

HOUSE BILL REPORT

HB 2826

As Reported by House Committee On:
Education

Title: An act relating to secondary career and technical education.

Brief Description: Regarding secondary career and technical education.

Sponsors: Representatives Priest, Ormsby, Sullivan, Haigh, Fromhold, Quall, Wallace, Kenney, Anderson, Conway, Haler, Wood, Roach and Simpson; by request of Superintendent of Public Instruction.

Brief History:

Committee Activity:

Education: 1/25/08, 2/1/08 [DPS].

Brief Summary of Substitute Bill

- Requires all approved preparatory career and technical education (CTE) programs to lead to industry certification or allow students to earn dual high school and college credit.
- Directs development of model CTE Programs of Study, patterned after requirements in the new federal Carl Perkins Act.
- Requires identification of and provides grants to high demand programs that prepare students for apprenticeships or degrees where there are substantial employment opportunities.
- Enhances staffing ratios for secondary CTE programs and provides funding for summer programs.
- Allows skill centers to enter agreements to offer diplomas and to offer CTE courses to students who have graduated but need to complete industry certification.
- Directs the Office of the Superintendent of Public Instruction (OSPI) to conduct an ongoing campaign to increase awareness about rigorous CTE programs.

This analysis was prepared by non-partisan legislative staff for the use of legislative members in their deliberations. This analysis is not a part of the legislation nor does it constitute a statement of legislative intent.

- Directs the OSPI to support school districts in adopting CTE and academic course equivalencies, including providing grants to increase the academic rigor of CTE courses.
- Creates a pilot grant to integrate instruction in CTE, academic, and English language and an In-Demand Scholars program to attract students to careers that require one to three years of postsecondary education or apprenticeship.
- Makes prospective CTE teachers eligible for Future Teachers' Conditional Scholarships.

HOUSE COMMITTEE ON EDUCATION

Majority Report: The substitute bill be substituted therefor and the substitute bill do pass. Signed by 9 members: Representatives Quall, Chair; Barlow, Vice Chair; Priest, Ranking Minority Member; Anderson, Assistant Ranking Minority Member; Haigh, Lias, Roach, Santos and Sullivan.

Staff: Barbara McLain (786-7383).

Background:

Overview of Career and Technical Education (CTE).

CTE Programs. Current law defines Secondary CTE as a planned program of courses and learning experiences that begins with exploration of career options; supports academic and life skills; and enables achievement of high academic standards, leadership, and options for high skill employment preparation and advanced education.

Secondary CTE programs are offered by high schools and skill centers. There are 10 skill centers across the state which operate as cooperatives with participating school districts and offer in-depth programs for about 7,000 students. Students typically attend the skill center for part of the day and their home high school for the remainder of the day, although at least one skill center has an agreement with a partner school district to offer a diploma. Except for summer school, skill centers focus on upper division courses. Washington does not have a policy or model for four-year technical high schools as exist in some other states.

The Office of the Superintendent of Public Instruction (OSPI) is required to set standards for and approve all CTE courses and programs. The current standards distinguish between exploratory and preparatory programs. In preparatory programs, students apply the Essential Academic Learning Requirements to meet industry-defined standards for a specific career; demonstrate leadership and employability skills; and become ready for postsecondary options and/or employment. In 2006, the OSPI began a five-year re-approval process for all CTE courses to ensure alignment with the program standards.

Funding. School districts receive enhanced state funding for students enrolled in approved CTE courses. In the general apportionment funding formula, the staffing ratio for high schools is .92 certificated instructional staff (CIS) and .08 certificated administrative staff (CAS) for every 19.5 full-time equivalent (FTE) students. The staffing ratio for skill centers is based on 16.67 FTE students. Skill centers receive an allocation of funds for summer school; high schools do not.

Program Agreements. For a number of years, the federal government has supported alignment between secondary and postsecondary CTE programs through Tech Prep, which encourages articulation agreements so that students can earn dual credit for CTE courses. In 2003-04, nearly 13,700 high school students earned more than 86,000 college credits through Tech Prep. The Tech Prep agreements tend to be negotiated for each school and college by individual teachers and faculty. Although post-diploma CTE programs fall under the purview of the community and technical colleges, some colleges have created agreements to allow recent high school graduates to continue to enroll in skill center courses so they can complete industry certification, particularly where the college does not offer the program.

The 2006 re-enactment of the federal Carl Perkins Act expanded the expectation for secondary and postsecondary alignment, as well as alignment with workforce needs, by requiring that school districts create CTE Programs of Study which:

- incorporate secondary and postsecondary education;
- include rigorous content aligned with academic standards and CTE content in a progression of courses that prepare students to succeed in postsecondary education;
- can include opportunity for dual credit;
- lead to industry-recognized credentials or certificates or an associate or baccalaureate degree; and
- address current or emerging occupational opportunities.

The new Carl Perkins Act also imposes accountability measures and reporting requirements regarding performance of CTE students.

Other CTE Topics.

Course Equivalencies. Legislation enacted in 2006 requires school districts to adopt course equivalencies for CTE and academic courses, for whole or partial credit. A course equivalent is recorded on the student's transcript using the academic course title. There is limited information on the extent that school districts are adopting equivalencies; the academic content of some CTE courses might need to be enhanced to be considered equivalent.

CTE Collection of Evidence. When the Legislature authorized the collection of evidence as an alternative assessment to the Washington Assessment of Student Learning (WASL), a special CTE collection of evidence was also created. The CTE collections were intended to be relevant to the student's particular CTE program and contain work samples from CTE courses. However, a separate CTE collection of evidence pathway has not been developed.

Integrated Basic Education and Skills Training (I-BEST). In 2004 the community and technical colleges began a demonstration project to integrate English as a Second Language

(ESL), basic skills, and profession-technical instruction in a single classroom, rather than provide these skills in a sequence. Research indicates that students learn as much English and complete far more workforce training under I-BEST than under traditional instruction. Because I-BEST programs typically pair an ESL faculty with a professional-technical faculty to provide instruction, they are a more expensive delivery model.

Teachers. The CTE teachers are certified through traditional teacher preparation programs or through special programs designed to provide skills in instruction and classroom management to individuals with business and industry experience in a specific field. The Future Teachers' Conditional Scholarship Program provides financial aid for students who make a commitment to teach in public schools once they have completed a preparation program. The capacity of the current program is being used for scholarships for future mathematics and science teachers.

Summary of Substitute Bill:

CTE Programs. By August 31, 2010, all preparatory CTE programs approved by the OSPI must:

- lead to state or nationally-recognized industry certification or allow students to earn dual high school and college credit;
- be comprised of a sequenced progression of intensive and rigorous courses; and
- lead to workforce entry, apprenticeships, or postsecondary education in a related field.

The OSPI develops a schedule for CTE program reapproval that includes an abbreviated review process for programs that have already been re-approved since 2005.

The OSPI and the Workforce Training and Education Coordinating Board (Workforce Board) establish performance measures and targets for program accountability, including addressing high demand programs, dual credit, and other topics consistent with federal accountability requirements. School districts that fail to meet the targets must submit an improvement plan. Consecutive failure for three years can be the basis for denying approval of CTE programs.

The OSPI and various state higher education agencies must work with local schools and institutions of higher education to develop model CTE Programs of Study that lead to an industry credential or an associate or baccalaureate degree. The characteristics of the Programs of Study mirror federal Carl Perkins Act requirements. The first model programs developed must be in construction, health care, and information technology. Each year, new model programs must be developed with a priority on high demand programs.

High Demand Programs. The OSPI, along with state workforce agencies, must identify statewide high demand programs for secondary CTE, using lists of high demand programs developed through other state agencies and programs. School districts can also submit evidence of local high demand. High demand means a program that prepares students for:

- an apprenticeship or postsecondary degree or certificate where the number of students from in-state programs is fewer than number of projected job openings; and/or

- an occupation with substantial current or projected employment opportunities.

Subject to funding, one-time grants are provided to middle schools, high schools, and skill centers to develop or upgrade high demand programs. There is a priority for high cost programs and those in highest state or regional demand.

Subject to funding, an In-Demand Scholars program is created and administered by the Workforce Board to attract students into high demand fields that require one to three years of postsecondary education or apprenticeship. The Workforce Board, in consultation with the statewide Association of Workforce Development Councils, the Washington State Labor Council, and a statewide business association, develops a model program and allocates funding. Under a model program, workforce development councils identify local industries in high demand fields; industries present employment, job shadow, and internship opportunities to high school students; and students who participate are eligible for a scholarship if they enroll in a postsecondary program or apprenticeship in the high demand field.

Funding. Beginning in the 2008-09 school year, the general apportionment staffing allocation for high school CTE programs is changed from being based on 19.5 FTE students to being based on 19.24 FTE students. If funds are provided, the OSPI allocates grants for summer CTE programs in math, science, and technology in middle and high schools. The OSPI must ensure that dollars from the Student Achievement Fund follow students to a skill center.

Program Agreements. Community and technical colleges are directed to create dual credit agreements with secondary schools, and agreements must be approved by the chief instructional officer. Agreements may be with schools outside the college district boundary. If one college grants dual credit for a secondary CTE course, all colleges must accept the course for equal credit.

Skill centers can enter agreements with colleges to offer CTE courses for students who have graduated from high school but need additional coursework to complete industry certification. Students are considered college students for enrollment, tuition, and financial aid. The agreement specifies a per-FTE amount from the college to the skill center to pay for the courses. Skill centers can also create agreements with participating school districts to offer diplomas for students without co-enrollment in a high school as a junior or senior, with programs focused on providing dropout prevention and retrieval and serving 5th year seniors.

Campaign for CTE. The OSPI is directed to develop and conduct an ongoing campaign to increase awareness about opportunities offered by rigorous CTE programs. Messages in the campaign emphasize CTE as a high quality educational pathway. The OSPI uses multiple strategies to support the campaign, depending on funds available, and seeks advice, participation, and financial assistance from various stakeholders.

Exploration of CTE options and careers in emerging and high demand programs is included in the recommended curriculum for comprehensive guidance and planning programs.

Course Equivalencies. The OSPI must support school district efforts to adopt course equivalencies for CTE courses by recommending suitable curriculum, publicizing best

practices, and providing professional development and technical assistance. Subject to funding, grants are provided to increase the integration and rigor of academic content in CTE courses. School districts that grant academic credit for a CTE equivalent must also issue a course completion certificate so that the course qualifies for CTE dual credit or pre-apprenticeship requirements. A state advisory committee on CTE curriculum is required to submit a report on the status of its recommendations by December 1, 2009, rather than ending its work in December 2008.

Collection of Evidence. Rather than designating a separate CTE collection of evidence, the OSPI is directed to create guidelines that include multiple examples of possible work samples tailored to different CTE programs. The purpose of the guidelines is to illustrate applied and relevant opportunities for students to demonstrate their skills when compiling a collection. Guidelines for at least ten different CTE programs must be developed by September 1, 2008, with an additional 10 developed by June 1, 2009.

Secondary I-BEST. Subject to funds, three pilot project grants are provided for integrated CTE, academic/basic skills, and ESL instruction at the secondary level, modeled after community and technical college programs. An evaluation including comparison of student achievement gains is required with a report by December 1, 2011. The State Board for Community and Technical Colleges provides technical assistance and designates mentor colleges for the project.

Teachers. Subject to funds, prospective CTE teachers are eligible for the Future Teachers' Conditional Scholarship Program through a separately-selected pool of candidates. The OSPI selects recipients with a priority on teachers for high demand fields.

Assessment Fees. Subject to funds, grants are made available to eligible students to offset assessment or exam fees for industry certification. Students must have a family income of less than 200 percent of the federal poverty level.

Technical High Schools. The OSPI is directed to conduct a feasibility study for creating technical high schools in Washington. The study addresses definitions, governance, funding models, student population, operations, and the possible transition of current schools into technical high schools. A progress report is due December 1, 2008, and a final report with recommendations is due September 15, 2009.

A new chapter of law is created for Career and Technical Education.

Substitute Bill Compared to Original Bill:

It is clarified that some performance measures for secondary CTE are established by the Workforce Board. The staffing ratio enhancement for high school CTE programs is changed to being based on 19.24 FTE students rather than 18.5 FTE students. An enhancement in the nonemployee related costs allocation for skill centers is removed. A requirement for an enhanced allocation for equipment replacement is removed. A requirement that the OSPI develop electronic course completion certificates for equivalent CTE courses is removed. The I-BEST program is limited to three pilot projects.

An In-Demand Scholars program is created to attract students into high demand fields that require one to three years of postsecondary education or apprenticeship. The Workforce Board develops a model program where local workforce development councils identify industries in high demand fields; industries present opportunities to high school students; and students who participate are eligible for a scholarship. A state advisory committee on CTE curriculum is extended to December 1, 2009.

Appropriation: None.

Fiscal Note: Available.

Effective Date of Substitute Bill: The bill takes effect 90 days after adjournment of session in which bill is passed, except for Section 401, relating to Student Achievement Funds following students to a skill center, which takes effect September 1, 2008.

Staff Summary of Public Testimony:

(In support) Secondary CTE is at a crossroads. There is a need to come up with a thoughtful, comprehensive vision for the future of CTE. There is strong, bipartisan support for secondary CTE. This bill is ambitious, and why not? This is a good time to pick up the momentum in support of these programs, as evidenced by the filled hearing room. Human resource officers in the aerospace industry wonder where they are going to get skilled workers. These are great career opportunities at a living wage. As a state, we're on the right track to reduce the dropout rate and provide career opportunities for those who wouldn't otherwise make it. This will help high schools build more rigorous CTE programs. It is exciting to consider opportunities such as satellite skill centers, diploma completion options, and dropout prevention.

The top priority is to get students college and workforce ready. This helps inform the debate and discussion about a meaningful high school diploma. Employers need qualified, skilled workers. The stronger schools are, the stronger the workforce, businesses, and our economy will be. For the first time we will have an opportunity to make a clear statement to students that pursuing a certificate and career path has the same prestige as pursuing a bachelor's degree. Adequate funding will drive revitalization in programming. Model Programs of Study will make CTE programs clear, rigorous, and relevant. Student leadership programs through CTE provide more than just education; they also offer life skills in leadership, presentation, public speaking, and career planning.

Providing additional opportunities to integrate academic and CTE instruction is strongly endorsed so that learning is relevant and leads to postsecondary education. Support and training is needed to expand course equivalencies so that the electronics and geometry taught in automotive classes can be recognized. This is a solid beginning for improving overall workforce development. The bill is aligned with the Workforce Board's strategic plan and also the federal Carl Perkins Act. Students need help to find the right pathway; they need to see the connection and importance of academic subjects in context.

(Opposed) None.

Persons Testifying: Representative Priest, prime sponsor; Representative Ormsby; John Aultman, Office of the Superintendent of Public Instruction; Den Dana, SkillsUSA; Teri Pablo, North Thurston Public Schools; Steve Chestnut, Moses Lake School District; Fred Treadwell, Washington Association for Skilled and Technical Sciences; Dave Johnson, Washington State Building and Construction Trades Council; Wes Pruitt, Workforce Board; Brad Burnham, State Board of Education; Tom Murphy, Federal Way Public Schools; Tom Pierson, Federal Way Chamber of Commerce; Brent Ruth, Samuel Smith, and Ann Barry, Washington Future Business Leaders of America; Steve Gano, Goodrich Aviation Technical Services; Sam Pace, South Sound Community College Coalition; and Dr. Gil Mendoza, Sumner School District.

Persons Signed In To Testify But Not Testifying: None.