

Date of Hearing: April 9, 2024

ASSEMBLY COMMITTEE ON HIGHER EDUCATION

Mike Fong, Chair

AB 1929 (McKinnor) – As Amended February 26, 2024

SUBJECT: Career technical education: data collection

SUMMARY: Stipulates local education agencies (LEAs), who receive funding through the California Career Technical Education Incentive Grant Program (CTEIG), will collect and report to the California Department of Education (CDE), specified data metrics on programmatic outcomes, disaggregated by race; and requires Strong Workforce Program (SWP) consortiums to collect data on career technical education outcomes disaggregated by race. Specifically, **this bill:**

- 1) Stipulates LEAs, who receive funding through the CTEIG, will collect and report to the CDE, specified data metrics on programmatic outcomes, disaggregated by race. The data to be disaggregated by race includes:
 - a) The high school graduation rates;
 - b) The number of pupils completing career technical education coursework;
 - c) The number of pupils meeting academic and career-readiness standards as defined in the College/Career Indicator associated with the California School Dashboard;
 - d) The number of pupils obtaining an industry-recognized credential, certificate, license, or other measure of technical skill attainment;
 - e) The number of former pupils employed and the types of business in which they are employed; and,
 - f) The number of former pupils enrolled in each of the following:
 - i) A postsecondary education institution;
 - ii) A state apprenticeship program; and,
 - iii) A form of job training other than a state apprenticeship program.
- 2) Requires the data metrics, disaggregated by race, to be reported to the California Workforce Pathways Joint Advisory Committee (CWPJAC) to review the data metrics. The CWPJAC will make recommendations for how to improve programmatic outcomes to the Legislature and the Department of Finance based on the data metrics, as provided.
- 3) Requires consortiums, established as part of the SWP, to collect data on career education outcomes and disaggregate the data by race.

EXISTING LAW:

- 1) Establishes the California Community Colleges (CCC) under the administration of the Board of Governors of the CCC, as one of the segments of public postsecondary education in this state. The CCC shall be comprised of community college districts (Education Code (EDC) Section 70900).
- 2) Establishes the CTEIG program administered by the CDE as a state education, economic, and workforce development initiative with the goal of providing K-12 students with the knowledge and skills necessary to transition to employment and postsecondary education. Establishes the minimum standards for eligibility including, but not limited a two-dollar matching fund requirement and reporting requirement for the use of funds. Allocates in the funds provided in the annual budget act, as of 2022, \$300,000,000 to districts based on their average daily attendance. Stipulates the technical supports for the CTEIG will be the same technical support coordinators as provided in the K-12 Strong Workforce Program (EDC Section 53070 et. seq.).
- 3) Establishes the SWP as a K-14 state education, economic, and workforce development initiative for the purpose of expanding the availability of high-quality, industry-valued career technical education and workforce development courses. Establishes the Strong Workforce Program Consortia comprised of LEAs, community college districts, and other entities who collaborate with local and regional governments, and industry partners to meet the career technical educational workforce needs of a given region. Funds are allocated to consortia members with a specified amount to community college districts and a specified amount to K-12 partners. The funding for K-12 consortia members is divided amongst districts based on their average daily attendance. LEAs are required to provide matching funds for the Strong Workforce Program with LEAs providing two-dollars match for every dollar of funding and regional occupational centers providing one dollar for every dollar received. Funding must be used as specified for career technical education programs. (EDC Section 88820 et. seq.).

FISCAL EFFECT: Unknown

COMMENTS: *Double Referral.* AB 1929 was heard in the Assembly Committee on Education on March 20, 2024, where it passed with a 7-0 vote. A review of the impact the measure would have on the K-12 system is addressed in the Assembly Committee on Education analysis. For a review of career technical education participation and outcomes as it related to the K-12 system, see said analysis.

Purpose of the measure. In September 2023, the CCC Chancellor Sonya Christian published a report outlining the goals of the CCC to accomplish by 2030. Contained within the report, “Vision 2030: A Roadmap for California Community Colleges” is the strategic goal of closing all equity gaps for all students attending the CCC. In order for this to occur, the CCC must first interact with data in order to make data-informed decisions on how to best address the existing equity gaps. AB 1929 (McKinnor) seeks to assist the CCC in the endeavor of closing equity gaps, by providing the data to help determine if and where the equity gaps are in career technical education outcomes.

As delineated by the author, “AB 1929 will collect data, by race, for Career Technical Education (CTE) programs. Historically, African Americans have been tracked into low quality vocational programs. We cannot repeat these failures and need to see who is participating and what the

outcomes are. AB 1929 will better inform our decision making to increase enrollment to make sure that African Americans are participating in high quality CTE programs and set them up to be successful in current and emerging professions.”

Career technical education (CTE). According to the California’s 2020-23 Unified Strategic Workforce Development Plan published by the California Workforce Development Board, middle-skill occupations or jobs which require more than a high school education, but less than a four-year degree are expected to generate 162,460 average annual job openings between 2016 and 2026. Middle-skilled occupations include bookkeepers, truck drivers, nursing assistances, automotive mechanics, telecommunications equipment installers, computer network support specialists, and medical assistants. A 2018 publication by the Public Policy Institute of California (PPIC), determined should workforce data trends continue, a third of new jobs in California would require some form of CTE.

CCCs are the only California public higher education institution tasked with offering vocational education in the Education Code as well as the 1960 Master Plan for Higher Education. The CCC offers CTE programs to prepare students for professional-level employment opportunities in an array of fields including courses in fire technology, mechatronics, fashion, and welding. In the 2022-23 academic year, the CCC awarded 123,967 vocational certificates according to the Chancellor’s Office Management Information Systems Data Mart.

While four-year diplomas are often heralded as the ticket out of poverty, many CTE credentials lead to wage gains and benefits.

Recognizing the value of short-term certificates and CTE, the state and federal governments have provided funding for increased CTE programs at both the K-12 and higher education levels. As indicated by the Legislative Analyst Office in their February 23, 2022 publication entitled, “College and Career Proposals,” the State has two main programs for providing funding for CTE: the CTEIG and the K-12/CCC California Strong Workforce Program.

Career Technical Education Incentive Grant (CTEIG) and the Strong Workforce Program. In 2015, as part of the annual Education Finance Omnibus Trailer Bill, the CTEIG was established for the purpose of providing funding to K-12 schools to help onboard and sustain high-quality CTE programs for K-12 students. Five years after transitioning from categorical type funding to the local control funding formula (LCFF), K-12 LEAs were struggling to maintain their career technical programs due to the loss of a designated funding source. With so many demands on LCFF funds, the Legislature infused K-12 LEAs with three years of funding for CTE programs with the hopes this would protect and insulate the programs from local budget reductions. After the three-year period, the Legislature approved an annual apportionment of \$150 million beginning in 2018-2019, and in 2021 the annual CTEIG appropriation was increased to \$300 million. The CTEIG is administered by the CDE and funding is allocated to qualifying LEAs based on their average daily attendance or the number of students within their district. In the 2018-2019 school year, according to the CDE Data Quest, there were 57,236 CTE courses offered throughout the state. In the current fiscal year 2022-2023, the CDE has allocated CTEIG funds to 375 LEAs throughout the state.

The Strong Workforce Program was established in the annual Budget Act in 2016. The program was originally a recommendation from the CCC Board of Governors and was adopted by the

Legislature and the Governor in order to create one million more middle-skill or CTE workers to meet workforce demands. The original allocation for the Strong Workforce Program was \$248 million and was reserved for student success, career pathways, workforce data outcomes, CTE faculty, and regional coordination. Funding for community colleges is dispersed with 60% being given to each community college district, and 40% to regional consortia for distribution in order to focus on the workforce needs of the state’s eight regions: Far North, Bay Area, Central/Motherlode, South Central Coast, Los Angeles, Orange County, Inland Empire/Desert, and San Diego/Imperial. In 2018, the annual Budget Act expanded the Strong Workforce Program to include a K-12 LEAs. As explained by the State Auditor, in a 2022 report on K-12 Strong Workforce Program, the program is divided as follows:

K-12 Component	Community College Component
<ul style="list-style-type: none"> • Competitive grant process to create, support, or expand K-12 CTE programs. • \$150 million in grants and \$14 million for technical assistance. • Requires grant applicants to align K-12 CTE programs with regional plans that the regional consortia must submit. 	<ul style="list-style-type: none"> • Funds allocated to improve and implement community college CTE programs • \$248 million in grants and administrative costs. • Requires each regional consortium to submit a regional plan, updated each year, that analyzes labor market needs, including wage data, and prioritizes projects and programs that close relevant labor market and employment gaps.

Source: State Auditor’s report, February 2022, “K-12 Strong Workforce Program.”

Both the Strong Workforce Program and the CTEIG provide data on whether the programs are successfully fulfilling their purpose. Local education agencies (K-12 districts) who participate in CTEIG and Strong Workforce Program report their data metrics to CDE; whereas community colleges who participate in the strong workforce program submit data to the Chancellor’s Office of the CCC. The Strong Workforce consortiums, while they provide regional plans and analyze labor market’s needs, they do not submit metric data on student outcomes.

Strong Workforce Program Outcomes. In EDC Section 88826, requires the Chancellor’s Office of the CCC to implement performance outcome measures for participating community colleges and requires data on those performance outcomes to be collected and submitted to the Legislature annually. The data is to include demographic data; which can include race and ethnicity, but is not explicitly required by the EDC.

In the latest report available, published in July 2023 with 2020-2022 academic data, nearly 80,000 Strong Workforce students obtained a credential in the 2021-22 academic year. The report confirmed there is an underrepresentation of students younger than 20 years old, African American students, and Pacific Islander/Native Hawaiian students. The report’s section on student demographics primarily focused on disadvantaged students and did not provide data disaggregated by race.

The CCC Launch Board (data system) has a section for the Strong Workforce Program with academic data from the 21-22 academic year that can be disaggregated by race. The charts provided below are sources from the LaunchBoard and contain statewide data sets for all CTE programs in the academic year in 21-22 disaggregated by race. ¹

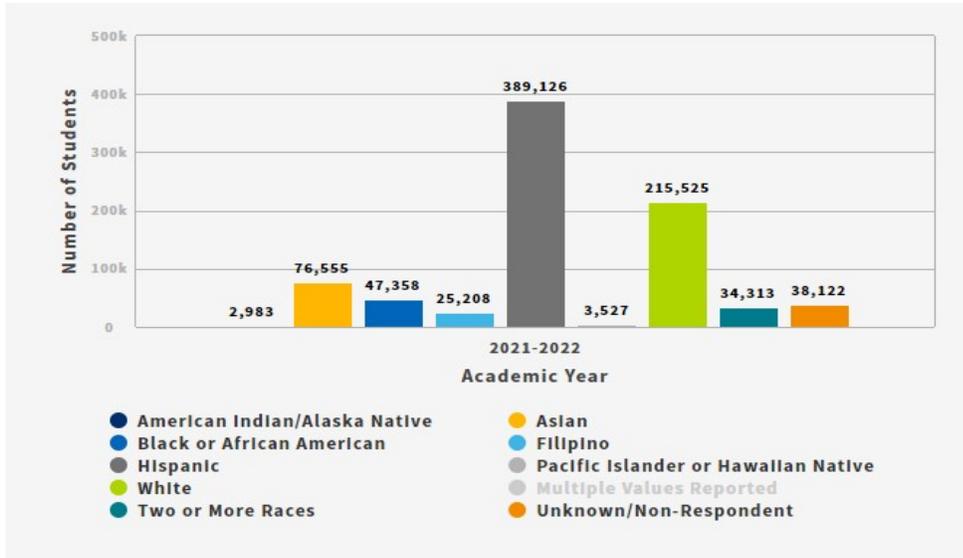


Chart 1: number of student enrolled in CTE program in 2021-2022, disaggregated by race

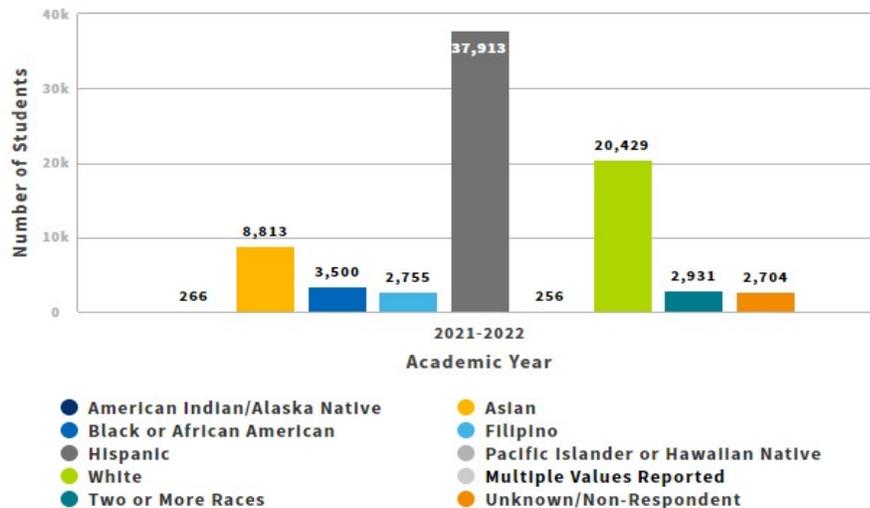


Chart 2: number of students who degree or certificate or attained apprenticeship journey sStatus, disaggregated by race.

¹ <https://www.calpassplus.org/LaunchBoard/SWP.aspx>

California Reparations Report. In June 2023, the Task Force to Study and Develop Reparation Proposals for African Americans, finalized and published its final report. The final report has various policy recommendations for the State of California, including the following, contained within *Chapter 23: Policies Addressing Separate and Unequal Education* of the report:

“Discriminatory policies have created persisting inequalities in educational attainment and employment for African Americans. The Center for American Progress, for instance, notes that schools have historically tracked African American students into low-quality vocational programs ‘as an extension of Jim Crow-era segregation.’ High quality Career Technical Education (CTE) programs—which combine academic education with occupational training to prepare students for careers in current or emerging professions—offer an essential tool to remedy this persisting discrimination. To address the ongoing effects of racial discrimination and inequality in employment, education, and wealth, the Task Force recommends: (1) collecting and disaggregating data about CTE enrollment in California by race; (2) funding and requiring all California public high schools and colleges to offer students access to at least one CTE program; and (3) creating a competitive grant program to increase enrollment of descendants in STEM-related CTE programs (such as green technology) at the high school and college levels” (Page 701 of the report)².

AB 1929 (McKinnor) seeks to codify a recommendation from the California Reparations report, by having K-12 and community colleges, who participate in the Strong Workforce Program and CTEIG, by having the student outcome data for the SWP and CTEI disaggregated by race.

Arguments in support. The NAACP California Hawaii State Conference contents the need for AB 1929 as, “The NAACP CA/HI has taken a position of Support as it is possible to determine the academic performance of Black children by disaggregating the data that is submitted to the superintendent of instruction. Through this method, weak areas can be addressed and it is much easier to target those areas and create changes and improvements. The NAACP CA/HI’s principal objective is to ensure the political, educational, social, and economic equality of minority citizens in California and eliminate race prejudice. We applaud the aims made by this bill to achieve its objectives, which consist of ensuring better-informed decision-making to increase enrollment to make sure that African Americans are participating in high-quality CTE programs and set them up to be successful in current and emerging professions.”

Committee comments. As previously mentioned in this analysis, the consortiums created by the Strong Workforce Program do not collect student outcome data, but rather delegate the collection of data to the LEAs and the community colleges; who will in turn submit the data to the appropriate oversight agency – for K-12 it is CDE and for the community colleges it is the Chancellor’s Office of the CCC.

CDE expressed concern regarding AB 1929 (McKinnor) not because the agency did not wish to collect the data, but rather because the bill would require an entity that is unprepared to collect student-level data, to collect data, and then send it to the CDE, who is unprepared to accept the data from a source that is not a LEA.

² [Chapter 23 - The California Reparations Report - Final Report - AB 3121 - California Department of Justice](#)

With this in mind, the Committee has suggested and the Author has accepted the following amendments, which instead correctly identifies appropriate entities, as part of the Strong Workforce Program, to transmit student outcome data disaggregated by race and at the Author's request by Gender:

- 1) *Deletes EDC Section 88821 from the measure.*
- 2) *Adds EDC Section 88826 to the measure and amends the subdivision (c) and (d) as follow:*
 - (a) This section applies to the Community College component only.
 - (b) The chancellor's office shall post on its Internet Web site, for ease of access, all regional plans and their subsequent progress plans, and solicit feedback from each consortium on recommendations they have for overall program improvement.
 - (c) The chancellor's office shall implement performance accountability outcome measures for the Community College component of the program that provide the Governor, the Legislature, and the general public with information that quantifies employer and student outcomes for those participating in the program. These performance accountability measures shall, to the extent possible, align with the performance accountability measures of the federal Workforce Innovation and Opportunity Act (Public Law 113-128). Outcome measures shall include, ~~to the extent possible,~~ **demographic data, disaggregated by race and gender**, to allow policymakers and the general public to evaluate progress in closing equity gaps in program access and completion, and earnings of underserved demographic groups.
 - (d) (1) Commencing in 2018, the chancellor's office shall submit a report on the Community College component of the program to the Governor and the Legislature on or before the January 1 immediately subsequent to the fiscal year which the report addresses. This report shall include, but is not limited to, all of the following:
 - (A) Data summarizing outcome accountability performance measures collected by the chancellor's office pursuant to subdivision (c), **disaggregated by race and gender**.
- 3) *Adds EDC Section 88826 to the measure and amends the subdivision (d) paragraph (8) subparagraph (A) and (B) as follows:*
 - (8) (A) Reports data that can be used by policymakers, local educational agencies, community college districts, and their regional partners to support and evaluate the program, including, ~~to the extent possible,~~ demographic data, **disaggregated by race and gender**, used to evaluate progress in closing equity gaps in program access and completion, and earnings of underserved demographic groups.
 - (B) Data reported pursuant to this paragraph shall include, but is not limited to, metrics aligned with the core metrics required by the federal Workforce Innovation and Opportunity Act (Public Law 113-128), the College/Career Indicator included in the California School Dashboard, and 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 the following metrics, *disaggregated by race and gender*:

(i) The high school graduation rate.

(ii) The number of pupils completing career technical education coursework.

(iii) The number of pupils obtaining an industry-recognized credential, certificate, license, or other measure of technical skill attainment.

(iv) The number of former pupils employed and the types of businesses in which they are employed.

(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.

4) *Amends EDC Section 5370 subdivision (c), paragraph (11), subparagraph (B) to read as follows:*

(B) 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: metrics, *disaggregated by race and gender*:

REGISTERED SUPPORT / OPPOSITION:

Support

Alameda County Office of Education
 California African American Chamber of Commerce
 California Dental Association
 California-Hawaii State Conference of The NAACP
 Greater Sacramento Urban League
 Individual
 Los Angeles County Office of Education

Opposition

None on file.

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