

California Department of Education

Executive Office

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# California State Board of Education September 2018 Agenda Item #10

## Subject

Career Technical Education in California: Overview of the Purview of the California Workforce Pathways Joint Advisory Committee; Review of K–12 Career Technical Education Funding; and Brief Summary of the Federal Strengthening Career Technical Education for the 21st Century Act.

## Type of Action

Information

## Summary of the Issue(s)

The California Workforce Pathways Joint Advisory Committee (CWPJAC) Chair, Ting Sun, and Vice Chair, Pamela Haynes, will provide a summary of the CWPJAC meetings that led to the development of the *Guiding Policy Principles to Support K–14+ Pathways* document (Attachment 1).

The California Department of Education (CDE) and the California Community College Chancellor’s Office (CCCCO) will briefly present an update of recent initiatives to provide ongoing funding to create, expand, and improve career technical education (CTE) programs (i.e., the Career Technical Education Incentive Grant (CTEIG) and the K–12 Component of the Strong Workforce Program). The CTEIG and the K–12 Component of the Strong Workforce Program have added a new role, as described in statute, for the CWPJAC. By November 30 annually, the Joint Advisory Committee will have to recommend appropriate metrics to the fiscal and appropriate policy committees of both houses of the Legislature and to the Department of Finance.

Finally, the CDE will present a brief summary of the recently enacted federal Strengthening Career and Technical Education for the 21st Century Act (Perkins V). The Joint Advisory Committee is charged with developing and recommending that the State Board of Education (SBE) and the CCCCO Board of Governors adopt the State Perkins V Plan prior to submission to the U.S. Department of Education (ED) Office of Career, Technical, and Adult Education (OCTAE).

## Recommendation

There is no recommendation, as this item is provided for information only.

## Brief History of Key Issues

### California Workforce Pathways Joint Advisory Committee

The CWPJAC held its first meeting on March 10, 2017, and has continued to meet nearly every two months. Committee members have heard a variety of presentations from practitioners in the field, in addition to staff from the CDE and CCCCO. A memo was presented to the SBE in August 2018 that briefly summarizes the information presented since the initial meeting in March 2017. During the seven convened meetings, the following main topics were covered:

* Data
* Federal Laws
  + Workforce Innovation and Opportunity Act
  + Carl D. Perkins Career and Technical Education Act of 2006 (Perkins IV)
* Student Support Services
* System Alignment (state, regional, and local)
* Essential Elements of High-Quality CTE

From December 2017 to May 2018, the Committee synthesized information that had been presented to create the *Guiding Policy Principles to Support K–14+ Pathways* document. During these meetings, members reviewed, discussed, and provided clarity on specific elements of the principles document. The *Guiding Principles to Support K–14+ Pathways* are intentionally designed to be inter-related and embrace the principle of continuous improvement. The Guiding Policy Principles, along with the Essential Elements, Working Norms, and Glossary of Terms are dynamic and will continue to evolve and adjust over time. During the March and May 2018 meetings, the CWPJAC approved the document and is requesting feedback from the public. A survey has been posted on the CDE website (<https://www.cde.ca.gov/ci/ct/gi/workpathjac.asp>) to solicit public comment through November 30, 2018.

The next meeting is scheduled for September 19, 2018. Please refer to the August 2018 SBE Memoranda for more information on the SBE web page at <https://www.cde.ca.gov/be/pn/im/infomemoaug2018.asp>.

### Recent History of K–12 Career Technical Education Funding in California

In fiscal year (FY) 2011–12, K–12 CTE received $446 million in state funds, largely distributed through the Regional Occupational Centers and Programs (ROCPs). Ultimately, most of these funds were rolled over as part of the transition from categorical funding to the Local Control Funding Formula (LCFF).

Starting in FY 2013–14, the state provided new one-time funds of $250 million for two consecutive years through the California Career Pathways Trust (CCPT) to expand existing programs and grow new local programs aligned to labor market and student interests. The overarching goal of the CCPT was to build robust partnerships between employers, schools, and community colleges, in order to better prepare students for the 21st century workplace and improve student transition into postsecondary education, training and employment.

Through the CCPT grant, recipients were expected to establish or strengthen regional partnerships in order to provide kindergarten through grade fourteen students with opportunities for a wide range of real-world industry experiences including a variety of work based learning (WBL) experiences for students, industry externships for educators, opportunities for dual enrollment and articulation college credits, and improvement of CTE programs through industry advisory councils. An additional expectation of the CCPT grant was the integration of standards-based core courses like mathematics, English, and science with a sequence of CTE courses that follow an industry-themed pathway, as identified in the CTE Model Curriculum Standards. Many of the CTE courses in these pathways are University of California (UC) Curriculum Integration courses that seamlessly blend core content with CTE content and carry UC “a-g” approval.

Starting in FY 2015–16, the state made a further one-time investment in K–12 CTE through the CTE Incentive Grant (CTEIG) over three years. The CTEIG was established as a state education, economic, and workforce development initiative with the goal of providing pupils in K–12 with the knowledge and skills necessary to transition to employment and postsecondary education. The CTEIG provided a total of $900 million in three rounds of funding, (i.e., $400 million in 2015-16, $300 million in 2016–17, and $200 million in 2017–18). The overarching purpose of this program was to encourage the development of new CTE programs, enhance, and maintain current CTE programs as a transition to full implementation of the LCFF. The LCFF was implemented in 2013 and provides an adjustment of 2.6 percent on the base grant amount for grades nine through fourteen. While there is no requirement that these funds are directed to K–12 CTE programming at the local level, the intent of this additional funding was to support high school programs with high operational costs, like CTE.

The table below describes information on recent K–12 CTE State Initiatives and their funding profile.

| **PROGRAM** | **FUNDING PROFILE** | **PURPOSE** | **AMOUNT**  **2017–18** |
| --- | --- | --- | --- |
| K–12 ROCP | In 2013–14 and 2014–15 local educational agencies were required to fund ROCPs at the same level they were in 2012. These funds were rolled into the LCFF base in FY 2015–16. | Provide career preparation training in various occupations and industry sectors. ROCPs coordinate a regional approach to the delivery of high quality CTE to avoid duplication of programs and competition for industry partnerships for LEAs choosing to continue using their services. | These funds have been rolled over into the LCFF base and are no longer tracked as a separate category of funds. |
| K–12 Specialized Secondary Programs (SSP) | The CDE receives $4.9 million annually. | SSP grant funds may be used for programs that provide students with advanced learning opportunities in a variety of subjects. The acquisition of technology skills and their use as a tool for instruction and learning is also emphasized in these programs. | $4.9 million |
| K–12 California Partnership Academies | The CDE receives $21.4 million annually. | Three- and four-year programs in grades nine through twelve or grades ten through twelve that integrate CTE and academics within an industry sector pathway and provide WBL experiences and student support. | $21.4 million |
| K–12 Agricultural CTEIG | The CDE receives $4.1 million annually. | Provides funds for non-salaried resources for agriculture education programs. | $4.1 million |
| K–12 CTE Initiative (previously known as SB 1070) | The K–12 portion of SB 1070 funds (total $48 million) was $15 million from FY 2011–12 to FY 2016–17. Starting in FY 2017–18, CDE received the funding directly. | Provides resources for aligning CTE Curriculum between K–12 and the Community Colleges. | $15.4 million |
| Carl D. Perkins Federal Funds (Perkins IV and V) | The CDE receives funds based on the federal formula. | Funds are for the improvement of CTE. Funds are split between the CDE and CCCCO. | $114.4 million |
| Proposition 51 of 2016 | There is $500 million total for this program. CDE received $150 million in FY 2016–17 and FY 2017–18: another $200 million will be awarded once funds are released from selling bonds. | Provides funds for the improvement of CTE facilities. | $150 million |
| K–12 CTEIG | For the original grant program, the CDE received $400 million in FY 2015–16, $300 million in FY 2016–17, and $200 million in FY 2017–18 on a one-time basis. | Provides ongoing support for a state education, economic, and workforce development initiative with the goal to provide K–12 students the knowledge and skills necessary to transition to employment and postsecondary education. | $200 million as part of the one-time grant program. |

### New Career Technical Education Laws and Funding

Governor Brown signed the Education Omnibus Trailer Bill into law, as part the of 2018 Budget Act to allocate $314 million in ongoing funds for K–12 CTE. The CTEIG program language can be found in sections 78-85, beginning with *Education Code* (*EC*) Section 53070. The K-12 Component of the Strong Workforce Program language can be found in sections 109-120, beginning with *EC* Section 88821. (<https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201720180AB1808>)

As evidenced in the table below, the CTEIG provides $150 million in ongoing funds for K–12 CTE administered by the CDE. The K–12 Component of the Strong Workforce Program allocates $150 million for K–12 CTE programs through the existing Strong Workforce Program of the California Community Colleges Chancellor’s Office (CCCCO). An additional $14 million is allocated for technical assistance and K–14 Pathway Coordinators. Staff from the CDE and the CCCCO are working closely to support the implementation of this new program.

| **PROGRAM** | **FUNDING PROFILE** | **PURPOSE** | **AMOUNT**  **2018–19** |
| --- | --- | --- | --- |
| K–12 CTEIG | Beginning in FY 2018–19, CDE will receive $150 million annually. | Provides ongoing support for a state education, economic, and workforce development initiative with the goal to provide K–12 students the knowledge and skills necessary to transition to employment and postsecondary education. | Beginning in 2018–19, ongoing $150 million will be provided. |
| K–12 Component of the Strong Workforce Program | Beginning in FY 2018–19 the CCCCO allocates $150 million to regional consortia for K–12 CTE programs. The CCCCO will also work with CDE to put in place a regional technical assistance structure for CTE. $14 million ongoing is provided for this purpose. | Provides ongoing funding to create, support, or expand high-quality CTE programs at the K–12 level that are aligned with the workforce development efforts occurring through the Strong Workforce Program. The CCCCO allocates funds to regional consortia that administer local programs. | Commencing in 2018–19, $150 million ongoing funds, and $14 million ongoing funds for pathway coordinators linked with both CTEIG and the K-12 Strong Workforce Program. |

The CWPJAC has a new role as a result of the new ongoing state CTEIG and the K–12 Component of the Strong Workforce Programs. Starting in 2018, the Joint Advisory Committee will have to review and recommend appropriate metrics to measure and evaluate program outcomes for both new and renewal applicants of these state programs, and determine whether other metrics should be included. These recommendations will have to be submitted to the fiscal and appropriate policy committees of both houses of the Legislature and to the Department of Finance by November 30 annually.

### Strengthening Career Technical Education for the 21st Century

On July 31, 2018, the President signed the federal Perkins V Act into law. The law reauthorizes the Carl D. Perkins Career and Technical Education Improvement Act of 2006, a $1.2 billion program last overhauled by Congress in 2006 (Perkins IV). The Perkins V ushers in a new era of development and implementation of high-quality CTE and programs of study to help our nation’s students prepare for college and careers.

The Perkins V builds upon the Perkins IV and contains some new provisions including:

* Promotion of better alignment of CTE programs with state, regional and local economic needs;
* Expansion of career exploration and development activities for middle grades, five through eight;
* Expansion of the definition of “special populations” to include homeless individuals, fostered youth, youth who have aged out of foster care, and students whose parents are active duty military. It also increases the amount of funds that can be spent on students in state institutions;
* Increases the amount of funds that state can reserve to address the needs of rural communities, areas with high numbers or concentrations of CTE programs, or areas with performance gaps; and
* Increased autonomy and authority for the state to set their performance goals.

The latest information from the Federal Office of Career, Technical, and Adult Education (OCTAE) of the ED is that FY 2019–20 will be considered a transition year with limited requirements for states. For example, the extensive requirements for stakeholder engagement under the Perkins V State Plan will not be applicable to the transition year. The intention is that states will use the transition year to gather baseline data, given the new core indicators, and concentrator definitions.

The federal OCTAE intends to release guidance to states in December 2018. This will assist states in planning and provide information on transition plans, four-year plans and an updated Consolidated Annual Report template.

OCTAE will provide further updates at the 2018 Fall Advance CTE conference in Baltimore, Maryland. A California CTE team composed of members from the CDE, CCCCO and the California State Workforce Association will be attending the conference. Advance CTE is the national organization of state CTE directors.

## Summary of Previous State Board of Education Discussion and Action

In January 2008, the SBE held a public hearing on the 2008–2012 California State Plan for Career Technical Education, as was required by the Carl D. Perkins Career and Technical Education Improvement Act of 2006.

On March 12, 2008, the SBE unanimously approved the 2008–2012 California State Plan for Career Technical Education, as required by the Carl D. Perkins Career and Technical Education Improvement Act of 2006, which had been previously approved by the Board of Governors of the California Community Colleges on March 3, 2008. The State Plan was subsequently approved by the ED on July 1, 2008.

## Fiscal Analysis (as appropriate)

Please see tables above on California CTE Funding Profile.

## Attachment(s)

* Attachment 1: Guiding Policy Principles to Support K–14+ Pathways. (6 pages)

# Attachment 1: Guiding Policy Principles to Support K–14+ Pathways

## Preamble

Several common themes have emerged from the work of the California Workforce Pathways Joint Advisory Committee (CWPJAC) since it reconvened in 2017. The goal of the CWPJAC is to build connected, equitable, accessible, and high-quality K–14+ college and career pathways by: 1) signaling the infrastructure needs, 2) promoting regional and local educational agency efforts for alignment, and 3) reinforcing student supports during critical transitions leading into high school, community college, and beyond.

The Guiding Principles to Support K–14+ Pathways highlight salient points raised to the CWPJAC members since 2017, build upon existing practices across systems, and focus on key pressure points for supporting cross-system collaboration. They are intentionally designed to be inter-related because individually they are narrow in scope, so it is important to view them as a complementary whole. The Committee embraces the principle of continuous improvement, as it applies to its own work, thereby acknowledging that the Guiding Policy Principles, Essential Elements, Working Norms, and Glossary of Terms are dynamic and will continue to evolve and adjust over time, as necessary.

## Guiding Policy Principles

A priority is to pivot towards purposeful integration of the student experience across systems and into college and career while addressing industry needs by incorporating the following guiding policy principles to:

1. Focus on a **Student-Centered Delivery of Services** for all K–14+ college and career pathways, which accommodates multiple entry points to facilitate students’ needs to build their skills as they progress along a continuum of education and training, or advance in a sector-specific occupation or industry.
2. Promote **Equity and Access** by eliminating institutional barriers and achievement gaps for all students to realize their educational and career aspirations.
3. Achieve **System Alignment** in the economic regions of the state in order to create a comprehensive and well-defined system of articulation of high quality K–14+ pathway courses (i.e., both in-person and online) and work-based learning opportunities with a specific emphasis on career technical education (CTE). Bring greater coherence to programming, common use of terminology, appropriate data collection and sharing, and attainment of student outcomes in a timely way that lead to upward mobility in California’s industry sectors.
4. Support the **Continuous Improvement and Capacity Building** at all levels and components to ensure smooth transitions in the system and focus efforts on implementation of state standards, attainment of student outcomes, and a strengthening of California’s regional economies.
5. Ensure that **State Priorities and Direction Lead the State Plan** with opportunities in Perkins leveraged to assist in accomplishing the state goals and objectives, also known as “the California Way.”

## Essential Elements of a High-Quality College and Career Pathway

To realize the guiding policy principles outlined above, California recognizes the importance of the following essential elements of a high-quality college and career pathway:

1. **Student-Centered Delivery of Services** for all K–14+ college and career pathways incorporates the removal institutional or systemic barriers that impede the progress of students in achieving their education and career goals. This includes a renewed commitment to offer an engaging learning experience and support the diversity of individual student needs while accommodating their multiple entry points as they progress along a continuum of education and training, or advance in a sector-specific occupation or industry.
2. **Equity** goes beyond the reduction of institutional barriers to create an environment of being fair, impartial and free from bias or favoritism, promote educational and employment attainment, and to eliminate the achievement gap for all students including, but not limited to, English language learners and students with disabilities in the K–14+ college and career pathway system.
3. **Access** denotes a broader vision of equity ensuring that all students are provided ample opportunities to attain the necessary skills, education and training required to maximize their individual goals including a collective awareness of all the supports that are available to students both inside and out of class. **Access** also facilitates the elimination of the achievement gap by providing information on how to access programs, services, and rigorous course work for all California students regardless of region, gender, socio-economic status, special needs, and/or English proficiency.
4. **Leadership at All Levels** is required to achieve greater integration across systems and programs to ensure that the contexts for an engaging learning experience can occur and programs connect, so all students succeed with their desired outcomes including employment, and employers have the workforce needed to thrive.
5. **High-Quality, Integrated Curriculum and Instruction** informed by labor market information, student interest, technology, industry standards, and real-world engagement through relevant work-based learning opportunities is essential to prepare students. Rigorous and aligned programs should be supported to guide students through relevant course sequences (i.e., both in-person and online) and work-based learning opportunities leading to a mastery of standards, high school graduation, and transition to postsecondary education, training, apprenticeship, and/or employment, as appropriate. Courses and programs may be designed to use cross-system strategies like dual enrollment and/or dual credit with community colleges and universities or other articulations to create a seamless student experience, and avoid unnecessary repeating of courses or other inefficient practices to facilitate “on-time” postsecondary graduation, where appropriate. Stackable badging and credentials can ensure frequency of assessment and a value-added outcome.
6. **Skilled Instruction and Educational Leadership, informed by Professional Learning,** is the cornerstone of the public education system in California. The educational experience is only as strong as the capacity and investment made in faculty, educational leaders, and the other key field talent to provide in-class, online, or work-based learning opportunities as well as developing an awareness of student support services. California encourages the culture of innovation and entrepreneurialism in program instruction and design.
7. The strong presence of **Career Exploration and Student Supports** is an essential component for establishing a learning plan for all K–14+ students. This includes identifying appropriate foundational courses (i.e., using competency-based learning) and information about jobs, determining student progression in a single pathway or along multiple pathways or sequences of learning, or making available in-class and online course offerings and work-based learning opportunities. To complement their learning plan, students should also have access to comprehensive counseling, individualized supports along their journey (including, but not limited to, for students who are part-time, face barriers to learning, need academic or cultural supports, transportation, child care, or financial aid), or opportunities through student leadership development organizations to achieve their individual goals and aspirations, through a variety of transitions, in an ever-changing workforce.
8. **Appropriate Use of Data and Continuous Improvement** should continue to drive CTE through relevant accountability that is outcomes-based, is supported both vertically and horizontally across systems, and ensures equity and access for all students. Focusing on students’ and employers’ needs will allow for identification of capacity building, refinement of programs, and elimination of inefficiencies to meet the existing and emerging needs of regional economies. Through intentional sharing of specific data elements that are actionable across systems will help to showcase student attainment, including mastery of standards, and be informed by industry needs to achieve relevant system outcomes. Responsible data use is to inform practice and improve programs, not to track students.
9. Opportunities for strategic and intentional **Cross-System Alignment** should be informed by the ongoing analysis of student data, and alignment of data definitions across systems to provide, for example, deliberate sector-based programs, deployment of technical field assistance using a regional distribution, or evidence-based practices and processes to optimize pathway success and upward mobility opportunities for all participants.
10. **Intentional Recruitment and Marketing (Promotion, Outreach, and Communication)** should reflect an understanding of students’ and employers’ needs, be consistent in its messaging to stakeholders across all segments, and use tools and reports as a platform to display the added value of high quality K–14+ college and career pathway programs.
11. **Sustained Investments and Funding** **through Mutual Agreements** must be present to encourage regional alliances along with industry sector strategies,especially with a focus on current and/or emerging high-skill, high-wage, and/or high-demand occupations. This includes but is not limited to K–12 Education, Adult Education, Higher Education, Labor, Economic Development Councils, Chambers of Commerce, Workforce Development Boards, career advisory boards, and regional industry alliances aligned by sector that lead to an industry-recognized credential or certificate, postsecondary training, apprenticeship, and/or employment.

## Working Norms for Fostering a Mutually-Beneficial Intersegmental Relationship

These working norms are designed help guide state, regional and local entities in building high-quality K–14+ college and career pathways. This collaborative work necessitates:

1. **Frequent, Open, and Intentional Communication** between Educational Agencies, Workforce Agencies, and Employers.
2. A **Mindset Shift** from insular to **Coordination of Planning** and from independent to **Interdependent Implementation of Systems** to make better use of and maximize scarce public funds.
3. A continual scan for opportunities to **Leverage, Build Upon, and/or Replicate Effective Models and Practices** in order to benefit from the scale of the state.
4. An understanding of the existing eco-system as a basis to **Build a New Culture for our Institutions** and **Incentivize Behaviors and Relationships.**
5. **Ongoing Alliances** **through** **Sustained Funding** and **Mutual Agreements** in order to “stay the course” despite governance changes.
6. A **Commitment** to the work to create **Stability and Sustainability** of the K–14+ college and career pathway system.

## Glossary

**Access** – The institutions’ responsiveness to individual students’ unique social, economic, and cultural conditions to ensure all students have equal opportunities to take full advantage of their education, including a collective awareness of all the supports both inside and out of class that are available to them.

**All Students** – The state of California recognizes its deep responsibility to ensure that each and every student receives a world class 21st century education, one that supports the achievement of their highest potential. In order to accomplish this goal, it is important to continuously strive for equity in all classrooms, schools and districts by considering students’ cultural, ethnic, and linguistic background; disability; sexual orientation; economic status; and other factors.

**Attainment Gap** – Some students have limited access to well-prepared teachers/faculty and other educational resources. Recognizing the specific inequities that exist helps educators and communities to purposefully and strategically take action to strive for true educational equity for all learners.

**Equality** – This is the state of being equal, especially in status, rights, and educational and training opportunities or proportionality to reflect the communities being served.

**Equity** – To systemically create an environment of being fair and impartial, and be free from bias or favoritism to promote educational and employment attainment among all students, including English language learners and students with disabilities.

**Methods of Learning** –Different modes of learning may include, but is not limited to, in-person or online instruction, apprenticeship, internship, and other work-based learning opportunities; however instruction is provided, it must adjust to distinct learning needs and cultural backgrounds of students in order to lead to a certificate, credential, or degree.

**Socioeconomically Disadvantaged** – For K–12, this includes students eligible for the free and reduced priced meal program, foster youth, homeless students, migrant students, and students for whom neither parent is a high school graduate. For community colleges, this definition also includes veterans, Pell and Promise Grant qualified, and/or first generation students.

**Student-Centered** – A restructuring of policies so that the provision of education and training programs, engaging learning experiences, instructional approaches, and academic support strategies at our institutions address the distinct learning needs, interests, and aspirations while also honoring cultural backgrounds of individual students or groups of students who may have a variety of needs (including homelessness or food insecurity; need academic, cultural, and/or linguistic supports; transportation; or child care or financial aid). For community colleges, the movement to implement Guided Pathways embodies a student-centered restructuring of the student experience.

**System Alignment** – Bringing greater coherence and efficiency to curriculum, programs, initiatives, and education and training system that includes K–12, community college, and the public workforce system and beyond, with a particular focus on workforce pathways that consider regional labor market needs.