In response to growing teacher vacancies and turnover, the Legislature appropriated $1 million to pilot teacher residency programs in FY20. Given an emerging, promising national body of research on the efficacy of teacher residencies in preparing diverse, highly-effective educators who remain in classrooms longer than their peers, the Legislature has continued to invest in these important programs, most recently appropriating sustained funding through SY27.

Due to the Legislature's investments, the commitment of Educator Preparation Programs (EPPs), partnerships with local school districts, and support from partner organizations—New Mexico is a nationally recognized leader in providing widespread, well-funded teacher residency programs. While 22 states support teacher residencies, New Mexico's investment is the highest per-capita.

This report examines early outcomes of New Mexico's teacher residency model from SY23, the first year of full implementation. Prior to this year, only a few small programs were funded with different parameters for implementation and funding. Thus, findings should be interpreted as a baseline for the state's teacher residency programs, to which future evaluations of teacher residencies can be compared.

Teacher residencies represent a major shift in the state's approach to teacher preparation, requiring strong collaboration between the Public Education Department (PED), EPPs, and local school districts and charter schools. An EPP community of practice, facilitated by the national nonprofit organization, Prepared to Teach, has improved collaboration between these entities and contributed to increased implementation consistency between programs. As programs gain additional experience, the state should expect to see increasingly strong implementation leading to measurable differences in outcomes for teacher residents.

Key Takeaways

- Alternative licensure programs are more popular but provide limited preparation (Pages 2-4)

- The Legislature has appropriated $147 million to educator clinical practice since FY19 *(Page 7)*.

- New Mexico teacher residencies have high completion rates, but demand has not kept pace with funding *(Pages 9-10)*.

- New Mexico's teacher residents are more diverse than its current teacher workforce *(Page 10)*.

- Strong program evaluations of teacher residency programs will require Improved data collection and reporting practices from PED and EPPs *(Pages 11-14)*.

This report examines the state's four teacher preparation models, including preparation pathway (traditional and alternative) and clinical practices options. It includes descriptive outcomes for initial years of residency programs, followed by a preliminary analysis of how teacher preparation affects student achievement growth. Policy considerations include improving data collection and reporting practices, strengthening requirements and support for alternatively licensed teacher candidates, and increasing teacher residency recruitment.

Teacher Preparation Models

In the 1980s, citing teacher shortages, states began to create alternative pathways to teacher licensure that did not require a four-year degree in education. In 2003, New Mexico followed suit by creating an alternative teacher licensure pathway that allows individuals with four-year degrees in non-education areas to begin teaching after passing standardized teaching assessments. They may then complete abbreviated teacher preparation coursework while teaching. At least as far back as 2019, educator preparation programs (EPPs) began to produce more educators through alternative pathways than through traditional pathways. In addition to differences in required

Table 1: Four Preparation Pathways

Traditional preparation + Student teaching	Alternative preparation + Teacher of Record
Traditional preparation + Residency	Alternative preparation + Residency

Source: LESC files

coursework, preparation pathways differ in the number of clinical practice hours required prior to licensure. While traditional pathways require 16 weeks of student teaching, teacher candidates in alternative pathways may begin teaching without clinical experience.

Recognizing the importance of clinical experience, the Legislature funded a pilot teacher residency program in 2020. In 2022, the Legislature expanded funding for the program and established more stringent requirements for program implementation and reporting. Intersecting preparation pathways with clinical experience options results in four primary teacher preparation routes:

- Traditional preparation with student teaching;

- Traditional preparation with a residency;

- Alternative preparation with no clinical experience; and

- Alternative preparation with a residency.

Traditional and Alternative Teacher Preparation Programs

While traditional teacher preparation programs are designed to prepare undergraduate students to become teachers, alternative preparation programs primarily target career-changers interested in teaching. While each EPP must meet statutory licensure requirements and program approval criteria set by the Public Education Department (PED), institutional program requirements vary. Research on the effectiveness of teachers prepared by traditional and alternative programs is mixed; although some studies suggest traditionally prepared teachers may be more effective, other factors strongly influence a teacher's effectiveness, such as prior academic achievement and scores on licensing tests. Some research suggests alternatively prepared teachers may have higher attrition rates than traditionally prepared teachers.

Alternatively licensed teachers may begin teaching with no prior classroom experience. Minimum requirements for traditional and alternative teacher licensure are set in statute and further defined and expanded by PED. Both traditionally and alternatively licensed teachers are required to hold a bachelor's degree and to complete the same exams, the requirements for which vary by licensure content area. The greatest differences between licensure pathways are the amounts of coursework and clinical practice required. For example, while a traditionally prepared elementary teacher must complete at least 30 semester hours in elementary education, 24 semester hours in the teaching field, and six semester hours in teaching reading, the alternatively prepared elementary teacher must complete 12 semester hours in teaching principles and 6 semester hours in teaching reading (which may be completed while teaching). While traditionally prepared teachers complete 16 weeks of student teaching prior to licensure, alternatively licensed teachers may begin teaching immediately upon enrollment in a department-approved preparation program and passing any required examinations. No prior classroom experience is required prior to teaching, except for special education alternative licensure, which requires completion of a 15-week apprenticeship. PED rule requires all other alternatively licensed teachers to complete two years of teaching before applying for a level one teaching license.

Research comparing the effectiveness of alternative and traditional licensure pathways is mixed. A 2005 longitudinal study of over 212 thousand fourth- and fifth-grade students in Houston found teachers without standard certifications were significantly less effective than traditionally prepared teachers, with their students gaining 0.2 to three months less learning annually. A large 2008 study of teachers in New York also found students of traditionally certified teachers demonstrated greater achievement growth than teachers with lesser

Table 2: Elementary Teacher Licensure Requirements

	Traditional	Alternative
Degree	Bachelor's degree in education	Bachelor's degree in any area
Preparation Program Coursework	60 semester hours	18 semester hours (May be completed while teaching)
Student Teaching	16 weeks	No requirement
Exams	Standardized portfolio Praxis Teaching Reading: Elementary	Standardized portfolio Praxis Teaching Reading: Elementary
Background Check	Yes	Yes

Source: PED and Section 22-10A NMSA 1978

qualifications. A 2018 study of a nationally representative sample of fourth-grade student reading achievement on the National Assessment of Educational Progress (NAEP), found students whose teachers were traditionally prepared had significantly higher achievement than those whose teachers were alternatively prepared. However, a 2006 study of more than 50,000 teachers in New York found teacher preparation pathway had little to no impact on teacher effectiveness as measured by student value-added scores, although there were large difference in effectiveness among teachers from the same preparation pathway. A 2012 LFC evaluation found teacher candidates in alternative licensure programs had a higher average score on the basic skills assessment than candidates in traditional programs, and teachers with higher scores on the basic skills assessment were associated with higher levels of student academic growth. Studies consistently find traditionally licensed teachers have higher degrees of self-efficacy than their alternatively licensed peers. Research also generally finds alternatively licensed teachers tend to have higher rates of attrition than traditionally licensed teachers.
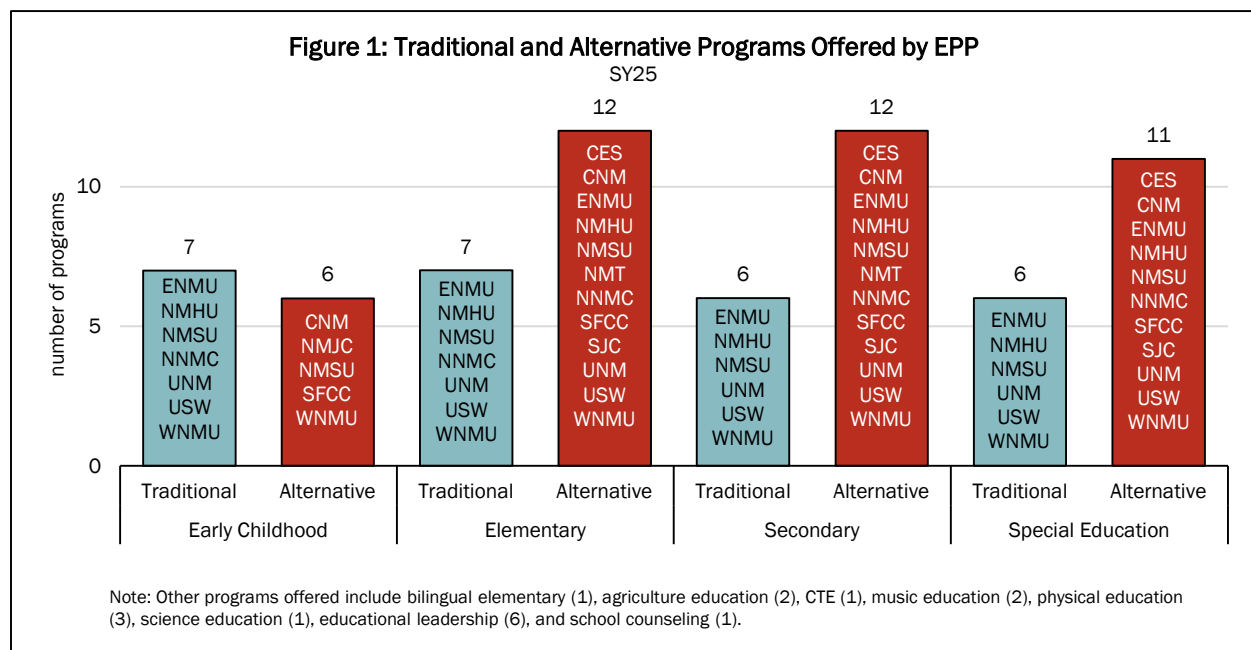
New Mexico's alternative licensure requirements do not meet best practices. All but three states in the nation have approved alternative pathways into teaching. A 2020 comparison of state alternative pathway requirements to five best practices recommended by the National Council on Teacher Quality (NCTQ) found no state met all of best practices, and New Mexico met only one—content knowledge assessments. However, New Mexico has since met an additional best practice by requiring candidates to complete an exam demonstrating knowledge of the science of reading. To meet all best practices, New Mexico would need to strengthen program entry requirements, adopt performance assessments, and require clinical practice or a robust induction program. Individual preparation programs in the state may meet some of these requirements.
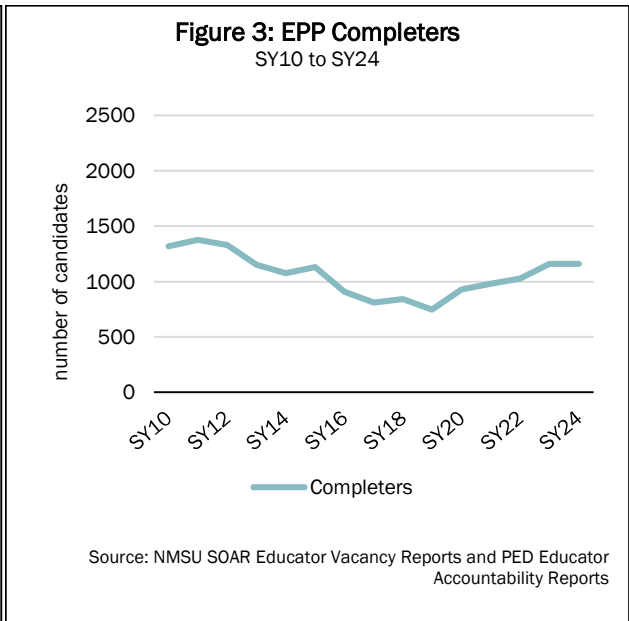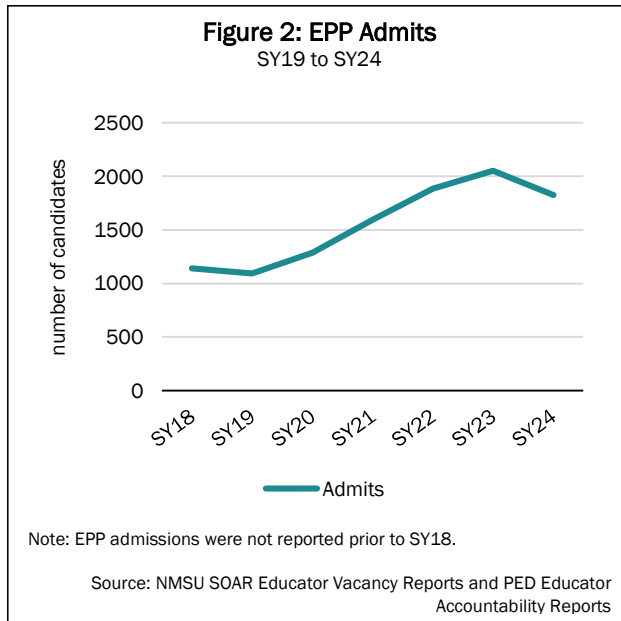
Within core teaching areas, New Mexico has more alternative licensure programs than traditional. New Mexico has 13 PED-approved EPPs: eight four-year institutes of higher education, four two-year institutes of higher education, and one non-higher institute of education. Altogether, the state offers 42 traditional licensure programs and 41 alternative licensure programs. However, within the main licensure areas of early childhood education, elementary education, secondary education, and special education, substantially more programs are alternative (39) than traditional (25) (see **Figure 1 Traditional and Alternative Programs Offered by EPP**).

Table 3: Alternative Licensure Program Requirement Best Practices

Practice	NM
Strong Program Entry Requirements	
Demonstration of Content Knowledge	Partial
Demonstration of Knowledge of Science of Reading	✓
Performance Assessment	
Clinical Practice	

Source: NCTQ

Figure 1: Traditional and Alternative Programs Offered by EPP
SY25

Note: Other programs offered include bilingual elementary (1), agriculture education (2), CTE (1), music education (2), physical education (3), science education (1), educational leadership (6), and school counseling (1).

Figure 2: EPP Admits
SY19 to SY24

Note: EPP admissions were not reported prior to SY18.

Source: NMSU SOAR Educator Vacancy Reports and PED Educator Accountability Reports

Figure 3: EPP Completers
SY10 to SY24

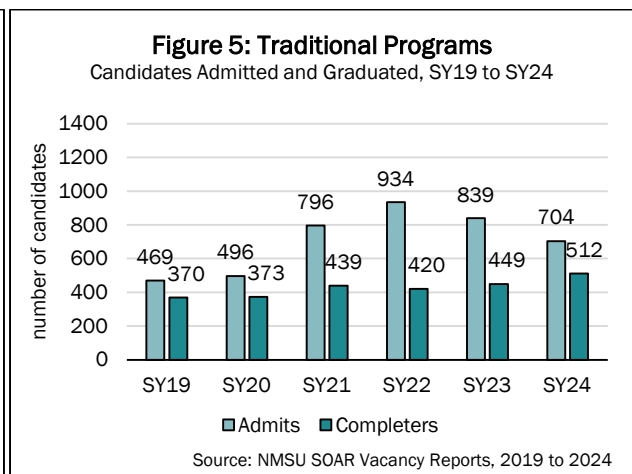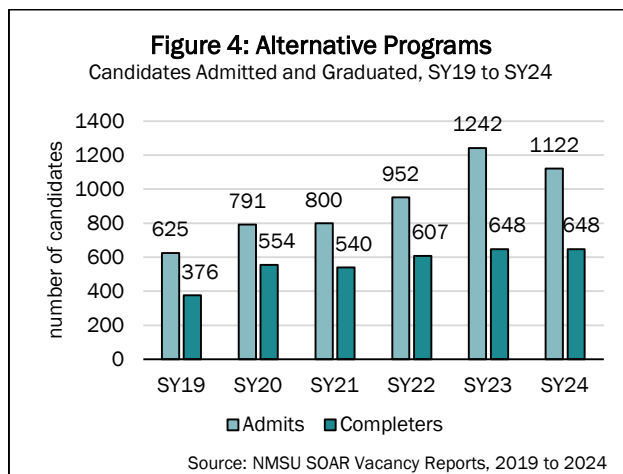Source: NMSU SOAR Educator Vacancy Reports and PED Educator Accountability Reports

EPP completers are increasing. While the number of EPP completers has steadily increased since historic lows in SY19 (746 candidates), the number of completers in SY24 (1,160) has not yet recovered to a high last seen in SY10 (1,318) (see **Figure 3: EPP Admits and Completers**). Since SY18, both the number of candidates admitted, and the number of candidates completed, have increased, except for a 229 candidate decrease in admits from SY23 to SY24. Increases have largely been driven by increased admissions to alternative programs. Additional information is necessary to calculate cohort completion rates.

Traditional completers have increased in the past two years, but alternative completers continue to make up a majority of all completers. Since 2019, admissions to alternative programs have exceeded those of traditional programs, with alternative admits accounting for 63 percent of all admits in SY24. However, in SY24, the number of traditional completers increased from 449 to 512.

Figure 4: Alternative Programs
Candidates Admitted and Graduated, SY19 to SY24

Source: NMSU SOAR Vacancy Reports, 2019 to 2024

Figure 5: Traditional Programs
Candidates Admitted and Graduated, SY19 to SY24

Source: NMSU SOAR Vacancy Reports, 2019 to 2024

PED plans to publish a validated 2024 Educator Accountability Report in January 2025. PED is required to submit the Educator Accountability Report (EARs), designed to track teacher and administrator education candidates from pre-entry to post-graduation, to the Legislature annually by November 1 (Section 22-10A-19.2 NMSA 1978). The most recent report was submitted in 2022 with SY21 data and was incomplete. Citing staff turnover in the PED Educator Quality Division and inconsistent data reporting practices amongst EPPs, PED

Table 4: Educator Accountability Reporting

Reporting Requirements	2022 EARs
Standards for entering and exiting the program	✓
Hours required for clinical experience	Incomplete
Number and percentage of students needing developmental coursework upon entering the program	Incomplete
Number and percentage of students completing each program	Incomplete
Number and percentage of students who pass assessments required for licensure on the first attempt	✓
Description of each program's placement practices	✓
Number and percentage of students hired by NM school districts and charter schools	X
Itemized information on program revenues and expenditures, including staff salaries and benefits and the operational cost per credit hour	✓
An evaluation plan that includes specific performance objectives and measures	Incomplete and inconsistent

Source: Section 22-10A-19.2 and 2022 Educator Accountability Report

decided not to publish a 2023 EARs report. PED expects to publish the 2024 report (with SY23 data) in January 2025. In completing analysis for this report, LESC staff found more nuanced reporting requirements may be necessary to fully evaluate the effectiveness of educator preparation programs—for example, reporting both the preparation pathway and program area, as well as the type of clinical experience completed. Additionally, in reviewing EPP data, LESC staff found variation in data collection and reporting practices that could be remedied by additional clarity and training from PED. PED is aware of this need, is in the process of creating more nuanced guidelines for EPP EARs data submissions and plans to provide EPPs additional training and support. Prior years of EARs reports do not include validated data. PED noted a January reporting deadline would better align with institutional and federal reporting timelines, however, such a timeline would reduce the time legislators are able to view program measures before the legislative session.

Teacher Residency Research

Teacher residencies are partnerships between EPPs, school districts, and charter schools that provide teacher candidates with a year of clinical experience under the guidance of an expert teacher. Residencies are widely recognized as the strongest method of teacher preparation, and initial promising research suggests they produce diverse, highly-effective teachers who remain in classrooms longer.

Research suggests teacher residency programs produce teachers with a greater effect on student achievement. Teacher residency programs bridge in-classroom coursework with meaningful, supervised, on-the-job training. Studies examining the impact of teacher residencies on student outcomes suggest residency graduates typically perform as well as, or better than, other novice teachers. A 2015 study of the Urban Teacher Residency Program in New York found students of resident graduates outperformed those of other novice teachers in 73 percent of comparisons of Regents exam scores. A supplemental study in 2018 confirmed these findings. Studies of the Memphis Teacher Residency, dating to 2011, found residents are as effective or more effective than non-resident teachers, as measured by student growth on achievement tests. A 2012 study of the Boston Teacher Residency found resident graduate effectiveness in math instruction improved more quickly than that of their peers, eventually outperforming veteran teachers. Although limited to single programs, these studies indicate residency programs can be a powerful mechanism to improve teacher effectiveness.

Teacher residents have greater self-efficacy than other novice teachers and are more likely to remain in schools. National research consistently finds that residency-prepared teachers remain in teaching at higher rates than other novice teachers, typically at a rate of 80 to 95 percent after three years. Remaining in the classroom can
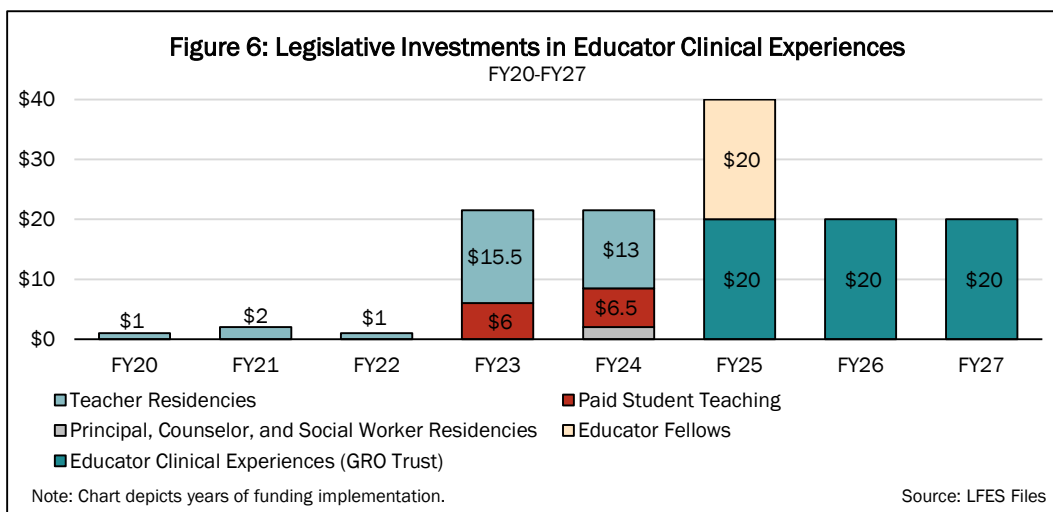
contribute to further growth in their effectiveness over time. As the teacher residency program in New Mexico matures, LESC staff will examine the retention rates of residency graduates.

National research consistently finds residency graduate teachers have greater self-efficacy than other novice teachers and principals find them more prepared and effective. A 2022 evaluation of the Albuquerque Teacher Residency Partnership (ATRP) by the National Center for Teacher Residencies (NCTR) supported these findings.

New Mexico Teacher Residency Policies and Funding

New Mexico is a nationally recognized leader in teacher residency programs. While 22 states have created or support teacher residencies through state policy, only California's investment in teacher residencies rivals that of New Mexico. Widely recognized as the strongest method of teacher preparation, embracing residency programs represents a major shift in the state's approach to preparing teachers. Strong support from a wide variety of stakeholders made this success possible. The Legislature provided funding, now sustained through SY27, and program requirements that meet many best practices. PED operated grant programs, built strong relationships with EPPs, and continues to improve evaluation and reporting practices. Partner organizations, such as Prepared to Teach, provided expertise in the form of financial need surveys and communities of practice. And EPPs shifted administrative, clinical, and coursework practices to meet state requirements.

The Legislature has appropriated $147 million for educator clinical practice since FY19. In the face of growing educator vacancies and turnover, the Legislature funded a pilot teacher residency program in FY20. PED awarded the funds to UNM and NNMC, funding 11 and 17 residents, respectively. UNM was again awarded funds in SY21. In SY22, PED awarded the funds to UNM and NMSU. In FY23, the Legislature expanded teacher residency funding to $15.5 million and appropriated $6 million to provide financial aid to candidates completing student-teaching. In FY25, the Legislature consolidated clinical practice funding into a $60 million appropriation to the Government Results and Opportunity (GRO) Expendable Trust and Program Funds for expenditure from

Figure 6: Legislative Investments in Educator Clinical Experiences FY20-FY27

Note: Chart depicts years of funding implementation.   Source: LFES Files

FY25 to FY27. If the programs are found to be effective, the Legislature may consider appropriating recurring funding to those programs, beginning in FY28. Although not examined in this report, the Legislature also appropriated $20 million for the Educator Fellows program for FY25, which supports individuals pursuing a bachelor's degree in education while they gain experience in schools. The program had been funded by expiring federal pandemic dollars.

In 2022, the Legislature expanded the teacher residency program, tightened program requirements, and increased pay for residents and supporting staff. In 2020, the Legislature passed the Teacher Residency Act, which established a grant program with more rigorous program requirements, including partnerships with local school districts, full-year residencies with an expert teacher, and $20 thousand stipends for residents (Section 22-10B NMSA 1978). Alongside the expanded teacher residency appropriation in 2022, the Legislature amended the Teacher Residency Act to:

- Make the grant non-competitive;

- Require mentor teachers to have a level two or level three license;

- Require a co-teaching approach;

- Require residents to be in the final year of their preparation program;

- Provide residents stipends of at least $35 thousand;

- Provide resident mentor teachers a stipend of at least $2 thousand per year;

- Provide principals at partner schools a stipend of at least $2 thousand per year; and

- Provide teacher residency program coordinators at each department-approved New Mexico teacher residency program funding of at least $50 thousand per year.

While New Mexico's strong teacher residency policies make it a national leader, a timely workforce database is necessary to strengthen programs. New Mexico's Teacher Residency Act meets many of the best practices outlined in the National Council for Teacher Quality's (NCTQ) clinical practice framework. However, both the Legislature and PED could take steps to strengthen state teacher residency requirements. The Legislature could revise minimum criteria for mentor teacher eligibility to be based on evidence of instructional effectiveness, particularly student achievement data, rather than on licensure tier alone. However, New Mexico's most glaring shortcoming on the framework is the absence of a strong workforce database. Nearly every focus area of the framework relies heavily on residency programs analyzing workforce data to inform their practices.

Federal Funds

Residency grant. In 2023, The U.S. Department of Education awarded PED a five-year, $8 million grant through the federal Education Innovation Research Program (EIR). The grant aims to strengthen resident recruitment and selection processes, reduce implementation variability across residency programs, and create sustainable funding streams for residencies. Funds will also be used for a residency program evaluation conducted by Basis Research, including implementation and outcome studies.

Apprenticeships. PED and the Department of Workforce Solutions were awarded a four-year, $4 million federal apprenticeship grant to support the Educator Apprenticeships NM project from FY25 to FY28, which will integrate registered apprenticeship programs and pre-apprenticeships through the Department of Workforce Solutions into PED's existing educator recruitment and training efforts. The program aims to offer multiple affordable entry points into the teaching profession that culminate in a yearlong residency. Established in 2021, 30 states and territories have since registered a K-12 Teacher Registered Apprentice program.

Title II funds. New Mexico school districts received a total of $15.9 million in federal Title II funds for SY23. However, due to large amounts of funds unused from SY19 to SY22, carryover amounts brought total SY23 awards to $27.5 million. Title II funding aims to increase student achievement by improving the quality and effectiveness of educators. School districts could use some of these funds to provide teacher residents health benefits or additional stipends.

Presently, the only workforce data reported in the state is the annual educator vacancy report produced by NMSU's Southwest Outreach Academic Research Evaluation and Policy Center (SOAR). While the educator vacancy report remains an important resource for policy makers across the state, the data it presents is based on a snapshot of vacancies posted on district websites. The information is not sufficiently timely or granular to inform EPP practices. EPPs need to know where to target recruitment efforts, what each district's greatest teacher workforce needs are, how long their graduates remain in New Mexico schools, and how effective their graduates are in the classroom. PED should collaborate with EPPs to ensure both PED and EPPs are collecting and sharing completer, workforce, and student data in effective, timely, and consistent ways.

Compliance with residency reporting requirements would inform the Legislature of how to support the program. The Teacher Residency Act includes program reporting requirements, which PED must submit to the Legislature by November 1 of each year (Section 22-10B-9 NMSA 1978). PED has submitted one teacher residency report to the Legislature (in November 2022). Complete and timely reporting would help legislators better understand the needs of the program. In addition, either PED must report measures that require workforce and student assessment data, or it must regularly share this data with EPPs. Finally, while the reporting requirements in the Teacher Residency Act are more nuanced than those for the EARs report, collecting additional information may be necessary to fully evaluate residency programs. For example, PED should collect and report more detailed information about resident preparation, including pathway (traditional or alternative) and program area (ex. secondary math).

Table 5: Comparison of NM Teacher Residency Act to NCTQ Best Practices

NCTQ Focus Area	Strengths of the NM Teacher Residency Act	NCTQ Recommendations to Consider
District-Prep Program Partnerships	Programs must co-administer residency programs with school districts. Programs must demonstrate the responsibilities of the partner district in fulfilling the purpose of the program.	Leverage workforce and pipeline data to identify districts ripe for partnership.
Resident-Mentor Teacher Matches	Programs must develop clear criteria for the selection of level two and three teachers based on measures of teacher effectiveness and to provide mentor teachers a stipend of at least $2 thousand per year.	Set minimum criteria for mentor teacher eligibility based on evidence of instructional effectiveness, including student achievement growth.
Mentor Teacher and Program Supervisor Training	Programs must provide mentor teachers ongoing evidence-based training in coaching and mentoring. Program supervisors must visit residency sites at least once per month.	
Resident Placement Sites	Residents must commit to teaching in their sponsoring district for three years following their residency. Programs must be designed to fill high-need teaching positions.	Provide programs nuanced, historical vacancy data. Provide programs completer hiring information to understand where candidates are likely to be employed.
Resident Skill Development	Programs must offer rigorous, department-approved coursework throughout the residency. Co-teachers must expose residents to a variety of teaching methods, philosophies, and environments.	Access to high-quality curricula for EPP instructors and candidates. Set standards for programs to support candidates in identifying high-quality curricula.
Data and Outcomes	Programs must collaborate with partner districts to report on a wide range of indicators annually.	Establish a state longitudinal data system with unique identifiers that tracks candidates from teacher preparation to the classroom,

Source: NCTQ Clinical Practice Framework

Table 6: 2022 Teacher Residency Reporting

Reporting Requirements	UNM	NMSU
Standards for entering and exiting the program	✓	✓
Number of credit hours required to complete the program	✓	✓
Number and percentage of residents completing the program	✓	✓
Number and types of teaching licenses residents obtained, including endorsements	Incomplete	✓
The educator evaluation rating for residents during their first five years of teaching	Missing - Covid	N/A
The educator evaluation rating for mentor teachers during their time supporting a resident	✓	Missing - Covid
The number and percentage of residents who continue to teach in NM for one to five years	✓	N/A
The diversity of residents in comparison to the diversity of the public schools	✓	Missing
Academic performance of resident's students compared to that of other new teachers' students	Missing - Covid	N/A
Principal perception surveys of teaching resident and mentor teacher effectiveness	✓	Missing
State-student perception surveys	✓	N/A
First-time pass rates of residents on the state teaching performance assessment	✓	Incomplete

Note: UNM and NMSU were the only institutions with a residency program for SY21, the year reported in the 2022 Teacher Residency Report. At the time of reporting, NMSU's residents had not yet served as teachers of record. UNM was able to use survey data from a recent program evaluation conducted by the National Council of Teacher Residencies to fulfill reporting requirements. Missing and incomplete data may be due to omission by PED or failure to report by EPPs.
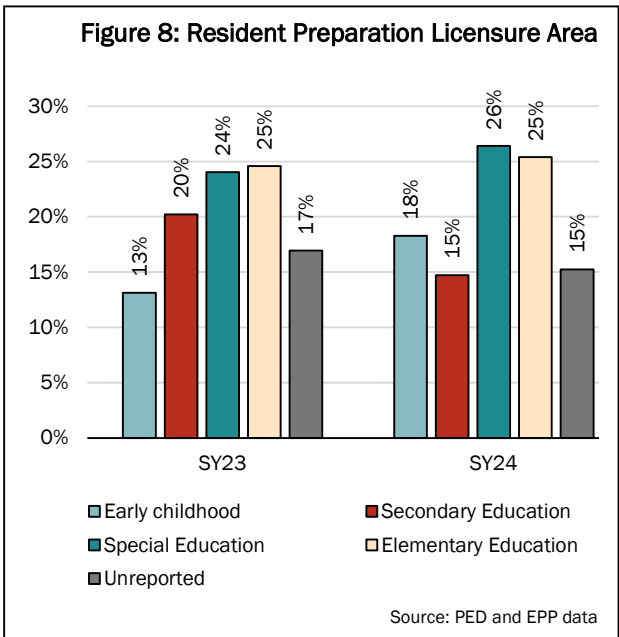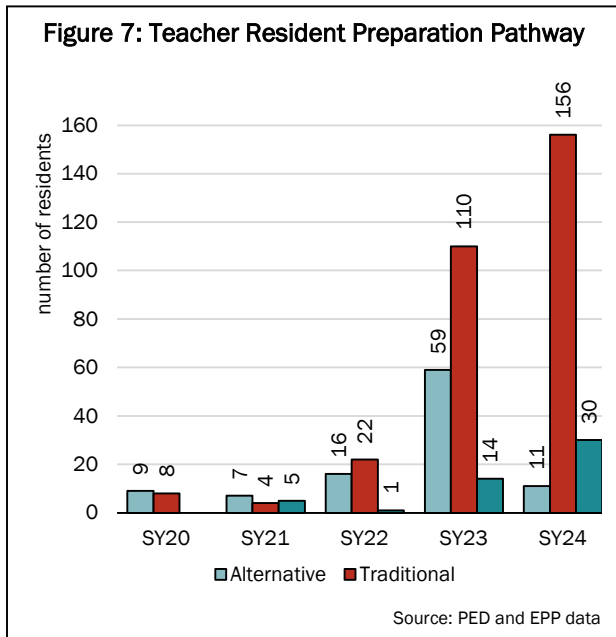
Source: Section 22-10B-9 NMSA 1978 and PED files

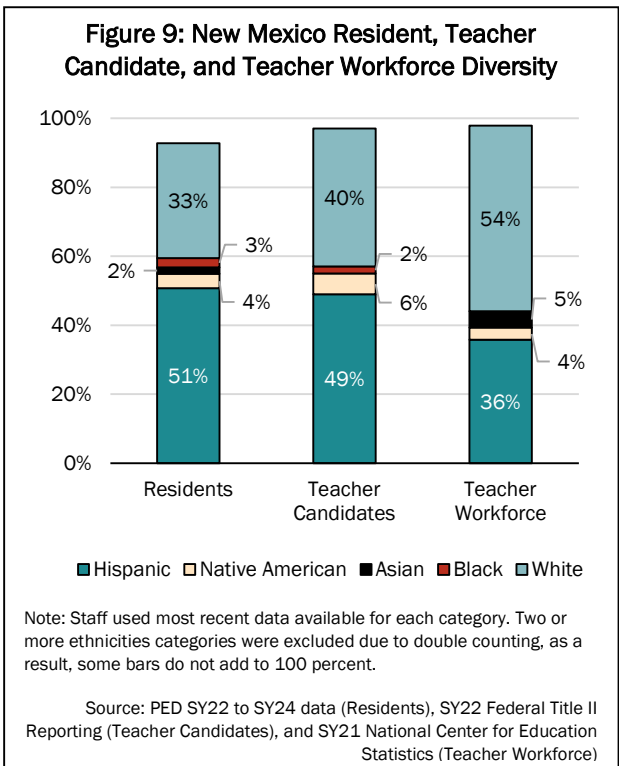## New Mexico Teacher Residency Initial Outcomes

Preliminary outcomes from SY23 and SY24 indicate teacher residency programs have been successful in recruiting and retaining diverse teacher residency candidates from around the state. Residency completion rates are high and a majority of residents complete programs leading to special education and elementary education licensure—the state's top two teacher vacancy areas. Programs could improve by increasing recruitment to residency programs, which have not filled all funded residency slots.

A strong majority of teacher residents in New Mexico are pursuing licensure through traditional pathways. Of the residents LESC staff were provided preparation program content area data for, an increasing majority of teacher residents are in traditional licensure pathways each year, as opposed to alternative pathways. In SY23, 60 percent of residents were in traditional licensure programs. The following year, the percentage increased to 79 percent. Although national research suggests residencies are important and effective means of preparation for traditional licensure teachers, they could be especially helpful for alternative licensure teachers who receive far less preparation in pedagogy and classroom management than traditional candidates. Because alternatively licensed teachers in New Mexico are able to become teachers of record immediately upon passing examination requirements, these candidates are in many cases faced with the choice between completing a year-long residency with the support of a $35 thousand stipend or beginning their teaching career with a starting salary of at least $50 thousand plus benefits. For many of these, often, mid-career professionals, the increased pay and benefits may deter them from completing a residency.

The program licensure area pursued by candidates was similar in SY23 and SY24, with special education and elementary education representing about 25 percent of candidates each, followed by early childhood education and secondary education. Given special education and elementary teachers have consistently had the highest vacancies in recent years, according to NMSU's SOAR educator vacancy report, this compilation has the potential to address the state's teacher workforce needs.

Figure 7: Teacher Resident Preparation Pathway

Source: PED and EPP data

Figure 8: Resident Preparation Licensure Area

Source: PED and EPP data

Teacher residents in New Mexico are more diverse than the state's teacher workforce, reflecting national research on resident diversity. Well-designed, paid teacher residencies typically attract a more racially diverse pool of candidates than the broader pool of practicing teachers. However, studies indicate the amount of financial support is key to ensuring the program's success in increasing diversity. For example, out of four residency programs in Pennsylvania, only the program that provided residents substantial financial support (tuition assistance and a $40 thousand stipend) succeeded in recruiting diverse candidates. New Mexico's financial supports for teacher residents are substantial, including $35 thousand stipends in addition to the teacher preparation affordability scholarship and the teacher loan repayment program. These supports have likely helped support the diversity of teacher residents in New Mexico. According to PED, 66 percent of New Mexico's teacher residents through SY23 identified as BIPOC, compared to 60 percent of all teacher preparation program enrollees in SY22. These numbers suggest the teacher workforce, 46 percent of whom identify as BIPOC, will likely better reflect the diversity of the students they serve (over 75 percent of whom identify as BIPOC) in the future.

Figure 9: New Mexico Resident, Teacher Candidate, and Teacher Workforce Diversity

Note: Staff used most recent data available for each category. Two or more ethnicities categories were excluded due to double counting, as a result, some bars do not add to 100 percent.

Source: PED SY22 to SY24 data (Residents), SY22 Federal Title II Reporting (Teacher Candidates), and SY21 National Center for Education Statistics (Teacher Workforce)

Teacher residents are concentrated in Albuquerque, Las Cruces, Rio Rancho, and Gadsen. Residents in APS accounted for the largest percentage of residents in SY23 (41 percent), followed by Las Cruces (15 percent), Rio Rancho (10 percent), and Gadsen (7 percent). In SY24, UNM's number of resident completers plateaued while some other programs grew. APS' proportion of residents declined to 35 percent, followed by Las Cruces (27 percent), Rio Rancho (12 percent), and Gadsen (7 percent). The remaining residents each year were spread widely throughout the state. School districts desiring teacher residents should seek out partnerships with EPPs and consider offering residents incentives, such as health benefits or additional stipends.

Figure 10: Teacher Resident Placements, in SY23 and SY24

Source: EPP data
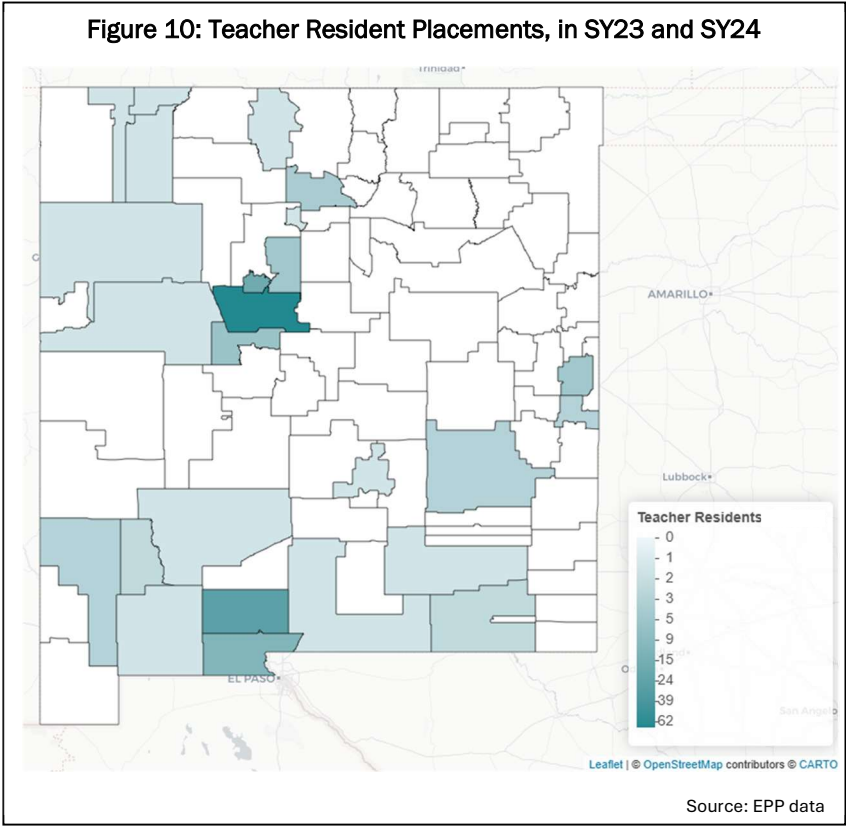
New Mexico teacher residencies have high completion rates, however demand for residencies has not kept pace with funding. In SY22, UNM and NMSU split a $1 million appropriation to support 25 and 15 residents, respectively. The following year, teacher residency programs expanded to a total of eight New Mexico educator preparation programs: CNM, ENMU, NMHU, NMSU, NNMC, SJC, UNM, and WNMU. While PED-awarded funding has steadily increased annually to fund a total of 332 potential residents, demand for residencies amounted to 76 percent of funded slots in SY23 and 71 percent in SY24. Since FY23, $5.1 million went unspent on teacher residency programs and reverted to the public education reform fund.

EPPs cited several reasons candidates choose not to complete a residency, including higher pay and health benefits for alternative licensure candidates who opt to begin teaching rather than completing a residency, traditional students graduating in a fall semester that does not align with a residency program, and unwillingness to commit to teaching in New Mexico for three years following graduation.

Figure 11: Teacher Residency Participants

Source: PED and EPP data
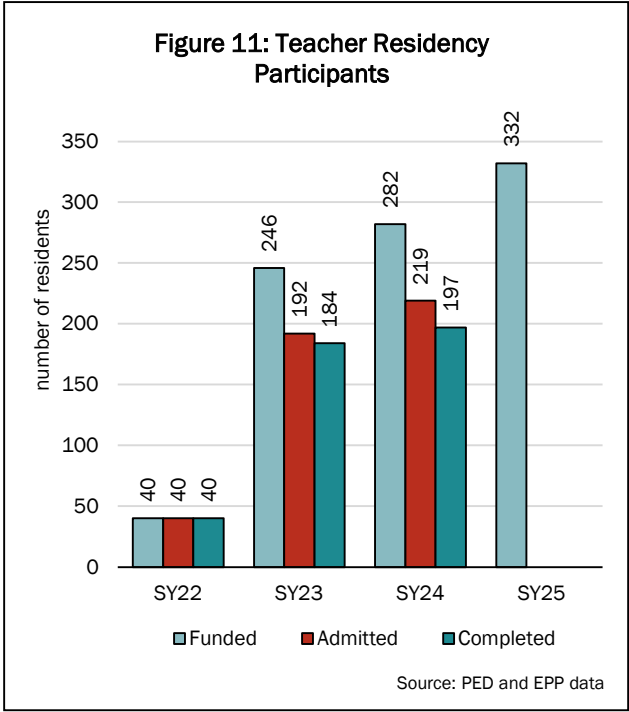
Of candidates who began a residency, however, the vast majority successfully complete the residency. Based on completer data shared with LESC by EPPs, completion rates for every year were 98 percent or higher. The completion rate reported by PED for SY23, however, was a bit lower at 92 percent.

Preliminary Analysis of Teacher Preparation and Student Growth

The Legislature appropriated $60 million to the Government Results and Opportunity (GRO) Expendable Trust and program funds for educator clinical practice for FY25 through FY27. Over the next three years, the Legislature has a keen interest in understanding whether its investments in teacher residences are effective, and whether program guidelines should be adjusted to help replicate successful programs. If clinical practice programs are found to be effective, the Legislature may consider appropriating recurring funding for the programs for FY28.

Building a strong understanding of the effectiveness of teacher residencies will require periodic evaluation of valid, reliable data. The Teacher Residency Act requires PED to report a comparison of the academic performance of students of teacher resident graduates to other teachers. To LESC staff's knowledge, this report has not been completed, and based on LESC's work with current PED and Educator Preparation Program (EPP) data, the department has not yet collected data or created systems that will facilitate this report in the short term. Significant work will need to be done over the next three years to ensure the state can follow teacher residents from their EPP to New Mexico classrooms.

To contribute to the state's understanding of teacher residency programs, LESC staff performed a preliminary analysis of the program's impacts during the 2024 legislative interim, studying how teachers' contributions to student growth in SY24 varied among the four preparation pathways. This analysis represents New Mexico's first in-depth examination of the program, given that the first large wave of teacher residents reached classrooms in SY24.

LESC's analysis was limited by incomplete data, inconsistent reporting practices, and difficulties in matching teachers to students. As a result, LESC staff were unable to find significant differences in teacher effectiveness based on preparation program models. However, the analysis found interesting results suggesting alternatively licensed teachers may particularly benefit from teacher residencies, a finding that requires greater scrutiny. The analysis also highlights important elements of PED and EPP data collection practices that will be crucial to improving the quality of analysis over the next three years.

Data

Limited accuracy, consistency, and reliability of data collected and reported by EPPs and PED limited possible analyses. In meetings with LESC staff, PED staff noted they are aware of these problems and plan to take a stronger role in providing guidance, training, and support for data collection and reporting. LESC staff will also present at the committee's November meeting on a proposal to improve overall education data quality through better administrative oversight.

LESC's analysis of teacher preparation pathways was based on several variables, each of which is captured in a separate dataset. Variables and datasets used to analyze the effectiveness of are shown in **Table 7: Variables Considered in LESC Analysis of Teacher Clinical Practice**. The individual datasets are used to track whether an EPP completer participated in one of the four pathways of interest to this evaluation, the students who were placed with that EPP completer in SY24, and the growth each student experienced with that teacher from the

Table 7: Variables Considered in LESC Analysis of Teacher Clinical Practice

	Independent Variable: EPP completer participation in various preparation programs	Mitigating Variable: Student's placement in a EPP completer's classroom	Dependent Variable: Student growth after one year with a teacher.
Variables	Independent Variable: EPP completer participation in various preparation programs	Mitigating Variable: Student's placement in a EPP completer's classroom	Dependent Variable: Student growth after one year with a teacher.
Data Needed	A list of recent EPP completers in one of four pathways: • Traditional – Student Teaching • Traditional – Residency • Alternative – Teacher of Record • Alternative – Residency	SY24 "Class Roster" dataset, showing the unique students placed with individual teachers in one school year.	At least two years of student-level assessment results

Source: LESC Files

beginning of the year to the end of the year. Staff initially attempted to collect the required data on EPP completer candidates from PED, but it quickly became apparent PED data contained inconsistencies with EPP files.

Instead of relying solely on PED data, staff worked with EPPs to request individual files from each EPP. While EPPs were generally quick to comply with requests for data, differences between institutions in data collection and reporting complicated the analysis. Some institutions were also missing candidate information, such as the area of program study. One EPP, San Juan College, did not respond to requests for data.

Due to data fidelity issues, LESC staff were unable to analyze outcomes for 90 percent of recent EPP completers. The greatest barrier to a reliable evaluation of residency programs is the absence of a unique identifier that tracks candidates from their EPP into the classroom. PED files did not include teacher candidates unique identifiers in all files. Furthermore, not all EPP candidates were present in PED data.
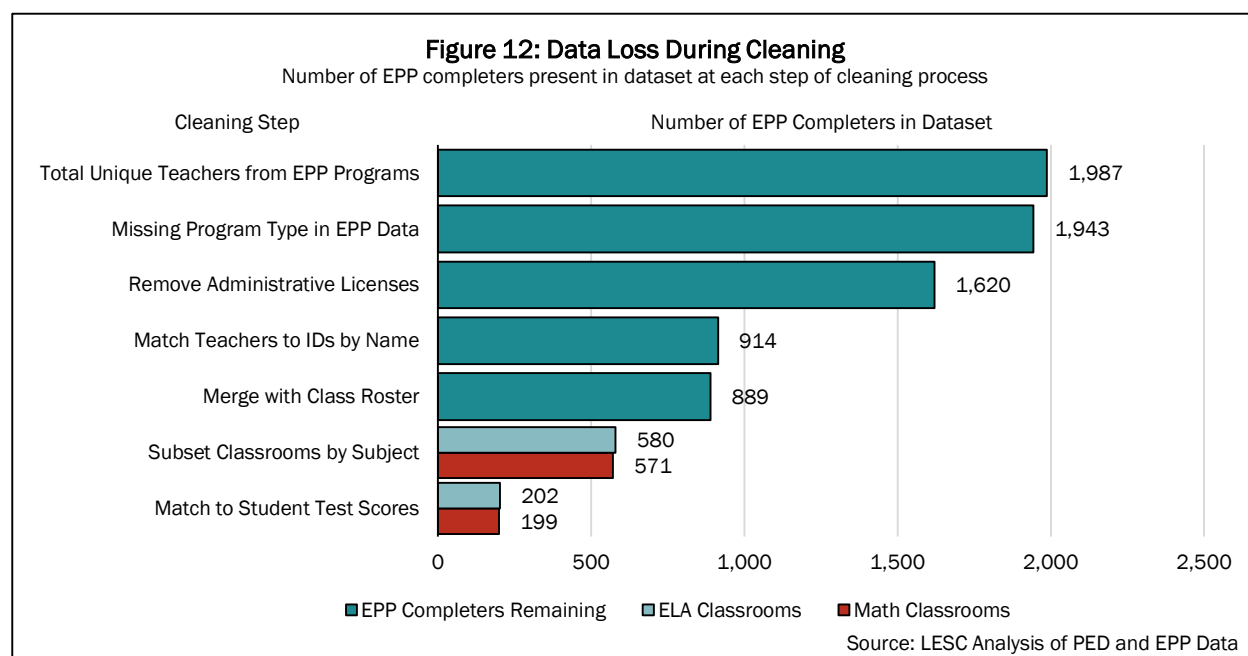
Matching teacher candidate data to PED class roster and student assessment caused the largest reduction in the study's sample size. Without a unique ID with which to match teacher candidates to classrooms, LESC staff relied on name matching to connect individuals between databases. Ultimately, while staff expected to see more than 200 teacher residents in New Mexico classrooms by SY24, staff were only able analyze outcomes for about 30 residents in English language arts (ELA), and 30 in math. These small sample sizes were further subdivided into the total number of recent EPP completers in each of the four programs identified in **Table 8: EPP Completers Analyzed by Program Type.**

As shown in **Figure 12: Data Loss During Cleaning**, each time LESC staff made a decision that resulted in cleaner, more reliable data, EPP completers were omitted from the analysis. Name-matching data was the first significant reduction in the study's sample size, impacting the validity and reliability of the study. Another significant loss of data occurred when classrooms were removed from the analysis due to a lack of student assessment data; students are tested in third grade through eighth grade and once in 11th grade, and the analysis required two consecutive years of student-level assessment results.

Table 8: EPP Completers Analyzed by Program Type

Program Type	ELA Classrooms	Math Classrooms
Traditional – Student Teacher (TRAD – ST)	73	70
Traditional – Resident (TRAD – Res)	20	23
Alternative – Teacher of Record (ALT – ToR)	95	96
Alternative – Resident (ALT – Res)	11	10
Other Teachers	4,016	4,298

Source: LESC Analysis of PED and EPP Data

Figure 12: Data Loss During Cleaning
Number of EPP completers present in dataset at each step of cleaning process

Cleaning Step	Number of EPP Completers in Dataset
Total Unique Teachers from EPP Programs	1,987
Missing Program Type in EPP Data	1,943
Remove Administrative Licenses	1,620
Match Teachers to IDs by Name	914
Merge with Class Roster	889
Subset Classrooms by Subject	580 (ELA) / 571 (Math)
Match to Student Test Scores	202 (ELA) / 199 (Math)

■ EPP Completers Remaining ■ ELA Classrooms ■ Math Classrooms

Source: LESC Analysis of PED and EPP Data

Methodology

LESC staff constructed a dual-level hierarchical model designed to estimate each teacher's contribution to a student's growth over the course of a school year. Regression results for both models can be found in **Appendix B: First- and Second-Level Models Predicting Teacher Contributions to Student Growth.**

The model's first level uses student prior achievement and demographic characteristics to estimate the effect of a teacher's instruction. The model's first level estimates students' scores on the Spring 2024 New Mexico Measures of Student Success and Achievement (NM-MSSA), normed across all grade levels using Z-scores. Student assessment results were predicted using a multivariate linear regression, which considered one year of prior achievement, grade level, economically disadvantaged status, English learner status, and student with disabilities status. The level one models for both ELA and math offer moderately robust explanation for student achievement in 2024, with R^2 coefficients of 0.57 and 0.43, respectively. In each model, each predictor variable included was statistically significant ($p < 0.001$).

The model's second level attempts to account for teachers' contributions to student growth given school- and classroom-level factors. To better understand the teachers' effectiveness in the context of their school and their community, LESC staff constructed a second-level model to account for school- and classroom-level factors that may impact student achievement. This level predicts the aggregate amount of growth a teacher should be expected to have created given the grade level taught, classroom-level and school-level demographics—including economically disadvantaged students, English learners, and students with disabilities—and the school's rurality. Each predictor variable is statistically significant ($p < 0.001$), but the level two models for ELA and math have lower R^2 coefficients of 0.19 and 0.16, respectively. The low R^2 coefficients are unsurprising given teachers are generally estimated to have greater effects on student achievement than school-level factors.

The resulting coefficients allow teachers' contributions to student growth to be summarized as a single number: the teachers' actual contribution to student growth minus their predicted contribution. Teachers with higher scores can be said to have "outperformed" their predicted contribution to student growth as estimated by the two-level model. Staff analyzed how these predicted contributions varied for recent EPP completers across the four categories, as well as for all other teachers who were not matched with EPP data.
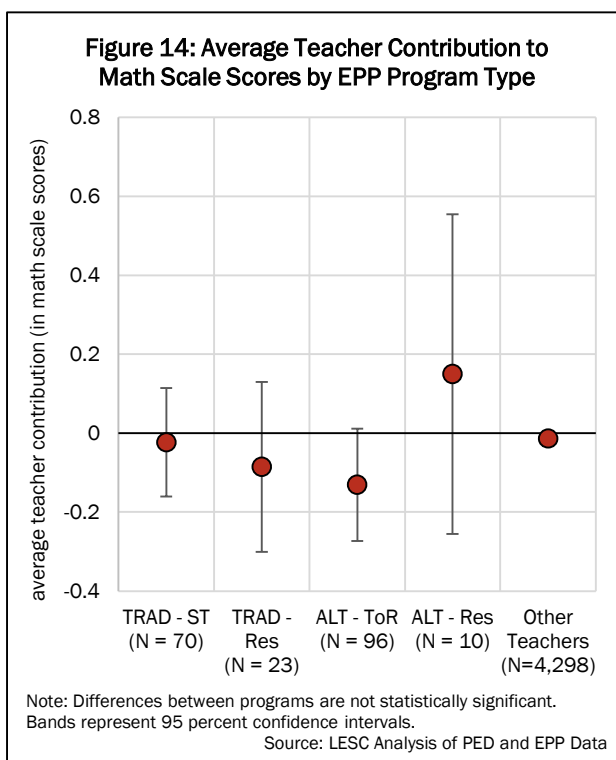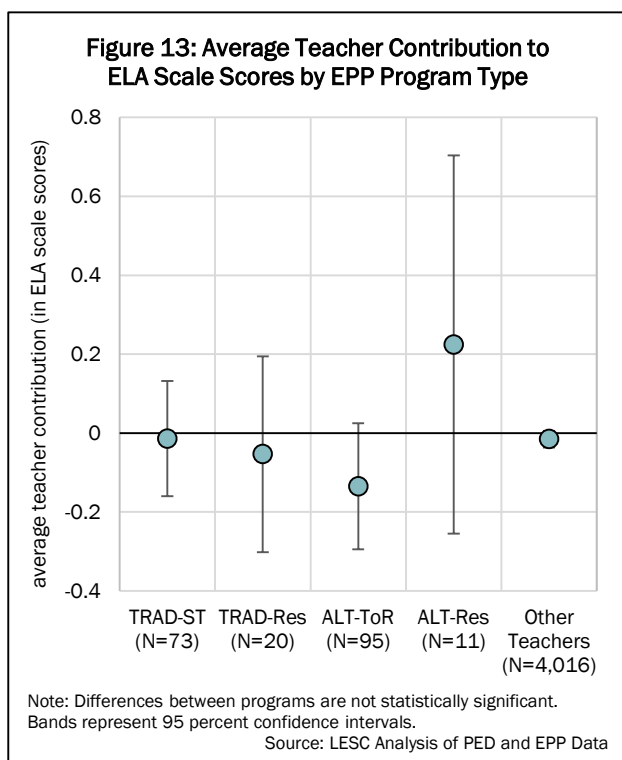
Results

Figures 13 and 14 to the right display the results of LESC's analysis of teacher contributions to student growth in ELA and math, respectively. The figures display the average difference between a teacher's observed and predicted contributions to student growth, displayed with 95 percent confidence intervals. Average values plotted above 0 suggest that teachers in a given group performed better than the hierarchical model predicted, while values below 0 suggest that teachers in a group performed worse than predicted. As shown by the "other teachers" data point in both ELA and math, on average, most teachers performed about as well as the model predicted.

Given the notably small sample sizes available for analysis, it is important to note that the differences in teacher performance among the four EPP pathways displayed on Figures Y and Z are not statistically significant. However, some interesting trends become evident in the preliminary data, warranting greater scrutiny in future research.

On average, recent EPP completers displayed slightly lower growth than other teachers with additional years of experience, but the differences are not statistically significant. As expected, recent EPP completers across traditional student teaching, traditional residency, and alternative teacher of record programs performed slightly worse than the model predicted, suggesting that early career teachers struggle to help students grow at the same rate as other teachers with more experience. This finding makes intuitive sense, given that teachers generally struggle in their first few years in the classroom. Once again, this finding should be interpreted with caution; differences in teachers' contributions to student growth are not statistically significant, and there tends to be a wide variation in outcomes among each of the small samples of teachers.

On average, alternatively licensed teachers who completed a residency program may demonstrate a greater impact on student growth than alternatively licensed teachers who do not, but the difference is not statistically significant. Notably, matched EPP completers in alternative residency programs displayed an average contribution of 0.2 scale score points per student more than the model predicted. This group of teachers is the only group that displayed growth in excess of what the model predicted they would produce. With a low sample size of 11 ELA teachers and 10 math teachers, it is difficult to make an argument that the results are meaningful,

Figure 13: Average Teacher Contribution to ELA Scale Scores by EPP Program Type

Note: Differences between programs are not statistically significant. Bands represent 95 percent confidence intervals.
Source: LESC Analysis of PED and EPP Data

Figure 14: Average Teacher Contribution to Math Scale Scores by EPP Program Type

Note: Differences between programs are not statistically significant. Bands represent 95 percent confidence intervals.
Source: LESC Analysis of PED and EPP Data

but the findings suggest future research should study whether alternative teachers experience strong gains as the result of teacher residency programs.

Planned Data Improvements

EPP program data should soon connect to institution data, but how this data will connect to PED is uncertain. EPPs and PED must collaborate on an agreed-upon method of tracking teachers from EPPs to classrooms, including use of a unique identifier. One significant challenge EPPs face in reporting complete, consistent, and timely data is a disconnect between program data and higher institution databases. In their teacher residency community of practice, facilitated by Prepared to Teach, EPPs established a data working group to address these challenges.

PED, Prepared to Teach, and EPPs have collaborated to identify data indicators required for state and federal reporting, and to establish definitions for these indicators. PED expects this work to result in complete and consistent data reporting amongst EPPs.

At a foundational level, statutory definitions of alternative and traditional teacher preparation have guided EPP data collection and reporting. However, these definitions to adequately describe the variety of programs EPPs offer, nor do they align with current federal Title II definitions of alternative programs (now referring only to programs whose candidates complete no clinical experience prior to teaching). PED is working with EPPs to differentiate data that will track distinctions between five pathways:

• Undergraduate education degree with student teaching;

• Undergraduate education degree with a residency;

• Post-baccalaureate program with student teaching

• Post-baccalaureate program with a residency; and

• Post-baccalaureate program with no clinical experience prior to teaching.

PED will also track whether post-baccalaureate programs result in a master's degree or a certificate.

Figure 15: Prepared to Teach Data Work Objectives

Source: Prepared to Teach
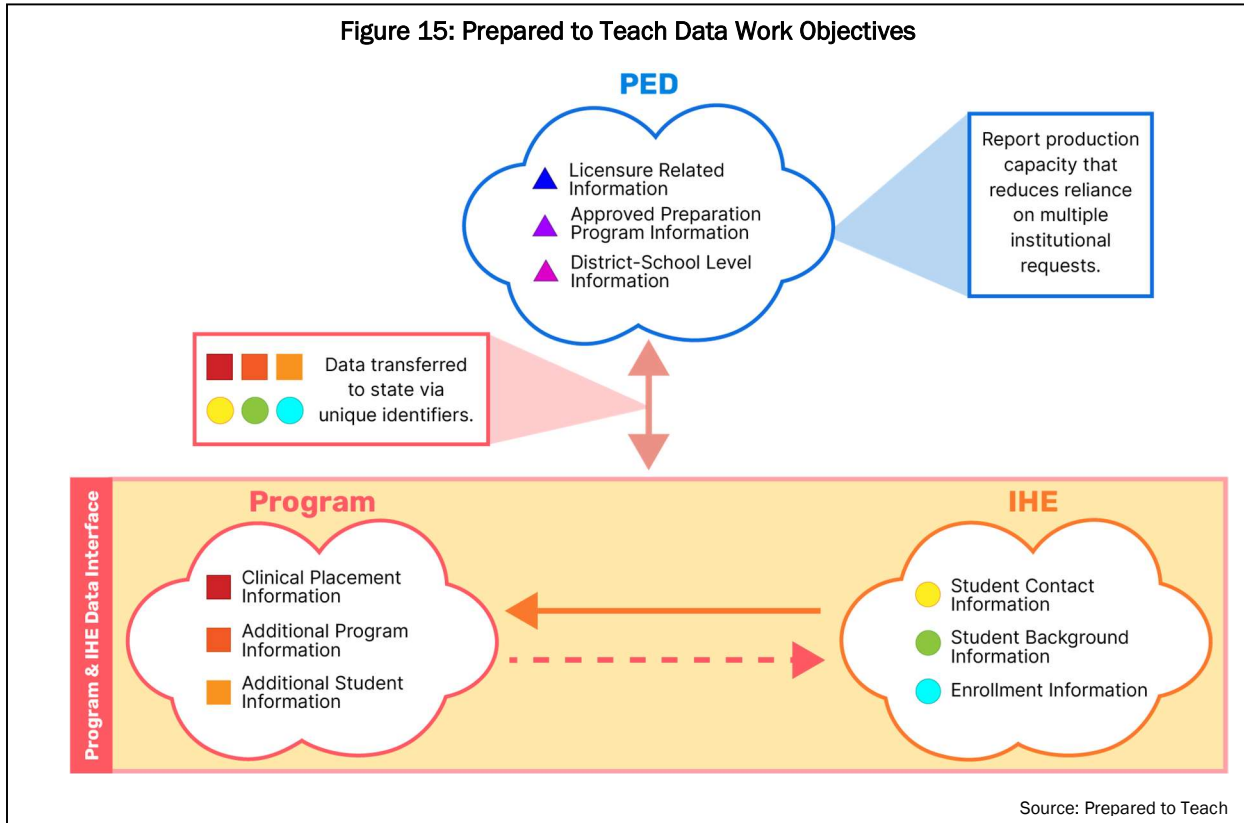
With funding from the EIR grant awarded to PED in 2023, Prepared to Teach issued a request for proposals to build a data collection interface, which EPPs could use to connect program data to institution data free of charge. Crocus developers were selected and are finalizing the interface, which will be piloted in January 2025.

PED plans to request funding to connect EPP and PED data in FY27. According to PED, how this merged EPP program and institution data will connect to PED databases has yet to be determined. Initially, EPPs emailed spreadsheets with data to PED. This was later replaced by uploading data to FileZilla, an open-source software, which some higher education institutions object to on the basis of date security concerns. In 2019, PED requested $255 thousand to create a collaborative data exchange between EPPs and PED, including funding for consulting, hardware, software, and facilities costs. In FY20 the Legislature appropriated $254 thousand to the public education reform fund for a system connecting EPP and PED data systems. Between FY21 and FY24, PED paid a variety of contractors a total of $228.6 thousand of the appropriated funds. These services do not appear to have produced a functional connection between EPP and PED data. The appropriation was reauthorized through FY24, at which time the remaining $24.8 thousand expired.

Policy Considerations and Recommendations

This report represents the Legislature's first study of New Mexico teacher residency programs and establishes a baseline understanding of program outcomes thus far. As the state's teacher residency programs mature, strong data collection and reporting practices between EPPs and PED will be important to facilitate effective program evaluations. Over the next interim, LESC staff plan to study teacher residency implementation at each EPP and partnering districts and charter schools to facilitate a deeper understanding of the strengths and opportunities for improvement. Based on this study's preliminary findings, the following recommendations will help the state strengthen teacher residency programs:

The Legislature should...

- Consider strengthening alternative licensure program requirements, including requiring candidates to complete clinical practice prior to serving as a teacher of record;

- Consider refining statutory definitions of traditional and alternative pathways to align with PED's new classifications and federal reporting definitions;

- Consider requiring more nuanced data collection and reporting in the educator accountability report (EAR) and teacher residency report to ensure data necessary for program evaluation is collected;

- Set minimum criteria for mentor teacher eligibility based on evidence of instructional effectiveness, including evidence of student achievement growth;

- Consider requiring alternatively licensed teachers to complete a residency prior to teaching; and

- Consider ways to improve data tracking and reporting capacity at small EPPs that lack the support of institutional data specialists.

The Public Education Department should…

- Submit complete educator accountability and teacher residency reports to the Legislature by November of each year;

- Support development of a state longitudinal data system with unique identifiers that tracks candidates from teacher preparation to the classroom, including hiring, retention, and student outcomes; and

- Provide increased guidance, clarity, and training for EPPs on collection and reporting of educator candidate data tracking and reporting.

Educator Preparation Programs should…

- Ensure all educator candidate data submitted to PED is complete and accurate, and reported in a timely fashion;

- Collaborate with PED and the Legislature to ensure the data necessary for program evaluation is collected and reported; and

- Increase recruitment of candidates to teacher residency programs, particularly amongst alternative candidates.

School Districts and Charter Schools should…

- Consider using local and federal funds to provide teacher residents additional stipends or health benefits.

Appendix A: Residents Funded, Admitted, and Completed by EPP

Table 1: Residents Funded, Admitted, and Completed by EPP, SY22 to SY24

	SY22			SY23			SY24			SY25
	Awarded	Admitted	Percent Completed	Awarded	Admitted	Percent Completed	Awarded	Admitted	Percent Completed	Awarded
CNM				25	25	88%	0	10	90%	34
ENMU				18	16	100%	35	26	100%	27
NMHU				62	17	100%	40	35	100%	35
NMSU	15	15	100%	43	38	100%	60	40	98%	70
NNMC				11	7	86%	15	14	93%	20
SJC				1	1	100%	2	Unreported		10
UNM	25	25	100%	67	59	88%	102	73	72%	100
WNMU				27	25	100%	28	21	95%	36
TOTAL	40	40	100%	254	188	96%	282	219	90%	332

Source: PED and EPP data

Appendix B: First- and Second-Level Models Predicting Teacher Contributions to Student Growth.

Level 1 Model - Teacher Effect on Student Growth (ELA)

	Effect	Error	Sig.
Normed 23 SS	0.66	0	***
Grade	-0.02	0	***
ED	-0.11	0	***
EL	-0.15	0.01	***
SwD	-0.29	0.01	***
Intercept	0.31	0.01	***
R²	0.57		
N	97,107		

Level 1 Model - Teacher Effect on Student Growth (Math)

	Effect	Error	Sig.
Normed 23 SS	0.56	0	***
Grade	-0.07	0	***
ED	-0.19	0	***
EL	-0.13	0.01	***
SwD	-0.21	0.01	***
Intercept	0.63	0.01	***
R²	0.43		
N	97,085		

Level 2 Model - School Effect on Student Growth (ELA)

	Effect	Error	Sig
Grade	-0.02	0	***
School ED	-0.61	0.01	***
School EL	-0.18	0.02	***
School SwD	0.32	0.03	***
Class ED	-0.28	0.01	***
Class EL	-0.48	0.01	***
Class SwD	-1.09	0.01	***
Urban	0.1	0	***
Intercept	0.79	0.01	***
R²	0.16		
N	198,308		

Level 2 Model - School Effect on Student Growth (Math)

	Effect	Error	Sig
Grade	-0.07	0	***
School ED	-0.48	0.01	***
School EL	-0.2	0.01	***
School SwD	0.19	0.02	***
Class ED	-0.35	0.01	***
Class EL	-0.36	0.01	***
Class SwD	-0.87	0.01	***
Urban	0.09	0	***
Intercept	1.05	0	***
R²	0.18		
N	271,501		

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