

Department of Legislative Services
 Maryland General Assembly
 2024 Session

FISCAL AND POLICY NOTE
 First Reader

House Bill 116 (Delegate Kerr)
 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 to develop and launch 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, 2024.**

Fiscal Summary

State Effect: General fund expenditures increase by as much as \$500,000 in FY 2026 to award a grant to a sponsor under the assumptions discussed below. 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 of higher education may increase minimally.

(in dollars)	FY 2025	FY 2026	FY 2027	FY 2028	FY 2029
Revenues	\$0	\$0	\$0	\$0	\$0
GF Expenditure	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 sponsor an apprenticeship program 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.

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 (1) partner with institutions of higher education to offer postsecondary education credits under a teacher apprenticeship program; (2) develop a high school level registered apprenticeship in coordination with the Career and Technical Education (CTE) Committee; and (3) coordinate with specified entities. An employer in the apprenticeship program must pay apprentices compensation consistent with other employers 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 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, regulations, 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.

MDL advises that the U.S. Department of Labor and the U.S. Department of Education both encourage states to develop teaching apprenticeships and have issued [guidance](#) on how states should consider implementing such programs.

State Expenditures: MDL can likely administer the grant program with existing resources. Specifically, MDL advises that, because the bill utilizes the existing process of apprenticeship registration, the Maryland Apprenticeship and Training Program can handle the registration of new apprentices and provide support to sponsors/grantees as necessary with existing resources. However, MDL advises that awarding a grant to a sponsor may require significant time commitment from its existing staff given the potential complexities of awarding to a sponsor organization consisting of multiple school systems and unions. Similarly, the CTE Committee advises that it 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. MDL advises that it does not have funding available to make an award. Therefore, general and/or federal fund expenditures increase by as much as \$500,000, potentially as early as fiscal 2025, given the bill's July 1, 2024 effective date. For purposes of this analysis, general fund expenditures for the maximum authorized grant funding are assumed to be incurred in fiscal 2026. However, if they become available, 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.

Public institutions of higher education can likely participate as needed using existing resources, and any decision to partner with a sponsor is entirely at the discretion of the institution. 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, and any decision to partner with a sponsor is entirely at the discretion of the college. 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 their position. Therefore, to the extent local school systems participate as program sponsors, their 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 may be 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.

MDL further advises that, by requiring specific aspects of a teacher apprenticeship program in statute, the bill removes needed flexibility in program implementation and limits the ability of the Maryland Apprenticeship Training Council to provide oversight and ensure the program meets requirements for the creation of a new registered apprenticeship program.

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.

MSDE advises that, by allowing the CTE Committee to determine whether changes are necessary to MSDE’s rules, regulations, and procedures to implement the bill, the bill potentially conflicts with current laws, including the federal Perkins Act and State Blueprint legislation, which give MSDE authority over certification of teachers in the State.

Additional Information

Recent Prior Introductions: Similar legislation has been introduced within the last three years. See SB 668 and HB 1233 of 2023.

Designated Cross File: SB 84 (Senator Rosapepe) - Finance.

Information Source(s): Anne Arundel County Public Schools; Baltimore City Community College; Baltimore City Public Schools; Frederick County Public Schools; Montgomery County Public Schools; Prince George's County Public Schools; St. Mary's College of Maryland; Maryland State Department of Education; Maryland Higher Education Commission; Maryland Independent College and University Association; Maryland Department of Labor; University System of Maryland; Department of Legislative Services

Fiscal Note History: First Reader - January 29, 2024
km/mcr

Analysis by: Michael E. Sousane

Direct Inquiries to:
(410) 946-5510
(301) 970-5510

Appendix – Apprenticeship

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 or jointly by a labor-management committee. 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 or employer groups 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, although there are some exemptions available to minors who are registered as apprentices. Time-based apprenticeships last from one to six years and involve a minimum of 144 hours of related technical instruction 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 [more than half of 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 November 28, 2023, there were 11,530 apprentices registered in 125 different occupations, with more than 400 approved registered apprenticeship programs and more than 3,800 employers. There were 1,825 Certificates of Completion for apprentices processed between January 1, 2023, and November 28, 2023. The State added 38 new apprenticeship programs in 2023. The diversity of Maryland's apprenticeship system has also increased since the transfer of the program to DWDAL in 2016. The percentage of minority apprentices increased from 36% in November 2016 to 44% in November 2023. Likewise, the percentage of female apprentices increased from 3.7% in November 2016 to 7.7% in November 2023.

Chapter 168 (Senate Bill 104) of 2023 established the Apprenticeship 2030 Commission. The purpose of the commission is to examine and make recommendations to reduce skill shortages in high-demand occupations and provide affordable training for career pathways for young people by:

- expanding registered apprenticeships in industry sectors with skill shortages;
- growing the number of registered apprentices to at least 60,000 by 2030; and
- reaching the Blueprint for Maryland's Future goal for 45% of high school graduates completing the high school level of a registered apprenticeship.

The Apprenticeship 2030 Commission met four times in 2023 and published the [Interim Report of the Apprenticeship 2030 Commission](#).