

Date of Hearing: April 24, 2024

ASSEMBLY COMMITTEE ON EDUCATION  
Al Muratsuchi, Chair  
AB 1927 (Alanis) – As Amended April 11, 2024

**[Note: This bill was doubled referred to the Assembly Higher Education Committee and was heard by that Committee as it relates to issues under its jurisdiction.]**

**SUBJECT:** Golden State Teacher Grant Program: career technical education instructors

**SUMMARY:** Authorizes credential candidates to apply for the Golden State Teacher Grant Program (GSTG) if they are enrolled in a program leading to a clear designated subjects career technical education (CTE) credential, if the candidate commits to working at a priority school for four years within the eight years following the date the candidate completes the professional preparation program.

**EXISTING LAW:**

- 1) Establishes the GSTG program and authorizes the California Student Aid Commission (CSAC) to provide one-time grant funds of up to \$20,000 to each student enrolled, or who has applied for enrollment, on or after January 1, 2020, in a professional preparation program leading to a preliminary teaching credential or a pupil personnel services credential, at either a qualifying institution, as defined, or a professional preparation program approved by the Commission on Teacher Credentialing (CTC) that has a main campus location or administrative entity that resides in California, including professional preparation programs operated by local educational agencies (LEAs) in California, if the student commits to working at a priority school or a California preschool program for four years within the eight years following the date the student completes the professional preparation program. (Education Code (EC) 69617)
- 2) Requires a grant recipient to agree to repay the state 25% of the total received grant funds annually, up to full repayment of the received grant funds, for each year the recipient fails to do one or more of the following:
  - a) Be enrolled in or have successfully completed a professional preparation program approved by the CTC;
  - b) While enrolled in the professional preparation program, maintain good academic standing;
  - c) Before or upon completion of the professional preparation program, satisfy the state basic skills requirement, as specified;
  - d) Complete the required teaching service or clinical practice following completion of the recipient's professional preparation program; and,
  - e) Complete their teacher preparation program and earn a preliminary credential within six years after the first distribution of grant funds. (EC 69617)

- 3) Authorizes a grant recipient, for purposes of satisfying the service requirement, to use service at a school listed on the most recent list of priority schools that is available when the grant recipient seeks employment at a priority school. States that service at that school shall continue to satisfy the four-year service requirement, even if the school is no longer included on future priority school lists. (EC 69617)
- 4) Requires the CSAC to accept applications for the GSTG program beginning on September 1 for the following academic year and to establish a process and timeline that allows institutions of higher education to provide applicants with grant eligibility determinations before the deadline for enrolling in their professional preparation program and authorizes grant recipients to receive funds in more than one academic year, provided the total amount of funds granted to any applicant does not exceed \$20,000. (EC 69617)
- 5) Requires the CSAC to conduct, in partnership with the CTC, an evaluation of the GSTG program to determine the effectiveness of the program in recruiting credential candidates and employing credential holders at priority schools and California preschool programs. Requires the CSAC to provide a report to the Department of Finance and the appropriate fiscal and policy committees of the Legislature on or before December 31, 2025, and every two years thereafter. (EC 69617)

**FISCAL EFFECT:** Unknown

**COMMENTS:**

***What does this bill do?*** This bill authorizes credential candidates to apply for the GSTG program if they are enrolled in a program leading to a clear designated subjects CTE credential.

***Need for the bill.*** According to the author, “California has made strides in increasing CTE accessibility, but AB 1927 would help address the teacher shortage by creating an incentive to become a certified CTE instructor, thereby further increasing access for students to pursue diverse career paths. AB 1927 would significantly benefit the large majority of priority schools in my district by opening up more pathways for students to pursue a variety of careers.”

***Golden State Teacher Grant Program.*** Since 2016-17, the state has spent \$1.4 billion in one-time funds to address teacher shortages. The 2019-20 Budget Act established the GSTG program, which awards up to \$20,000 to students who meet eligibility requirements and commit to a four-year service agreement. The program was first available to students who were enrolled during the 2020-21 academic year (AY) in a CTC-approved teacher preparation program to earn their Education Specialist (Special Education) preliminary teaching credential.

The 2021-22 Budget Act then authorized the expansion of the GSTG program to students enrolled during the 2021-22 AY who committed to working in an eligible high-need field. Subsequently, the 2022-23 Budget Act authorized an additional expansion of the program to include those working towards their multiple subject or single subject credential and those working towards their pupil personnel services (PPS) credential. Additionally, all GSTG recipients (including past grantees) were required to complete their program and obtain their credential within three years from the date their first GSTG payment was mailed to their institution and to complete their four-year service at a California priority school within eight years from the date they completed their program.

Further, commencing with the 2022-23 AY, students may receive up to the maximum \$20,000 GSTG award paid out across multiple academic years as long as they continue to meet eligibility requirements each year. The 2023-24 Budget Act expanded the program once again by awarding up to \$10,000 (also payable over multiple academic years) to California residents enrolled in an online credential program at an approved institution that meets specified requirements. The timeframe for students to complete their program and obtain their credential was also lengthened from three to six years. Lastly, the service obligation was expanded to be fulfilled at a California preschool program in addition to eligible priority schools.

***State funding for GSTG.*** According to the CSAC, it is anticipated that CSAC will exhaust the \$500 million fund allocated for the GSTG program sooner than anticipated. The CSAC expenditure and projection rates suggest that CSAC will deplete GSTG funds sometime during the 2024-25 budget and/or academic year, which is well ahead of the June 30, 2026, end of the GSTG program five-year period.

According to the Assembly Budget Subcommittee on Education Finance:

***Is the program sufficiently funded for current law?*** Major changes in the 2022-23 Budget Act to broaden program eligibility appears to have outstripped available funds. CSAC anticipates that the entire \$500 million appropriation could be awarded in or before the 2024-25 academic year, should current application/award rates continue with the current program requirements. Any further expansions of eligibility would likely result in expenditure of those funds even more quickly prior to the original end date of the program (June 30, 2026).

***Is the program too broad?*** Rather than further expand program eligibility, and lower service standards, the Assembly could consider returning a focus on the program's role in staffing shortage areas, including Early Childhood Education.

***CTE pedagogy compared to multiple subject and single subject pedagogy.*** Multiple subject and single subject credential holders must complete a 35-54 unit teacher preparation program focused on instruction delivered to students appropriate to their credential in order to earn their preliminary credential.

CTE teachers must complete a nine unit teacher preparation program focused on instruction delivered to students in grades 7-12 to clear their credential. The ***Committee may wish to consider*** whether the amount of the GSTG should be adjusted to match the costs of obtaining the units necessary for the clear CTE credential.

***Is there a statewide shortage of CTE teachers?*** It is unclear whether there is a statewide shortage of CTE teachers in all industry sectors. Anecdotally, there are shortages of CTE teachers in certain regions of the state and in specific industry sectors. The state has not collected data to show a widespread shortage among CTE teachers in all industry sectors statewide.

The 2023 California State Plan for Career Technical Education calls for the state to collect and analyze data on the supply of and demand for CTE teachers and faculty across regions in California. It further calls for the state to conduct research with interest holders across the state to identify systemic and regional challenges, including, but not limited to, compensation, equivalency, credentialing, professional learning opportunities, support and mentorship.

According to the U.S. Department of Education, California is among 28 states that have reported shortages of CTE instructors in the 2023-24 academic year. According to information provided by the author, nearly one-third of public schools across the United States have experienced difficulty filling CTE teacher vacancies, and the CTC reported that the number of preliminary CTE credentials issued by the CTC has declined by 14% from 2016 through 2021.

**What does misassignment data tell us about teacher shortage areas?** Misassignments can be the first indicator of a teacher shortage, as they represent instances where a LEA was required to employ an educator that does not hold the appropriate credential for the assignment.

There is evidence that a shortage of CTE credential holders with the Arts, Media, and Entertainment industry sector exists for CTE Pathway programs in grades 7-12. CTE courses in the Arts, Media, and Entertainment sector were by far the most misassigned content area, with nearly 30% of all CTE teacher misassignments. Misassignments in the Health, Science and Medical Technology sector were more than 13% of all CTE teacher misassignments. The chart below shows that misassignments are not found uniform across all 15 industry sectors.

**Figure 10: Misassigned Courses by Industry Sector**

CTE Industry Sector Misassignments		
Broad Subject	Courses	Percent of Total
Arts, Media, and Entertainment	2,309	29.32%
Health Science and Medical Technology	1,055	13.40%
Information and Communication Technology	640	8.13%
Engineering and Architecture	560	7.11%
Public Service	514	6.53%
Hospitality, Tourism, and Recreation	507	6.44%
Transportation	444	5.64%
Building and Construction Trades	385	4.89%
Business and Finance	309	3.92%
Agriculture and Natural Resources	287	3.64%
Education, Child Development, and Family Services	265	3.37%
Manufacturing and Product Development	198	2.51%
Marketing, Sales, and Service	178	2.26%
Fashion and Interior Design	102	1.30%
Energy, Environment, and Utilities	64	0.81%
Work Experience Education	57	0.72%
<b>Grand Total</b>	<b>7,874</b>	<b>100.00%</b>

Misassigned Courses and Percent of Total broken down by Industry Sector. Misassignments include 2019-20 Charter, Corrected MA, Misassigned, None and Vacancies determinations.

(Source: CTC)

***Governor’s Master Plan for Career Education.*** The Governor issued *Executive Order N-11-23* on August 31, 2023. This order, in part, on or before October 1, 2024, requires the President of the State Board of Education, the Secretary of the Labor and Workforce Development Agency, the Director of the Governor’s Office of Business and Economic Development, and Director of the Department of Rehabilitation, and the Chancellor of the CCC, President of the California State University, President of the University of California, and Superintendent of Public Instruction are to develop and submit to the Governor’s Office a proposed new Master Plan on Career Education to integrate and align the programs funded by the State’s historic investments.

The Executive Order stipulates that the Master Plan on Career Education must be developed in collaboration with the agencies, departments, boards, and offices responsible for implementing the initiatives described in the Order, whose participation is directed or requested, as applicable, and with input from legislative partners and stakeholders representing students, parents and families, education professionals, labor, business, and community groups.

***Arguments in support.*** The Los Angeles County Office of Education states, “CTE teachers are as essential as educators in any other subject area. It is therefore imperative that they have access to the same financial aid opportunities as their counterparts. By including CTE instructors in the Golden State Teacher Grant Program, we can ensure equity and fairness for all educators, regardless of their specialization. Moreover, providing financial assistance to individuals seeking CTE credentials will promote diversity within the teacher workforce. This support will enable a more diverse student body to pursue professional training programs, ultimately leading to a more inclusive and representative group of educators in our schools.”

***Arguments in opposition.*** The Education Trust–West states, “AB 1927 would weaken the effectiveness of the Golden State Teacher Grant program by permitting CTE teachers to receive an incentive grant and serve in schools that may not have a record of staffing shortages. Students in high-need communities (or priority schools) face the greatest challenges in accessing high quality teachers. The Golden State Teacher Grant Program should remain focused on incentivizing service to these students as was the original intent of the program and the legislation that preceded it. For those reasons, we must oppose AB 1927 (Alanis).”

***Related legislation.*** AB 2768 (Berman) of the 2023-24 Session, would define a “priority school,” for purposes of the GSTG program to include a nonpublic nonsectarian school with 55% or more of its pupils being unduplicated pupils.

SB 114 (Senate Committee on Budget and Fiscal Review), Chapter 48, Statutes of 2023, modifies the GSTG program, allowing participants to serve at preschools, and expands the GSTG program eligibility to institutions that offer services online to students, are accredited by the Western Association of Schools and Colleges, and offer a professional preparation program approved by the CTC as of January 1, 2023.

AB 377 (Muratsuchi and McCarty) of the 2023-24 Legislative Session, would have increased funding for the Career Technical Education Incentive Grant Program. This bill was held in the Senate Appropriations Committee.

AB 638 (McCarty) of the 2023-24 Session, would have required, commencing on or after January 1, 2024, student candidates of the GSTG program to commit to working for four years in

a shortage area, as designated by the CTC, at any California public or nonpublic school, as defined. This bill was held in the Assembly Committee on Appropriations.

AB 114 (Assembly Committee on Budget), Chapter 413, Statutes of 2019, establishes the GSTG program.

AB 1623 (Robert Rivas and O'Donnell) of the 2019-20 Session, would have established, subject to appropriation, the GSTG program under administration of the CSAC. The program would have provided one-time grant funds of \$20,000 to each student enrolled on or after January 1, 2020, in a professional preparation program leading to a preliminary teaching credential if the student committed to working in a high-need subject area field for four years after they received a teaching credential. Would have required the CTC to certify if the recipient had not earned a credential and required the CDE to certify if the recipient had not taught for four years in a high-need subject area field. This bill was held in the Senate Education Committee.

AB 169 (O'Donnell) of the 2017-18 Session, would have established, subject to appropriation, the GSTG program under the administration of the CSAC. The program would have provided one-time grant funds of \$20,000 to each student enrolled on or after January 1, 2020, in a professional preparation program leading to a preliminary teaching credential if the student committed to working in a high-need subject area field for four years after they received a teaching credential. This bill was held in the Senate Education Committee.

#### **REGISTERED SUPPORT / OPPOSITION:**

##### **Support**

Alameda County Office of Education  
California Association of School Business Officials (CASBO)  
California Chamber of Commerce  
California County Superintendents  
California State Pta  
Los Angeles County Office of Education

##### **Opposition**

The Education Trust - West

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