

California Department of Education

Executive Office

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# California State Board of Education January 2020 Agenda Item #10

## Subject

Development of the Draft Federal Perkins VState Plan for Career Technical Education.

## Type of Action

Action, Information

## Summary of the Issue(s)

On July 31, 2018, the Federal *Strengthening Career and Technical Education for the 21st Century Act* (Perkins V) was signed into law by President Trump, which reauthorized the federal *Carl D. Perkins Career and Technical Education* Act *of 2006* (Perkins IV). As part of the transition to Perkins V, California elected to develop and submit a one-year transition plan in May 2019. The State Board of Education (SBE) approved the 2019–20 California Perkins V Transition Plan at its May 8, 2019, meeting, and the Board of Governors (BOG) of the California Community Colleges (CCC) received an update at its May 21, 2019, meeting. The California Department of Education (CDE) submitted the approved transition plan to the U.S. Department of Education (ED) on May 24, 2019. On July 2, 2019, the CDE received notification from the ED that the 2019–20 Perkins V Transition Plan had been approved, and Perkins V funding for California was available starting July 1, 2019. After submission of the transition plan, work began on developing the complete four-year Perkins V State Plan for Career Technical Education (CTE), which is due no later than April 15, 2020.

The Federal Perkins V State Plan, once approved by the SBE and the ED, will be used to leverage state-funded CTE programs and support the development of a broader California State Plan for CTE, particularly given that California intends to lead with state programming. The focus of the California State Plan for CTE will target system alignment across the education and workforce development. The timeline in Attachment 2 shows how the work to develop a comprehensive State CTE Plan will continue after the federal application is submitted in April 2020.

This agenda item provides an overview of the federal Draft Federal Perkins V State Plan, which in final form serves as the application to the ED to fulfil the requirements for California receiving Perkins V funds. The link to the Draft California Perkins V State Plan is provided in Attachment 1. Attachment 1 clarifies the major prompts, minor prompts, and corresponding items that the state must respond to as a part of the California Perkins V State Plan development process. Attachment 2 is an updated timeline, which specifies the major tasks needed for moving the updated Draft California Perkins V State Plan forward. The California Workforce Pathways Joint Advisory Committee (CWPJAC) Chair Jolena Grande (BOG member) and Vice-Chair Ting Sun (SBE member) will assist with the presentation of the Draft Perkins V Plan.

## Recommendation

The CDE recommends that the SBE review and provide input on the content of the Draft Federal Perkins V State Plan for CTE. Based on guidance provided by the SBE at this meeting, the CDE will revise the Draft Federal Perkins V State Plan after also considering public input, before bringing final recommendations to the SBE at the March 2020 SBE meeting.

## Brief History of Key Issues

In 2008, the SBE approved the *2008–2012 California State Plan for Career Technical Education*. This comprehensive Perkins IV State Plan, which the CDE and the California Community Colleges Chancellor’s Office (CCCCO) created collaboratively, was developed to not only meet the federal Perkins IV requirements, but also to establish a vision and direction for CTE across California. The start of Perkins IV implementation coincided with the beginning of a recession, and generally, funding for CTE was limited to the Perkins IV federal funds. Today, under Perkins V, the situation is much different where California is faced with two intertwining issues: skills shortages and low unemployment. Inequities in economic gains for low-skilled workers, traditionally over-represented by persons of color, continue to persist. The overarching intent of the Federal Perkins V State Plan is to address these two intertwining issues by having CTE be seen as a strategy for all students to achieve higher levels of performance in academic and technical knowledge and skills, and at the same time, heighten the focus on equity and access in order to close the achievement gap among the different identified sub-populations.

### Membership and Purpose of the CWPJAC

California *Education Code* (*EC)* Section 12053 designates the SBE as the sole state agency responsible for the administration of the State CTE programs as required by Perkins V. Further, California *EC* Section 12053 requires the SBE and the BOG of the CCC to jointly coordinate the delivery of CTE and training through shared planning on all proposed policies, procedures, or allocation of funds. The coordination between the SBE and BOG is formally established within *EC* Section 12053, as the CWPJAC.

Membership of the CWPJAC consists of the following: three members each, from the SBE (Feliza Ortiz-Licon, Patricia Rucker, and Ting Sun [Vice-Chair]); from the BOG (Jolena Grande [Chair], Bill Rawlings, and Alma Salazar); and two ex-officio members (Kristin McGuire of Young Invincibles and David Rattray of the Los Angeles Area Chamber of Commerce).

The CWPJAC’s primary purpose is to review, to offer advice, and make recommendations on federally-funded and state-funded CTE programs. Planning for this effort actually began nearly three years ago. In 2017, the CWPJAC began holding joint collaboration meetings to develop the Guiding Policy Principles, and correspondingly develop the Essential Elements of a High-Quality College and Career Pathway. Led by SBE staff, and assisted by the CDE and CCCCO staff, the Guiding Policy Principles and the Essential Elements of a High-Quality College and Career Pathway, were first approved by the CWJPAC in March and May 2018, and revised in May and again in November 2019. The Guiding Policy Principles and the Essential Elements of a High-Quality College and Career Pathway were presented in open meetings and public comment was received by the CWPJAC, including a public regional meeting in August 2018. Using the Guiding Policy Principles and the Essential Elements of a High-Quality College and Career Pathway as foundational work, the CWPJAC began work on the development of the federal Draft Perkins V State Plan, with the understanding that federal Perkins funds will supplement and support ongoing state CTE efforts.

Since May 2019, staff from the SBE, the CDE, and CCC have been working jointly to develop and refine the content of the Draft Federal Perkins V State Plan. The Draft Federal Perkins V State Plan is laid out as responses to a series of prompts. Some of these prompts were addressed in the approved California Perkins V Transition Plan and have now been expanded further, while other prompts that were not required for the Transition Plan are addressed in the Draft Federal Perkins V State Plan. The Plan responds to prompts the following strands:

* Plan Development and Consultation
* Program Administration and Implementation
* Meeting the Needs of Special Populations
* Preparing Teachers and Faculty
* Fiscal Responsibility
* Accountability for Results

**Sections of the Draft Federal Perkins V State Plan**

Plan Development and Consultation (Pages 4-14)

* Under this strand, the Draft Federal Perkins V State Plan lays out how the state developed the process for stakeholder involvement and how the public comment to the Plan has been solicited.

Program Administration and Implementation (Pages 15-105)

* This strand includes an explanation of the how the CWPJAC’s Guiding Policy Principles and the Essential Elements of a High-Quality College and Career Pathway support the Plan. Community college and workforce development programs are also described. The strand lays out how secondary and community college CTE programs are approved and how these approval processes address academic and technical achievement, expanding CTE to special populations, and employability skills. The strand also addresses how the state will undertake efforts to promote CTE program awareness, secondary and post-secondary collaboration, including dual enrollment.

Meeting the Needs of Special Populations (Pages 105-114)

* This strand describes how the state will create, develop, and improve program strategies for special populations that take into consideration equal access, including appropriate accommodations and non-discrimination, performance levels and gaps among all special population groups, and work-based learning opportunities.

Preparing Teachers and Faculty (Pages 114-119)

* The focus in this strand is on teacher and faculty recruitment and retention strategies beyond professional development. Input received by stakeholders and targeted key informants comprised of mainly secondary teachers from across the state was included.

Fiscal Responsibility (Pages 119-130)

* Under this strand, the criteria and process for allocating and approving funds for eligible recipients is described, as well as the distribution of funds between secondary, post-secondary, and adult education.

Accountability for Results (Pages 133-141)

* This strand describes the criteria for choosing an indicator of program quality, the procedure for arriving at state determined performance levels (SDPLs) for both secondary and post-secondary indicators, an explanation of how SDPLs align to other measures; and how disparities and gaps in performance will be addressed. The plan explains the connection to and alignment with the College and Career Indicator in the California School Dashboard.

By the State providing responses to the above new prompts, sub-prompts, and items, the Perkins V legislation moves states to formalize the interrelationships between planning, programs, budget and finance, and accountability. The Draft Federal Perkins V State Plan continues the foundational work of the Guiding Principles for creating these interrelationships, and the expectation is that they will be developed more fully under the broader California State Plan for CTE.

### Stakeholder Input on Federal Perkins V State Plan Development

Per federal requirements, a Statewide Stakeholder Advisory Committee (SSAC) was formed to provide structured input on the development of the Federal Perkins V State Plan, including developing a comprehensive vision of a statewide CTE system. The CDE and the CCCCO provided background materials and information to the SSAC. Research-based information about the State’s economy, workforce needs, CTE structure and status, and the requirements of Perkins V laid the groundwork for this stage of the input process, which started with a virtual, level-setting meeting on August 7, 2019, followed by two in-person meetings, on August 13, 2019, and September 17, 2019, with the SSAC. The purpose of these meetings was to elicit input on the development of the Federal Perkins V State Plan from all the required stakeholder groups. The stakeholder meetings primarily focused on drafting a shared vision for the state’s CTE system and gathering input to align this new plan to the CWPJAC’s Guiding Policy Principles. Members of the SSAC shared their perspectives for CTE system goals, and focused on strategies to improve equity and access, develop demand-driven programs, and strengthen CTE in the following areas: the needs of special populations, elements of high-quality instructional programs, industry partnerships, system alignment, and teacher and faculty supply and quality.

Based on advice from the CWPJAC, input was also sought from two additional groups that are crucial to the development of the Federal Perkins V State Plan. The first group comprised of CCC personnel who are members of the California Community College Association for Occupational Education (CCCAOE) during a pre-conference session at the annual CCCAOE conference held on October 15–17, 2019. In addition, the CDE and CCCCO staff presented at two sessions on the Perkins V legislation to make CCC administrators aware of the requirements of the Perkins V legislation and explain how those requirements must be implemented at their campuses, colleges, and districts. The second group of targeted key informants comprised of secondary teachers from across the state during a virtual meeting held on October 17, 2019.

Based on stakeholder input received, the following two themes emerged as requiring greater consideration with regard to programs, performance, and funding: 1) equity and access, and 2) teacher and faculty preparation and development. Specifically, with regard to equity and access, stakeholders commented on holding deeper conversations on accountability to encourage an equity mindset, including resource allocation based on data. Recognizing that CTE teacher and faculty preparation and development is a critical challenge for the state, stakeholders suggested working with industry to build out the CTE teacher and faculty ranks. To strengthen teacher preparation, stakeholders asked that content focusing on cultural competency, particularly when working with students from special population groups. Taking the two themes together, it became apparent to stakeholders that if the state wants to attract, train, and retain teachers and faculty, they should themselves reflect the different special population sub-groups.

### Plan Development

Developing a Federal Perkins V State Plan for a State as vast and diverse as California requires a broad range of expertise and knowledge as well as access to data from a number of sources. A primary source for developing the Draft Federal Perkins V Plan is the CWPJAC Guiding Policy Principles to Support Student-Centered K-14+Pathways as well as the Essential Elements of a High-Quality College and Career Pathway. The initial work undertaken by the CWPJAC to arrive at the CWPJAC Guiding Policy Principles has served the state well when the time came to develop the Draft Federal Perkins V Plan.

Under the direction from the CWPJAC, staff from the SBE, the CDE, and the CCCCO, jointly managed the planning and coordination for developing the Federal Perkins V State Plan through weekly meetings. Staff has also elicited help from the WestEd Comprehensive Center to build capacity, and provide guidance through this endeavor. For brevity, this internal working team will be referred to as the Joint Management Team (JMT). The JMT has completed several inter-related tasks to date:

* Develop the content that was to go into the Draft Federal Perkins V State Plan
* Organize the process by which feedback is obtained, not only from the SSAC but a select group of secondary teachers, and CCC personnel as well
* Refine and update the content of the Draft Federal Perkins V State Plan after the CWPJAC provides its comments and feedback

The CWPJAC approved a Draft Federal Perkins V State Plan at its meeting on November 25, 2019, in order to move the draft forward for public comment.

### Public Comment

Once the CWPJAC approved the Draft Federal Perkins V State Plan, the public comment period commenced and was open between December 2, 2019, closing January 3, 2020. Public comment has been received in two ways; face-to-face meetings and through an online feedback portal. Four face-to-face meetings were scheduled: two in Southern California, and two in Sacramento. Additional input was also received at the California Perkins Joint Special Populations Advisory Committee’s Annual CTE Equity and Access Annual Conference held in Sacramento between December 10–11, 2019.

A public website, developed by WestEd, is available for the public to provide public comment, and can be found on the WestEd web page at <https://www.wested.org/perkinsplanfeedback/>. The public website includes background information on the planning process, links to download appropriate information as PDF files, and a link to comment on the materials. Individuals are offered the option of entering comments directly into text boxes on the website. The website also included information about the public hearings, and the means by which individuals could participate either in person or via webcast.

Beyond notifications posted on the website, individuals are informed of their opportunities to provide input to the Draft Federal Perkins V State Plan through public notices, email notifications through all pertinent listservs, on social media sites, and through an extensive network of professional organizations.

Additionally, all of the CWPJAC meetings have been open to the public beginning in February 2019, spanning through November 2019, and allotted time for comments on the Draft Federal Perkins V State Plan development.

### Next Steps

The JMT will compile and summarize the public comments by major themes, and they will be included as an appendix in a revised Draft Federal Perkins V State Plan, which will be presented to the CWPJAC at its January 31, 2020 meeting. Further input from the CWPJAC members and the public will be solicited at this meeting, and where possible, incorporated into the Draft Federal Perkins V State Plan. Once approved by the CWPJAC to move forward, a revised Draft Federal Perkins V State Plan, including public comments, will be presented to the SBE at its March 2020 meeting for consideration and approval.

The Governor is required to review the final Draft Federal Perkins V State Plan during a 30-day period following the SBE’s approval, and upon the Governor’s approval, the final California Perkins V State Plan will be forwarded to the ED no later than April 15, 2020.

Once the Federal Perkins V State Plan is approved by the ED and the state receives the federal Perkins funds, CDE is responsible for allocating the funds to local eligible agencies, and, through the CCCCO, to local eligible institutions. Specifically, Perkins V Section 131 (secondary LEA) funds is distributed among the State’s LEAs operating secondary CTE programs (unified and union high school districts, charter schools, and court and community schools administered by county offices of education) in accordance with the formula established in Perkins V: 30 percent based on the LEA’s proportional share of the State’s total K–12 population, and 70 percent based on the LEA’s proportional share of the State’s total K–12 population, with family incomes below the poverty level, as established by the federal Office of Management and Budget. More details of how the federal Perkins funds are allocated between CDE and CCCCO are distributed, and the distribution of these funds between the State and local levels are described below under Fiscal Analysis.

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

In December 2019, the CDE presented to the SBE the development of the Federal Perkins V State Plan. The memorandum can be found on the SBE website at <https://www.cde.ca.gov/be/pn/im/infomemodec2019.asp>.

In May 2019, the 2019–20 Federal Perkins V Transition Plan was approved by the SBE. To view the l agenda item, please visit the SBE website at <https://www.cde.ca.gov/be/ag/ag/yr19/agenda201905.asp>.

In April 2019, the CDE presented the SBE with an informational Memorandum on Federal Perkins V Transition Plan for California. The memorandum can be found on the CDE SBE web site at <https://www.cde.ca.gov/be/pn/im/infomemoapr2019.asp>.

In August 2018, the CDE presented the SBE with an Information Memorandum on the Authorization of the Federal Perkins V. The memorandum can be found on the SBE website at <https://www.cde.ca.gov/be/pn/im/infomemoaug2018.asp>.

In March 2008, the SBE approved the 2008–2012 California State Plan for Career Technical Education (Item 10). The agenda item for the March 2008 meeting may be found on the SBE web page at <https://www.cde.ca.gov/be/ag/ag/yr08/agenda0308.asp>.

## Fiscal Analysis (as appropriate)

California receives approximately $127 million in federal Perkins funds annually. The CDE, through the SBE, is authorized to receive Perkins funds in California. However, recognizing the need for a coordinated delivery of CTE and training at both the secondary and postsecondary levels, *EC* Section 12053 specifies that the SBE and the BOG enter into a memorandum of understanding (MOU) to ensure the efficient and effective use of resources and services available to eligible recipients of Perkins funds in California. Through this collaboration, the annual Perkins funds are split in the following ways:

* Local Assistance (85 percent): Split between CDE and CCCCO using enrollment counts – this split is roughly even each year. These funds are sent directly to the local educational agencies via an application and grant award process.
* State Leadership Activities (10 percent): A majority of State Leadership funds are split evenly between CDE and CCCCO.
  + The CCCCO receives an additional $50,000 for the recruitment of special populations and an additional $150,000 for non-traditional training and employment.
* Administration (5 percent): The CDE receives 64 percent and the CCCCO receives 36 percent. The CDE has additional administrative responsibilities it performs on behalf of the SBE.

This formula for the distribution of funds, originally approved for the 2006–12 State Plan and 2019–20 Federal Perkins V Transition Plan, was approved by the CWPJAC and the SBE. The SBE, the CDE, and the CCCCO will convene a representative committee for advising the CWPJAC on alternative methods for distributing funds in subsequent years and updating the MOU. Any changes in the current distribution of funds formula will be submitted as part of a revision to the Federal Perkins V State Plan to the SBE for approval.

## Attachment(s)

Attachment 1: Draft Federal Perkins V State Plan Page References (3 pages)

Attachment 2: California State Plan for Career Technical Education Working Timeline (3 pages)