

Department of Legislative Services  
 Maryland General Assembly  
 2023 Session

FISCAL AND POLICY NOTE  
 Third Reader - Revised

Senate Bill 668  
 Finance

(Senator Rosapepe)

Ways and Means and Economic Matters

Teacher Degree Apprenticeship

This bill establishes the Teacher Apprenticeship Startup Grant Program administered by the Maryland Department of Labor (MDL) to (1) provide opportunities to begin a career in education in the State to high school students, college students, and career changers; (2) develop a cohort of individuals qualified to work as paraeducators and teachers in the State; and (3) encourage local boards of education to hire apprentices. MDL may award up to \$500,000 to a sponsor for development and launch of a teacher apprenticeship program from State or federal funds. A program sponsor must establish a multi-year registered apprenticeship program that develops a career path, such that level one is a tutor, level two is a paraeducator, and level three is a teacher. **The bill takes effect July 1, 2023.**

Fiscal Summary

**State Effect:** General fund expenditures increase by as much as \$500,000 in FY 2025 to award a grant to a sponsor under the assumptions discussed below; however, federal funds may be used in combination with or instead of general funds, and the timing may differ. MDL can likely administer the program and public institutions of higher education can participate, as needed, using existing resources. To the extent the program encourages individuals to enroll in teacher training courses, revenues and expenditures for participating institutions may increase minimally.

(in dollars)	FY 2024	FY 2025	FY 2026	FY 2027	FY 2028
Revenues	\$0	\$0	\$0	\$0	\$0
GF/FF Exp.	0	500,000	0	0	0
Net Effect	\$0	(\$500,000)	\$0	\$0	\$0

*Note: ( ) = decrease; GF = general funds; FF = federal funds; SF = special funds; - = indeterminate increase; (-) = indeterminate decrease*

**Local Effect:** Local school systems and local schools that choose to join a sponsor face potentially meaningful additional costs associated with providing paid apprenticeship opportunities, as specified. To the extent grant funding revenues are dedicated by the sponsor for teacher apprentice wages, costs to local governments are offset. Locally funded

community colleges can participate as needed using existing resources. To the extent the program encourages individuals to enroll in teacher training courses, revenues and expenditures for participating community colleges may increase minimally.

**Small Business Effect:** None.

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## **Analysis**

**Bill Summary:** An organization that develops and implements a teacher apprenticeship program is a “sponsor” for the purposes of the bill. A sponsor must consist of at least three local school systems and may consist of unions representing school employees, additional local school systems, and individual schools. A sponsor must also partner with institutions of higher education to offer postsecondary education credits under a teacher apprenticeship program develop a high school level registered apprenticeship in coordination with the Career and Technical Education (CTE) Committee, and coordinate with existing Grow-Your-Own programs, grant-funded efforts, existing CTE pathways, and Educators Rising. An employer in the apprenticeship program must pay apprentices compensation consistent with other employees in the same field.

A high school level apprenticeship program under a teacher apprenticeship program must allow a participating student to maximize attainment in college level credits through advanced placement courses, an early college program (or dual enrollment) at a student’s high school or an institution of higher education, and a teacher CTE program. A high school level program must also allow a student to complete coursework and training through an innovative school scheduling model so that the student can complete the apprenticeship’s tutoring requirements during regular school hours and outside regular school hours.

MDL must administer the grant program and award a grant to a sponsor who meets the requirements for a grant. To receive a grant under the program, a sponsor’s apprenticeship must meet program requirements, have union participation, and be approved by the Maryland Apprenticeship and Training Council.

Nothing in the bill alters the requirements for teacher certification. A level one or level two apprentice may not serve as a teacher of record. An apprentice must comply with the requirements of the local school district for background checks, regardless of age or background. The CTE Committee must determine if any changes to the rules, regulation, procedures, or funding of the Maryland State Department of Education (MSDE) are necessary to implement the grant program.

**Current Law:** For an overview of apprenticeship programs in Maryland, please see the **Appendix – Apprenticeship.**

Chapter 36 of 2021 (Blueprint for Maryland’s Future – Implementation) created the CTE Committee as a unit within the Governor’s Workforce Development Board. The purpose of the committee is to build an integrated, globally competitive framework for providing CTE to Maryland students in public schools, postsecondary institutions, and the workforce.

The CTE Committee must establish for each school year between the 2023-2024 school year and the 2030-2031 school year, statewide goals so that by the 2030-2031 school year, 45% of high students prior to graduation have completed the high school level of a registered apprenticeship or an industry-recognized occupational credential. To the extent practicable, the CTE Committee must ensure the largest number of students achieve this goal by completing a high school level of a registered apprenticeship program approved by the Division of Workforce Development and Adult Learning within MDL. Annually, by December 1 of each year, the committee must report to the Governor, the General Assembly, and the Accountability and Implementation Board (AIB) on the progress, by high school, toward attaining the goals established by the committee.

#### *Teacher Certification and Career Ladder for Educators*

To teach in a public school, an individual must be eligible to be issued a certificate by the State Superintendent of Schools.

Under Chapter 36, a four-level career ladder must be implemented by each local board of education by July 1, 2023. Level one is a State-certified teacher. Level two is a teacher pursuing a master’s degree, 30 credits of a State board-approved program of study, or National Board Certification (NBC). Level three is a teacher who has an NBC, if NBC or a comparable assessment is not available in the teacher’s content area, a master’s degree in that area; level three includes an assistant principal. Level four is a teacher on the teacher leadership track or administrative track of the career ladder, each of which are further divided into tiers. If a teacher achieves level three or four on the career ladder by being an NBC teacher, the teacher must retain NBC status in order to remain at that level.

#### *Teacher Preparation Programs*

In addition, Chapter 36 establishes requirements for teacher preparation programs at institutions of higher education and alternative teacher preparation programs, including course content, teacher training practicums, and mentor teacher selection criteria. Specifically, a teacher preparation program must (1) include specified components of instruction; (2) require program participants to demonstrate competency in each of the required components; (3) provide training in the knowledge and skills required to understand and teach the Maryland curriculum framework; and (4) on or after July 1, 2025,

require passing a nationally recognized portfolio-based assessment of teaching ability as a requirement for graduation.

Further, each teacher preparation program must incorporate classroom observations in which the program participant is observed in different school settings at the beginning of the teacher preparation program to assist a program participant in determining if the program participant has the aptitude and temperament for teaching.

To further support and strengthen the profession of teaching in the State, MSDE must (1) provide technical assistance and other supports to teacher preparation programs at institutions of higher education; (2) develop a systematic method of providing feedback to teacher preparation programs to ensure that institutions of higher education have the most current information about the content, composition, and expectations for teachers of preK-12; and (3) assist teacher preparation programs in seeking and retaining highly qualified individuals, including individuals from groups that are historically underrepresented in the teaching profession.

The State Board of Education and the Professional Standards and Teacher Education Board must, in consultation with AIB, adopt regulations to implement these provisions.

#### *Alternate Certification Pathways*

MSDE leads the implementation of [Grow-Your-Own](#) teacher apprenticeship programs in the State. There are now Grow-Your-Own Programs in 23 local school systems that collaborate with institutions of higher education across Maryland to support teachers in passing licensure exams and building sustainable talent pipelines in the State.

Several local education agencies also offer the [Teacher Academy of Maryland \(TAM\)](#), which is a CTE program of study to give high school students early exposure to the teaching profession and gives them a jump on college coursework with opportunities to earn three college credits while still in high school. TAM students can enroll directly in a four-year college with a teacher education program, netting credit for their high school program, or they can enroll in any of the 13 community colleges statewide that offer the articulated Associate of Arts in Teaching degree – a two-year degree whose coursework transfers to any in-state, four-year college (public or private) with a teacher preparation program.

**State Expenditures:** MDL can likely administer the grant program with existing resources. Similarly, the CTE Committee can likely work with local school systems to develop a high school apprenticeship program as needed with existing resources.

The bill *authorizes* MDL to award up to \$500,000 to a sponsor from State (assumed to be general) or federal funds; however, such grant funding is not mandated. Therefore, general and/or federal fund expenditures increase by as much as \$500,000, potentially as early as fiscal 2024, given the bill's July 1, 2023 effective date. For purposes of this analysis, general fund expenditures for the maximum authorized grant funding are assumed to be incurred in fiscal 2025. However, federal funds may be used in combination with or instead of general funds, and the grant may be awarded in a subsequent fiscal year or in installments over multiple fiscal years, with the grant award totaling no more than \$500,000.

The actual amount and timing of general and/or federal fund expenditures are dependent on the dollar amount of the grant deemed sufficient for the program by MDL (but no more than \$500,000), the need for funds beyond existing MDL funds dedicated toward supporting apprenticeships programs, and the start-up time needed for MDL to begin issuing funds to a sponsor.

Public institutions of higher education can participate as needed using existing resources. To the extent the bill encourages students to enroll at public institutions of higher education in the State for credit, tuition revenues and related expenses at institutions of higher education increase. Given the limited scope of the grant program, the overall impact to any one institution is likely minimal.

**Local Fiscal Effect:** Local community colleges can participate as needed using existing resources. To the extent the bill encourages students to enroll at locally funded community colleges for credit, tuition revenues at institutions of higher education increase. Given the limited scope of the grant program, the overall impact to any one community college is likely minimal.

An employer in the apprenticeship program must pay apprentices compensation consistent with other employees in the same field. Therefore, to the extent local school systems provide opportunities for tutor, paraeducator, and teacher apprenticeship, those apprentices must be compensated consistent with other employees. The exact cost of the program to a local school system will depend on which local school systems or schools participate (as tutor, paraeducator, and teacher salaries [vary by jurisdiction](#)), the number of apprentices in any given school system, the hours worked by the apprentice, comparable wages for teachers in the local school system, and the extent to which grant monies are used to provide local school systems with revenues to offset the cost of compensating apprentices.

Although the bill authorizes MDL to award up to \$500,000 to a sponsor for the development and launch of a program, such grant funding is not mandated. To the extent MDL awards a grant to a sponsor, costs for local school systems to participate *may* be offset.

**Additional Comments:** This analysis assumes the bill is interpreted to allow, at most, a total of \$500,000 to be awarded to only one sponsor (as the bill specifies “a sponsor” rather than “each sponsor”) and that such an award may be spread over multiple years as the sponsor develops and launches a teacher apprenticeship program. If the bill is interpreted differently, costs are much higher,

MDL advises collective bargaining agreements may place certain requirements on apprentices’ employment status during a registered apprenticeship program, such as requiring full-time or noncontractual status for participation in union negotiated training activities. The extent to which such arrangements are used in Maryland school districts and employee classification issues may impact implementation of the bill and make it difficult for employment of high school students as apprentices.

Participation of a nonpublic institution of higher education is optional. It is further assumed that any impact on a nonpublic institution of higher education that chooses to participate is minimal.

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### **Additional Information**

**Prior Introductions:** Similar legislation has not been introduced within the last three years.

**Designated Cross File:** HB 1233 (Delegate Kerr) - Rules and Executive Nominations.

**Information Source(s):** Maryland State Department of Education; Maryland Higher Education Commission; University System of Maryland; Maryland Independent College and University Association; Department of Budget and Management; Maryland Department of Labor; Baltimore City Public Schools; Department of Legislative Services

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## Appendix – Apprenticeship

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Generally, apprenticeship is a voluntary, industry-sponsored system that prepares individuals for occupations typically requiring high-level skills and related technical knowledge. Apprenticeships are sponsored by one or more employers and may be administered solely by the employer or jointly by management and labor groups. An apprentice receives supervised, structured, on-the-job training under the direction of a skilled journeyman and related technical instruction in a specific occupation. Apprenticeships are designed to meet the workforce needs of the program sponsor. Many industry sponsors use apprenticeship as a method to train employees in the knowledge necessary to become a skilled worker. This also means the number of apprenticeships available is dependent on the current workforce needs of the industry and the capacity and willingness of employers to supervise them.

Apprenticeships are available to individuals age 16 and older; an employer, however, may set a higher entry age. By law, individuals must be age 18 to apprentice in hazardous occupations. Apprenticeships last from one to six years, although most are three to four years, and involve a minimum of 144 hours of classroom instruction per year and at least 2,000 hours per year of on-the-job training. A national apprenticeship and training program was established in federal law in 1937 with the passage of the National Apprenticeship Act, also known as the Fitzgerald Act. The purpose of the Act was to promote national standards of apprenticeship and to safeguard the welfare of apprentice workers.

Along with [26 other states and the District of Columbia](#), Maryland has chosen to operate its own apprenticeship programs under the federal law. The Division of Workforce Development and Adult Learning (DWDAL) within the Maryland Department of Labor is responsible for the daily oversight of State apprenticeship programs. More specifically, DWDAL approves new apprenticeship programs as well as changes to current programs and ensures compliance with State and federal requirements. The approval process involves assessing the appropriateness of an apprenticeship program in a proposed industry, the education that will be provided to the apprentice, the current staffing level of the entity proposing the program to determine whether adequate supervision can be provided, recruitment and retention efforts, and the overall operations of the entity. The Maryland Apprenticeship and Training Council serves in an advisory role for legislation and regulations, recommending changes to update apprenticeship laws.

As of December 2021, there were 11,404 apprentices registered, and there were 3,833 participating employers. During calendar 2021, the State added 23 new apprenticeship programs.