

Date of Hearing: April 8, 2026

ASSEMBLY COMMITTEE ON EDUCATION
Darshana R. Patel, Chair
AB 2580 (Muratsuchi) – As Amended March 19, 2026

[Note: This bill is double referred to the Assembly Higher Education Committee and will be heard by that Committee as it relates to issues under its jurisdiction.]

SUBJECT: Teacher credentialing: programs of professional preparation: California State University and community college partnerships

SUMMARY: Requires the Chancellor of the California Community Colleges (CCCC) and the California State University (CSU) to develop and implement a plan to increase partnerships between CSU campuses and community colleges. Specifically, **this bill:**

- 1) Requires the Chancellor of the California Community Colleges and the California State University to develop and implement a plan to increase partnerships between California State University campuses and community colleges.
- 2) Requires the plan to address both of the following:
 - a) The expansion of online programs of professional preparation to increase access and opportunities for students pursuing teaching careers in rural communities; and
 - b) Allowing dual enrollment between community colleges and the CSU for students pursuing a teaching credential.
- 3) States that implementation of this measure is contingent upon an appropriation being made for its purposes in the annual Budget Act or another statute.
- 4) States that this measure shall sunset on January 1, 2033.

EXISTING LAW:

- 1) Requires the governing board of each higher education segment to expand existing practices related to concurrent enrollment, in which community college students are provided the opportunity to take courses at University of California (UC) and CSU campuses, as space is available; and to expand opportunities for potential transfer students to participate in activities that familiarize them with the university campus. (Education Code (EC) 66738)
- 2) Establishes the Rebuilding Nursing Infrastructure Grant Program for California Community Colleges to partner with the CSUs and UCs to expand partnerships for nursing programs. (EC 88771-88773)
- 3) Establishes the Donahoe Higher Education Act and contains the codified sections of the 1960 Master Plan for Higher Education including the different missions of the public higher education segments for the purpose of providing postsecondary education services for the State. Authorizes the California Community College to offer education up to a two-year degree. Authorizes the CSU to offer undergraduate and graduate education up to a master's

degree in liberal arts, sciences, and professional education; including teacher education. Permits the CSU in specific circumstances the ability to offer applied doctoral degree programs. Permits the UC to provide undergraduate and graduate education in liberal arts and sciences; and professional education such as legal studies, doctoral programs, and teacher education. (EC 66010.4)

- 4) Establishes the baccalaureate degree program at the California Community Colleges; whereby, in specific circumstances and with the approval of the CSU and the UC, approved community college districts may offer baccalaureate degrees to meet unmet workforce needs in the region of the community college. (EC 78040-78043)

FISCAL EFFECT: Unknown

COMMENTS:

Need for the bill. According to the author, “California’s teacher shortage continues to disproportionately impact rural and underserved communities, where students often lack access to qualified, fully credentialed educators. AB 2580 is intended to expand pathways into the teaching profession by strengthening partnerships between community colleges and California State University campuses. By increasing access to online teacher preparation programs and creating opportunities for dual enrollment, this measure will make it easier for students, especially those in rural areas, to pursue a teaching career without leaving their communities. Strengthening these pathways is essential to building a more equitable and sustainable teacher workforce for the state.”

Teacher credentialing trends. According to the Commission on Teacher Credentialing (CTC), as of April 1, 2026, the following chart displays the number of teaching credentials issued by type of preparation pathway.

Individuals Issued a New Teaching Credential by Preparation, 2020-21 to 2024-25

Preparation	2020-21	2021-22	2022-23	2023-24	2024-25	Percent Change from 2023-24
California IHE-Prepared*	15,705	11,833	10,508	12,896	14,703	14.0%
California LEA-Prepared (Intern only)	829	803	637	781	1,139	45.8%
Out-of-State/Out-of-Country Prepared	2,672	3,380	3,182	3,254	3,815	17.2%
Total	19,206	16,016	14,327	16,931	19,657	16.1%

(Source: CTC) *IHE prepared includes both traditional and intern delivery models.

158,217 active credential holders are not currently employed in California. According to the CTC, approximately 475,427 individuals held an active preliminary and/or clear teaching

credential as of April 1, 2026. It is important, however, to understand that not all individuals who hold an active teaching credential are employed. The California Department of Education's (CDE's) employment data set indicates that the number of teachers employed in California during the 2024-25 school year was 317,210. Teachers who were not employed or identified in CDE's system may be using their active teaching credential at private schools, by teaching abroad, by working at the CTC or CDE, or by being a teacher educator in a CTC-approved preparation program (not tracked by the CTC or CDE. Some active credential holders who are not currently employed in public schools may have retired but are not letting their credentials lapse, and others may choose to keep their credentials active for personal reasons. In addition, individuals recently issued a credential may not have yet had an opportunity to be hired and be included in CDE's employment data system for the active 2024-25 school year. The CTC records estimate that there are 158,217 of 475,427 individuals who can teach and provide services in California's public schools as of the date of this report.

317,932 expired credentials not renewed as of April 1, 2026. An additional pool of teachers who could be employed to teach and provide services in California's public schools are individuals who have not renewed their expired teaching credential(s). Individuals with an expired clear credential can directly renew their credential in the CTC's web-based online system. After the credential is renewed or reissued, the credential becomes valid for another five years. For expired preliminary credentials, individuals would need to complete a teacher induction program and be recommended for the clear credential to obtain a valid credential. CTC records verified that approximately 317,932 individuals hold expired teaching credentials that have not yet been renewed as of April 1, 2026. These 317,932 individuals hold a total of 339,246 credentials that can be renewed for future employment. It is possible that a small number of individuals may currently be employed using their credential as their credential did not expire prior to the start of their employment. These credentials can be renewed for employment in the remaining and following school years.

Out of the 339,246 expired teaching credentials, there were:

- 185,945 (54.8%) Multiple Subject Teaching Credentials
- 131,918 (38.9%) Single Subject Teaching Credentials
- 21,383 (6.3%) Education Specialist Instruction Credentials

Recommended committee amendments. Staff recommends the bill be amended to:

- 1) Clarify that the plan for the expansion of educator preparation pathways between community colleges and the CSU include opportunities for concurrent enrollment at the CSU in teacher preparation coursework for community college students pursuing a teacher credential.
- 2) Clarify that the plan for the expansion of online programs of professional preparation shall be offered by the CSU in partnership with community college campuses to increase access and opportunities for students pursuing teaching careers in rural communities.
- 3) State that the plan shall be completed by July 1, 2027, and the plan shall be implemented, if an appropriation is made for the implementation of the plan in the annual Budget Act or another statute.

Related legislation. AB 2206 (Fong) of the 2025-26 Session would authorize CCC that currently offer baccalaureate degrees in career technical education fields to offer a corresponding teacher

preparation program and recommend the issuance of designated subjects teacher credentials in the career technical education field associated with the baccalaureate degree.

AB 644 (Alvarez) of the 2025-26 Session would authorize the (CCCC) to allow the Southwestern Community College District (SWCCD) to offer no more than four workforce-aligned baccalaureate degree programs and requires reports to be conducted by the Legislative Analyst's Office on the student success outcomes of the programs.

AB 2053 (Ta) of the 2025-26 Session would authorize Coast Community College District to offer a baccalaureate degree in cybersecurity that may be duplicative of degrees offered at the CSU and the UC.

AB 2136 (Pacheco) of the 2025-26 Session would authorize Cerritos Community College District to offer baccalaureate degrees in public safety management, paralegal studies, and automotive technology, even if they are duplicative of programs currently offered by the CSU and the UC.

AB 2301 (Soria) of the 2025-26 Session would authorize 10 community colleges, as authorized by the Board of Governors of the California Community Colleges, to offer a baccalaureate in Nursing degree.

AB 2694 (Alvarez) of the 2025-26 Session would prohibit a community college district baccalaureate degree program from offering a baccalaureate degree program or program curricula substantially similar to a baccalaureate degree program offered by the CSU or the UC within the geographic region served by the community college district, except where the CSU or the UC does not enroll students from that geographic region in the same degree pathway or where documented unmet regional workforce needs justify the program.

AB 960 (Cabaldon) of the 2025-26 Session would prohibit a community college district from offering a baccalaureate degree program or program curricula already offered by the UC, or a campus of the CSU whose local admission area includes, or overlaps with, the territory of the community college district, unless the CSU program has been impacted for 3 consecutive years before the date the program is approved.

REGISTERED SUPPORT / OPPOSITION:

Support

None on file

Opposition

None on file

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