

Date of Hearing: March 26, 2025

ASSEMBLY COMMITTEE ON EDUCATION
Al Muratsuchi, Chair
AB 862 (Castillo) – As Introduced February 19, 2025

SUBJECT: California School Dashboard: local control and accountability plans: college and career pathway data

SUMMARY: Requires the collection of, and reporting through the California School Dashboard (Dashboard) and Local Control and Accountability Plan (LCAP), the percentage of students who intend to enroll in college or specified careers. Specifically, **this bill:**

- 1) Requires the LCAP to include both of the following percentages for use on the Dashboard:
 - a) The percentage of pupils who intend to enroll in a two-year or four-year college; and
 - b) The percentage of pupils who intend to enter or be employed through a registered apprenticeship program, skilled trade, or industry-aligned career pathway, including, but not limited to, industrial trades, construction trades, or cosmetology.
- 2) Requires, for purposes of the state’s priorities for a LCAP, the measurement of pupil achievement to include:
 - a) The percentage of pupils who intend to enroll in a two-year or four-year college; and
 - b) The percentage of pupils who intend to enter or be employed through a registered apprenticeship program, skilled trade, or industry-aligned career pathway, including, but not limited to, industrial trades, construction trades, or cosmetology.
- 3) Requires, on or before July 1, 2027, the State Board of Education (SBE) to include both of the following data related to a pupil’s chosen path after high school for the College/Career Indicator (CCI) associated with the Dashboard maintained by the California Department of Education (CDE):
 - a) The percentage of pupils who intend to enroll in a two-year or four-year college; and
 - b) The percentage of pupils who intend to enter or be employed through a registered apprenticeship program, skilled trade, or industry-aligned career pathway, including, but not limited to, industrial trades, construction trades, or cosmetology.
- 4) States the intent of the Legislature that school districts, county offices of education (COE), and charter schools give equal weight and emphasis to different pathways that a pupil may seek after high school, including enrolling in a college or entering or being employed through a registered apprenticeship program, skilled trade, or industry-aligned career pathway.

EXISTING LAW:

- 1) Requires, on or before October 1, 2016, the SBE to adopt evaluation rubrics for all of the following purposes:

- a) To assist a school district, COE, or charter school in evaluating its strengths, weaknesses, and areas that require improvement;
 - b) To assist a county superintendent of schools, the CDE, or a chartering authority in identifying school districts, COEs, and charter schools in need of technical assistance, as specified, as applicable, and the specific priorities upon which the technical assistance should be focused; and
 - c) To assist the Superintendent of Public Instruction (SPI) in identifying school districts and COEs for which intervention, as specified, as applicable, is warranted. (Education Code (EC) 52064.5)
- 2) Requires the evaluation rubrics to reflect a holistic, multidimensional assessment of school district and individual schoolsite performance and to include all of the state priorities. (EC 52064.5)
 - 3) Requires, as part of the evaluation rubrics, the SBE to adopt state and local indicators to measure school district and individual schoolsite performance in regard to each of the state priorities. Requires, no later than January 31, 2021, local indicators to reflect school-level data to the extent the department collects or otherwise has access to relevant and reliable school-level data for all schools statewide. (EC 52064.5)
 - 4) Requires the CDE, in collaboration with, and subject to the approval of, the executive director of the SBE, to develop and maintain the Dashboard, a web-based system for publicly reporting performance data on the state and local indicators included in the evaluation rubrics. (EC 52064.5)
 - 5) Requires, as part of the evaluation rubrics, the SBE to adopt performance criteria for local educational agency (LEA) assistance and intervention, as specified. Requires the criteria to be based on performance by pupil subgroups either across two or more of the state and local indicators or across two or more of the state priorities. (EC 52064.5)
 - 6) Requires LEAs to adopt and annually revise LCAPs, establishing annual goals and identifying specific actions, in the following eight state priority areas:
 - a) The degree to which the teachers of the school district are appropriately assigned in accordance, and fully credentialed in the subject areas, and, for the pupils they are teaching, every student in the school district has sufficient access to the standards-aligned instructional materials, and school facilities are maintained in good repair;
 - b) Implementation of the academic content and performance standards adopted by the SBE;
 - c) Parental involvement and family engagement;
 - d) Pupil achievement;
 - e) Pupil engagement;

- f) School climate;
 - g) Student access to and enrollment in a broad course of study; and
 - h) Pupil outcomes. (EC 52060)
- 7) Requires the SPI to post links to all LCAPs approved by the governing boards of school districts, COEs, and the governing bodies of charter schools, on the website of the CDE. (EC 52065 (c))
- 8) Requires a county superintendent of schools to prominently post on the homepage of the COE website the COE's LCAP approved by the county board of education, and all LCAPs submitted by school districts and charter schools. (EC 52065 (b))
- 9) Requires the superintendent of a school district to prominently post on the homepage of the website any LCAP approved by the governing board of the LEA and any LCAP submitted by charter schools that were authorized by the school district. (EC 52065)
- 10) Requires, on or before July 1, 2015, and each year thereafter, a school district to update the LCAP. Requires the annual update to be developed using a template adopted by the state board. (EC 52061)
- 11) Establishes the California Cradle to Career (C2C) Data System Act in order to do all of the following:
- a) Build a data system to enable partner entities to share information in a manner that promotes data privacy and security;
 - b) Design a data system that minimizes the need for new infrastructure, is adaptable, and is flexible to meet future needs;
 - c) Serve students and families by doing all of the following:
 - i) Identifying and tracking predictive indicators to enable parents, teachers, health and human services providers, and policymakers to provide appropriate interventions and supports to address disparities in opportunities and improve outcomes for all students;
 - ii) Creating direct support tools for teachers, parents, advisors, and students;
 - iii) Enabling agencies to plan for and optimize educational, workforce, and health and human services programs;
 - iv) Enabling and streamlining the administration of student financial aid; and
 - v) Advancing academic and governmental research on improving policies from birth through career.
 - d) Improve the quality and reliability of data reported, and ensure consistency of key data definitions; and

- e) Identify additional data points and metrics that can be developed and integrated into the data system to support the goals of the C2C. (EC 10850 and 10852)
- 12) Establishes the C2C for the purpose of connecting individuals and organizations to trusted information and resources. Requires the data system to be considered a source for actionable data and research on education, economic, and health outcomes for individuals, families, and communities, and provides for expanded access to tools and services that support the navigation of the education-to-employment pipeline. Requires the data system to be used to provide access to data and information necessary to provide insights into critical milestones in the education-to-employment pipeline, including insight regarding early learning and care to grade 12, inclusive, and into higher education, skills training opportunities, and employment to better enable individuals to maximize their educational and career opportunities, and to foster evidence-based decision-making to help the state build a more equitable future. (EC 10861)
- 13) Requires the data system to comply with applicable federal and state laws to protect individual privacy at all times. (EC 10861)
- 14) Creates the Office of Cradle-to-Career Data (Office) within the California Government Operations Agency (GovOps), as the managing entity. (EC 10862)

FISCAL EFFECT: Unknown

COMMENTS:

Need for the bill. According to the author, “Every high school graduate faces an important decision: what comes next? For decades, our education system has emphasized four-year college degrees as the primary path to success, often at the expense of alternative career pathways. While higher education is the right choice for many students, it is not the only route to a fulfilling and financially stable career.

California is facing a growing shortage of skilled workers in industries such as construction, manufacturing, and other technical trades — fields that offer competitive wages, job security, and career advancement. However, many students are unaware of these opportunities because our education system does not give them equal visibility.

The goal of this bill is to promote transparency and equal recognition of all career paths, helping students make informed choices about their futures.”

The Committee may wish to consider if the requirements proposed by this bill are appropriate a state indicator for the Dashboard and informing what LEAs must include in their LCAPs.

California School Dashboard. California's accountability system is based on a multiple measures system that assesses how local LEAs and schools are meeting the needs of their students. Performance on these measures is reported through the Dashboard. The Dashboard is an online tool designed to help communities across the state access information about kindergarten through grade twelve schools and districts. It features reports on the performance of districts, schools, and student groups on a specific set of state and local measures.

The Dashboard includes a concise set of state and local indicators that are founded on the Local Control Funding Formula (LCFF) priorities but are also aligned to the measures required under Every Student Succeeds Act (ESSA). State measures are based on student data that are annually collected across the state and apply to all districts, schools, and student groups. The six state indicators are:

- Academic Performance (English language arts and mathematics);
- Chronic Absenteeism;
- College/Career;
- English Learner Progress;
- Graduation Rate; and
- Suspension Rate.

Those LCFF priorities for which there is no state level data collected are referred to as local indicators. The seven local indicators are:

- Basic Services and Conditions (teacher assignments, safe and clean buildings;
- instructional materials for all students);
- Implementation of State Academic Standards;
- Parent and Family Engagement;
- School Climate (student safety, connection to the school);
- Access to a Broad Course of Study;
- Coordination of Services for Expelled Students (for COEs only); and
- Coordination of Services for Foster Youth (for COEs only).

In addition to being a public record of progress on the Dashboard, the local indicator process serves to inform process and planning within the LCAP. Further, progress in local indicators can inform technical assistance provided through the System of Support and Differentiated Assistance process.

This bill would require that additional information be collected by school districts, COEs, and charter schools regarding student intent to enroll in college or begin a career, and published annually on the Dashboard as a component of the CCI. The CDE does not currently collect this information from LEAs.

College/Career Indicator. The CCI is one of several state indicators that the CDE reports on the Dashboard for any LEA and high school that enrolls students in grade twelve. It 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 (Grade 11);
- State and Federal Job Programs;
- State Seal of Biliteracy; and
- Transition Classroom and Work-Based Learning Experiences.

LCAPs. The LCFF was established in the 2013-14 fiscal year to address the achievement gap by providing more equitable funding among LEAs, that is, to provide a higher level of funding to LEAs that enroll larger numbers of English learners, foster youth, and students eligible for free- or reduced-price meals (unduplicated pupils) so they could provide those students with additional services and support. The reforms to the funding system were accompanied by changes to the state accountability system, including LCAPs. The LCAP is a three-year plan that describes the goals, actions, services, and expenditures to support positive student outcomes that address state and local priorities. The LCAP provides an opportunity for LEAs (school districts, COEs, and charter schools) to share their stories of how, what, and why programs and services are selected to meet their local needs.

This bill would require LEAs to incorporate information related to the percentage of students who intend to attend college or begin a career, and incorporate those percentages into their locally adopted LCAPs.

The California Cradle-to-Career Data System. According to the C2C, the data system is a statewide longitudinal data system that provides tools to help students reach their goals and delivers information on education and workforce outcomes.

Prior to the creation of the data system in 2019, according to an Education Commission of the States fact sheet, *50-State Comparison Statewide Longitudinal Data System*, California was one of nine states that did not have a longitudinal data system. SB 75 (Committee on Budget and Fiscal Review), Chapter 51, Statutes of 2019, called for the establishment of a statewide, longitudinal data system for California. Over the course of 2020 and the first half of 2021, more than 200 people from 15 state agencies and many educational institutions, research and policy organizations, and community groups worked together to design a blueprint for the data system.

The planning included multiple subcommittees that considered various aspects of data system development, including technology and security, legal frameworks, data definitions, and community engagement. A workgroup composed of entities that will provide information and state agencies with expertise in data considered the findings of these subcommittees and advice from two advisory groups made up of community members. AB 132 (Committee on Budget), Chapter 144, Statutes of 2021, authorized funding for the California Cradle-to-Career Data System. The data system is housed within and is implemented by the GovOps agency.

The planning phase concluded by phasing in regular meetings of the governing board, and appointment of an executive officer. The governing board adopted a five-year implementation plan, (see figure), based on the recommendations of the planning process.



The creation of the data system includes a three-pronged approach of 1) community engagement to inform development, interpretation, and awareness building about available information, 2) tools to support college planning and transition, and 3) an analytical data set on education, well-being, and job outcomes.

Once fully implemented, the data system will provide public access to a comprehensive state longitudinal data system, linking existing education, workforce, financial aid, and social service information to address disparities in opportunities and improve outcomes for all communities throughout California. The data system will be a suite of resources focused on early learning through K-12 and higher education, providing financial aid and social services to help students reach their goals.

Since its inception, the C2C has accomplished several major milestones:

- 2021: Governing board selected executive director
- 2022: Legal agreements signed between C2C and 15 data providers to make data available to the public through the data system.
- 2023: Over 1 billion data points were transmitted from data providers to the data system for integration.
- 2024: The first data dashboard was made available to the public, of which the educator dashboard is included.

During the planning process of the C2C Data System, state agency representatives and community members recommended that the analytical data set include 1) information on workforce training to deepen understanding about ways that adults prepare for jobs, and 2) to identify how education and workforce training relate to employment and earnings. In 2025, C2C is preparing for this expansion by:

- Working with the Labor and Workforce Development Agency to identify priority research topics and the data points necessary to answer those two sets of information;
- Convening a task force of community members who are workforce data experts to identify additional priority questions and information required to answer those two queries; and

- Facilitating discussions with state agencies to support the expansion of the early childhood through college/workforce (P20W) analytical data set.

Arguments in support. The Pacific Advocacy Group, Plumbing-Heating-Cooling Contractors Association of California, and Western Electrical Contractors Association write, “The construction industry plays a critical role in the continued growth and prosperity of our state’s economy. By embracing a diversity of career paths chosen by matriculating students California can tailor and improve the preparation students receive not just for higher education, but for great-paying careers in construction; contributing to strengthening California’s economy.

A construction career and a college education both offer distinct paths with varying benefits; a construction career can provide quick entry into a high-demand field with good earning potential. Apprentices in a registered apprenticeship program in California earn prevailing wages from day one and complete their program at zero cost with no student debt!”

Arguments in opposition. The California Association of School Business Officials (CASBO), the California County Superintendents, and the Los Angeles Unified School District write, “We understand that work is already underway as part of the C2C to track much of this information, making AB 862 duplicative and unnecessarily burdensome to LEAs. To ensure full consideration of the effect of additional reporting requirements on the ability of LEAs to devote resources to direct work with students and provide support to ensure their academic success—including those imposed by AB 862—we urge consideration of the following six key questions that were posed by the Assembly Education Committee in its analysis of SB 1315 for any new reporting requirements:

- 1) Purpose: Why is this information being requested, and how will it be used?
- 2) Audience: Who will use this information?
- 3) Value: What is the value of this information, and what is the opportunity cost?
- 4) Feasibility: Can the desired information be obtained, even from small LEAs?
- 5) Duplication: Is this information already reported to the state in another form?
- 6) Duration: How long should this requirement be in effect?

LEAs are working to provide higher levels of support for students while facing increased fiscal constraints and staff shortages. It is more important than ever that reporting requirements do not divert resources from these efforts.”

Recommended Committee Amendments. *Staff recommends that the bill be amended* as follows:

- Require, commencing with the 2026-27 school year, LEAs to include the following information in the school climate local indicator:
 - The percentage of pupils who intend to enroll in a two-year or four-year college; and

- The percentage of pupils who intend to enter or be employed through a registered apprenticeship program, skilled trade, or industry-aligned career pathway, including, but not limited to, industrial trades, construction trades, or cosmetology.
- Require, upon the next revision of the Dashboard, the SBE to consider the inclusion of the following in the CCI:
 - The percentage of pupils who intend to enroll in a two-year or four-year college; and
 - The percentage of pupils who intend to enter or be employed through a registered apprenticeship program, skilled trade, or industry-aligned career pathway, including, but not limited to, industrial trades, construction trades, or cosmetology.

Related legislation. AB 296 (Davies) of the 2025-26 Session would require school districts and schools to host at least one apprenticeship fair event during each school year, and a school district to provide a pupil with one hour of credit towards the required community service hours for attendance at a college fair, career fair, or apprenticeship fair.

AB 1357 (Quirk-Silva) of the 2023-24 Session would have required the SBE to consider adopting regulations by January 1, 2025, to include the completion of a culminating performance assessment as an accepted measure for the CCI for the Dashboard. This bill was held in the Assembly Appropriations Committee.

AB 2179 (Davies), Chapter 62, Statutes of 2024, requires a school district, as part of its annual notification process, to provide information on local apprenticeship and preapprenticeship programs to the parents or guardians of pupils in grades 11 and 12.

SB 480 (Portantino) of the 2023-24 Session would have required, contingent on appropriation, creates the High School Apprenticeship Pilot Program at the CDE to provide grants to three LEAs for two years. The bill also would have also required the CDE and others to produce deliverables and take other actions related to career technical education. This bill was held in the Assembly Labor and Employment Committee

SB 114 (Committee on Budget and Fiscal Review), Chapter 28, Statutes of 2023, requires the Dashboard to be published on October 15th every year after 2026.

SB 609 (Caballero), Chapter 494, Statutes of 2023, requires school districts, COEs, and charter schools to post the current school year's approved local control and accountability plans on the performance overview portion of the Dashboard.

REGISTERED SUPPORT / OPPOSITION:

Support

Pacific Advocacy Group
 Plumbing-Heating-Cooling Contractors Association of California
 Western Electrical Contractors Association

Opposition

California Association of School Business Officials (CASBO)
California County Superintendents
Los Angeles Unified School District

Analysis Prepared by: Marguerite Ries / ED. / (916) 319-2087