the number of substandard credentials issued in their host local educational agencies.
- TRGP-funded residents enrolled at one third of California’s institutions of higher education. For the most part, these residents were a small number of those enrolled in teacher preparation programs within host colleges and universities.

These trends raise several considerations for policymakers, including how the TRGP fits within the state’s broader teacher workforce goals, how to expand the TRGP to new local educational agencies while strengthening the impact of established residency programs, and how to address the small size of many residencies in relation to local hiring needs and the economies of scale needed to support affordable and sustainable residency models.

The brief concludes with recommendations to support the impact of the TRGP in its remaining years:

- Articulate statewide goals for scaling the residency pathway in California.
- Upgrade and align statewide data systems to facilitate better insight into the impact of the TRGP and California’s other teacher workforce investments.
- Adjust grant parameters to better support the growth and long-term sustainability of residency programs, including extending liquidation periods and increasing flexibility in how programs use their remaining funds.
- Continue providing technical assistance support to help local educational agencies understand residency impact and plan to transition away from grant funding.

## Introduction

California has made a significant investment in teacher residencies through the California Teacher Residency Grant Program (TRGP), allocating over \$600 million since 2018 to launch and expand residencies throughout the state (Table 1). The TRGP represents the largest investment among a broader set of statewide initiatives aimed at strengthening teacher recruitment and preparation.

**Table 1. Funding for California’s Teacher Residency Grant Program, 2018–2022**

YEAR	FUNDING FOR CALIFORNIA’S TEACHER RESIDENCY GRANT PROGRAM	ENCUMBRANCE DEADLINE	NUMBER OF GRANTS AWARDED
2018	State funding: \$50 million for teacher residencies (including \$1.5 million in capacity grants)  Funding per resident: \$20,000  (Note: Twenty-five million dollars of the original funding of \$75 million was swept up in a COVID-19 pandemic budget reconciliation.)	June 30, 2023	38 grants
2021	State funding: \$350 million for teacher residencies (including \$25 million in capacity grants)  Funding per resident: \$25,000  (Note: To support residency affordability, the 2023–24 state budget increased per resident funding from \$25,000 to \$40,000 and required a minimum resident stipend of \$20,000. Grant recipients from prior years can apply to increase their per resident funding to the full \$40,000.)	June 30, 2026 (followed by a liquidation period for programs to expend funds)	137 grants (to date)
2022	State funding: \$240 million for teacher and school counselor residencies (including \$10 million in school counselor capacity grants and \$20,000,000 for the State Residency Technical Assistance Center [SRTAC])  Funding per resident: \$40,000	June 30, 2027 (followed by a liquidation period for programs to expend funds)	—

*Note.* Cal. Educ. Code § 44415 et seq.; see also the [Teacher Residency Grant Program webpage](#) at the California Commission on Teacher Credentialing website.

This investment was made in the context of pervasive teacher shortages throughout the state, reflected in the significant increase in underprepared teachers entering classrooms on substandard credentials.<sup>1</sup> Between 2013 and 2023, the number of these credentials tripled, making up more than half of all new California teaching credentials issued in 2023.<sup>2</sup> These underprepared teachers are more likely to teach in schools serving a high proportion of students of color and students from families with low income, and they tend to leave the profession more quickly relative to fully prepared teachers.<sup>3</sup>

---

## The Teacher Residency Opportunity

Teacher residencies provide intensive pathways into the teaching profession that focus on rigorous clinical preparation whereby a resident's credentialing coursework is integrated with a yearlong placement in the classroom of an expert mentor teacher. Developed and operated by a partnership between a local educational agency (LEA) and an institution of higher education (IHE) that has a state-approved teacher preparation program, residencies serve as a pathway for meeting an LEA's specific teacher workforce needs. As residents learn to teach during their residency year, they typically receive financial support in exchange for a several-year teaching commitment in the host LEA upon completing the residency program.<sup>4</sup>

Teacher residencies have the potential to play an important role in a durable, long-term solution to California's workforce challenges. First, residencies are anchored in strong partnerships between an LEA and an IHE, allowing residencies to be responsive to local hiring and instructional needs. Second, a growing body of evidence shows that residencies yield well-prepared and effective 1st-year teachers who are more likely to be retained relative to teachers who enter the profession through other pathways, reducing an LEA's reliance on underprepared teachers over time.<sup>5</sup> Finally, the financial support residents receive during their training can increase access to rigorous and supportive clinical preparation, especially for candidates of color, who are more likely to face financial barriers to high-quality teacher preparation.<sup>6</sup>

---

## The Purpose of This Brief: Understanding How the TRGP Has Scaled Over the First 4 Years of Implementation to Inform Future Strategy

As of fall 2024, the TRGP is in its 5th year of implementation. A majority of funds have already been awarded to programs, with approximately \$60 million in remaining funds expected to be awarded in 2024–25. All funds are expected to be encumbered by the state by 2027. At this juncture, it is important for the state to set a clear goal for this investment and a strategy to help grantees work toward it. **However, the role of teacher residencies and the TRGP in California's overall teacher workforce strategy has not yet been clearly defined.**

This brief draws on existing administrative data to provide a lens into how the TRGP has scaled over its first 4 years of implementation from its launch in 2019–20 through 2022–23, the most recent year for which TRGP administrative data are available.<sup>7</sup> This time frame corresponds roughly to the initial \$68 million<sup>8</sup> of the state's total investment. The hope is that high-level trends from these initial years of TRGP implementation can provide context and prompt questions that might inform a strategy for leveraging the TRGP over the remaining years of grant implementation.

This brief focuses on two dimensions of scale: spread and depth. *Spread* considers the total number of residency partnerships and residents funded by the TRGP and their geographic distribution across the state. *Depth* considers the extent to which TRGP-funded residencies are beginning to make a meaningful impact on the teacher workforce in their host LEAs. Depth also considers whether residencies are approaching a size that supports program sustainability and cost effectiveness. (See the box titled Research Questions and Data Sources.)

The analysis informing this brief presents a limited view. First, enrollment, hiring, and retention data from the 2023–24 and 2024–25 years are not yet available. During this period, up to 137 programs received new or additional funding to enroll residents.<sup>9</sup> Second, this brief leverages extant administrative data and does not speak to important questions of resident effectiveness, resident experience, or LEA perceptions of the role residencies are playing in their contexts.<sup>10</sup> These are questions that will be critical for the state to further understand in future years.

## Research Questions and Data Sources

The analysis in this brief was guided by the following research questions:

- How many residency programs and residents have been funded through the grant?
- How are TRGP-funded residency programs spread across the state? By county? By IHE? By credential program?
- How significant a pathway are TRGP-funded residencies in districts/counties/IHEs with programs? How are TRGP-funded residencies addressing local teacher shortages?

To answer these research questions, we used the data from the following sources provided by the California Commission on Teacher Credentialing (CTC) and the California Department of Education (CDE). These data have some key limitations that are outlined in the [Appendix](#) and described throughout the findings.

- The CTC
  - ▶ Program-reported administrative data on TRGP-funded residents, 2019–20 to 2022–23
  - ▶ Projections for funded programs through the 2021 TRGP grant
  - ▶ Reports by IHEs, 2021–22 (*publicly available data*)
  - ▶ California educator supply report from 2019–20 to 2022–23 (*publicly available data*)
  - ▶ Program completer survey, 2020–21 to 2022–23 (*aggregate data shared by the Learning Policy Institute [LPI] with the permission of the CTC*)
- The CDE
  - ▶ Teacher assignment monitoring outcome reports, 2020–21 to 2022–23 (*publicly available data*)

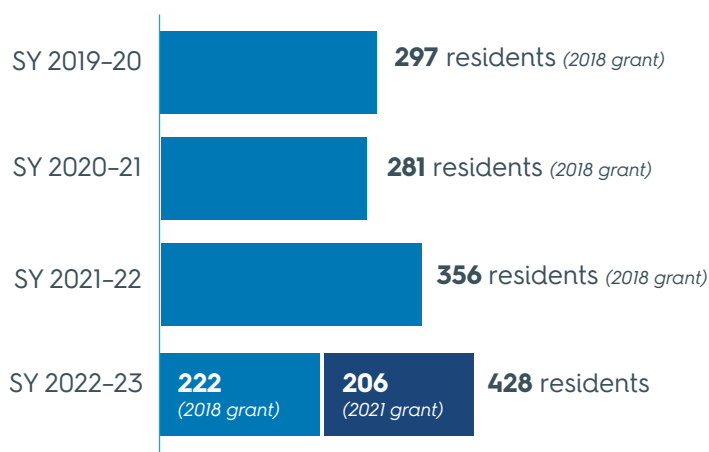
## Findings

1. The TRGP contributed to the growth of the residency pathway in California, although TRGP residents represented a relatively small proportion of educators who were prepared statewide.

**Consideration:** *Given its limited scope relative to the state’s overall need, how does the TRGP fit into a larger teacher workforce strategy in California?*

Currently, teacher residencies are a small but growing teacher preparation pathway in California. Around 11 percent of the state’s teacher preparation completers self-identified as having been prepared through a residency in 2022–23. The TRGP has supported a significant portion of these residents, with TRGP-funded residents specifically making up between 20 and 40 percent of all residents in California between 2020–21 and 2022–23.<sup>11</sup> Between the 2019–20 and 2022–23 school years (SYs), a total of 1,362 TRGP-funded residents enrolled in teacher residency programs in California, spanning 48 funded partnerships<sup>12</sup> (Figure 1).

**Figure 1. Number of Residents Enrolled in the TRGP, SY 2019–20 to SY 2022–23**

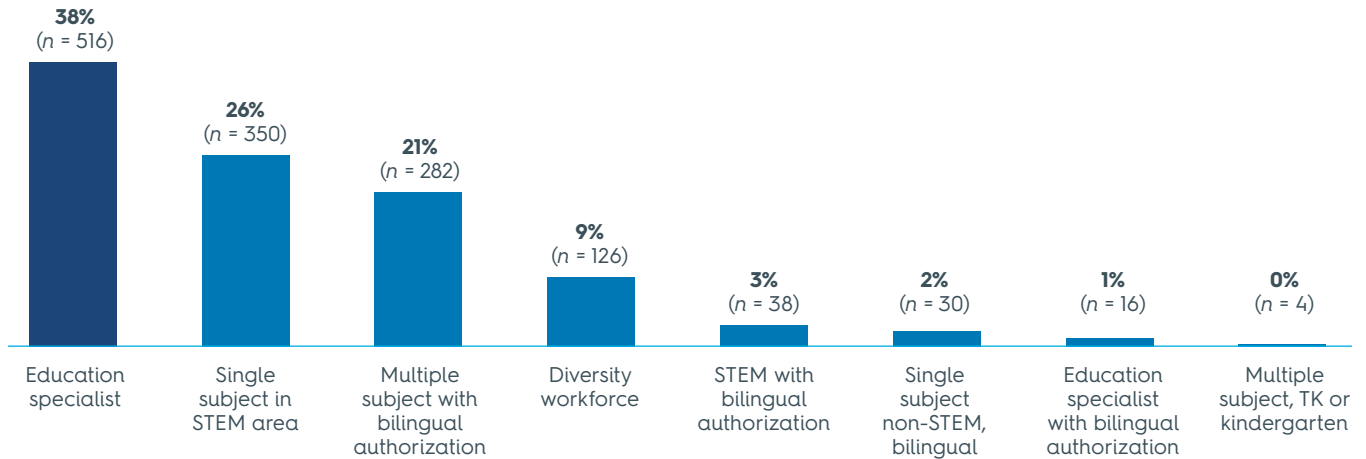


Note. CTC, 2023. (Program-reported administrative data on TRGP-funded residents, school years 2019–20 to 2022–23)

The TRGP was initially mandated to support the preparation of residents in the state’s designated shortage fields. TRGP residencies have prepared teachers in critical shortage areas, with 516 residents in special education; 366 in bilingual education,<sup>13</sup> and 350 in science, technology, engineering, and mathematics (STEM) (Figure 2). In 2021, the program was expanded to include residents who diversify the local workforce, with the intention of supporting LEAs to attract and retain more teachers who reflect the diversity of the community in which the district is located.<sup>14</sup> In the first cohort of 2021 grantees, 126 of the 206 (61%) residents qualified under the “diversify the local workforce” criteria.

After a slow start—the first 2 years of TRGP implementation coincided with the onset of the COVID-19 pandemic and its aftermath—enrollment began to rise during the grant’s 3rd and 4th years. By the 4th year, the TRGP saw a 44 percent increase in enrolled residents compared with enrollment in the 1st year. Programs that have received 2021 grant funding are projected to enroll an additional 10,000 to 11,000 residents between 2023 and 2029.<sup>15</sup>

**Figure 2. TRGP Residents by Credentialed Program (Among Enrolled Residents)**



Note. CTC, 2023. (Program-reported administrative data on TRGP-funded residents, school years 2019-20 to 2022-23)

Although enrollment in the TRGP is increasing on a statewide level, TRGP-funded residents represent a relatively small proportion of California’s teacher supply relative to overall need within the state. For example, in 2022–23, 428 TRGP-funded residents were enrolled, but 14,298 substandard credentials were issued.<sup>16</sup> Even with the number of projected residents increasing, the grant funding would only be able alleviate a fraction of the shortage statewide. This context suggests that although the TRGP is not designed to significantly alleviate shortages on a statewide level in the short term, there is potential for a concentrated impact in LEAs and regions with TRGP funding. There is also the potential to realize long-term impacts if residents are retained at greater rates over time relative to teachers who enter the profession through other pathways.

### **State Data System Limitations Prevent an Understanding of the TRGP and Residency Impact**

State data system limitations restrict the ability of policymakers, researchers, and LEAs to fully understand how many residents are in California, where they are teaching, and how residencies are addressing local workforce needs. First, there is no way currently to clearly identify non-TRGP residents in state data sources, leading to potential underestimates of the impact of residencies on shortages. Second, data lags in the reporting and processing of TRGP grant administrative data—and other educator data sources—inhibit timely, actionable analysis, especially in light of increased TRGP funding and enrolled residents. Finally, differing categorization of teacher credentials across data sources limits our ability to understand shortages, most notably of bilingual and TK/K teachers.

These challenges could be addressed through (a) developing the CTC’s grant management system to support accurate and timely TRGP reporting data, (b) adding a residency identifier in CTC and CDE teacher records to allow for an understanding of how residents (both TRGP and non-TRGP) are meeting workforce needs across the state, and (c) aligning and upgrading state data sets to allow for insights across all shortage areas.

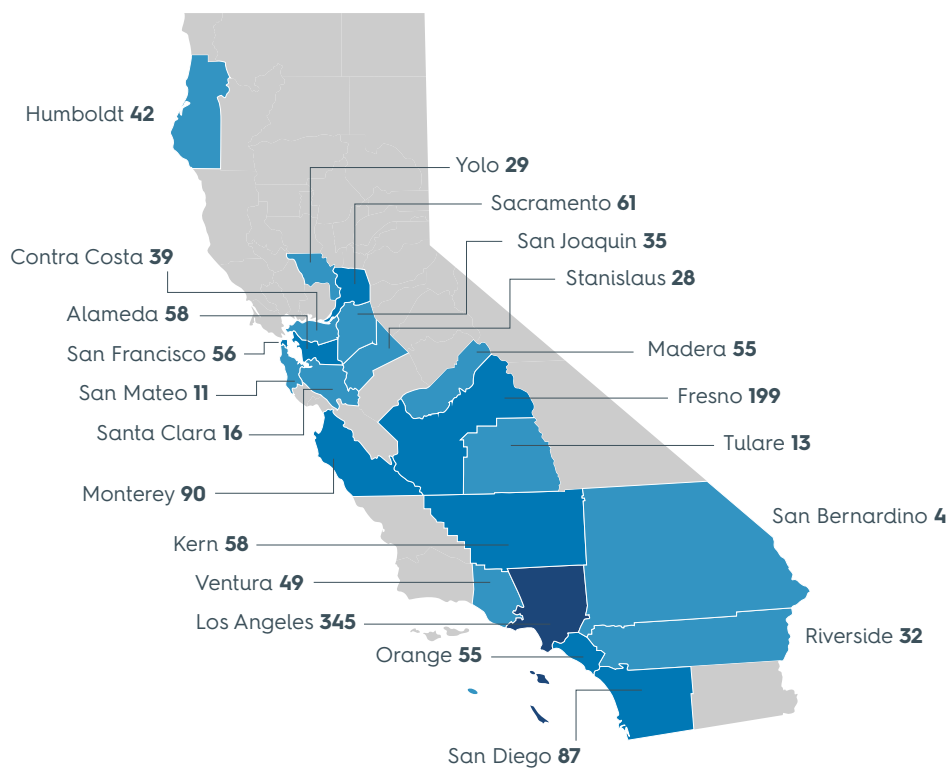
## 2. The TRGP was adopted in areas of high need, but grant uptake was limited in large portions of the state, particularly in rural regions.

**Consideration:** *To what extent is it a priority for the state to expand the TRGP to regions without grants, especially rural LEAs? What is the best way to manage the tension between focusing limited grant resources on broadening access versus deepening impact in LEAs with established residencies?*

California’s need for well-prepared teachers is widespread, with persistent teacher shortages spanning both urban and rural LEAs across the state.<sup>17</sup> Although the TRGP reached areas of particularly high need, large portions of the state—predominantly in rural and border regions—did not participate in the TRGP.

Between 2019–20 and 2022–23, TRGP-funded residents were prepared in 31 of California’s 1,019 districts, spanning 21 of the state’s 58 counties (Figure 3).<sup>18</sup> TRGP residents were largely concentrated in central and southern California, with the largest number of residents in Los Angeles and Fresno Counties (345 and 199 residents, respectively). Growth from 2019–20 to 2022–23 was largest in Los Angeles (+44 residents) and Monterey (+41 residents) Counties.

**Figure 3. Counties With TRGP Residents Between 2019–20 and 2022–23**



Note. CTC, 2023. (Program-reported administrative data on TRGP-funded residents, SY 2019–20 to SY 2022–23)

TRGP-funded residency programs were implemented in many of the 10 counties with the highest percentage of teacher assignments labeled “ineffective” in 2022–23, including San Francisco (13%) and Alameda (12%).<sup>19</sup>



However, a significant number of counties experiencing acute shortages—including Inyo, Lake, Lassen, Mendocino, Modoc, Plumas, and Santa Cruz Counties<sup>20</sup>—had not yet participated in the TRGP as of 2022–23. Many of the nonparticipating counties were rural and included the nine counties in “teacher education deserts,” counties that do not have teacher preparation programs within 60 miles of their county offices of education (COEs).<sup>21</sup>

Research on teacher preparation in rural areas suggests that small rural districts may face unique challenges implementing and sustaining residencies and that common residency implementation challenges can be more acute. These challenges include a lack of proximity to IHEs that offer educator preparation programs, underdeveloped infrastructure and administrative capacity, a scarcity of experienced mentors, and the inability to support more cost-effective, larger cohorts of residents.<sup>22</sup> Additionally, rural LEAs may not have staff with the time or expertise to apply for competitive grants like those offered by the TRGP.

---

### 3. Most TRGP residencies enrolled a small number of residents relative to the number of substandard credentials issued in their host LEAs.

***Consideration:** How will LEA leadership be supported in understanding the role residencies are playing in their LEAs, especially when residents often represent a small proportion of their new hires?*

Successful teacher residencies stand out from other preparation pathways due to their responsiveness to the specific contexts and workforce needs of LEAs.<sup>23</sup> This responsiveness is linked to residency sustainability: The ability of residencies to recruit, prepare, and retain teachers in high-need fields and schools—compared with other pathways into the profession—is one key justification for continued LEA investment.<sup>24</sup>

Because teachers with substandard credentials signal an insufficient supply of fully prepared educators, one way to gauge how TRGP residents are addressing an LEA’s hiring needs is to compare the number of TRGP residents in a specific credential area with the number of substandard credentials issued in that same area.<sup>25</sup> Using the CTC’s 2020–23 educator supply report, WestEd compared the number of TRGP STEM and special education residents enrolled from 2019–20 through 2022–23 to the number of STEM and special education substandard credentials issued in the host LEA over the same period of time. In 7 of the 19 LEAs hosting special education residents and 7 of the 16 LEAs hosting STEM residents, the number of residents was at least one quarter of the number of substandard credentials issued, suggesting that, by this metric, teacher residencies were beginning to constitute a significant part of the talent supply in these LEAs. However, in the majority of LEAs hosting both special education and STEM residents, the short-term role TRGP residencies played in offsetting the number of teachers with substandard credentials was more limited.<sup>26</sup>

If TRGP residents are retained at greater rates than teachers who enter the workforce with substandard credentials, the role residents play in reducing attrition and lowering their LEAs’ reliance on underprepared teachers will likely compound over time. (Future evaluation analyses of the retention of TRGP residents will shed light on these dynamics as retention data become available.) In addition, it may be advantageous for residency programs to start with a small number of residents as they build new partnerships and fine-tune implementation. However, the limited number of residents relative to need in many partner LEAs could present a sustainability challenge for the TRGP—sustaining LEA investment in these residency programs may be difficult if leadership perceives them to be a relatively minor component of the district’s broader talent system.<sup>27</sup>

---

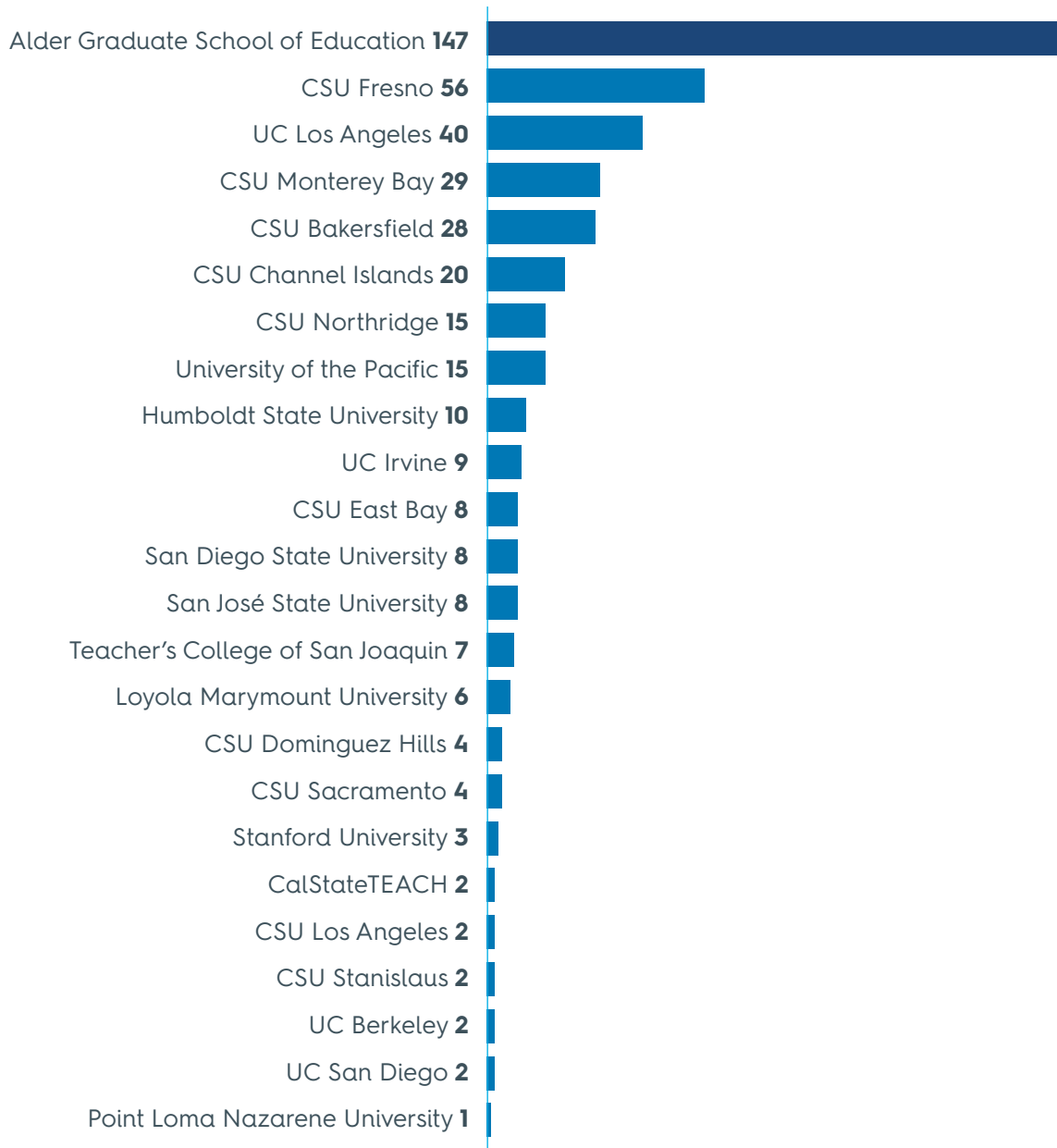
#### 4. TRGP-funded residents enrolled at one third of IHEs in the state. For the most part, these residents were a small number of those enrolled in teacher preparation programs within host IHEs.

**Consideration:** *How can economies of scale at the IHE level be supported to facilitate financially viable and affordable residencies?*

Because tuition is a major cost driver for residency programs, IHEs in LEA-IHE residency partnerships play an important role in facilitating residency affordability. Some experts suggest that IHEs need a cohort of around 20 residents to achieve the economies of scale that can help support sustainable and affordable residency programs. This threshold helps IHEs meet minimum class sizes and fund dedicated residency staff.<sup>28</sup>

Thirty-two of the 101 California IHEs with educator preparation programs (including 15 of the 22 California State Universities) have enrolled TRGP residents at some point during the first 4 years of the grant. However, TRGP resident cohorts in most partner IHEs are small, with only one quarter (6 of 24) of the IHEs participating in the TRGP enrolling a threshold of at least 20 TRGP-funded residents in 2022-23 (Figure 4). It is important to note that many of these IHEs also host non-TRGP residents, so the total number of residents at an IHE is often higher than those funded only by the TRGP. However, even when all self-reported residents are included, regardless of TRGP funding, only 10 of the 24 IHEs with at least one TRGP-funded resident enrolled at least 20 residents.<sup>29</sup>

**Figure 4. Number of TRGP-Funded Residents Enrolled by IHEs, 2022–23**



Note. CTC, 2023. (Program-reported administrative data on TRGP-funded residents, school year 2022–23)

There is also variability in how significant a pathway TRGP-funded residencies are within partner IHEs, with residents making up between 1 and 86 percent of the IHE's overall enrollment in teacher preparation programs in 2022–23.<sup>30</sup> Several IHEs in particular appear to offer TRGP-funded residencies as a more robust segment of their teacher preparation program pathways. California State University, Fresno; University of California, Los Angeles; California State University, Northridge; and Alder Graduate School of Education all enrolled at least 100 TRGP-funded residents across the first 4 years of the TRGP.<sup>31</sup>

At the IHE level, small cohorts of residents may be viable for initiatives funded by short-term grants that are expected to sunset after the funding period. However, if the goal is for residency pathways to become fully institutionalized, sustainable, and accessible within IHE teacher preparation programs, cohort sizes likely need to increase.

## Recommendations

The early patterns of TRGP scale outlined in this brief suggest that if the TRGP continues on its current trajectory, the state risks concluding the grant with many residency programs that are small in scale, have variable influence on local workforce needs, and lack prominence as an accessible or significant pathway within partner IHEs. These challenges could undermine the long-term sustainability of programs once grant funding ends.

However, with nearly 5 years until programs are due to liquidate TRGP funds, California also has an opportunity to develop a strategy for the TRGP that prioritizes the local impact and sustainability of existing residency programs. This means establishing a core system of effective, model residency programs across the state by 2029 that

- impact local shortage areas to the extent that LEA leadership considers them a meaningful part of the LEA's talent supply;
- have a sufficient number of residents to realize the efficiencies/economies of scale that allow for sustainable and affordable programs;
- have the leadership buy-in and engagement to build partnerships, allocate resources, and develop sustainable models; and
- have fully transitioned to sustainable funding sources to support operational costs and resident compensation by the end of the grant.

A concerted focus on depth may be in tension with widespread expansion to new residency partnerships and geographic areas in the remaining years of the grant. If expanding access to the TRGP is also a priority for the state, expanding access to areas of particularly high need without current TRGP grants could be done in an intentional and targeted way by leveraging COEs to support consortia models, requiring LEAs new to residencies to partner with experienced IHEs, carefully tailoring the residency to LEA needs, and ensuring there is a baseline of LEA leadership interest and investment in developing a residency program.

The following recommendations offer considerations for maximizing the long-term impact of the grant's remaining funding while balancing equitable access to the residency model across the state in areas of greatest need.

## Recommendations for Policymakers and State Leadership

- 1. State leadership, especially the CTC, the State Board, and the Governor’s Office, should clarify the state’s short- and long-term goals for the residency pathway in California.** Articulate and formalize statewide goals for scaling the residency pathway in the state and the role of the TRGP in this effort. Identify a set of key actions to realize these goals.
- 2. The CTC and the CDE should upgrade and align statewide data systems for better insight into the impact of the TRGP and California’s other teacher workforce investments.** CDE and CTC data limitations and lags prevent a clear understanding of where residents are being prepared and where and for how long residency completers are employed and retained. These challenges limit the state’s ability to understand the impact of residencies compared with other preparation pathways and hamper the ability to plan for future teacher workforce investments. In the short term, urgently needed updates include the following:
  - ▶ **Develop the CTC’s grant management system to support accurate and timely TRGP reporting data.** The CTC’s current processes for grant reporting were designed to meet the needs of the state’s initial \$50 million investment in 2018. Since then, the state’s investment has increased nearly 10-fold, with limited corresponding increases in CTC administrative capacity. If needed, existing TRGP funds might be reallocated to support the development of an updated grant management system.
  - ▶ **Add a residency identifier in CTC and CDE teacher records to allow for an understanding of how residents (TRGP and non-TRGP) are meeting workforce needs across the state.** This brief utilizes data on TRGP-funded residents that are collected as part of the TRGP. However, many other residents are enrolled across the state but cannot be identified in state data sets. Introducing a consistent residency identifier across data systems would provide a clearer picture of how residents are addressing teacher shortages and of their retention rates in California schools.
  - ▶ **Align and upgrade state data sets to allow for insights across all shortage areas.** State data sets that give insight into teacher shortages—including the CTC’s educator supply report and the CDE’s TAMO—do not align or do not include information for many state priorities, including bilingual education, TK/K, and educator diversity.
- 3. The CTC and state Legislature should consider adjustments to grant parameters in order to better support the growth and long-term sustainability of residency programs. They should also solicit feedback from grantees and grant administrators on what changes would be most impactful.** Under the current structure, grantees are funded to support four cohorts of residents. Grantees have the project period plus an additional liquidation period to expend grant funds. Providing grantees with a longer time frame to spend funds and greater flexibility in their use could help programs plan more intentionally and strategically as they shift away from TRGP funding. (For example, LEAs might choose to spend grant funds in decreasing increments over additional years while phasing in alternative funding sources.) Before enacting any changes, it will be critical to

solicit input from grantees and grant administrators to ensure updates address the most important practical needs of grantees. Adjustments to consider may include

- ▶ extending the grant liquidation periods beyond the 2 years currently indicated;
- ▶ allowing grantees flexibility to adjust their initial grant budget and enrollment numbers as their programs develop and they prepare to shift away from TRGP funding;
- ▶ allowing 2018 grantees to use funds under 2021 grant rules, including increasing the per resident funding to \$40,000 to support continuity across programs with multiple grants; and
- ▶ reappropriating funds from underenrolled programs that do not have plans to increase enrollment toward programs that have been meeting enrollment targets.

**4. The state Legislature might consider transition grants to support programs’ successful transitions from TRGP support.**

To increase the likelihood of concluding the TRGP with a network of sustainable, scaled residency programs, consider reallocating a portion of remaining TRGP funds into flexible “transition grants” to support programs in moving away from TRGP support. These funds could be targeted toward programs with a strong potential for sustainability and scale. Uses for these transition funds might include refining and implementing the sustainability plans in initial grant applications; working with LEA leadership to understand residency impact; and participating in tailored, high-quality technical assistance (TA) focused on scaling and sustainability, through either SRTAC or other well-regarded providers. These funds might also be used to support a portion of resident stipends as programs transition away from TRGP funding while continuing to maintain or expand enrollment.

**5. The CTC should encourage LEAs launching their first residency programs to partner with IHEs that have established, well-functioning residency pathways.** IHEs with existing infrastructure and a proven track record of effectively preparing residents effectively will be better positioned to support new LEA partners in efficiently launching programs in the limited remaining years of the grant.

---

## Recommendations for SRTAC and Other TA Providers

- 1. Focus TA resources on programs with a high potential for sustainability and impact.** Early TA support is invaluable for new residency programs, but the limited time remaining in the TRGP may call for a more targeted approach. To increase the likelihood of concluding the TRGP with a core group of residency programs that can serve as a model for the state, SRTAC and other TA providers could consider focusing support toward programs that show potential to achieve scale, impact, and long-term sustainability where LEA and IHE leadership show interest in shifting to sustainable models.
- 2. Support LEA and IHE partners in understanding residency impact and added value at a local level.** Many TRGP residency programs are relatively small and represent a small proportion of new hires in host LEAs. LEA leadership will need to understand how residencies are supporting LEA priorities in order to continue investing in residencies once grant funding concludes.

3. **Orchestrate COEs and regional consortia to support residency administration**, especially in smaller, rural, or underresourced districts that cannot achieve necessary economies of scale to support residencies.
4. **Draw on existing TA expertise.** Given the short time remaining in the grant, SRTAC should continue its work to collaborate with partner TA providers that have extensive experience and existing processes for building the foundations for residency sustainability and scale.

## Appendix. Data Sources and Constraints/Limitations

### California Commission on Teacher Credentialing

Program-reported administrative data on TRGP-funded residents

- **Details:** These are administrative data from TRGP residency programs from 2019–20, 2020–21, 2021–22, and 2022–23. These data include information on TRGP resident enrollment, program completion, hiring, and retention.
- **Limitation:** These data include only TRGP residents. LPI estimates that TRGP residents constitute between 20 and 40 percent of residents in the state.

### California Commission on Teacher Credentialing

Projections for funded programs

- **Details:** These are administrative data on the projected enrollment for funded programs through the 2021 TRGP.
- **Limitation:** Historically, projected enrollment has been lower than actual enrollment, with the average program overestimating its enrollment by nine residents in 2019–20 and three residents in 2020–21. Programs have reported that they struggle with residency recruitment, leading to lower than projected enrollment.<sup>32</sup>

### California Commission on Teacher Credentialing

Reports by IHEs

- **Details:** These are data from 2021–22 on enrollment in teacher preparation programs at California’s IHEs.
- **In this analysis:** WestEd looked at the number of TRGP candidates compared with all traditional candidates at an IHE.
- **Limitation:** These data do not differentiate between different pathways among traditional candidates. Therefore, residents funded through the TRGP and not funded through the TRGP are included along with other teachers from nonalternative pathways.

### California Commission on Teacher Credentialing

California educator supply report

- **Details:** These are data from 2019–20, 2020–21, 2021–22, and 2022–23 on credentials issued in California.
- **In this analysis:** WestEd looked at the number of substandard credentials (interns, waivers, and permits) issued in the state by county and district in special education and STEM.
- **Limitation:** These data do not allow for a comparison with TRGP residents in bilingual or TK/K placements.

### California Commission on Teacher Credentialing

Program completer survey

- **Details:** These are aggregated data from 2020–21, 2021–22, and 2022–23.
- **In this analysis:** WestEd looked at the number of self-reported residents by IHE. Data were shared by LPI with the permission of the CTC.

### California Department of Education

Teacher assignment monitoring outcome reports

- **Details:** These are data from 2020–21, 2021–22, and 2022–23 on the authorization status of educators filling teacher assignments.
- **In this analysis:** WestEd looked at the number of “ineffective” teachers (teachers with interns, waivers, or permits) in the state and by county and district in STEM.
- **Limitation:** Data are available only since 2020–21 and do not allow for a comparison with TRGP residents in special education and bilingual placements.



## Endnotes

- 1 Substandard credentials and permits include intern credentials, emergency permits, and waivers. By law, districts are authorized to hire a teacher on a substandard credential or permit only when a fully credentialed teacher is not available. See the [CTC's Teacher Supply: Interns, Permits and Waivers dashboard](#) for information on intern credentials, permits, and waivers issued in the last 5 years.
- 2 CTC. (2023). [California educator supply report, SY 2022–23]; Darling-Hammond, L., Furger, R., Shields, P. M., & Sutchter, L. (n.d.). *Addressing California's emerging teacher shortage: An analysis of sources and solutions*. Learning Policy Institute. <https://learningpolicyinstitute.org/sites/default/files/product-files/Teacher-shortage-Chart-Book.pdf>
- 3 La Torre, D., Leon, S., Ong, C., Sloan, T., & Smith, T. (2021). *Diversifying California's teaching force: How teachers enter the classroom, who they serve, and if they stay*. California Teacher Education Research and Improvement Network, University of California. <https://cterin.ucop.edu/resources/cterin-briefs/policy-briefs/policy-brief-vollno1-diversifying-ca-teaching-force.html>; Ingersoll, R., Merrill, L., & May, H. (2014). *What are the effects of teacher education and preparation on beginning teacher attrition?* [Research report (#RR-82)]. Consortium for Policy Research in Education, University of Pennsylvania. [https://www.cpre.org/sites/default/files/researchreport/2018\\_prepeffects2014.pdf](https://www.cpre.org/sites/default/files/researchreport/2018_prepeffects2014.pdf)
- 4 The Pathways Alliance. (n.d.). *Towards a national definition of teacher residencies: A report from the Pathways Alliance Teacher Residency Working Group*. <https://www.thepathwaysalliance.org/reports>
- 5 Guha, R., Hyler, M. E., & Darling-Hammond, L. (2016). *The teacher residency: An innovative model for preparing teachers*. Learning Policy Institute. <https://learningpolicyinstitute.org/product/teacher-residency>; Silva, T., McKie, A., & Gleason, P. (2015). *New findings on the retention of novice teachers from teaching residency programs* (NCEE 2015-4015). National Center for Education Evaluation and Regional Assistance, Institute of Education Sciences. <https://ies.ed.gov/ncee/pubs/20154015/pdf/20154015.pdf>; National Center for Teacher Residencies. (2020). *2019–2020 annual impact report*; Sloan, K., Allen, A., Blazevski, J., Carson, F., & Rockman, S. (2018). *A different, more durable model*. Urban Teacher Residency Project, New Visions for Public Schools—Hunter College. [https://rockman.com/docs/downloads/TQPXCombinedReport\\_10.23.18-1.pdf](https://rockman.com/docs/downloads/TQPXCombinedReport_10.23.18-1.pdf)
- 6 Carver-Thomas, D. (2018). *Diversifying the teaching profession: How to recruit and retain teachers of color*. Learning Policy Institute. <https://doi.org/10.54300/559.310>; Scott-Clayton, J., & Li, J. (2016). *Black-White disparity in student loan debt more than triples after graduation*. Brookings. <https://www.brookings.edu/articles/black-white-disparity-in-student-loan-debt-more-than-triples-after-graduation>
- 7 At the time of this publication, the most recent TRGP enrollment data include residents from the 2022–23 school year. TRGP enrollment data for 2023–24 is expected at some point during 2025 as the grant administration team transitions to a new data intake platform.
- 8 This number refers to the full amount of the 2018 grant (\$50 million) in addition to 25 percent of the 4-year funding that 2021 grantees that placed residents in the 2022–23 school year received (approximately \$18 million).
- 9 CTC. (2024). *2021 Teacher Residency Implementation and Expansion Grant Program grant awards announcement*. <https://www.ctc.ca.gov/educator-prep/grant-funded-programs/teacher-residency-grant-program/2021-teacher-residency-implementation-and-expansion-grant-program-grant-awards-announcement>
- 10 For insight into how principals and superintendents perceive the added value of teacher residencies in their districts, see Fitz, J., & Yun, C. (2024). *Successful teacher residencies: What matters and what works*. Learning Policy Institute. <https://learningpolicyinstitute.org/product/successful-teacher-residencies-brief>
- 11 This information is from aggregated data shared by LPI that describe the CTC's program completer survey respondents. In 2022–23, 1,048 out of 9,510 (11%) survey respondents self-identified as residents and attended an institution that received a TRGP grant, or they indicated on California's accreditation dashboard that they had a residency. Between 2020–21 and 2022–23, the number of TRGP residents composed between 20 and 40 percent of the total number of self-reported residents from the CTC completer survey.
- 12 Residency programs are led by partnerships between LEAs and colleges or universities and are focused specifically on preparing teachers in shortage areas.
- 13 Any credential program with a bilingual authorization counts as "bilingual education" for reporting purposes in order to avoid double-counting residents.
- 14 In 2021, CTC's request for applications (RFA) indicated that funding could be used for residents in "(1) a designated shortage field including special education, bilingual education, computer science, science, technology, engineering, mathematics (STEM), transitional kindergarten (TK), or kindergarten, and/or" for "(2) meeting local efforts to recruit, develop support systems for, provide outreach and communication strategies to, and retain a diverse teacher workforce that reflects a local education agency community's diversity."
- 15 When residency programs applied for funding, they indicated the projected number of residents they plan to enroll over the 4 years of funding.

- 16 This is the total number of intern credentials, permits, and waivers issued in 2022-23 according to the CTC's educator supply report.
- 17 Podolsky, A., & Sutchter, L. (2016). *California teacher shortages: A persistent problem*. Learning Policy Institute. <https://learningpolicyinstitute.org/product/ca-teacher-shortage-persistent-problem-brief>
- 18 When funded partnerships that have not yet enrolled residents are included, 32 of California's 58 counties have or plan to have TRGP-funded residents.
- 19 According to the Teacher Assignment Monitoring Outcome (TAMO) data, a teacher assignment is designated as "ineffective" if one or more relevant attributes of the assignment had no legal authorization from a permit, credential, or waiver or one or more relevant attributes of the assignment were authorized by the following limited permits: provisional internship permits, short-term staff permits, variable term waivers, or substitute permits or teaching permits for statutory leave holders serving as the teacher of record.
- 20 Counties in which TAMO data show the percentage of ineffective teachers was above 12 percent in 2022-23.
- 21 Mathews, K., Huang, H., Yagi, E., Balfe, C., & Bishop, J. (2024). *California's teacher education deserts: An overlooked & growing equity challenge*. Center for the Transformation of Schools, School of Education & Information Studies, University of California, Los Angeles. <https://transformschoools.ucla.edu/research/californias-teacher-education-deserts>
- 22 Mathews et al., 2024.
- 23 Guha et al., 2016.
- 24 DeMoss, K. (2018). *Following the money: Exploring residency funding through the lens of economics*. Bank Street College, Prepared to Teach. <https://educate.bankstreet.edu/cgi/viewcontent.cgi?article=1016&context=faculty-staff>
- 25 The data used for this analysis, CTC's 2020-23 educator supply report, indicate the number of substandard credentials issued in two of the focal areas for TRGP residents: special education and STEM. The data do not include specific information about shortages in bilingual education, TK/K classrooms, or educator diversity.
- 26 CTC. (2023). [Program-reported administrative data on TRGP-funded residents, SYs 2019-20 to 2022-23]; CTC. (2023). [California educator supply report, SYs 2019-20 to 2022-23].
- 27 In many of these LEAs, the total ratio of residents to substandard credentials issued is likely higher than the ratio of TRGP-funded residents alone to substandard credentials issued. However, the lack of a residency identifier in the state's data systems means it is not currently possible to calculate the total number of residency completers at the LEA level.
- 28 Dennis, H., DeMoss, K., & Mansukhani, D. (2021). *The affordability imperative: Creating equitable access to quality teacher preparation*. Prepared To Teach, Bank Street College of Education. <https://educate.bankstreet.edu/pt/10>; Beal, S., Executive Director, USPREP (personal communication, August 7, 2024); Pavri, S., Assistant Vice Chancellor, Educator and Leadership Programs, The California State University (personal communication, December 7, 2024); Perry, J., Director, Statewide Residency Technical Assistance Center (personal communication, August 12, 2024).
- 29 This number was obtained from the LPI-aggregated CTC completer survey looking at the number of self-reported residents in IHEs with TRGP residents in 2022-23.
- 30 These data were obtained by comparing the number of TRGP-funded enrolled residents to the number of completer survey respondents that self-reported they were residents of IHE teacher preparation programs in 2022-23. In the median IHE, approximately 7 percent of self-reported completers were TRGP residents. Due to the lengths of residency program and resident enrollment dates, not all of these residents may have taken the completer survey in the same year that they were enrolled, so this should be seen as an estimate.
- 31 CTC, (2023). (Program-reported administrative data on TRGP-funded residents)
- 32 Hirschboeck, K., Hannan, M., Brannegan, A., & Eiler White, M. (2023). *Barriers to the scalability and sustainability of the Teacher Residency Grant Program*. WestEd.

©2024 WestEd. All rights reserved.



Suggested citation: Brannegan, A., & Hirschboeck, K. (2024). *Scaling California's Teacher Residency Grant Program: Findings and implications from the grant's first 4 years*. WestEd.

We would like to acknowledge the review and input of Melissa Eiler White, senior advisor, WestEd; Jeanna Perry, director, Statewide Residency Technical Assistance Center; Kristina Najarro, consultant, Professional Services Division of the California Commission on Teacher Credentialing; Ryen Borden, senior program officer, Bill & Melinda Gates Foundation; Susan Kemper Patrick, senior researcher at LPI; Desiree Carver Thomas, senior researcher at LPI; Camille Esch, policy consultant; Alex Caram, senior director of strategy, Alder Graduate School of Education; and Bradley Carl, co-director, Wisconsin Evaluation Collaborative.

This publication was made possible by a grant from the Bill & Melinda Gates Foundation. Any opinions, findings, and conclusions expressed in this material are those of the authors and do not necessarily reflect the views of the foundation.

WestEd is a nonpartisan, nonprofit organization that aims to improve the lives of children and adults at all ages of learning and development. We do this by addressing challenges in education and human development, reducing opportunity gaps, and helping build communities where all can thrive. WestEd staff conduct and apply research, provide technical assistance, and support professional learning. We work with early learning educators, classroom teachers, local and state leaders, and policymakers at all levels of government. More information about WestEd is available at [WestEd.org](https://www.wested.org).