

Date of Hearing: June 26, 2024

ASSEMBLY COMMITTEE ON EDUCATION

Al Muratsuchi, Chair

SB 480 (Portantino) – Amended June 17, 2024

SENATE VOTE: 37-1

SUBJECT: Pupil instruction: work-based learning: youth apprenticeship programs: high school graduation requirements: pilot program.

SUMMARY: Authorizes career technical education (CTE) courses, for purposes of a high school graduation requirement, to include a course which includes participation in a pre-apprenticeship or a youth apprenticeship program; requires the Superintendent of Public Instruction (SPI) to develop and adopt work-based learning program guidelines; requires the California Department of Education (CDE) to develop guidance on the definition of specified CTE programs; requires the State Board of Education (SBE) to consider including youth apprenticeship programs in the College/Career Indicator associated with the California School Dashboard, and establishes the High School Apprenticeship Pilot Program. Specifically, **this bill:**

- 1) Authorizes CTE courses, when completed for purposes of meeting a high school graduation requirement, to include a course which includes participation in a pre-apprenticeship or a youth apprenticeship program.
- 2) Defines a youth apprenticeship program, for purposes of this graduation requirement and the other provisions of the bill, to mean an apprenticeship program registered with the Division of Apprenticeship Standards that fulfills all existing registered apprenticeship requirements and serves youth between 16 and 24 years of age, inclusive, at the time of enrollment.
- 3) Requires, by July 1, 2029, the SPI, in collaboration with the office of the Chancellor of the California Community Colleges and the Labor and Workforce Development Agency, to develop and adopt work-based learning program guidelines that ensure all students have access to equitable and grade-appropriate work-based learning opportunities. States that the work-based learning program guidelines may be developed using available data from existing work-based programs in the state.
- 4) Requires, on or before January 1, 2026, the CDE, in collaboration with the Labor and Workforce Development Agency, to develop guidance on the definitions of youth apprenticeship programs, CTE, pre-apprenticeship programs, and regional occupational programs. Requires that, in developing the guidance, the CDE use the definition of youth apprenticeship program established by the Division of Apprenticeship Standards.
- 5) Requires, on or before July 1, 2026, the SBE to consider including youth apprenticeship programs as a work-based learning measure for the College/Career Indicator associated with the California School Dashboard.
- 6) Establishes the High School Apprenticeship Pilot Program, to be administered by the CDE.

- 7) Requires the CDE, on or before July 1, 2026, to provide grants to three local education agencies (LEAs) for use over two school years, commencing with the 2026–27 school year.
- 8) Requires the CDE to, on or before August 1, 2025, convene the high school apprenticeship interagency working group that includes a representative from all of the following:
 - a) The office of the SPI;
 - b) The office of the Chancellor of the California Community Colleges;
 - c) The Division of Apprenticeship Standards;
 - d) The California Workforce Development Board;
 - e) Educators;
 - f) School administrators;
 - g) Students;
 - h) Parents or guardians; and
 - i) Leaders in the business community.
- 9) Requires the CDE, in collaboration with the working group, to do all of the following:
 - a) Determine application procedures and selection criteria for the three grant awards. Requires that grant awards be awarded to three geographically diverse schoolsites with at least one schoolsite in a rural region;
 - b) Develop pilot program study goals; and
 - c) Identify data to be collected by the grant recipients and reported to the CDE.
- 10) Requires the CDE to, on or before January 1, 2026, make grant applications available to LEAs for participation in the program.
- 11) States that, notwithstanding any other law, a student that participates in a pilot program pursuant to this chapter shall be deemed to meet the minimum instructional minutes as required under existing law.
- 12) Requires the CDE, on or before December 1, 2028, to submit a report to the appropriate policy and fiscal committees of the Legislature, that includes all of the following:
 - a) Data collected from grant recipients;
 - b) The study goals developed for the program; and
 - c) Recommendations for all of the following:

- i) If required, future legislation related to high school apprenticeship programs; and
 - ii) Next steps for increasing access to youth apprenticeships in California.
- 13) Authorizes the CDE to contract with an appropriate entity for an independent evaluation of the program.
- 14) Makes the implementation the measure contingent upon the enactment of an appropriation for its purposes in the annual Budget Act or another statute.

EXISTING LAW:

- 1) Establishes requirements for graduation from high school, including three courses in English, two courses in mathematics, two courses in science, three courses in social studies, one course in visual or performing arts or world languages or CTE, two courses in physical education, and, commencing with the class of students graduating in the 2029-30 academic year, a one-semester course in ethnic studies. (Education Code (EC) 51225.3)
- 2) Defines a CTE course to mean a course in a district-operated CTE program that is aligned to the career technical model curriculum standards and framework adopted by the state board, including courses through a regional occupational center or program operated by a county superintendent of schools or pursuant to a joint powers agreement. (EC 51225.3)
- 3) Defines a pre-apprenticeship program to mean a structured plan of training and studies based on industry standards that is designed to prepare individuals with the skills and competencies needed to enter an apprenticeship training program that has been approved pursuant to provisions of the Labor Code. (EC 79144)
- 4) Requires the SPI to coordinate the development, on a cyclical basis, of model curriculum standards for a CTE course of study, requires the integration of career technical and academic education into the development of curriculum standards for CTE courses, and requires the standards for a CTE course of study to be adopted no later than June 1, 2005. (EC 51226)
- 5) Authorizes the Career Technical Education Incentive Grant program (CTEIG) as a state education, economic, and workforce development initiative with the goal of providing students in kindergarten through 12th grade with the knowledge and skills necessary to transition to employment and postsecondary education. Identifies the purpose of the competitive CTEIG program as the encouragement and maintenance of the delivery of CTE programs by school districts and charter schools. (EC 53070).
- 6) Authorizes the K-12 component of the Strong Workforce Program (SWP) 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 SWP, and authorizes, commencing with the 2018-19 fiscal year, and subject to an annual appropriation, \$150 million to be apportioned annually by the California Community Colleges Chancellor's Office (CCCCO) to local consortia. (EC 88827)

- 7) Establishes the California Golden State Pathways Program (GSPP) to provide local educational agencies (LEAs) with the resources to promote pathways in high-wage, high-skill, high-growth areas, including technology, health care, education, and climate-related fields that, among other things, allow students to advance seamlessly from high school to college and career and provide the workforce needed for economic growth. (EC 53020)
- 8) Federal law, the Strengthening Career and Technical Education for the 21st Century Act, reauthorizes the Carl D. Perkins Career and Technical Education Act of 2006 (Perkins) provides federal support for CTE programs and focuses on improving the academic and technical achievement of CTE students, strengthening the connections between secondary and postsecondary education and improving accountability.
- 9) Establishes the California Career Pathways Trust as a state education and economic and workforce development initiative with the goal of preparing students in kindergarten and grades 1 to 12, inclusive, to successfully transition to postsecondary education and training and to employment in high-skill, high-wage, and high-growth or emerging sectors of the state's economy. (EC § 53010)
- 10) Requires the SPI to adopt rules and regulations for cooperative CTE programs and community classrooms, and defines "cooperative CTE programs" to include cooperative agreements between schools and employers to provide students with paid on-the-job experiences, as well as CTE instruction contributing to the student's education and employability. (EC 52372.1)
- 11) Authorizes the county superintendent of schools of each county, with the consent of the SBE, to establish and maintain a regional occupational center, or regional occupational program, in the county to provide education and training in CTE courses. (EC 52301, 52300)
- 12) Establishes state priorities for purposes of a school district's local control and accountability plan (LCAP), including student achievement as measured by:
 - a) The percentage of students who have successfully completed courses that satisfy the requirements for entrance to the UC and the CSU;
 - b) The percentage of students who have successfully completed courses that satisfy the requirements for CTE sequences or programs of study that align with state board-approved CTE standards and frameworks; and,
 - c) The percentage of students who have successfully completed both types of courses. (EC 52060)

FISCAL EFFECT: Unknown

COMMENTS:

Need for the bill. According to the author, "While the current high school curriculum works for the 30 percent of California youth who obtain a four-year degree, it regrettably isolates those who may not wish to continue their education past high school and would prefer to gain technical

skills to advance their careers. As a result, a majority of youth encounter challenging journeys from education to employment, a pattern that reinforces racial and generational wealth gaps.

California's diverse population faces varied economic disparities and institutional barriers that create obstacles that may make post-secondary education inaccessible. Creating work-based learning opportunities statewide would provide youth with a multitude of pathways to skilled employment that are debt-free and increase diversity and inclusion in various industries.

Moreover, our current system does not address the state's declining population of trade-based workers. This issue will only be exacerbated as more individuals retire out of the system, the state's need for housing intensifies, and the transition from fossil fuels to electrification progresses."

Defining Career Technical Education. CTE prepares students for the world of work by introducing them to workplace competencies, and makes academic content accessible to students by providing it in a hands-on context. Along the way, students develop career-relevant, real-world 21st Century skills.

CTE is a program of study that involves a multiyear sequence of courses that integrates core academic knowledge with technical and occupational knowledge to provide students with a pathway to postsecondary education and careers. CTE programs in California are organized into 15 industry sectors, covering 58 pathways that identify the knowledge and skills students need. Partnerships are usually developed between high schools, businesses, and postsecondary schools, providing pathways to employment and associate, bachelor's, and advanced degrees.

CTE courses and pathways may be offered in comprehensive high schools with CTE programs, as well as through regional CTE programs or centers operated by JPAs or COEs. Some CTE programs are blended with academic programs in what is known as a "linked learning model." Community colleges and technical institutes also offer CTE at the postsecondary level.

Apprenticeship and pre-apprenticeship programs. This bill authorizes a CTE course used to fulfill a graduation requirement to be a course which includes a pre-apprenticeship or a youth apprenticeship, as defined.

According to the U.S. Department of Labor (DOL), a pre-apprenticeship program is a program or set of strategies that is designed to prepare individuals to enter and succeed in a Registered Apprenticeship Program (RAP). While Pre-Apprenticeship programs have varied designs and approaches, the Department of Labor has outlined the elements of a quality pre-apprenticeship program that can place an individual on the potential career pathway to employability through a RAP, to include:

- Approved curriculum;
- Simulated experience;
- Facilitated entry;
- Increased diversity;
- Supportive services;
- Sustainable partnerships.

According to the DOL, RAPs combine paid on-the-job training with classroom instruction to prepare workers for highly-skilled careers. Workers benefit from apprenticeships by receiving a skills-based education that prepares them for good-paying jobs. Apprenticeship programs help employers recruit, build, and retain a highly-skilled workforce.

This bill defines youth apprenticeship programs to mean an apprenticeship program registered with the Division of Apprenticeship Standards of the Department of Industrial Relations that fulfills all existing registered apprenticeship requirements and serves youth between 16 and 24 years of age, inclusive, at the time of enrollment.

Improved outcomes for CTE students. A wide body of research indicates that involvement in CTE coursework provides improved academic outcomes and other benefits to students with findings, such as the following:

- Students with greater exposure to CTE are more likely to graduate from high school, enroll in a two-year college, be employed, and earn higher wages;
- The average high school graduation rate for students concentrating in CTE programs is 93%, compared to an average national graduation rate of 80%;
- Students taking more CTE classes are just as likely to pursue a four-year degree as their peers;
- 91% of high school graduates who earned 2-3 CTE credits enrolled in college;
- CTE provides the greatest boost to students who need it most – boys and students from low-income families; and
- 80% of students taking a college preparatory academic curriculum with rigorous CTE met college and career readiness goals, compared to only 63% of students taking the same academic core who did not experience rigorous CTE.

Importance of CTE to California's economy. Career Tech points to benefits to California's economy through CTE programs in our K-12 schools:

- Middle-skill jobs account for 50% of California's labor market, but only 40% of workers in the state possess the required skills, leading to a skills gap that CTE can address; and
- If California increased the number of individuals with certificates or associate degrees by 10 percentage points, the state would have an increase in median per capita income by \$1,462, 67,000 fewer individuals unemployed, and 267,000 fewer individuals living in poverty.

College and career readiness is a state priority. This bill requires the SBE, on or before July 1, 2026, to consider including youth apprenticeship programs as a work-based learning measure for the College/Career Indicator associated with the California School Dashboard.

The College/Career Indicator represents the percentage of high school graduates who are prepared for college or a career. This indicator was designed to encourage high schools to provide all students with a rigorous broad course of study that prepares them for postsecondary success. The following measures have been approved by the SBE for inclusion into the indicator:

- Advanced Placement Exams;
- A–G Completion;
- Career Technical Education Pathway Completion;
- College Credit Course (formerly called Dual Enrollment)
- International Baccalaureate Exams;
- Leadership/Military Science;
- Pre-Apprenticeships;
- Smarter Balanced Summative Assessments in English Language Arts/Literacy and Mathematics;
- State and Federal Job Programs;
- State Seal of Biliteracy; and
- Transition Classroom and Work-Based Learning Experiences.

Each LEA’s Local Control and Accountability Plan (LCAP) must demonstrate, among other priorities, how they are ensuring that all students are being prepared to be college and career ready. The College and Career Readiness Index displayed on each LEA’s dashboard includes data on the number of students completing a CTE pathway. The CDE notes that over 90% of districts report that CTE is now embedded into their LCAP.

Master Plan for Career Education. On August 31, 2023, Governor Newsom signed Executive Order N-11-23 directing state leaders in education, workforce development, and economic development to develop a Master Plan for Career Education.

Arguments in support. The California Workforce Association writes, “Traditionally, with few exceptions, education in California has largely been separated from employment. While high school students can participate in existing career technical education (CTE) programs and obtain work permits, much of the focus of the high school curriculum does not overlap with technical skills such as those obtained through apprenticeships or other work-based learning opportunities.

High school apprenticeship programs play a crucial role in bridging the gap between academic learning and practical, real-world experience. These programs provide students with the opportunity to apply theoretical knowledge gained in classrooms to tangible, hands-on tasks within a professional setting. This practical exposure not only enhances their understanding of the subject matter but also equips them with valuable skills that are essential for success in their future careers. By engaging in apprenticeships during high school, students can identify their interests and make more informed decisions about their career paths. This early exposure helps students develop a clearer vision of their professional goals and increases their motivation to excel in their studies as they see the direct relevance of their education to their future endeavors.”

Related legislation. AB 1189 (Gipson) of the 2023-24 Session would require school districts serving students in grades 9 to 12 to offer CTE.

AB 377 (Muratsuchi) of the 2023-24 Session would have required the consolidation of specified CTE programs, increased ongoing funding for the CTEIG program; required specified CTE staffing at the state and regional level to support local CTE programs and pathways; and deleted authorization for the K-12 SWP administered by the Chancellor of the California Community Colleges (CCCCO). This bill was held in the Senate Appropriations Committee.

AB 181 (Committee on Budget) Chapter 52, Statutes of 2022, appropriates \$500 million in one-time Proposition 98 funding for the Golden State Pathways Program to support the development and implementation of college and career educational pathways in critically needed sectors of the economy. Authorizes the CDE to contract with up to 10 LEAs for the provision of technical assistance to LEAs, applicants, and grant recipients.

AB 1923 (Mathis) Chapter 114, Statutes of 2022, requires the SPI to prioritize proposals for new California Partnership Academies based on a school district's enrollment of socioeconomically disadvantaged students, and for school districts located in a rural or economically disadvantaged area.

AB 130 (Committee on Budget) Chapter 44, Statutes of 2021, provides that, for the 2021–22 fiscal year and each fiscal year thereafter, \$300 million would be made available to the CDE, upon appropriation for the CTEIG program. Also makes adjustments to program provisions relating to eligibility requirements for grant applicants, and for ensuring compliance with program requirements.

AB 1808 (Committee on Budget) Chapter 32, Statutes of 2018, appropriates in the 2018–19 fiscal year and each fiscal year thereafter, \$150 million to the CTEIG program administered through CDE. Also establishes a K–12 component of the SWP to create, support, or expand high-quality CTE programs at the K–12 level aligned with the workforce development efforts and, commencing with the 2018–19 fiscal year, requires the CCCCCO to allocate \$150 million for this program to regional CTE consortia.

AB 1743 (O'Donnell) of the 2017-18 Session would have extended funding for CTEIG Program by providing ongoing funding of \$500 million per year with a 1:1 local match as well as \$12 million per year for regional K-12 CTE coordinators to provide technical assistance and support to local CTE providers. This bill was held in the Senate Education Committee.

AB 104 (Committee on Budget) Chapter 13, Statutes of 2015, establishes the CTEIG, a competitive grant program administered by the CDE, to provide support for career technical education in grades K-12, and provides \$400 million in 2015-16, \$300 million in 2016-17, and \$200 million in 2017-18 for this program.

REGISTERED SUPPORT / OPPOSITION:

Support

Anaheim Workforce Development Board
Associated General Contractors of California
California Builders Alliance
California Opportunity Youth Network

California Workforce Association
CareerWise USA
Early Care and Education Pathways to Success
Foothill Workforce Development Board
Fresno Area Workforce Investment Corp.
Golden Sierra Workforce Development Board
Imperial County Workforce Development Board
Monterey County Workforce Development Board
North Central Counties Consortium
NOVAworks
Oakland Workforce Development Board
Richmond Workforce Development Board
Sacramento Regional Builders Exchange
San Benito Workforce Development Board
San Diego Workforce Partnership
San Joaquin County Office of Education
San Joaquin Employment and Economic Development Department
Society for Human Resource Management
Society of Human Resources Management
Verdugo Workforce Board
Verdugo Workforce Development Board
Workforce Development Board of Madera County
Workforce Investment Board of Tulare County

Opposition

None on file

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