  

# California Workforce Pathways Joint Advisory Committee November 20, 2020 Agenda Item 02

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## Subject

The Career Technical Education Incentive Grant (CTEIG) and the Kindergarten through Grade Twelve Strong Workforce Program (K–12 SWP): Update on the 2020–21 CTEIG Funding Allocations, the 2020–21 K–12 SWP Application, the Memorandum of Understanding (MOU) on Data Sharing, and 2020 Recommendations on Data Metrics.

## Type of Action

Information, Action

## Summary of the Issue(s)

This agenda item provides updates on various aspects of the CTEIG and K–12 SWP programs, including:

* The Fiscal Year (FY) 2020–21 CTEIG funding allocations
* The FY 2020–21 K–12 SWP application process
* The MOU regarding the sharing of data between the California Department of Education (CDE) and the California Community Colleges Chancellor’s Office (CCCCO)
* 2020 Recommendations for the CTEIG and the K–12 SWP data metrics

## Recommendation

The CDE and CCCCO staff recommend that the California Workforce Pathways Joint Advisory Committee (CWPJAC) review and approve a phased approach for refining and updating of the CTEIG and the K–12 SWP data metrics. Specifically, staff are recommending that there be no change to the CTEIG and the K–12 SWP data metrics for this year. Also, the CWPJAC is being asked to permit staff to make any necessary, non-substantive clarifying edits on this phased approach which is included in a Legislative Report on the CTEIG and the K–12 SWP programs and submitted to the Department of Finance (DOF), the policy and fiscal committees of the Legislature, and the Governor, as specified in *Education Code* (*EC*) sections 53071 and 88828.

## Brief History of Key Issues

The CTEIG was originally established by the Budget Act of 2015 with a one-time investment of $900 million to cover a three-year span, and acted as a bridge for local educational agencies (LEAs) to support career technical education (CTE) programs until the Local Control Funding Formula was fully funded.

In the 2018 Budget Act, the CTEIG and the K–12 SWP companion state programs were allocated $300 million, to be shared equally between the CTEIG and K–12 SWP, in ongoing funds. An additional $13.5 million was provided annually to establish technical assistance providers and workforce pathway coordinators in support of both state initiatives. The CTEIG and the K–12 SWP are administered by the CDE and the CCCCO, respectively.

The CWPJAC, per California *EC* sections 53071 and 88828, has the responsibility for making recommendations regarding the use of metrics for the CTEIG and the K–12 SWP to the DOF, the Governor, and appropriate policy and fiscal committees of the Legislature regarding whether:

1. The data metrics remain the most appropriate metrics to measure and evaluate program outcomes for both new and renewal applicants.
2. Other metrics should be included.

These recommendations are due by November 30 each year.

**The FY 2020–21 CTEIG Funding Allocation**

For the CTEIG program, *EC* 53076(a) requires the Superintendent to determine, in collaboration with the Executive Director of the State Board of Education (SBE), and make public at a regularly scheduled meeting of the SBE, the allocation formula, specific funding amounts, the purposes for which grant funds may be used, allowable and nonallowable expenditures, and the number of grants to be awarded. The SBE item on the CTEIG funding allocation has been postponed to the January 2021 SBE meeting.

**An Update of the FY 2020–21 K–12 SWP Application Process**

The CCCCO will provide an update regarding the K–12 SWP application process for Round Three, as well as an update about the interim data collection efforts and initial analysis of the data collected on Round One program participants.

**The CTEIG and K–12 SWP MOU**

Discussions about the creation of the CTEIG and the K–12 SWP data sharing MOU are currently underway. The CDE Analysis, Measurement, and Accountability Reporting Division and the CDE Legal Office have committed to expediting the execution of this new MOU with the CCCCO. The expectation is that the MOU will be in place by the next CTE data collection cycle, which will begin in January 2021, and ends in March of 2021.

**The CTEIG and K–12 SWP Metrics**

During the September 25, 2020 CWPJAC meeting, members provided valuable feedback on potential changes to the metrics. The members were particularly concerned that staff not make any changes to the metrics that would result in going against the primary intent of either the CTEIG or the K–12 SWP legislation, and asked CCCCO and CDE staff to review the proposed recommendations taking into consideration the legislative intent of the CTEIG and K–12 SWP statutes with regard to the data metrics.

As part of the review, staff also reexamined the approaches to data collection, methodology, and translating the metrics into functional measures. Any proposed recommendations to the data metrics are the responsibility of the CDE, which is done through an annual legislative report to the DOF. Therefore, the CDE also consulted the DOF with regard to how any proposed changes to the CTEIG and K–12 SWP metrics should be put forward. The CDE and CCCCO staff also consulted with State Board of Education (SBE) staff regarding placing the CTEIG and K–12 SWP metrics with the context of the CWPJAC’s *Guiding Policy Principles to Support Student-Centered K–14+ Pathways* (*Guiding Policy Principles*).

**Differences in the Legislative Requirements in the CTEIG and K–12 SWP Data Metrics**

*EC* Section 53071 (c)(11)(B) defines the metrics required for collection as part of the CTEIG program, and *EC* Section 88828 defines the metrics required for collection as part of the K–12 SWP. Legislation authorizing both the CTEIG and the K–12 SWP program state the following:

Data reported pursuant to this paragraph shall include, but not be limited to, the quality indicators described in the California State Plan for Career Technical Education required by the federal Strengthening Career and Technical Education for the 21st Century Act (Perkins V), and each of the following metrics.

The following is a side-by-side comparison of the required CTEIG and K–12 SWP data metrics as listed in *EC* sections 53071 and 88828.

| CTEIG *EC* Section 53071(c)(11)(B)(i-vi) | K–12 SWP *EC* Section 88828(d)(8)(B)(i-v) |
| --- | --- |
| (i) The high school graduation rate. | (i) The high school graduation rate. |
| (ii) The number of pupils completing career technical education coursework. | (ii) The number of pupils completing career technical education coursework. |
| (iii) The number of pupils meeting academic and career-readiness standards as defined in the College/Career Indicator (CCI) associated with the California School Dashboard. | **No correlating metric listed in the K–12 SWP statute.** |
| (iv) The number of pupils obtaining an industry-recognized credential, certificate, license, or other measure of technical skill attainment. | (iii) The number of pupils obtaining an industry-recognized credential, certificate, license, or other measure of technical skill attainment. |
| (v) The number of former pupils employed and the types of businesses in which they are employed. | (iv) The number of former pupils employed and the types of businesses in which they are employed. |
| (vi) The number of former pupils enrolled in each of the following: (I) A postsecondary educational institution. (II) A state apprenticeship program. (III) A form of job training other than a state apprenticeship program. | (v) The number of former pupils enrolled in each of the following: (I) A postsecondary educational institution, disaggregated by public, private nonprofit, and private for-profit institutions. (II) A state apprenticeship program. (III) Another form of job training. |

1. Currently, there are six metrics listed for CTEIG and five metrics for K–12 SWP. Specifically, CTEIG metric number three – *EC* Section 53071(c)(11)(B)(iii) – is not listed in the K–12 SWP statute.
2. CTEIG metric number six – *EC* Section 53071(c)(11)(B)(vi) – and K–12 SWP metric number five – *EC* Section 88828(d)(8)(B)(v) are virtually similar with two important differences.
3. The first sub-subparagraph (I) in both CTEIG metric six and K–12 SWP metric five are similar; however, the K–12 version disaggregates the number of former pupils enrolled in a postsecondary educational institution by public, private non-profit, and private for-profit institutions. The same CTEIG metric does NOT disaggregate this compound metric.
4. The third sub-subparagraph (III) in both the CTEIG metric six and K–12 SWP metric five are similar; however, the CTEIG statute specifies another form of job training “other than a state apprenticeship program,” while the K–12 SWP statute states “another form of job training.” While the distinction in the CTEIG metric could suggest that those pupils enrolled in another form of job training “other than a state apprenticeship program” could, under a strict literal interpretation, also be included in the count for sub-subparagraph one (I) of the compound metric total, they are essentially asking the same question in a different way.

Looking ahead, it is possible to reconcile the differences between the CTEIG and K–12 SWP statutes, and once completed, create a future recommendation once data collection approaches methodological considerations, and the creation of functional measures are set in place.

**Operationalizing the CTEIG and K–12 SWP Metrics**

A key effort made by CTE programs, and the data offices within the CDE, was to make the collection of CTE data uniform. Through much discussion, the data required to operationalize the CTEIG and K–12 SWP Metrics (and for that matter Perkins V), will now be collected within the California Longitudinal Achievement Data System (CALPADS). Starting with the 2019–20 data collection period, the CALPADS will house all data that permits the operationalization of the CTEIG and K–12 SWP Metrics.

In addition to a single source for data collection, the methodology proposed to operationalize the CTEIG and K–12 SWP metrics will be the same as what is being currently used for developing the career measures under the CCI and the California Accountability Dashboard. By doing so, it enables consistency in measurement across several state and federal programs and makes comparative analyses possible.

Using a single source of data collection and consistent methodology permits applying common measurement approaches for the CTEIG and K–12 SWP metrics, and allows each metric to be expressed numerically. The numerical expression is generally an absolute number or a percentage. For an indicator to be expressed as a percentage, there has to be a numerator and a denominator. Further, an indicator permits the setting of a baseline, as well as a target to be achieved in the future. Moreover, for every refined and updated CTEIG and K–12 SWP metric, and associated indicators, each metric should also be disaggregated by race/ethnicity and special population level data.

Therefore, with a more robust set of data being collected in spring 2021, the CDE is able to perform a variety of data runs beginning summer 2021. These data runs were not possible up until now due to varied data collection methods, inconsistent methodologies, and measurement approaches that were not made explicit. Attachment 1 provides a road map for how the CDE will go about developing data runs by identifying the indicators that need to measured. Moreover, these data runs should permit staff to refine and update indicators as more data becomes available in future academic year cycles.

**CTEIG and K–12 SWP Metrics and the CWPJAC *Guiding Policy Principles***

The CWPJAC would like the operationalization of the CTEIG and K–12 SWP metrics to reflect the *Guiding Policy Principles* and the 12 Essential Elements of a College and Career Pathway. Currently, the CTEIG statute lists 11 Essential Elements that were developed under the previous State Plan for CTE which expired in 2012. The 11 Essential Elements would have to be replaced by the 12 Essential Elements in the CTEIG legislation. How and when the CWPJAC *Guiding Policy Principles* will be reflected in the CTEIG and K–12 SWP statutes is a decision that will be determined jointly by SBE, CDE, and CCCCO staff and proposed as a future recommendation to the CWPJAC. In the meantime, CDE staff has recognized the need to provide the field with strong professional development and implementation guidance around the CWPJAC’s *Guiding Policy Principles*.

**Shifting to a Phased Approach for Making Recommendations to the CWPJAC**

California *EC* Section 53070 requires the CWPJAC to make annual recommendations to the DOF, the fiscal and program committees of the Legislature, and the Governor on data metrics. After the September 25, 2020 CWPJAC meeting, CDE staff spoke with DOF staff who strongly recommended taking a phased approach to making recommendations. To fully develop a phased approach, staff shifted away from outlining and describing changes via a Microsoft Excel document called the Matrix of Metrics, to providing the described changes more concisely in a table format.

Attachment 1 describes the operationalizing of CTEIG and K–12 SWP metrics in three phases. Each of the phases is closely aligned to the work that has been completed by CDE program and data staff with regard to a uniform data collection approach, making methodology consistent across state and federal programs, and developing measurable indicators with precision.

Phase I reflects those indicators that can be currently obtained from the CALPADS and will be made available in summer 2021; Phase II indicators will also be obtained in summer 2021. The time frame of summer 2021 is suggested because data is being submitted by LEAs in spring 2021. However, Phase III indicators are contingent on the progress the CDE makes on the career indicators within the CCI. How those are going to be developed is under discussion between CDE program and data offices. The expectation is that Phase III indicators will be available in summer 2022.

Overall, being able to operationalize the different CTEIG and K–12 SWP metrics into specific indicators should permit CDE staff to conduct a variety of data runs to assess the legislative intent of the CTEIG and K–12 SWP statutes/legislations. More broadly, the phased approach allows for quantitative and qualitative measures that better reflect the CWPJAC *Guiding Policy Principles* and the 12 Essential Elements.

Additionally, because Perkins V is supplemental to the CTEIG and the K–12 SWP, it is important that the data metrics align so that data is being measured consistently for benchmarking student achievement/progress. Both the CTEIG and the K–12 SWP release annual applications and provide funds to eligible grantees from nearly the same set of LEAs, which shows approximately 80 percent overlap, and hence creates an opportunity to continue to work on aligning and streamlining the application process for these two grant programs. The alignment would require clarity around the role, purpose, and intent of the CTEIG and the K–12 SWP statutes and the phased approach permits a more deliberate discussion among SBE, CDE, and CCCCO staff, with periodic consultation with the DOF.

**Proposed Recommendation**

The CDE and CCCCO staff are recommending there be no change to the CTEIG and K–12 SWP data metrics at this time, but is recommending the adoption of a phased approach described above to operationalizing the CTEIG and K–12 SWP metrics. Attachment 1, Appendix A provides a road map for how the current CTEIG and K–12 SWP data metrics can potentially be changed in future legislation. By using the phased approach, the metrics do not change but are first operationalized and then refined and updated as data collection improves and methodology becomes even more precise.

**Moving Forward**

The main reason for recommending the phased approach is to continue the work with those indicators that are already developed under the CCI or under Perkins V. The CCI is currently used as an indicator on the California Accountability Dashboard. Once career indicators are more fully developed under the CCI, subsequent phases will add more indicators that define the CTEIG and the K–12 SWP metrics.

By adopting this recommendation, staff will use the CALPADS to operationalize the metrics using a common methodological approach (described more fully in Attachment 1) to develop, refine, and update the underlying indicators. Thus, the overall intent of proposing the recommendation of a phased approach is to enable staff to fully describe the engagement, achievement, and transition of CTE students in grade seven through grade twelve, and beyond, which is the basic legislative intent of the two statutes.

## Summary of Previous CWPJAC Discussion(s) and Action(s)

**September 25, 2020:** The CDE presented an update to the CTEIG application, and the CCCCO provided an update on the status of the K–12 SWP application process. Staff presented summary data reports, a status report of the CTEIG and the K–12 SWP Data MOU, and recommended revisions to the CTEIG and the K–12 SWP Matrix of Metrics.

**July 10, 2020:** The CDE presented a 12 Essential Elements of a High-Quality College and Career Pathway Framework document. The Framework document will be used to develop a new CTEIG CTE Program Self-Evaluation.The CCCCO presented how the Guiding Policy Principles to Support Student-Centered K–14+ Pathways (*Guiding Policy Principles)* have been intentionally incorporated into the K–12 SWP application.

**January 31, 2020:** The CWPJAC reviewed an updated Matrix of Metrics, an overview of both the CTEIG and K–12 SWP FY 2019–20 grant processes, and the 2018–19 CTE Postsecondary Status of CTE Completers Survey Template.

**November 7, 2019:** The CWPJAC approved the Matrix of Metrics revisions which incorporated the requirements of Perkins V language.

**October 11, 2019:** The CWPJAC received an overview of the K–12 SWP metrics and the sources of information including an introduction to the new K–12 SWP Dashboard within the CCCCO’s Launchboard. A memo was sent to the CWPJAC updating the source and methodology of data to be collected for the CTEIG.

**September 13, 2019:** The CWPJAC reviewed the changes that were made to the FY 2019–20 CTEIG application and an overview of the K–12 SWP and its objectives.

**July 12, 2019:** The CWPJAC received information regarding the common planning, and objectives from the CTEIG and K–12 SWP teams, including the first full set of data from the FY 2017–18 CTEIG, and reviewed both the CTEIG and K–12 SWP metrics.

**May 29, 2019:** The CWPJAC received an update on the CTEIG and the K–12 SWP activities.

**February 19, 2019:** The CWPJAC received an update on the CTEIG and the K–12 SWP, including a brief demonstration of the NOVA platform.

**January 11, 2019:** The CWPJAC received an update on the CTEIG and the K–12 SWP, including information on the December 19, 2018, release of the CTEIG Request for Applications (RFA), the development of the RFA for the K–12 SWP, and the regional information meetings held around the state.

**December 14, 2018:** Final review and approval of the metric recommendations for both the CTEIG and the K–12 SWP was unanimously approved by the CWPJAC. Final recommendations were submitted to the DOF for consideration and were reflected in the January 2019 budget proposal language.

**November 26, 2018:** The CDE and CCCCO staff provided an in-depth review of proposed metrics, and their alignment to the CWPJAC’s *Guiding Policy Principles* document. Based on direction from the CWPJAC, the CDE and CCCCO staff revised the proposed metrics to operationalize the data, as well as provide information on the source of data collection.

**September 28, 2018:** The CDE and CCCCO staff jointly presented an initial overview of the CTEIG and the K–12 SWP metrics and received feedback, guidance, and direction on appropriate metrics for measuring CTE program quality and student achievement in K–14 CTE programs.

## Fiscal Analysis (as appropriate)

Funding available to eligible recipients under the CTEIG is $150 million for the program year (PY) 2020–21, and funding available under the K–12 SWP is $150 million for PY 2020–21 for eligible recipients. In addition, $13.5 million is provided to support eight K–14 Technical Assistance Providers and 72 workforce pathway coordinators for both CTEIG and K–12 SWP initiatives.

## Attachment(s)

**Attachment 1:** Recommending Operationalizing the Career Technical Education Incentive Grant and Kindergarten Through Grade Twelve Strong Workforce Program Data Metrics (8 pages)