

Date of Hearing: April 21, 2026

ASSEMBLY COMMITTEE ON HIGHER EDUCATION

Mike Fong, Chair

AB 2580 (Muratsuchi) – As Amended April 13, 2026

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

SUMMARY: Requires the Chancellors of both the California Community Colleges and the California State University to develop a plan to increase access to teacher preparation programs for students throughout the State. Specifically, **this bill:**

- 1) Authorizes the Chancellor of the California Community Colleges and the Chancellor of the California State University to develop a plan to increase professional teacher preparation partnerships between the California State University (CSU) campuses and community college districts by July 1, 2027. The plan as authorized will include plans to expand:
 - a) Online programs for teacher preparation programs offered by the CSU campuses in partnership with community college districts to increase access and opportunities for students in rural communities who wish to become teachers; and,
 - b) Educator preparation pathways between community college districts and the CSU to include concurrent enrollment at the CSU in teacher preparation coursework for community college students.
- 2) Conditions the implementation of the plan pursuant to (1) upon the allocation of funding from the annual Budget Act or another statute.
- 3) Repeals the provisions of the measure on January 1, 2033.

EXISTING LAW:

- 1) Establishes the CSU system, made of 23 campuses, and bestows upon the CSU Trustees, through the Board of Trustees, the power, duties, and functions with respect to the management, administration, and control of the CSU system (Education Code (EDC) Sections 66606 and 89030 et. Seq.).
- 2) Establishes the California Community Colleges (CCC) under the administration of the Board of Governors of the CCC, as one of the segments of public postsecondary education in this state. The CCC shall be comprised of community college districts (EDC Section 70900).
- 3) Establishes that CCC districts are under the control of a board of trustees, known as the governing board, who has the authority to establish, maintain, operate, and govern one or more community colleges, within its district as specified (EDC Section 70902).
- 4) Constitutes the Donahoe Higher Education Act to establish the definition and missions of the CCC, CSU, and the University of California (UC). Establishes the definition and mission of independent institutions of higher education as nonpublic higher education institutions who are considered nonprofits and are accredited by an agency recognized by the United States Department of Education to confer undergraduate degrees, graduate degrees, or both.

Specifically, authorizes the CSU and UC to offer teacher preparation programs (EDC Section 66010, et seq.).

FISCAL EFFECT: Unknown.

COMMENTS: *Double referral.* This measure passed out of the Assembly Committee on Education on April 08, 2026, on consent with a vote of 9-0. A review on the issues germane to K-12 education is addressed in the Committee's analysis.

The intent of the Author. As expressed by 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 credential programs in California. The California K-12 system consists of 1,014 school districts, that collectively educate roughly five million students.¹ To provide educational services, the K-12 system employs certificated teachers, who have completed a teacher preparation program in the State in their chosen educational field. According to the Commission for Teacher Credentialing (CTC) there are 140 institutions of higher education offering teacher preparation programs in the State of California and in 2023-2024, these institutions enrolled 36,031 students.² In 2023-2024, 12,759 students graduated from teacher preparation program throughout the State.²

Despite year over year increases in the number of graduates from teacher preparation programs, California has a documented teacher shortage. The CTC reported in 2024-2025, that 9,907 permits and waivers were issued to K-12 districts because a qualified certificated teacher was not available to fulfill the role.³ In 2024, the University of California, Los Angeles Center for the Transformation of Schools (UCLA Center) published a report, *California's Teacher Education Deserts: An Overlooked and Growing Equity Challenge*; which, highlighted the following:

- California is experiencing an acute teacher shortage specifically in math, science, special education, and bilingual education;
- The counties of Alpine, Del Norte, Imperial, Inyo, Lassen, Modoc, Mono, Sierra, and Siskiyou are identified as "teacher education deserts" as each county faces challenges in recruiting and retaining qualified teachers due to their geographical location and economy;
- 6 out of 9 teacher education deserts have higher rates of teachers on an intern credential, permits, or waivers when compared to the statewide average; and,

¹ <https://www.cde.ca.gov/ds/ad/ceffingertipfacts.asp>

² <https://www.ctc.ca.gov/commission/reports/dashboards/state-trends/>

³ <https://www.ctc.ca.gov/commission/reports/dashboards/edu-supl-landing/>

- 8 out of the 9 counties have student test scores in English Language Arts and Mathematics that are significantly lower than the state average for students who meet or exceed standards.⁴

To address the shortage, the report suggested community colleges in these rural counties should work in partnership with nearby universities to “develop hybrid residency programs for local community college graduates to earn their teaching credentials without needing to leave the county to take classes or student teach.”⁵ AB 2580 (Muratsuchi) seeks to implement the recommendation from the report by requiring the CSU and the CCC to work collaboratively to expand partnerships to provide pathways for community college students to receive a teacher credential.

California Community College Teacher Credentialing Partnership Pilot Program. In an effort to address the teacher shortage and to increase access to teacher preparation programs, the Legislature authorized the CCC Teacher Credentialing Partnership Pilot Program.⁶ The program required the Chancellor’s Office of the CCC to work with the CTC to award \$500,000 grants to three community colleges for the express purpose of partnering with universities to offer online teacher preparation courses. The pilot required the Legislative Analyst Office (LAO) to complete a report in April 2023 on the effectiveness of the program to increase the number of qualified teachers. The grant funds were dispersed in the fall of 2020 to the Feather River community college district, Monterey Peninsula community college district, and Yuba community college district. The program began at the height of the pandemic which required each of the grantees to re-invent the pilot program. Instead of having students take the online courses at the community college, each of the programs pivoted to provide support services to students who were either prospective or were already in a teacher preparation program.⁷

AB 2580 (Muratsuchi) seeks to reinstitute the premise of the SB 577 (Dodd) pilot program, by requiring CSUs to partner directly with CCC to provide community college students with access to online or concurrent enrollment opportunities to complete a teacher preparation program.

Existing partnerships between the CSU and the CCC for teacher preparation. The Donahoe Higher Education Act endows the four-year public higher education systems of the CSU and the University of California with the authority to offer teacher education programs.⁸ However, the CSU as an innovative system, has sought to partner with their CCC counterparts to establish pipelines for teacher preparation for students in various regions of the state. In 1999, CSU Long Beach partnered with Cerritos College to establish the first formal CCC-CSU educator pathway. The guided pathway allows a student at Cerritos College to “students gain early hands-on classroom experience to help them find out what teaching path they hope to follow, and are paired up with a teacher mentor throughout the two-year program. Students also receive dedicated support and counseling to ensure they are well prepared to transfer to Cal State Long Beach’s liberal studies bachelor’s program—often following the Associate Degree for Transfer route.”⁹

⁴ <https://transformschoools.ucla.edu/research/californias-teacher-education-deserts/>

⁵ <https://transformschoools.ucla.edu/research/californias-teacher-education-deserts/>

⁶ SB 577 (Dodd), Chapter 603, Statutes of 2018

⁷ <https://lao.ca.gov/Publications/Report/4755>

⁸ Education Code Section 66010.4

⁹ <https://www.calstate.edu/csu-system/news/Pages/25-year-partnership-CSU-CCC-Teacher-TRAC.aspx>

Additional CCC-CSU partnerships include:

- CSU, Fresno partners with Fresno City College and Reedley College to provide an integrated teacher education program that prepares students to serve in bilingual classrooms in the Central Valley;
- Cal Poly San Luis Obispo partners with Cuesta College and Allan Hancock College to provide a streamlined pathway for students who wish to complete a multi-subject (elementary education) credential; and,
- CSU, Sonoma partners with Mendocino College to offer an online and in-person teacher preparation coursework course at the community colleges at flexible times for students.¹⁰

In continuation with the theme of providing for a skilled and trained teacher workforce, the CSU launched CalState TEACH, a fully online teacher education program in 1999. The program has provided 6,143 multiple subject teachers through its completely online curriculum that partners with local K-12 districts to provide teacher candidates with in-classroom experience and onsite mentors.¹¹

Since the CSU already has online opportunities for students to complete teacher preparation programs and has campuses already in partnership with CCC for teacher preparation programs, building upon these pre-existing partnerships will not be an undue burden for the CSU and CCC to accomplish.

REGISTERED SUPPORT / OPPOSITION:

Support

None on file.

Opposition

None on file.

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¹⁰ <https://www.calstate.edu/csu-system/news/Pages/25-year-partnership-CSU-CCC-Teacher-TRAC.aspx>

¹¹ <https://www.calstateteach.net/who-we-are>