

CONCURRENCE IN SENATE AMENDMENTS

AB 1904 (Gipson and Muratsuchi)

As Amended August 13, 2026

Majority vote

SUMMARY

Establishes the Credentialed Educator Apprenticeships Act and creates a framework for the approval, oversight, and operation of credentialed educator apprenticeship programs in California. Requires the Commission on Teacher Credentialing (CTC) and the Division of Apprenticeship Standards (DAS) to jointly oversee educator apprenticeship programs. Authorizes the CTC to issue apprenticeship certificates or permits to participating educator candidates. Establishes minimum requirements for apprenticeship programs seeking state approval. Requires the CTC to provide guidance and support for the development and expansion of educator apprenticeships.

Senate Amendments

- 1) Require the CTC to adopt regulations for the issuance of apprenticeship certificates, publish guidance and support for prospective and commission-approved apprenticeship sponsors on its website, as specified, and include information on the number and percentage of individuals pursuant to an apprenticeship certificate or permit on the teacher supply report.

COMMENTS

Continued investments in multiple educator workforce strategies. California continues to face staffing challenges in certain credential areas, particularly special education, bilingual education, and other hard-to-staff assignments. In response, the Legislature has invested in a variety of initiatives intended to recruit, prepare, and retain educators, including teacher residency grants, classified employee teacher credentialing programs, Golden State Teacher Grants, and other teacher pipeline efforts.

This measure represents the latest in a series of proposals intended to expand workforce-based approaches to educator preparation. Similar educator apprenticeship measures have been introduced in recent legislative sessions, reflecting ongoing interest among education, labor, and workforce-development stakeholders in creating additional pathways into the teaching profession. Unlike traditional educator preparation models, apprenticeship programs are generally structured around an “earn while you learn” framework that allows participants to receive compensation while completing training requirements. Proponents argue that such models may help address financial barriers that discourage otherwise qualified individuals from pursuing a teaching career.

Continued investment in teacher residency programs. Over the last several years, the Legislature has made teacher residency programs a central component of its educator workforce strategy. Teacher residencies are intended to provide candidates with extensive clinical practice, mentoring, and financial support while completing their preparation requirements, particularly in shortage fields such as special education, bilingual education, STEM, and transitional kindergarten. For the purposes of the Teacher Residency Grant Programs, a teacher residency program is defined as an LEA-based partnership between an LEA and an IHE with a CTC-approved preliminary teacher preparation program, and in which a prospective teacher teaches at least half time alongside a teacher of record, who is designated as the experienced mentor

teacher, for at least one full school year while engaging in initial preparation coursework. Grantees may receive up to \$40,000 per participating teacher resident each year.

Since 2018, the state has appropriated hundreds of millions of dollars to support teacher residency programs. Most recently, the Governor proposed an additional \$250 million one-time Proposition 98 augmentation for the Teacher Residency Grant Program, and the Senate Budget Subcommittee on Education recently approved that proposal as part of its budget package. If ultimately adopted, the augmentation would represent a substantial additional state investment in residency-based educator preparation. These ongoing investments reflect a legislative belief that reducing financial barriers and strengthening clinical preparation can improve educator recruitment, preparation, and retention. The continued expansion of residency funding provides important context for evaluating this bill and its proposed apprenticeship framework.

This bill does not change existing requirements for becoming a teacher. Although this bill is framed as creating educator apprenticeships, it does not establish a new credential, modify credentialing standards, or alter existing requirements for becoming a teacher. Rather, the bill establishes a framework through which educator preparation programs may participate in California's apprenticeship system. The proposal formalizes a partnership between the CTC and DAS, establishes minimum requirements for educator apprenticeship programs, authorizes the issuance of apprenticeship certificates or permits, and creates a process for program approval, oversight, and monitoring. As a result, the primary policy question presented by the bill is whether California's educator preparation system would benefit from greater integration with the state's workforce development infrastructure.

According to the Author

According to the author, "AB 1904 aims to address the ongoing teacher shortage by establishing the California Teacher Residency Apprenticeship Program, a pathway that helps schools recruit and train teachers from the communities they serve. This approach can be especially impactful in high-need schools serving low-income families, many of which are located in Assembly District 65. One of the primary barriers preventing aspiring teachers from entering the profession is the high cost of obtaining a teaching credential. AB 1904 would help alleviate these financial barriers by allowing prospective teachers to earn while they learn through paid, on-the-job training and mentorship from experienced educator. Additionally, the bill would align California's existing teacher residency programs with a federal and state apprenticeship framework, enabling participating programs to leverage both federal and state funding. This approach would expand resources available to train and support future educators while strengthening long-term teacher pipelines for California's schools."

Arguments in Support

Children Now states, "California has made substantial investments to expand the transitional kindergarten (TK) through grade 12 educator pipeline...yet the system continues to produce shortfalls: post-pandemic attrition, declining teacher preparation program enrollment, and the staffing pressures of TK expansion and Proposition 28 have compounded to leave too many classrooms without fully prepared teachers. AB 1904 would respond to this challenge by creating conditions for a credentialed educator apprenticeship program built on high-quality and accountability. Specifically, it would:

- 1) Empower local educational agencies (LEAs), alongside labor and community partners, to leverage state and federal funding to recruit and retain teacher candidates – compensating them for on-the-job preparation and providing mentorship throughout the program.
- 2) Enable LEAs, institutions of higher education, and their consortiums to target key shortages and growth areas, including special education, early childhood education, bilingual education, and school counseling.
- 3) Require the CTC) and the DAS to partner in the approval and monitoring of apprenticeship programs, with strong accountability, reporting requirements, and supportive working conditions for every apprentice.”

Arguments in Opposition

None on file.

FISCAL COMMENTS

According to the Senate Appropriations Committee,

- 1) The CTC estimates General Fund costs of \$419,000 in the first year and ongoing costs of \$413,000 to support 3.0 additional positions to implement various activities associated with establishing and overseeing educator apprenticeship pathways that lead to a credential.
- 2) The Department of Industrial Relations estimates General Fund costs of \$450,000 in the first year and \$425,000 ongoing to comply with the bill's requirements.

VOTES:

ASM EDUCATION: 8-0-0

YES: Patel, Hoover, Alvarez, Bonta, Castillo, Garcia, Lowenthal, Zbur

ASM LABOR AND EMPLOYMENT: 7-0-0

YES: Ortega, Alanis, Chen, Elhawary, Kalra, Lee, Ward

ASM APPROPRIATIONS: 15-0-0

YES: Wicks, Hoover, Aguiar-Curry, Calderon, Caloza, Dixon, Fong, Mark González, Krell, Pacheco, Pellerin, Sharp-Collins, Solache, Ta, Tangipa

ASSEMBLY FLOOR: 74-0-6

YES: Addis, Aguiar-Curry, Ahrens, Alanis, Alvarez, Ávila Farías, Bains, Bauer-Kahan, Bennett, Berman, Boerner, Bonta, Bryan, Calderon, Caloza, Carrillo, Castillo, Connolly, Davies, DeMaio, Dixon, Elhawary, Ellis, Flora, Fong, Gallagher, Garcia, Gipson, Jeff Gonzalez, Mark González, Hadwick, Haney, Harabedian, Hart, Hoover, Irwin, Jackson, Johnson, Kalra, Krell, Lackey, Lee, Lowenthal, Macedo, McKinnor, Muratsuchi, Nguyen, Ortega, Pacheco, Papan, Patel, Patterson, Pellerin, Petrie-Norris, Quirk-Silva, Ramos, Ransom, Michelle Rodriguez, Rogers, Blanca Rubio, Sanchez, Schiavo, Schultz, Sharp-Collins, Solache, Soria, Stefani, Tangipa, Valencia, Wallis, Ward, Wilson, Zbur, Rivas

ABS, ABST OR NV: Arambula, Chen, Gabriel, Celeste Rodriguez, Ta, Wicks

UPDATED

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