

Strengthening California's Teacher Workforce

Toward a Statewide Strategic Framework

July 2025

For the past 3 years, California's State Educator Workforce Collaborative has brought together leadership from state agencies and institutions that oversee the state's educator workforce initiatives to explore opportunities and address shared challenges.

This report provides the rationale for a strategic framework to guide California's approach to teacher workforce planning and action. The guidance has emerged from the sustained effort of California's State Educator Workforce Collaborative (the Collaborative). The Collaborative proposes a set of three measurable statewide teacher workforce goals to anchor statewide planning and action focused on reducing shortages, improving equitable access to fully prepared teachers, and increasing teacher diversity. To achieve these goals, the Collaborative proposes an ongoing process of strategic planning and implementation, a set of guiding principles for state and regional planning, and roles for participating agencies and institutions, including identification of a lead agency. As the philanthropic support that enabled the Collaborative's progress comes to an end, state agencies are seeking to institutionalize the proposed strategic framework to systematically support statewide efforts to recruit and retain a well-prepared teacher workforce.

Introduction

California schools continue to face chronic educator shortages, forcing many districts to meet staffing needs with substitute teachers and educators who have not received adequate preservice preparation.¹ Research on teacher shortages and distribution conducted over decades points to the drivers of shortages and potential solutions.²

However, many of the recommended solutions require sustained policy coherence³ and effective cross-institutional implementation at the state, regional, and local levels. At the state level, agencies and institutions can collaborate to deliver consistent and clear expectations, support, and resources to the field.⁴ At the regional and local levels, districts and institutions of higher education can partner effectively regionally or locally to align teacher supply and demand and to deliver high-quality teacher preparation and support.⁵ Although these collaborations and partnerships are possible, existing systems challenges too often keep them from being fully realized.

The enactment of California’s Budget Acts of 2021 and 2022, which allocated approximately \$1.5 billion to systematically address key educator workforce issues, highlighted these systems challenges.⁶ The funded programs necessitated a significant amount of strategic, coordinated, cross-institutional planning at the local, regional, and state levels—but early implementation research and input from the field pointed to emergent issues, particularly in funding structures for and implementation of programs such as the Golden State Teacher Grant Program and the Teacher Residency Grant Program.⁷

There was a strong sense of urgency to support the effective implementation of these investments against the backdrop of data showing that the number of underprepared teachers⁸ (an indicator of teacher shortages) newly entering California classrooms increased rapidly over the past decade (2013–2023). In fact, half of all new California teaching credentials issued in 2023 were issued to teachers on “substandard credentials,” according to the Learning Policy Institute.⁹ Shortages of fully prepared teachers were disproportionately felt in high-need schools,¹⁰ which were almost 3 times more likely to fill teaching positions with teachers who lack full preparation.¹¹ Furthermore, although California has been making progress in diversifying its teacher workforce, educators’ racial demographics are still far from representative of the state’s student body and general population.¹²

In August 2022, recognizing this need and the unique opportunity for PK–12 and higher education systems to build lasting solutions together, the work of the State

For more information on the State Educator Workforce Collaborative and the resources produced in the first phase of its work, visit <https://www.wested.org/support/californias-state-educator-workforce-collaborative/>

Educator Workforce Collaborative began, with facilitation and implementation support from WestEd.

The Collaborative has brought together leadership from state agencies and institutions that oversee the state's educator workforce initiatives, including the California Commission on Teacher Credentialing (CTC), State Board of Education (SBE), Department of Education (CDE), Student Aid Commission (CSAC), Department of Finance (DOF), Governor's Office, University of California (UC) system, California State University (CSU) system, California Community Colleges Chancellor's Office (CCCCO), and Association of Independent California Colleges and Universities (AICCU).

This effort represents the first time this group of institutions has come together to collaboratively problem-solve to address some of the most pressing issues facing the teacher workforce. Using a continuous improvement approach,¹³ the Collaborative's focus has been to improve implementation investments in the educator workforce and to establish sustainable cross-institutional collaboration to address challenging policy and implementation issues.

The Collaborative's first round of work focused on the affordability of and access to high-quality, clinically rich teacher preparation pathways. Through a facilitated learning process that leveraged research and expertise on teacher preparation affordability as well as the experiences of practitioners in the field and teacher candidates, the member agencies jointly decided to focus on strengthening and streamlining communications. Cross-institutional action resulted in a collective set of resources for [prospective teachers](#) and [preparation program providers](#) aimed at improving awareness of and access to financial resources. This work has since supported programs and candidates throughout the state to better access and leverage available funding, thus improving the accessibility of residencies and other clinically rich pathways (see the text box for more on the impact of this work).

The Collaborative's most recent focus has been on **strengthening educator workforce planning at the state, regional, and local levels**. The Collaborative has expanded its membership during this effort to include representation from additional practitioner and subject matter expert perspectives, including the Learning Policy Institute, the Statewide Residency Technical Assistance Center, and the Los Angeles Unified School District. Drawing on a year of cross-institutional learning from experts and practitioners and from an extensive landscape analysis of current and recent teacher workforce policy and statute, this brief presents

- the rationale for focusing on improving current structures to better support long-term planning,
- the current landscape of state-level teacher workforce planning in California, and
- considerations for a strategic framework to support teacher workforce planning.

The Reach and Impact of the Collaborative's Cross-Institutional Teacher Preparation Affordability Communications Strategy

The Collaborative's work to address teacher preparation affordability via strengthening statewide communication about funding sources available to candidates and programs and providing guidance on blending and braiding funds resulted in a collective set of resources for prospective teachers and preparation program providers. The addition of these resources was part of a complete overhaul of CTC's resources for prospective teachers that resulted in a new "[Roadmap to Teaching](#)" and the addition of live career counselors who support those prospective teachers in navigating the steps of becoming a teacher. The Roadmap to Teaching launched in August 2023. As of March 2025, the Roadmap had received 123,376 hits and its live career counselors had served nearly 5,000 people.

"These are fantastic resources to provide California residency programs looking for ideas on how to sustain program funding."

—Amy Bennett, Statewide Residency Technical Assistance Center

"The CTC roadmap and accompanying listing of financial aid resources for teacher candidates is an invaluable tool to demystify the various pathways to teaching careers along with the institutional, state, and federal funding available to make it more affordable to pursue preparation for a career in teaching."

—Shireen Pavri, Assistant Vice Chancellor for Educator and Leadership Programs, California State University

"Many prospective teachers want to be able to choose a residency pathway but think they can't for financial reasons. With these resources we have been able to show candidates how they can make it work financially if they choose a residency program."

—Nick Newman, Education Career Counselor,
California Commission on Teacher Credentialing

"The user-friendly resources of the State Educator Workforce Collaborative are essential in helping aspiring teachers access the information and funding they need to enroll in high-quality programs such as UC teacher residencies. By reducing barriers and clarifying the best pathway to the classroom for each aspiring teacher, we are making real progress toward building a diverse, well-prepared teacher workforce that reflects and serves California's vibrant communities."

—Annamarie Francois, Associate Dean of Public Engagement, University of California, Los Angeles, School of Education and Information Studies

Why Focus on Long-Term Teacher Workforce Planning?

Since 2019, California has made historic investments in the teacher workforce with great promise to address long-term issues. For funded initiatives to take root and thrive, additional coordination is needed.

Nationwide, approaches to supporting teacher workforce planning and management have tended to be piecemeal and are often driven by external priorities.¹⁴ As a result, the systems for teacher workforce management often operate in silos and function more reactively than proactively.¹⁵ Similarly, local education agencies (LEAs) and higher education institutions, which ideally would be working in tight collaboration to align supply with demand and prepare and support teachers along a learning-to-teach continuum, can operate based on individual relationships rather than through effective and institutionalized collaborative structures.¹⁶

Other contextual factors in California represent additional structural barriers to effective long-term workforce planning. For example, California's budget cycles fluctuate with the economic tides, resulting in periods of teacher workforce expansion and contraction¹⁷ and a history of workforce initiatives funded with one-time monies that have not been sustained once funding has expired—despite the state's intent for LEAs to sustain these investments over time.¹⁸ In addition, responsibility for teacher workforce management in California is distributed across multiple state agencies and higher education, which can result in differing goals, initiatives, support systems, and approaches to implementation and communication.¹⁹ This distributed responsibility puts additional pressure on the need for coordination.

What Current Structures Support Teacher Workforce Planning in California?

There is a history of teacher workforce development efforts aimed at supporting coordination across institutions in California. Current initiatives include, for example, the California Teacher Apprenticeship Working Group for developing a roadmap for registered teacher apprenticeship programs in California, the [CDE Educator Diversity Advisory Group](#) and related community of practice, the [Regional K–16 Education Collaboratives](#), the English Learners Workforce Investment Initiative ([EL-WIN](#)), and numerous local and regional teacher preparation partnerships across the state.²⁰ The challenge is that they have been supported with only limited-term funding, and in some cases the funding is only philanthropic.

To better understand the current landscape, the Collaborative, with support from WestEd, engaged in an extensive review of documents, including an analysis of current statute and incentive structures and interviews with school districts, county offices of education, educator preparation programs, and teacher workforce experts and technical assistance providers. Findings consistently pointed to fragmentation in the infrastructure that supports the teacher workforce in the state.²¹ The following are some specific findings:


- **By statute and in practice, while many agencies and higher education segments play a critical role in workforce development, none holds singular responsibility for teacher workforce planning** (e.g., ensuring alignment across the career continuum, aligning teacher supply and demand). Some statewide policies and initiatives, such as the UC/CSU Compacts, California Community Colleges Roadmap, and Master Plan for Career Education, promote statewide and/or cross-institutional strategies for workforce development, although they focus on a number of sectors beyond education. Additionally, California's government does not include an executive branch office dedicated to overseeing both PK–12 and higher education.
- **The statute encourages—but does not usually mandate—interagency collaboration to support teacher workforce planning, preparation, recruitment, and retention.** Its few mandates tend to focus on specific grants or initiatives, not comprehensive, statewide teacher workforce planning. Incentives for collaboration tend to be limited in duration and focused at the local and regional levels. Agencies recognize the need to collaborate to accomplish their singular objectives but do not have fully institutionalized structures to support that collaboration—as evidenced by the need for the Collaborative and the concurrent effort, California Teacher Apprenticeship Working Group, to support the creation of PK–12 credentialed educator apprenticeships.²²
- **California does not yet have specific shared outcome goals for strengthening the teacher workforce.** Currently, the state collects and reports teacher workforce metrics such as teacher assignment data on the CDE's Teaching Assignment Monitoring Outcomes (TAMO) dashboards and on the California School Dashboard, and teacher supply data in the Commission on Teacher Credentialing's Annual Teacher Supply report and data dashboards. Retention data will eventually be reported on the future Cradle-to-Career (C2C) Teacher Training and Retention Dashboard. Collecting and reporting these data implicitly suggests that these teacher workforce metrics are important to track and monitor over time. Although this existing data infrastructure can contribute to teacher workforce goal setting and development, the state does not currently have a unified set of measurable goals for the teacher workforce.

- **California’s TK–12 accountability system and Statewide System of Support focus on student outcomes as the primary success metric.** The accountability system does track teacher misassignment data, but there are no consequences or supports for misassignments.
- **Teacher workforce data are inadequate and are not systematically used to prompt shared goals and drive cross-institutional collaboration and planning.** A shared, centralized database or dashboard of key teacher workforce data has consistently been identified as a foundational tool for collaborative teacher workforce planning. The California Teacher Education Research and Improvement Network, the Legislative Analyst’s Office, and many others have pointed to the need for a database or dashboard that includes data on supply, shortages or vacancies, turnover, and assignments (with disaggregation to the local level, by credential type/subject, and by teacher characteristic). For at least 20 years, there have been conversations and efforts to develop a linked, longitudinal statewide teacher data system.²³ In 2019, Assembly Bill 1219 created the California Statewide Assignment Accountability System (CalSAAS), and a data-sharing partnership between CDE and CTC.²⁴ The system has since been developed for the purpose of allowing annual monitoring of all certificated educator assignments and does result in dashboards that summarize annual and longitudinal monitoring. However, they exclude key data needed for workforce planning, including teacher turnover and retention data, because those data are not captured in the data-sharing agreement. As noted, the future California C2C Teacher Training and Retention Dashboard does plan to include some of these elements, but development timelines have been delayed, and no launch date has been set.

What Are Important Considerations for a Teacher Workforce Strategic Framework?

Effective long-term teacher workforce planning requires setting measurable goals, aligning policies and funding incentives, fostering cross-institutional collaboration and system coherence, using data to measure progress toward outcomes, and implementing effective district-level human capital management systems.²⁵

The launch of the Collaborative marked a collective recognition that it was time to begin working together to systematically address pressing workforce issues. In this context, the Collaborative set the goal that the state would establish a statewide teacher workforce strategic framework, including measurable statewide teacher workforce goals, potential roles and responsibilities to support statewide and regional planning to achieve the goals, and the infrastructure needed to support its implementation. The Collaborative’s process has included intensive and regular



engagement to gather the feedback and support of executive leadership and interest holders at all levels of the education and governance systems. What follows are considerations for teacher workforce goals, roles, and responsibilities based on the Collaborative's work. Because the work is currently at a transition point in which a single state agency would ideally assume a central coordinating role (taking over some of the responsibility that WestEd has played to date), these considerations are presented as broad strokes to provide the lead state agency with appropriate latitude in its future role.

Statewide Teacher Workforce Goals

To guide statewide goal setting, the Collaborative first articulated a long-term vision for the teacher workforce.

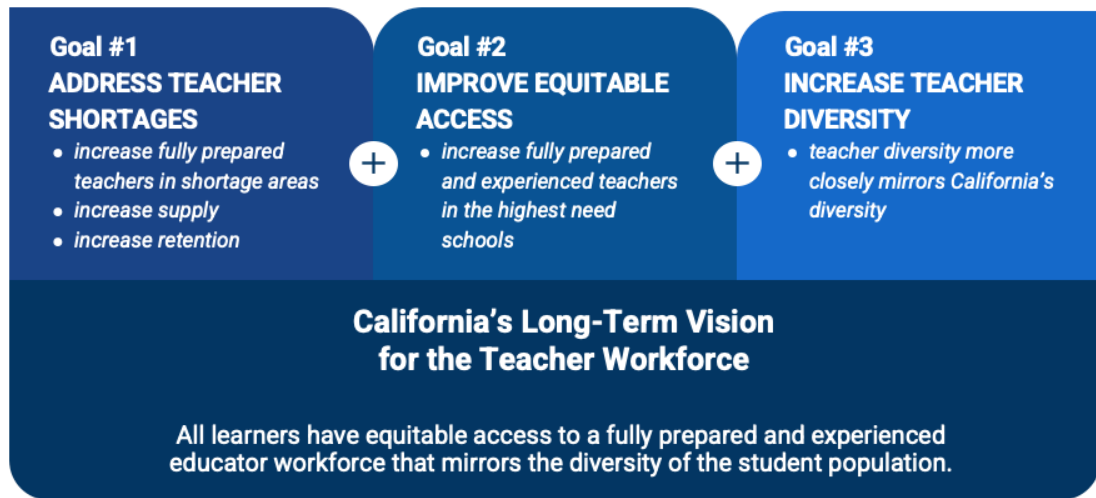
California's Long-Term Vision for the Teacher Workforce

All learners have equitable access to a fully prepared²⁶ educator workforce that mirrors the diversity of the student population.

With the most current available California workforce data to ground the effort—largely provided by the Learning Policy Institute—the Collaborative worked iteratively over several months to identify three teacher workforce goal areas that will collectively contribute to achieving this long-term vision (see Figure 1).

Through these goal areas, the Collaborative set a shared intention toward closing gaps on the most pressing issues facing the workforce, including increasing the number of fully prepared teachers in California's shortage areas, ensuring that shortages do not disproportionately impact students in the highest need schools, and striving to employ a workforce whose diversity more closely reflects the diversity of the state. Achieving each of these longer-term goals necessarily requires a focus on increasing the supply of teachers enrolling in and completing high-quality teacher preparation programs and improving the retention of teachers, particularly in the first few years on the job.

Figure 1. Considerations for Statewide Teacher Workforce Goals and Metrics



The Collaborative's goal-setting effort was informed by the latest research and expertise on pressing workforce challenges and by the priorities reflected in California's educator workforce investments—including its interest in “earn and learn” pathways such as residency and apprenticeship. It was additionally informed by the review of teacher workforce goals in several other states, including Connecticut, Maryland, North Carolina, Pennsylvania, and Texas. Common focus areas across these examples from other states include addressing educator shortages; increasing educator diversity; improving teacher certification processes; and improving access to high-quality preparation, professional learning, and teacher leadership opportunities. These example states provided a list of related metrics that could be used to measure each goal, with one state including SMART goals (*specific, measurable, achievable, realistic, and time-bound*) for each goal area.

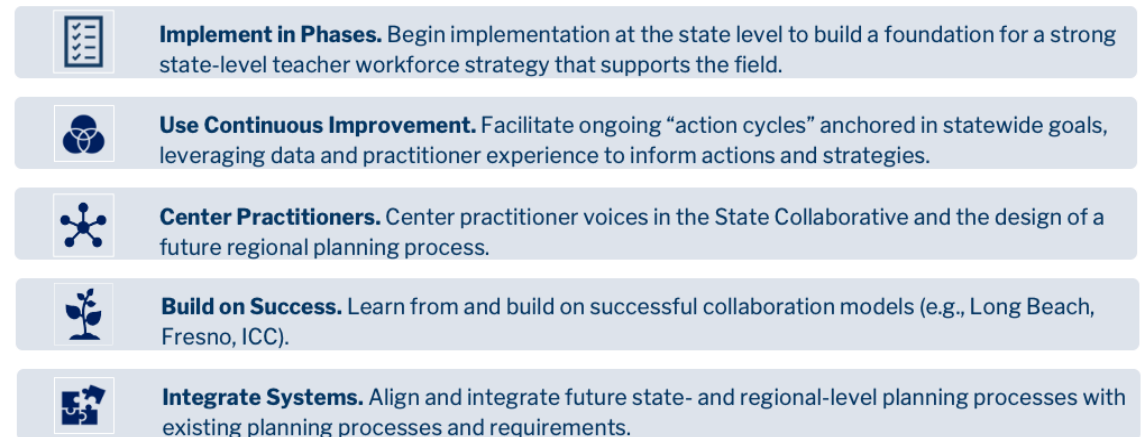
The Collaborative discussed using baseline data to establish statewide SMART goals for each goal area (see Appendix A for draft considerations for the structure and metrics for each statewide goal) and conducted a review of existing statewide data that could be used to measure key metrics related to recruiting, preparing, developing, and retaining the teacher workforce in alignment with the stated long-term vision.²⁷

Most of the state's data can be disaggregated at the regional and/or local levels to inform understanding of regional and local context and variation. An overview of the available statewide data envisioned for measuring progress toward each goal is provided in Appendix B.

Statewide Strategic Teacher Workforce Planning Processes

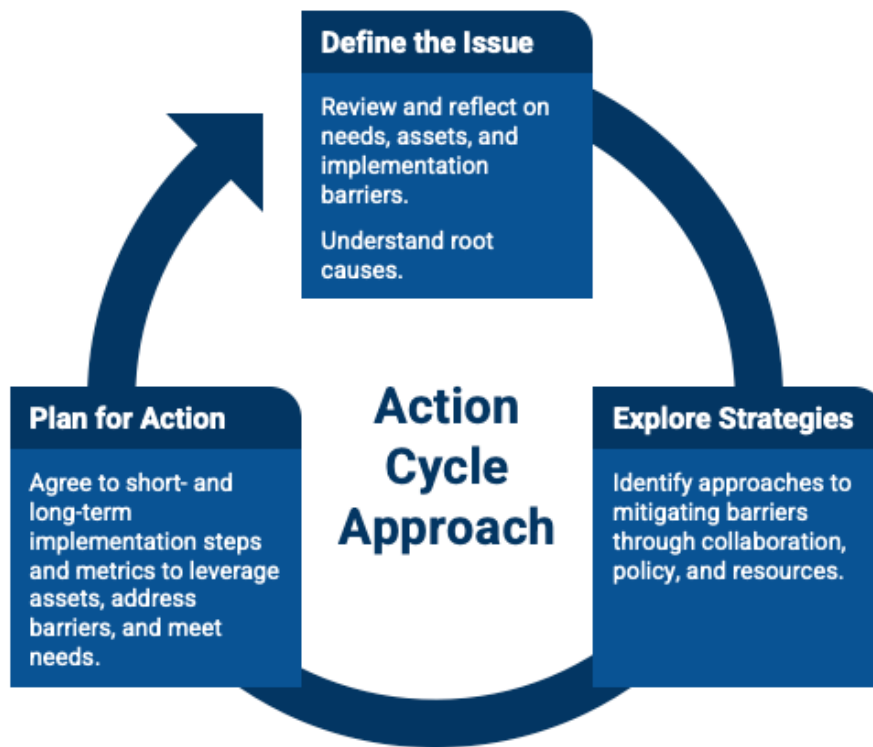
For coordinating the necessary cross-institutional collaboration to achieve the statewide teacher goals, the Collaborative proposes an ongoing process of strategic planning and implementation grounded in a set of guiding principles for state and regional collaborative planning processes (see Figure 2).

Figure 2. Guiding Principles for Statewide Strategic Planning



The Collaborative is calling for an approach to a statewide planning process that would enable its members to come together regularly to examine progress toward statewide teacher workforce goals; analyze annual and ongoing data related to the teacher workforce; learn from relevant research and evaluation; engage regional and local practitioners to contextualize data; and collectively agree to policy, practice, and resource priorities and coordinated actions to work toward achieving the goals. This statewide planning process would center the action cycle approach that has heretofore organized the Collaborative’s work (see Figure 3). Action cycles are grounded in continuous improvement methods to define and understand a pressing teacher workforce issue and explore high-impact—and feasible—solutions. The cycles involve engaging in collaborative planning for strategic action, envisioning strategies, and taking collective and coordinated action. (Detailed design and process materials are available from the report’s authors upon request.)

Figure 3. The Collaborative’s Action Cycle Approach



Achieving aligned action across 10 large entities is a significant endeavor. The three-session action cycle format has supported alignment across agencies and intentionality around choosing high-leverage solutions. The “define the issue” step was a particularly critical aspect of the work that brought key interest holders and practitioners, current data, and experts to the Collaborative so that the members could come to a common understanding about a high-priority issue (e.g., teacher preparation affordability).

As part of the planning process, the Collaborative envisioned engaging regional and local leaders from county offices, districts, and higher education institutions to inform the design of an aligned regional collaborative process for strategic planning that leverages regional assets and integrates into existing regional collaboration and planning structures. A core element of a future regional planning process would be an intentional, iterative two-way engagement between the state and regional collaboratives, on the one hand, and between the regional collaboratives and their respective local districts and educator preparation programs, on the other. This two-way engagement would help ensure that data and decisions are informed by regional and local contexts.

To enact such a regional planning process, there are many outstanding actions that require direction, further planning, and, likely, additional resources. There is also a

need for clarity on which existing institutions can coordinate regional workforce planning, a defined annual process, and the willingness of districts and higher education to engage and support regional workforce planning.

In the near term, the Collaborative hopes that the state-level strategic planning process described here will serve to formalize the Collaborative as an institutionalized collaboration and decision-making body that works toward the shared vision for California's teacher workforce.

Potential Roles for the State Educator Workforce Collaborative

The Collaborative's members articulated the following potential roles for the Collaborative if it is formalized and sustained in the future:

- **Convene regularly** to engage in ongoing, data-driven teacher workforce strategic planning.
- **Set teacher workforce goal targets** and review and discuss progress at least annually.
- **Provide and/or request data** (from their respective agencies and institutions) required to measure progress on each goal.
- **Collaboratively identify and implement strategies to achieve goals aligned with each agency's and institution's responsibilities.** (For example, members would lead agreed-upon strategies within their own agencies or institutions and coordinate with identified collaborative partners. And, when appropriate, they would develop state budget and policy recommendations to present to the DOF, Governor's Office, and Legislature on topics such as aid to teacher candidates, high-quality preparation including residency and apprenticeship, and educator retention).

To ensure the effectiveness and efficiency of its ongoing work, the Collaborative envisioned that one agency (to be determined) could serve as the **convening agency**. The convening agency would have the following potential additional responsibilities pertaining to leading and coordinating the Collaborative:

- **Plan and facilitate the Collaborative's meetings** (including coordinating the necessary data sharing).
- **Document and coordinate agreed-upon action steps.**

Conclusion

The state's current governance structure for supporting teacher preparation, recruitment, hiring, and retention is likely to continue to hinder progress in strengthening California's teacher workforce. Adopting a cohesive and strategic statewide approach to addressing these systemic issues could support achieving the goals set forth above—addressing shortages, improving equitable access, and increasing diversity in the teaching profession.


The Collaborative's work to date, including joint learning and collaborative problem-solving, has built critical relationships among state agency and higher education leadership and staff. The next step for the Collaborative is to take a more formalized approach that can continue to ground the state's efforts in taking coordinated informed action that is essential for supporting long-term and sustained teacher workforce improvement.

With the conclusion of the generous one-time philanthropic support that enabled the Collaborative's progress to date, members are seeking ways to institutionalize the proposed strategic framework to ensure its sustainability. To enact these recommendations and institutionalize the statewide Collaborative and its strategic planning process, roles, and goals, the Collaborative members recommend the following **near-term actions**:

1. Secure commitments from agencies and institutions to participate in the Collaborative and support joint action.

"The State Educator Workforce Collaborative has worked to promote coherence and shared understanding among California's Teacher Preparation Programs, Local Educational Agencies, and aspiring educators regarding the various pathways towards becoming a credentialed educator. In partnership with the Commission on Teacher Credentialing, the collaborative has also developed resources aimed at reducing barriers to entering the profession. These included information on available financial support, comprehensive guidance on credentialing pathways, and opportunities for candidates to receive individualized advisement from career counselors. This collaborative effort strengthens the state's capacity to build a diverse, well-qualified educator workforce that reflects the communities that we serve."

—Jacob Guthrie, Director,
Recruitment, Selection, and
Retention, Los Angeles
Unified School District.

- 
2. Launch the state-level Collaborative under the leadership of a lead agency, and enact the ongoing process of strategic planning anchored to the teacher workforce goals and grounded in continuous improvement principles.
 3. Coordinate with data providers and research agencies to provide annual updates on progress toward goals.

The following **longer term actions** would allow full alignment with the vision of a governance structure to support workforce planning at a regional level:

1. Engage regional leaders to codesign and pilot a coordinated regional planning process that aligns with state infrastructure (e.g., CTC, CDE, higher education systems) and is embedded into existing regional governance, funding, and collaboration frameworks to ensure coherence and sustainability.
2. Learn from the regional pilot and then test the approach in other contexts.
3. Continue to work with data providers to align with the goal structures and ensure data are timely and accessible to the state and regional bodies.

The Collaborative's launch has been facilitated by WestEd with philanthropic and federal funding support.

Acknowledgments and Authorship

This final report was developed by WestEd in close consultation with members of the State Educator Workforce Collaborative. A list of the current Collaborative members is provided below. Members who participated in the Core Workgroup that served as a steering committee for the ongoing work are indicated with an asterisk.

Current Members of California's State Educator Workforce Collaborative

Name	Role	Institution
Amber Alexander	Assistant Program Budget Manager	Department of Finance
Anthony Cordova	Vice Chancellor of Workforce and Economic Development	California Community Colleges Chancellor's Office
Cheryl Cotton*	Deputy Superintendent of Public Instruction	Department of Education
Adam Ebrahim*	Chief Deputy Director	Commission on Teacher Credentialing
Daisy Gonzalez	Executive Director	Student Aid Commission
Marquita Grenot-Scheyer*	Professor Emeritus Chair	California State University, Long Beach Commission on Teacher Credentialing
Claudia Martinez	Associate Vice Provost, Educator Programs	University of California, Office of the President
Rigel Massaro*	Deputy Legal Counsel and Deputy Policy Director	State Board of Education
Shireen Pavri	Assistant Vice Chancellor, Educator and Leadership Program	California State University, Chancellor's Office
Mary Vixie Sandy*	Executive Director	Commission on Teacher Credentialing
Karen Sher	Director, Teacher Recruitment	California Department of Education
Kristen Soares	President	Association of Independent California Colleges and Universities
Michael Wiafe	Assistant Deputy Cabinet Secretary	Governor's Office

Expert and Practitioner Panelists and Contributors

The work of the Collaborative greatly benefited from the support and thought partnership of district, county, and higher education leaders; current and aspiring teachers; and subject matter experts who strengthened the Collaborative's understanding of local context and priorities and informed the direction of the work. The Collaborative expresses their appreciation and gratitude for the many additional agency and institution leaders that contributed to the planning and implementation of Action Cycles 1 and 2, including the individuals listed below, who provided their expertise as expert panelists and/or served as additional Collaborative members during Action Cycle 2.

Name	Institution
Desiree Carver-Thomas	Learning Policy Institute
Kristen Cruz-Allen	California Department of Education
BreAnna Evans-Santiago	California State University, Long Beach
Jacob Guthrie	Los Angeles Unified School District
Heather Hough	Policy Analysis for California Education
Megan Lowery	Stanislaus County Office of Education
Efrain Mercado	Learning Policy Institute
Jeanna Perry	Statewide Residency Technical Assistance Center
David Simmons	Goleta Union School District
Traci Taylor	Fresno Unified School District
Lisa Towne	EL-WIN
Jason Willis	WestEd

WestEd Team

Name	Title
Lupita Alcalá	Director, Education Policy and Outcomes
Ruthie Caparas	Research Associate
John Diaz	Research Manager
Dana Grayson	Director, Teacher Workforce Program
Alyssa Perez	Research Associate
Melissa White	Senior Advisor, Research and Policy

Appendix A. Considerations for Statewide Teacher Workforce Goal Structures and Metrics

Goal 1. Address Teacher Shortages:

Increase the number of fully prepared teachers teaching in California's designated teacher shortage areas.²⁸

- **1A. Address shortages:** Increase the percentage of fully prepared teachers²⁹ teaching in [SHORTAGE AREA] from X to X by [YEAR].
- **1B. Increase preparation completion numbers:** Increase the number of teachers completing preparation programs from X to X by [YEAR].
- **1C. Increase preparation completion rates:** Increase completion rates for enrolled teacher preparation program candidates from X% to X% by [YEAR].
- **1D. Increase retention:** Decrease the rate of teacher turnover in the highest need schools from X% to X% by [YEAR].

Notes:

For 1A–1D: Calculate at state level and create subgoals for each designated shortage area

For 1A–1C: Report across all prep pathways and for each individual pathway

For 1D: Report 1-, 3-, and 5-year turnover rates

Goal 2. Improve Equitable Access:

Improve students' access to fully prepared³⁰ and experienced³¹ teachers in the highest need schools³² so it more closely mirrors access in the lowest need schools.

- **2A. Improve access to fully prepared teachers:** Increase the percentage of fully prepared teachers in California's highest need schools from X% to X% by [YEAR] to more closely mirror the percentage of fully prepared teachers in California's lowest need schools.
- **2B. Improve access to experienced teachers:** Increase the percentage of experienced teachers in California's highest need schools from X% to X% by [YEAR] to more closely mirror the percentage of experienced teachers in California's lowest need schools.

Notes:

For 2A and 2B: Calculate at the state level

For 2A: Report across all prep pathways and for each individual pathway

Goal 3. Increase Teacher Diversity:

Increase the diversity of the teacher population to mirror the diversity of the state.

- **3A. Increase the diversity of the teacher population:** Increase the percentage of teachers from underrepresented racial/ethnic groups to more closely align with the population of California from X% to X% by [YEAR].

Note:

Calculate at state level and disaggregate by race and ethnicity

Appendix B. Overview of Potential Metrics and Data Sources for Each Draft Teacher Workforce Goal

Along with identifying measurable teacher workforce goals, the Collaborative has identified specific metrics to use for establishing baseline data and monitoring progress. Table B1 lists the identified metrics for each goal area. In addition, Collaborative members have identified which entities currently collect and report these data (indicated in the “Data Suppliers” column). Through a review of documentation [for the C2C’s planned Teacher Training and Retention Dashboard](#) and conversations with C2C staff, the Collaborative has also noted the degree to which each of these metrics is currently planned for inclusion within the C2C’s Dashboard. This information aims to inform the Collaborative’s future efforts to set specific goal targets and monitor progress toward those targets, which will begin with compiling the necessary data for each goal.

Table B1. Draft Teacher Workforce Goals and Their Potential Metrics and Data Sources

Goal area	Required data	Data suppliers	Notes on C2C plans for incorporating these data
1. Shortages	Fully prepared teachers, by subject area	<p>Prepared teachers, by subject area = TAMO* and C2C (but depends on the definition of subject area/credential)</p> <p>Determination of which subject areas are classified as shortage areas is TBD during the Collaborative’s target-setting process. Options include the subject areas listed in the LAO Report (2023) or data from its U.S. Department of Education source.³³</p>	

Goal area	Required data	Data suppliers	Notes on C2C plans for incorporating these data
	Teachers completing preparation programs (disaggregated by pathway)	CTC	C2C will only have these data for CSUs, not all IHEs
	Program completion rates (disaggregated by pathway)	CTC	C2C will only have these data for CSUs, not all IHEs
	Teacher turnover, by school type	CDE	
2. Equitable Access	Fully prepared teachers, by school type (priority vs. nonpriority)	TAMO	Fully prepared teachers, by school type (priority vs. nonpriority)
	Experienced teachers, by school type (priority vs. nonpriority)	TAMO	Experienced teachers, by school type (priority vs. nonpriority)
3. Diversity	Diversity of current teacher workforce (relative to general population)	CDE	Diversity of current teacher workforce (relative to general population)

**TAMO data files for 2022/23 data were posted in July 2024.*

© 2025 WestEd. All rights reserved.



Suggested citation: White, M., Grayson, D., Caparas, R., & Alcalá, L. (2025). *Strengthening California's teacher workforce: Toward a statewide strategic framework*. WestEd.

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, increasing opportunity, 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.

For more information, visit [WestEd.org](https://www.wested.org). For regular updates on research, free resources, solutions, and job postings from WestEd, subscribe to the E-Bulletin, our semimonthly e-newsletter, at [WestEd.org/subscribe](https://www.wested.org/subscribe).

Endnotes

¹ D. Carver-Thomas et al., *California Teachers and COVID-19: How the Pandemic Is Impacting the Teacher Workforce* (Learning Policy Institute, 2021), <https://learningpolicyinstitute.org/product/california-covid-19-teacher-workforce-report>; D. Carver-Thomas et al., *Tackling Teacher Shortages: What We Know About California's Teacher Workforce Investments* (Learning Policy Institute, 2024), <https://doi.org/10.54300/137.196>; L. Darling-Hammond et al., *Teacher Shortages in California: Status, Sources, and Potential Solutions* (Learning Policy Institute, 2018), <https://learningpolicyinstitute.org/product/teacher-shortages-ca-solutions-brief>; M. Franco and S. K. Patrick, *State Teacher Shortages: Teaching Positions Left Vacant or Filled by Teachers Without Full Certification* (Learning Policy Institute, 2023), <https://learningpolicyinstitute.org/product/state-teacher-shortages-vacancy>; K. Mathews et al., *California's Teacher Education Deserts: An Overlooked & Growing Equity Challenge* (Center for the Transformation of Schools, School of Education & Information Studies, UCLA, 2024).

² D. Burns et al., *Closing the Opportunity Gap: How Positive Outlier Districts in California Are Pursuing Equitable Access to Deeper Learning* (Learning Policy Institute, 2019); Darling-Hammond et al., *Teacher Shortages in California*, 2018; D. Goldhaber et al., "Teacher Staffing Challenges in California: Examining the Uniqueness of Rural School Districts," *Aera Open* 6, no. 3 (2020), <https://eric.ed.gov/?id=EJ1268709>; T. D. Nguyen et al., "The Correlates of Teacher Turnover: An Updated and Expanded Meta-Analysis of the Literature," *Educational Research Review* 31 (2020): e100355; EdTrust, *Educator Diversity State Profile: California* (2022), <https://edtrust.org/rti/educator-diversity-state-profile-california/>. Nationwide, about 90 percent of the annual demand for teachers is created when teachers leave the profession, with two thirds of teachers leaving for reasons other than retirement; see D. Carver-Thomas and L. Darling-Hammond, *Teacher Turnover: Why It Matters and What We Can Do About It* (Learning Policy Institute, 2017). Poor working conditions, relatively low compensation, and underpreparedness drive attrition and turnover; see Nguyen et al., "The Correlates of Teacher Turnover," e100355 and EdTrust, *Educator Diversity State Profile: California*. Teachers who enter the profession through substandard routes leave at up to 3 times the rate of those who enter through traditional or residency pathways; see R. Ingersoll et al., "Retaining Teachers: How Preparation Matters," *Educational Leadership* 69, no. 8 (2012): 30–34 and Darling-Hammond et al., *Teacher Shortages in California*.

³ D. Gordon and S. Worley, *States Partnering with Educational Service Agencies to Increase Capacity, Coherence, and Equity* (Council of Chief State School Officers, 2020), <https://educationcounsel.com/storage/SSB3SAiD1iKmxg2pi5u1DsTmcqHDyVFb73PhWHig.pdf>; J. H. Kaufman et al., *Creating a Coherent System to Support Instruction Aligned with State Standards: Promising Practices of the Louisiana Department of Education* (RAND Corporation, 2016), https://www.rand.org/pubs/research_reports/RR1613.html; P. Youngs and C. Bell, "When Policy Instruments Combine to Promote Coherence: An Analysis of Connecticut's Policies Related to Teacher Quality," *Journal of Education Policy* 24, no. 4 (2009).

⁴ C. A. Bell et al., *Getting Down to Facts II: A Systems View of California's Teacher Education Pipeline* (Policy Analysis for California Education, 2018), https://gettingdowntofacts.com/sites/default/files/2018-09/GDTFII_Report_Bell.pdf; C. R. Dailey et al., *Partnering to Prepare Tomorrow's Teachers: Examples from the Field* (Teachers for a New Era Learning Network, 2024), https://www.fhi360.org/wpcontent/uploads/2024/01/Partnering_to_Prep_Tomorrow's_Teachers.pdf; Kaufman et al., *Creating a Coherent System*; J. Knudson and M. Garibaldi, *None of Us Are as Good as All of Us: Early Lessons from the CORE Districts* (American Institutes for Research, 2015), <https://www.air.org/sites/default/files/downloads/report/CORE-Cross-District-Collaboarion-Report-August-2015.pdf>.

⁵ Dailey et al., *Partnering to Prepare Tomorrow's Teachers*; D. Torre Gibney et al., *Building Strong Partnerships to Improve Clinically Oriented Teacher Preparation* (WestEd, 2020); D. Boyd et al., "Understanding Teacher Labor Markets: Implications for Educational Equity," in *School Finance and Teacher Quality*, ed. D. Monk and M. Plecki (Routledge, 2014), 55–83; E. García and E. Weiss, *US Schools Struggle to Hire and Retain Teachers* (Economic Policy Institute, 2019); P. Saenz-Armstrong, *Do States Have the Data They Need to Answer Important Questions About Their Teacher Workforce?* (National Council on Teacher Quality, 2022).

⁶ Carver-Thomas et al., *Tackling Teacher Shortages*.

⁷ K. Hirschboeck et al., *Building Strong Residency Partnerships: Challenges and Opportunities in the CA Teacher Residency Grant* (WestEd, 2022), <https://www.wested.org/resource/building-strong-residency-partnerships-challenges-and-opportunities-in-the-ca-teacher-residency-grant/>; K. Hirschboeck et al., *Barriers to the Scalability and Sustainability of the Teacher Residency Grant Program* (WestEd, 2023), <https://www.wested.org/resource/californias-teacher-residency-grant-program/>; J. Fitz and C. Yun, *Successful Teacher Residencies: What Matters and What Works* (Learning Policy Institute, 2024), <https://learningpolicyinstitute.org/product/successful-teacher-residencies-brief>.

⁸ "Underprepared teachers," or teachers on "substandard credentials and permits," includes teachers with provisional internship permits, short-term staff permits, and waivers that are 1-year emergency-style permits; limited assignment teaching permits; and intern credentials.

⁹ Carver-Thomas et al., *Tackling Teacher Shortages*.

¹⁰ "High-need schools" are schools serving greater numbers of students from low-income families, students who are English Learners, and youths in foster care.

¹¹ Carver-Thomas et al., *Tackling Teacher Shortages*.

¹² D. La Torre et al., *Diversifying California's Teaching Force: How Teachers Enter the Classroom, Who They Serve, and If They Stay* (California Teacher Education Research and Improvement Network, 2021), <https://cterin.ucop.edu/resources/cterin-briefs/policy-briefs/policy-brief-vol1no1-diversifying-ca-teaching-force.html>; EdTrust, *Educator Diversity State Profile: California*.

¹³ A. Grunow et al., *Getting Down to Facts II: Towards a Common Vision of Continuous Improvement for California* (Policy Analysis for California Education, 2018), <https://edpolicyinca.org/publications/towards-common-vision-continuous-improvement-california>.

-
- ¹⁴ J. K. Rice et al., “Piecing Together the Teacher Policy Landscape: A Policy Problem Typology,” *Teachers College Record* 111, no. 2 (2009): 511–546; Task Force on Educator Effectiveness, *Greatness by Design: Supporting Outstanding Teaching to Sustain a Golden State* (California Department of Education, 2012), <https://www.cde.ca.gov/ci/pl/documents/greatnessbydesign.pdf>; Center on Great Teachers and Leaders, *Talent Development Framework: Improving Access to Excellent Educators for All Students* (American Institutes for Research, 2020), https://www.air.org/sites/default/files/2024-05/Talent_Dev_Framework_06_16_20.pdf.
- ¹⁵ Rice et al., “Piecing Together the Teacher Policy Landscape”; Center on Great Teachers and Leaders, *Talent Development Framework*.
- ¹⁶ J. Knudson, *You’ll Never Be Better Than Your Teachers: The Garden Grove Approach to Human Capital Development* (California Collaborative on District Reform, 2013), <https://www.air.org/resource/report/youll-never-be-better-your-teachers-garden-grove-approach-human-capital-development>; J. Myung et al., *A Human Capital Framework for a Stronger Teacher Workforce: Advancing Teaching, Improving Learning* (Carnegie Foundation for the Advancement of Teaching, 2013), <https://www.carnegiefoundation.org/resources/publications/human-capital-framework-stronger-teacher-workforce/>; M. Tuytens et al., “A Focus on Students’ and Teachers’ Learning Through Strategic Human Resource Management,” *School Effectiveness and School Improvement* 34, no. 2 (2023): 247–270; J. Willis, *Where Is the Locus of Control for These Factors of the Teacher Shortage?* (WestEd, 2024).
- ¹⁷ J. Lafortune et al., *Funding California Schools When Budgets Fall Short* (Public Policy Institute of California, 2020); S. Loeb et al., “Getting Down to Facts: School Finance and Governance in California,” *Education Finance and Policy* 3, no. 1 (2008): 1–19; M. Taylor et al., *A Review of the Teacher Layoff Process in California* (Legislative Analyst’s Office, 2012), <https://www.lao.ca.gov/reports/2012/edu/teacher-layoffs/teacher-layoffs-032212.pdf>.
- ¹⁸ P. Barth et al., *Fixing the Holes in the Teacher Pipeline: An Overview of Teacher Shortages* (Center for Public Education, 2016); Carver-Thomas et al., *California Teachers and COVID-19*.
- ¹⁹ D. Brewer and J. Smith, *Evaluating the “Crazy Quilt”: Educational Governance in California* (Stanford Center for Education Policy Analysis, 2007), <https://cepa.stanford.edu/content/evaluating-crazy-quilt-educational-governance-california>; C. Moore et al., *Gaps in Perspective: Who Should Be Responsible for Tracking Student Progress Across Education Institutions? California Education Policy, Student Data, and the Quest to Improve Student Progress, Part I* (Education Insights Center, 2016); M. Phillips et al., *Getting Down to Facts II: Making California Data More Useful for Educational Improvement* (Policy Analysis for California Education, 2018), <https://files.eric.ed.gov/fulltext/ED594731.pdf>.
- ²⁰ Examples include the Golden State Pathways Program, Golden State Teacher Grant Program, and Teacher Residency Grant Program.
- ²¹ An executive summary describing the findings of this analysis is available upon request.

²² During roughly the same period that WestEd convened the Collaborative, philanthropy also funded Education First to similarly gather state-level agencies, higher education institutions, researchers, and advocates in a California Teacher Apprenticeship Working Group to create a roadmap for PK–12 teacher apprenticeship. Recognizing our complementary efforts, WestEd and Education First have met regularly to share and coordinate efforts. Education First published its Earning by Learning toolkit in February 2025.

²³ In 2006, state legislation ordered the development of the California Longitudinal Teacher Integrated Data Education System (CALTIDES) to provide such a system, but its development was defunded in 2011; see S.B. 87, 2011–2012 Reg. Sess. (Ca. 2011), http://www.leginfo.ca.gov/pub/11-12/bill/sen/sb_0051-0100/sb_87_bill_20110628_enrolled.pdf.

²⁴ Changes to assignment monitoring are based on the provisions of Assembly Bill 1219 (2019), Chapter 782, Statutes of 2019.

²⁵ Consortium for Policy Research in Education, *Taking Human Capital Seriously: Talented Teachers in Every Classroom, Talented Principals in Every School. Principles and Recommendations for the Strategic Management of Human Capital in Public Education* (Consortium for Policy Research in Education, 2009), <https://eric.ed.gov/?id=ED507025>; Task Force on Educator Effectiveness, *Greatness by Design*; S. Kraemer et al., *Designing and Implementing Human Capital Management Systems in Educator Evaluation* (Teacher Incentive Fund; U.S. Department of Education, 2015), <https://files.eric.ed.gov/fulltext/ED566526.pdf>; Center on Great Teachers and Leaders, *Talent Development Framework*; T. J. Bristol et al., *How to Increase California’s Educator Workforce* (U.C. Berkeley School of Education, 2021), <https://bse.berkeley.edu/publications/how-increase-california%E2%80%99s-educator-workforce>; The New Teacher Project, *Addressing Teacher Shortages: Practical Ideas for the Pandemic and Beyond* (The New Teacher Project, 2022), <https://tntp.org/tool/addressing-teacher-shortages-practical-ideas-for-the-pandemic-and-beyond/>; The New Teacher Project, *TNTP’s Workforce Design Framework: Designing the Workforce of Tomorrow to Support All Students’ Learning* (The New Teacher Project, 2023), <https://tntp.org/wp-content/uploads/Tools/TNTP-Workforce-Design-Framework.pdf>.

²⁶ Teachers who are “fully prepared” are those with a preliminary or clear credential for the position in which they are teaching.

²⁷ Additional information on the Collaborative’s findings related to goal structures from other states and available statewide data is available upon request.

²⁸ Shortage area designations will be determined during a target-setting process. For example, see “Teacher Shortage Areas,” U.S. Department of Education, <https://tsa.ed.gov/#/reports> or Legislative Analyst’s Office, *Overview of Teacher Workforce Issues* (Legislative Analyst’s Office, 2023), <https://lao.ca.gov/handouts/education/2023/Teacher-Workforce-Issues-031523.pdf>.

²⁹ See note 26 for the definition of this term.

³⁰ See note 26 for the definition of this term.

³¹ Definition of “Experienced Teacher”: A teacher with more than 2 years of full-time teaching experience.

³² A definition of “highest and lowest need schools” will be determined during the target-setting process, with consideration of “priority versus nonpriority schools” (55% population threshold) or “highest versus lowest need schools” (top versus bottom decile) and consideration of how meaningful the gap closures measurement would be based on actual data.

³³ Legislative Analyst’s Office, *Overview of Teacher Workforce Issues*; “Teacher Shortage Areas,” U.S. Department of Education.