



Postsecondary CTE Policy: State Legislation

September 18, 2023

Sunny Deye

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Today's Session: Working With State Legislatures to Advance Postsecondary CTE Policy and Drive Local Change

Agenda (1 hour session)

- Overview of NCSL & State Legislatures
- Overview of Postsecondary CTE Legislation and Broader Postsecondary Trends
- Discussion: Tell us about trends in your states and discuss how legislation impacts your work



Strengthening the legislative institution

How NCSL Strengthens Legislatures



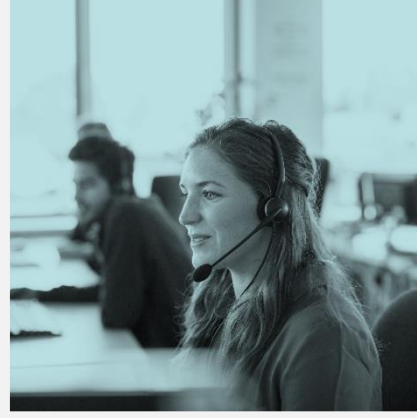
Policy Research

NCSL provides trusted, nonpartisan policy research and analysis



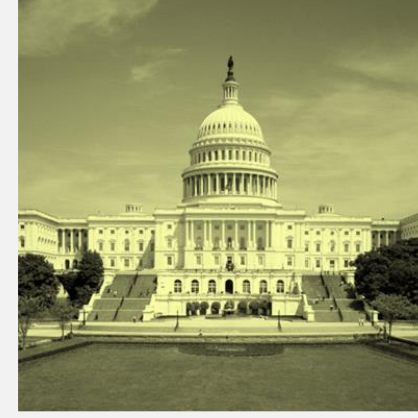
Connections

NCSL links legislators and staff with each other and with experts



Training

NCSL delivers training tailored specifically for legislators and staff



State Voice in D.C.

NCSL represents and advocates on behalf of states on Capitol Hill



Meetings

NCSL meetings facilitate information exchange and policy discussions

How We Work With State Legislatures to Advance Postsecondary Policy

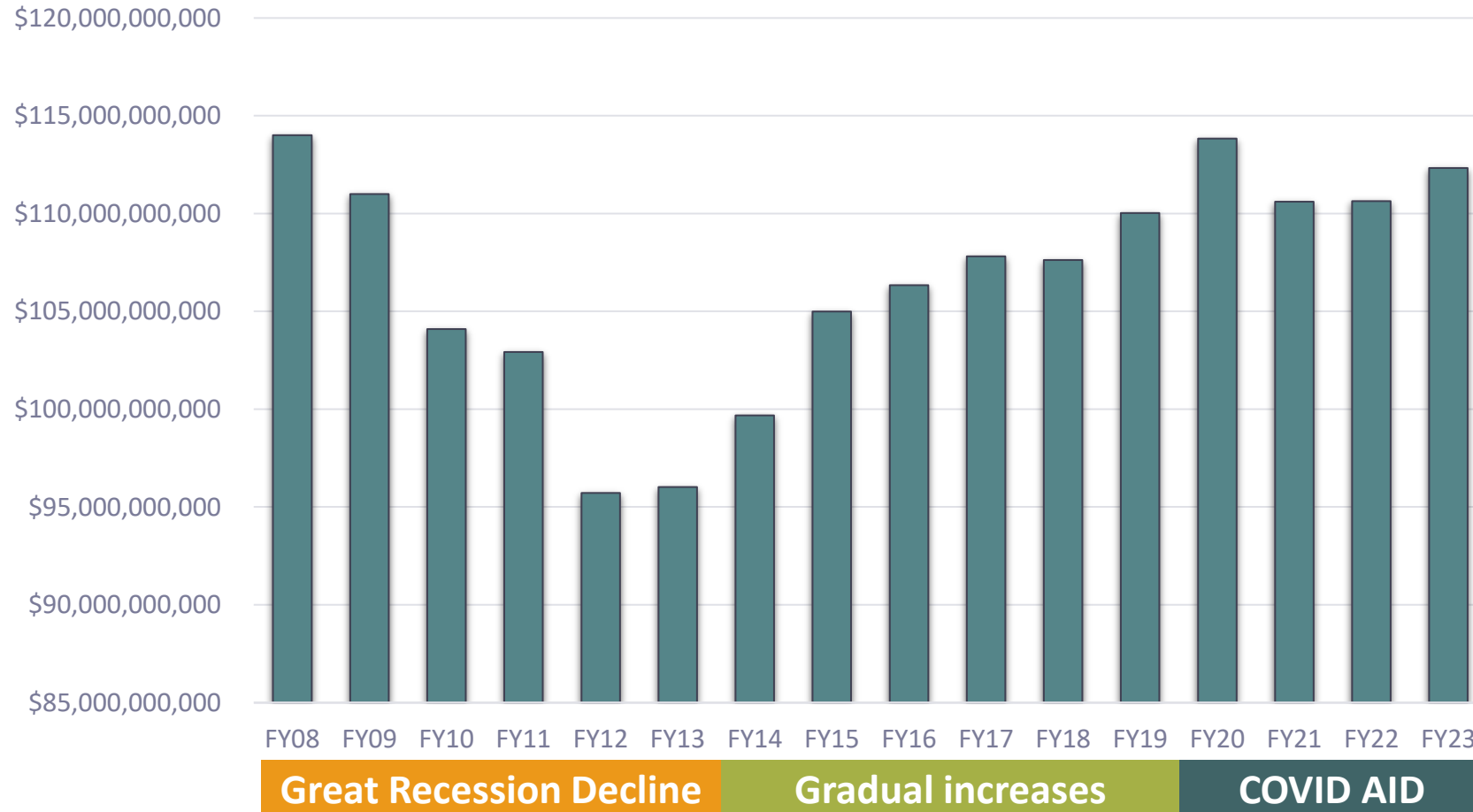
- Legislative Tracking and Categorizing (NCSL Postsecondary Bill Tracking Database)
- Research Requests for State Legislators and Legislative Staff (100+ per year)
- Annual meetings of higher education committee chairs (NCSL Higher Education Institute)
- Meetings and online professional development for education-focused legislative staff (NCSL Legislative Education Staff Network)
- In-State Testimony for Legislative Committees
- NCSL Policy Briefs and Webinars

State Postsecondary CTE Legislation



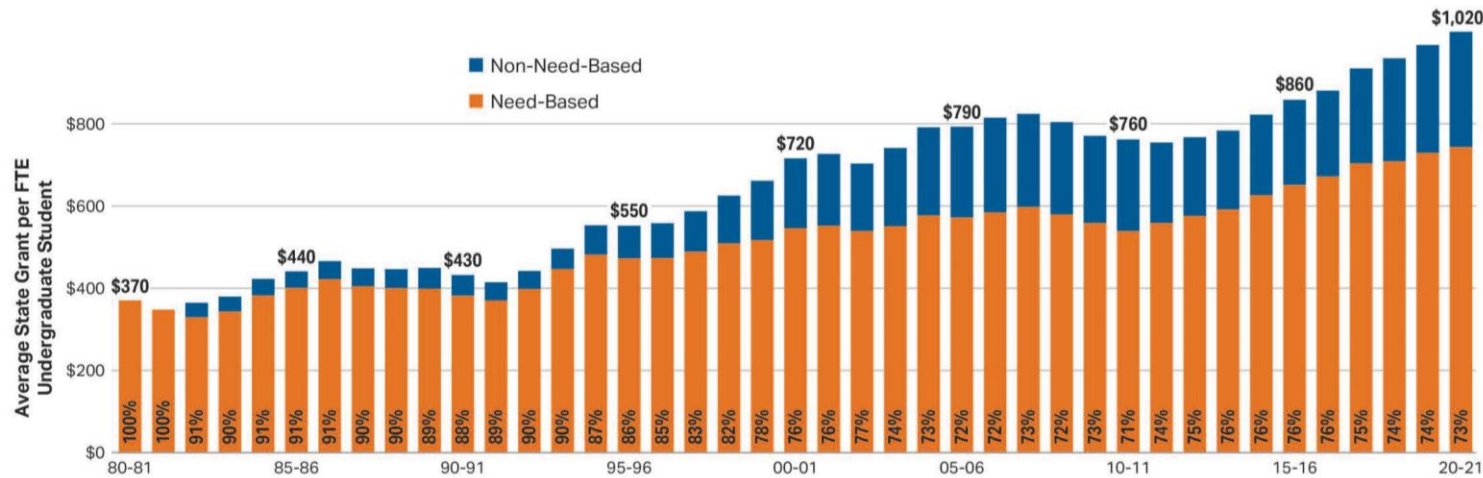
State Higher Ed Funding Trends

Adjusted for inflation, Grapevine Report on State Fiscal Support for Higher Education



State Postsecondary Financial Aid Trends

Need-Based and Non-Need-Based State Grants per Full-Time Equivalent Undergraduate Student in 2020 Dollars, 1980-81 to 2020-21



State Financial Aid
+36%
 in the past decade

Source: College Board (2022)

Workforce Targeted Financial Aid



HB 3144 (2022)

Program Name: South Carolina Workforce Industry Needs Scholarship

Workforce Areas: Healthcare, manufacturing, hospitality/tourism, construction, transportation, distribution and logistics, criminal justice, early care and education, information technology and human services.

Appropriation: \$93.7 million

HB 1246 (2023)

Program Name: In-Demand Short Term Credentials Program

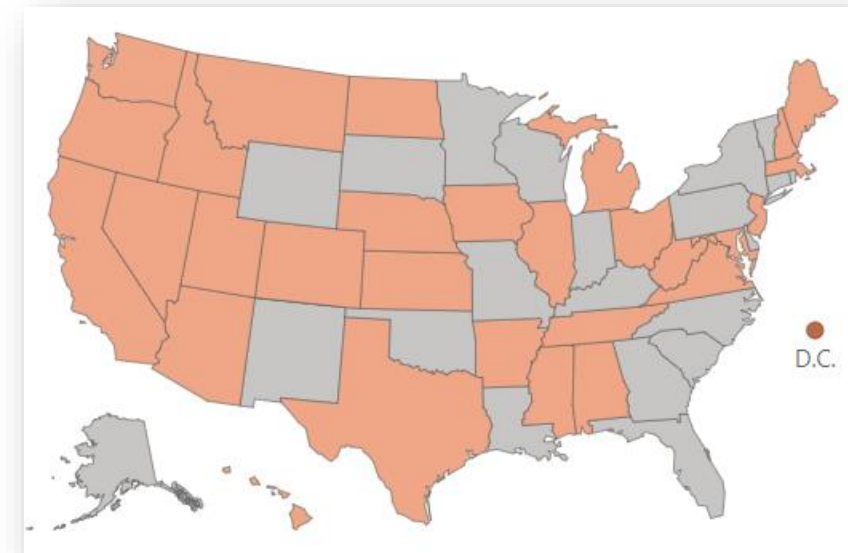
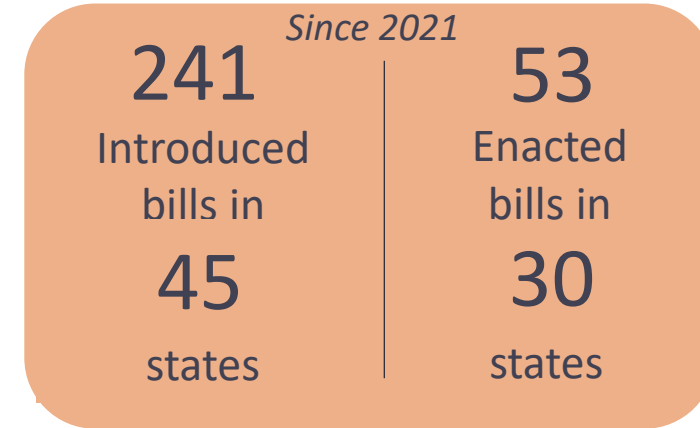
Workforce Areas: Early childhood education, law enforcement, firefighting, forestry, construction, and nursing.

Appropriation: \$38.6 million



State Student Loan Forgiveness

- State forgiveness context
- Targeted workforce areas
 - Healthcare (nurses, doctors, veterinarians)
 - Education
 - In-demand professions or rural areas
- Broad state residency programs



State Student Loan Forgiveness Legislation (Enacted)

States Supporting Community Colleges



Florida HB 1507 (2021): Provides grants to school districts' postsecondary technical centers and Florida College System institutions to cover up to two-thirds of the cost of short-term, high-demand programs for eligible students upon successful completion and award of a credential of value. Funded with **\$15 million** appropriation in 2022-23.



Kansas HB 2510 (2022): Appropriates \$8.5 million in grant funding to six technical and community colleges provided there is a dollar-for-dollar match in non-state funding or donated equipment from a private industry partner.

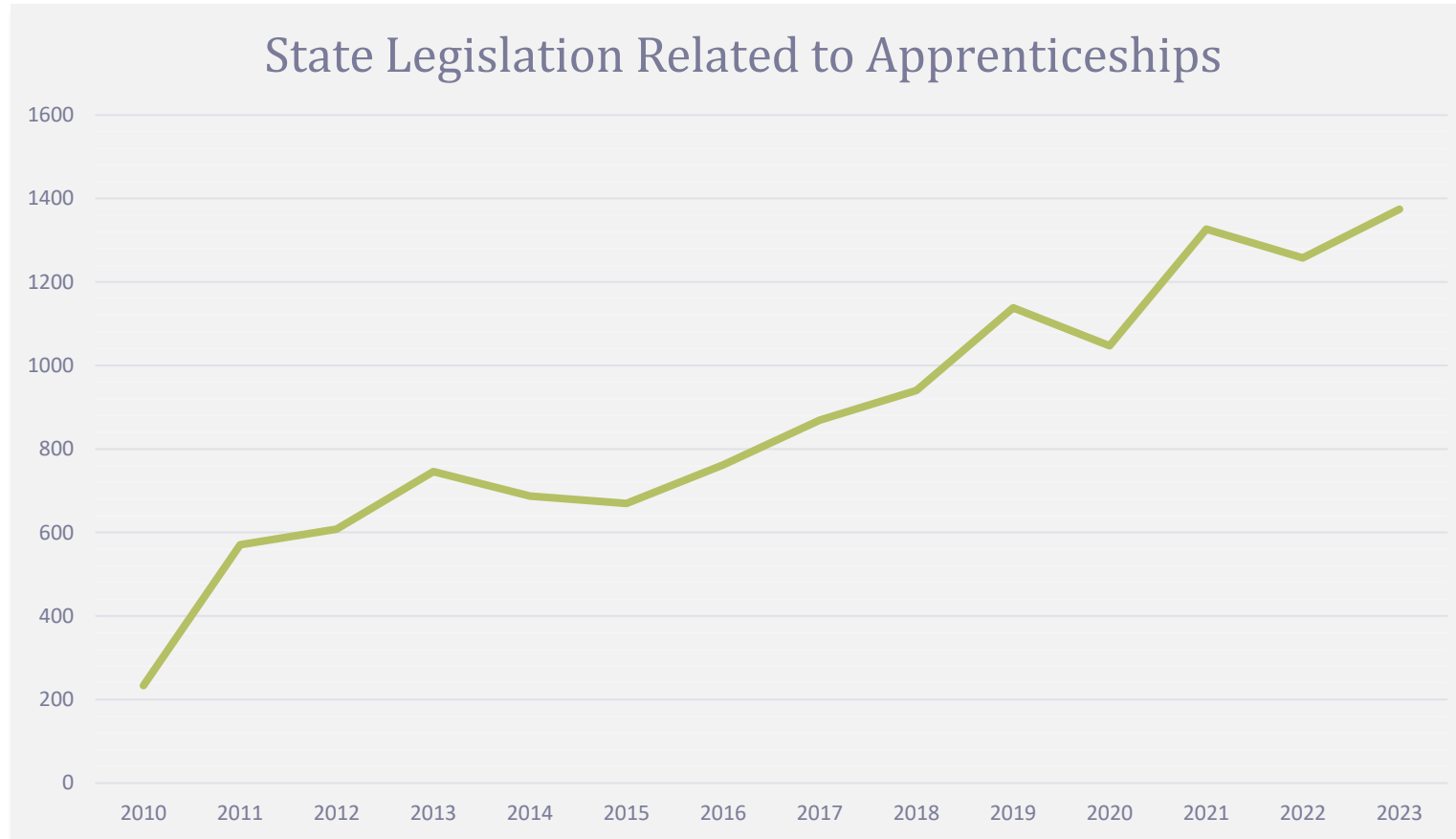


New Jersey AB 4224 (2022): Appropriates \$19.9 million to six county and community colleges to provide career and technical education grants.



Wyoming SF 122 (2019): Creates the Wyoming Works Program to support community college technical programs to meet labor and economic development needs; **includes** a \$2 million appropriation to support CTE program development for community colleges and \$3 million for individual grants to students.

States Expanding Apprenticeships



Source: NCSL Legislative Tracking (2023)

States Expanding Apprenticeships



Colorado Enacted Apprenticeship Legislation

Creation of working group to facilitate transfer from apprenticeship to community colleges.	<u>HB 1294</u> 2019
Creation of state apprenticeship resource directory.	<u>SB 171</u> 2019
Creation of State Apprenticeship Agency in the Department of Labor & Employment.	<u>HB 1007</u> 2021
Allows expenses for apprenticeship programs to be treated as qualified distributions for state 529 plans	<u>HB 1310</u> 2022
Creates Construction Registered Apprenticeship Grant Program.	<u>HB 1246</u> 2023



Alignment with K-12 Programs



SB 216 (2022)

Requires postsecondary institutions to work with the State Board of Elementary and Secondary Education and public schools to align curricula and create guaranteed transfer and articulation pathways for courses, including career and technical education programs.



SB HB 1388 (2022)

Requires the workforce development office, to pilot a career coaching program; requires the state department of education to work with the state community college board to ensure alignment of career and technical education courses across the public school and community college systems.

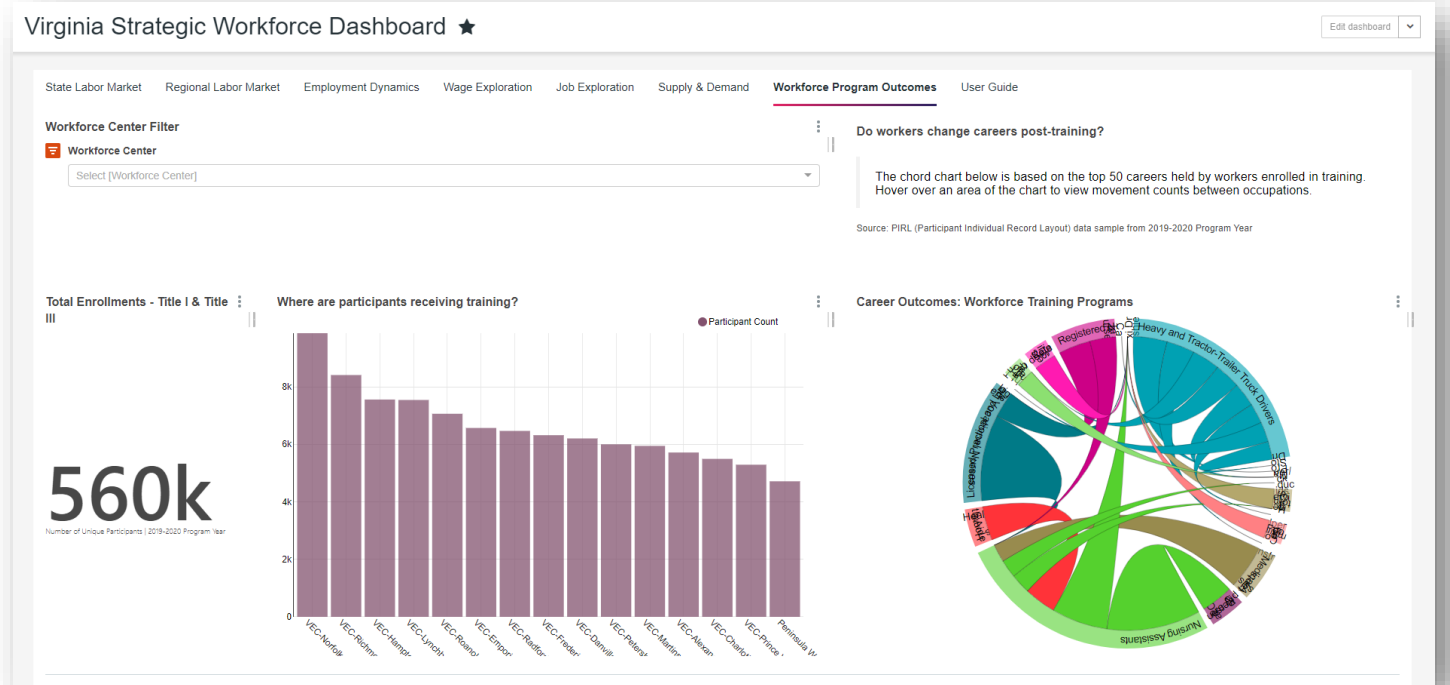
Promoting Connections with Employers & Labor Market Dynamics



HB 1006 (2018)

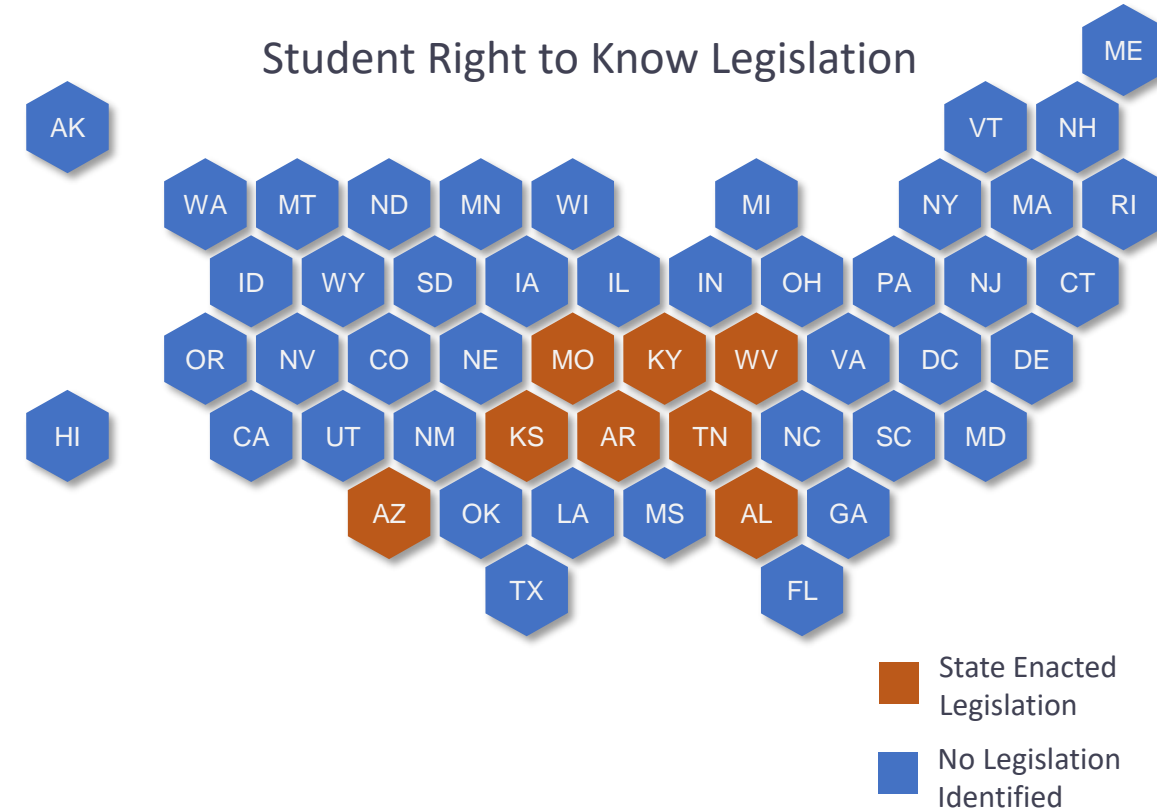
Requires the Virginia Board of Workforce Development to advise and oversee the development of a Strategic Workforce Dashboard.

The dashboard will include information relating to state labor market conditions and projected employment growth and decline.

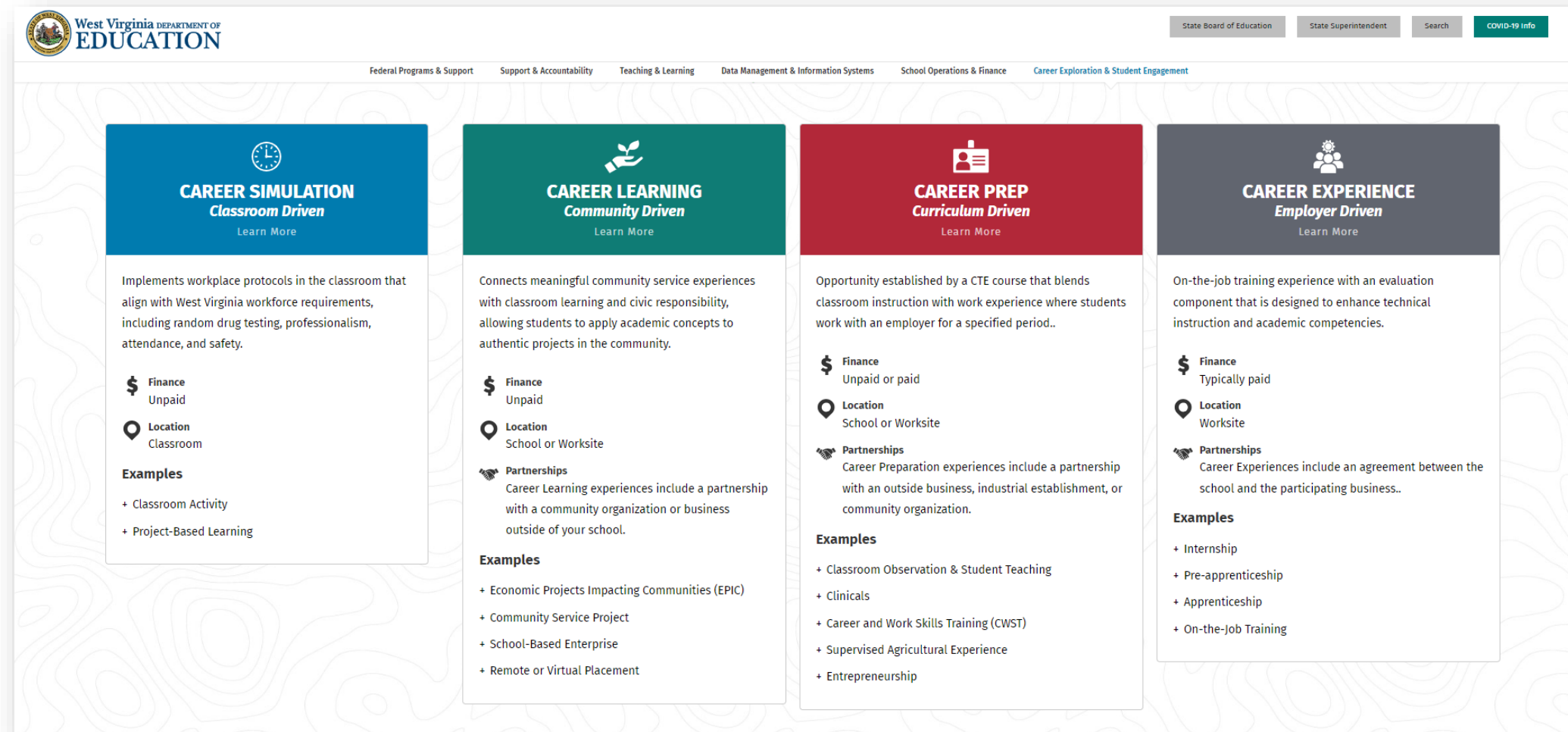


Student Right to Know Legislation

- At least **8 states** have enacted legislation designed to help students and families make informed decisions about postsecondary education.
- These laws require collecting and sharing data online for each degree/program including:
 - Average cost of attendance
 - Average student loan payments & default rates
 - Graduation and completion rates
 - Average starting salaries
 - High-need occupations



West Virginia's Classroom to Career Navigator



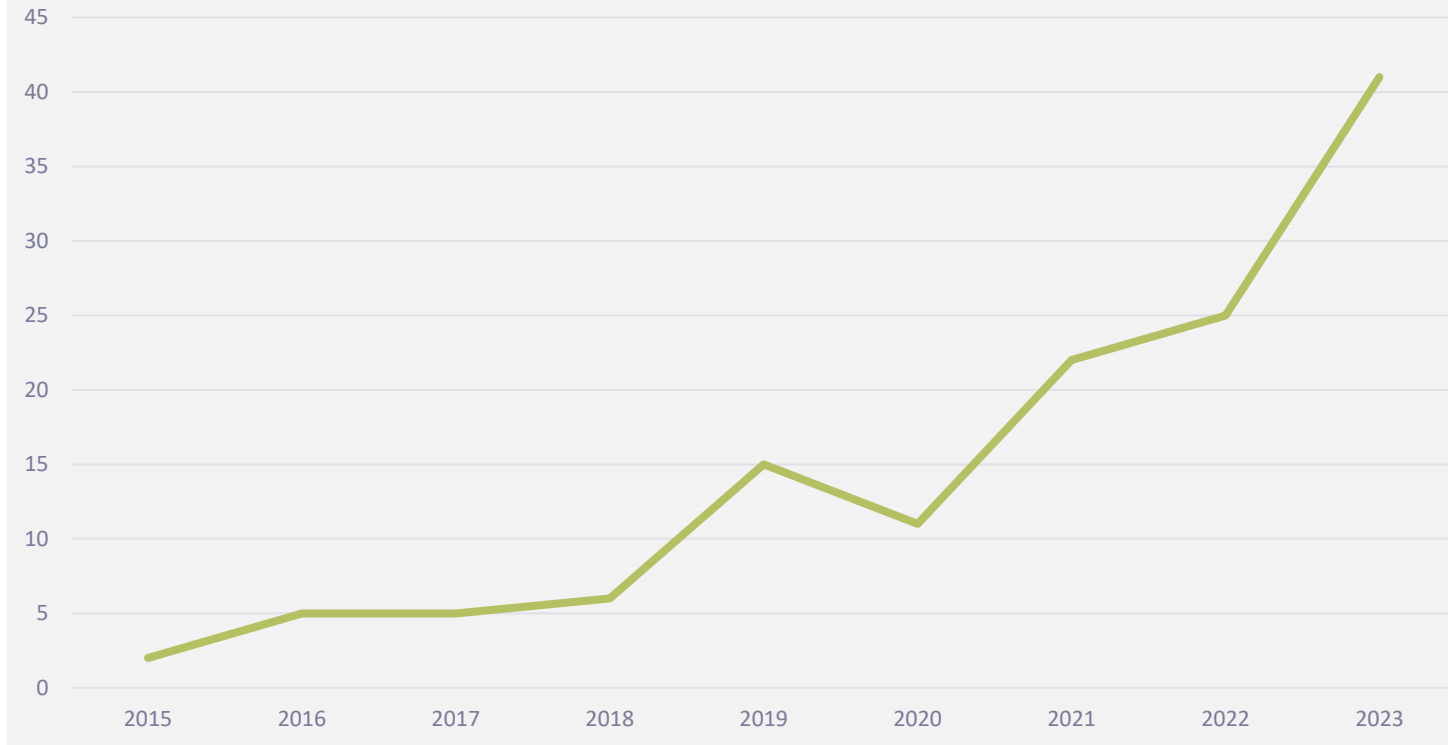
The screenshot shows the West Virginia Department of Education's Classroom to Career Navigator website. The header includes the department logo and navigation links for Federal Programs & Support, Support & Accountability, Teaching & Learning, Data Management & Information Systems, School Operations & Finance, and Career Exploration & Student Engagement. There are also buttons for State Board of Education, State Superintendent, Search, and COVID-19 Info.

The main content area features four columns, each representing a different career pathway:

- CAREER SIMULATION (Classroom Driven):** Implements workplace protocols in the classroom that align with West Virginia workforce requirements, including random drug testing, professionalism, attendance, and safety. Finance: Unpaid. Location: Classroom. Examples: Classroom Activity, Project-Based Learning.
- CAREER LEARNING (Community Driven):** Connects meaningful community service experiences with classroom learning and civic responsibility, allowing students to apply academic concepts to authentic projects in the community. Finance: Unpaid. Location: School or Worksite. Partnerships: Career Learning experiences include a partnership with a community organization or business outside of your school. Examples: Economic Projects Impacting Communities (EPIC), Community Service Project, School-Based Enterprise, Remote or Virtual Placement.
- CAREER PREP (Curriculum Driven):** Opportunity established by a CTE course that blends classroom instruction with work experience where students work with an employer for a specified period.. Finance: Unpaid or paid. Location: School or Worksite. Partnerships: Career Preparation experiences include a partnership with an outside business, industrial establishment, or community organization. Examples: Classroom Observation & Student Teaching, Clinicals, Career and Work Skills Training (CWST), Supervised Agricultural Experience, Entrepreneurship.
- CAREER EXPERIENCE (Employer Driven):** On-the-job training experience with an evaluation component that is designed to enhance technical instruction and academic competencies. Finance: Typically paid. Location: Worksite. Partnerships: Career Experiences include an agreement between the school and the participating business. Examples: Internship, Pre-apprenticeship, Apprenticeship, On-the-Job Training.

Interest in Nondegree Options Grows

State Legislation Related to Nondegree Credentials



Major Areas of State Legislation

Credential
Designation,
Governance, &
Quality

Workforce
Readiness &
Training Programs

Stackability &
Transfer

Adult Learners

NCSL Postsecondary CTE Resources



BRIEF

Postsecondary CTE

State Policy Landscape

BY ANDREW SMALLEY



Background

Postsecondary career and technical education, commonly known as CTE, is a broad term that encompasses academics, technical skills and on-the-job training to prepare students to enter the workforce upon completion of a program. States support postsecondary CTE primarily through their local community and technical college systems, as well as workforce development programs such as apprenticeships and externships. States also provide students and families with information and resources related to career pathways in postsecondary CTE programs, which often build on similar programs at the high school level and can involve dual credit, dual enrollment or apprenticeships.

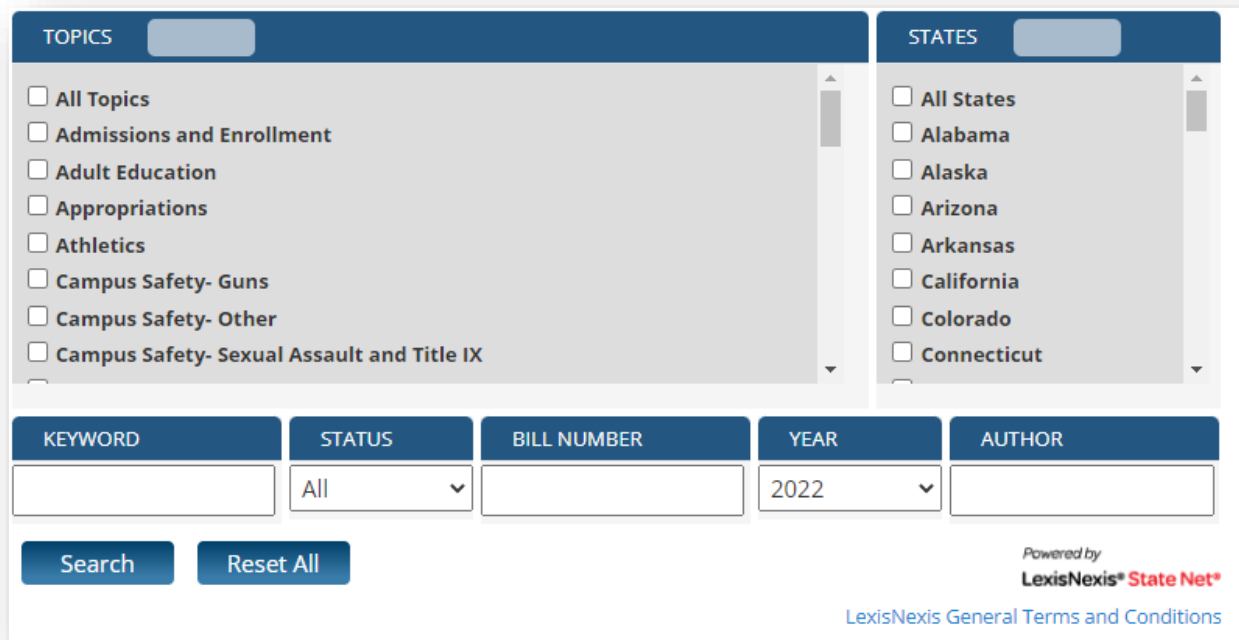
POSTSECONDARY CTE DEMOGRAPHICS

In 2020-21, 3.5 million students were enrolled in postsecondary CTE programs. More women were enrolled in postsecondary programs than men, a reverse from K-12 CTE programs, which skew toward male participants. Postsecondary CTE students also are more likely to be first-generation college students who have children and are working while enrolled in their education programs.

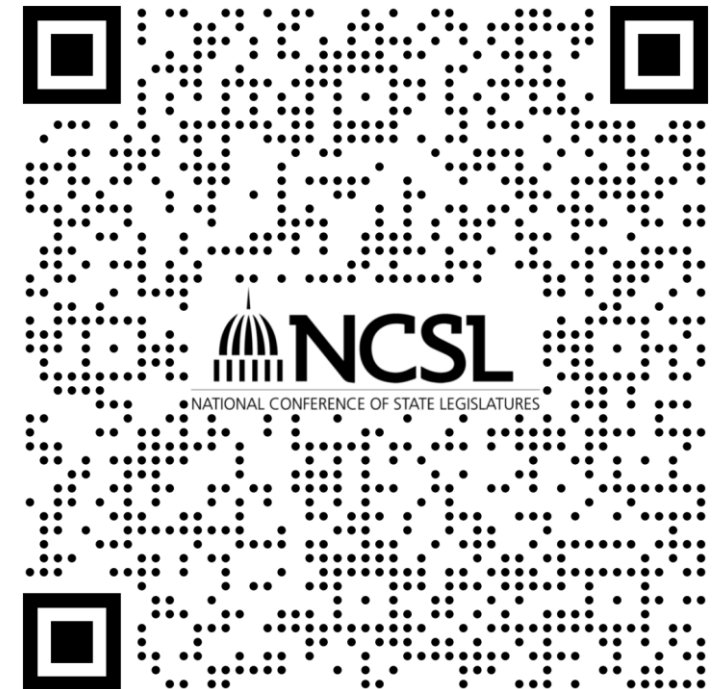
Postsecondary CTE programs are often important drivers for economic growth and are critical to meeting workforce shortages. The programs can offer stackable credentials for in-demand jobs in IT, skilled trades, manufacturing and customer service professions. These middle-skill jobs provide workers with wage gains and pathways to increasing lifetime earning potential.

NCSL Postsecondary Education Database

All (introduced, pending, failed, enacted) state postsecondary legislation in 40 categories from admissions to workforce development.



The screenshot shows a search interface with two columns of filters: TOPICS and STATES. The TOPICS column includes checkboxes for All Topics, Admissions and Enrollment, Adult Education, Appropriations, Athletics, Campus Safety- Guns, Campus Safety- Other, and Campus Safety- Sexual Assault and Title IX. The STATES column includes checkboxes for All States, Alabama, Alaska, Arizona, Arkansas, California, Colorado, and Connecticut. Below the filters are search fields for KEYWORD, STATUS (set to All), BILL NUMBER, YEAR (set to 2022), and AUTHOR. There are Search and Reset All buttons. The interface is powered by LexisNexis State Net and includes a link to LexisNexis General Terms and Conditions.



NCSL Postsecondary Education Resources

BRIEF

Postsecondary Education Programs for Incarcerated or Previously Incarcerated Individuals

Background

In 2021, nearly 2 million Americans were incarcerated nationwide, and the majority of this population will be released back into communities. Yet more than half of formerly incarcerated individuals hold only a high school diploma or GED and formerly incarcerated individuals are eight times less likely to complete college than the general public.

Adults without a postsecondary degree or credential face significantly lower earning potentials and worse employment outcomes over their careers. Workers with bachelor's degrees are half as likely to be unemployed and earn an average of \$30,000 more each year than a high school graduate. Additionally, state and local economies benefit from an educated workforce. The Brookings Institution found the average bachelor's degree holder contributes \$278,000 more to the local economy than the average high school graduate over a lifetime.

The costs of incarceration also impose burdens on state budgets. According to data from the Vera Institute of Justice, states spend an average of between \$25,000 and \$30,000 annually per incarcerated individual. However, numerous studies have found postsecondary education programs for incarcerated adults are highly cost-effective and substantially reduce recidivism. Estimates suggest that expanding access to postsecondary education in prison could decrease incarceration costs across the country by more than \$365 million.

State and Local Program Examples

In 2018, just 4% of higher education institutions offered credit courses for students in prison and only 35% of state prisons provide access



Mount Tamalpais College received accreditation by the Accrediting Commission for Community and Junior Colleges in January 2020.

to college courses. In areas where education programs are offered, limited educational resources, staffing difficulties and challenges related to credit transfer and articulation remain common hurdles.

However, some institutions and programs across the country are working to offer postsecondary education to students who are currently incarcerated or serve students who were previously incarcerated. Stakeholders are working to develop partnerships between colleges and correctional institutions, create comprehensive supports and advising for students, and ensure degree and credential programs provide quality learning outcomes for students.

■ MOUNT TAMALPAIS COLLEGE

Formerly known as the Prison University Project at San Quentin, this is the first independent liberal arts institution dedicated to serving incarcerated students. Since the college launched in 1996, it has enrolled nearly 4,000 students and received accreditation by the Accrediting Commission for Community and Junior Colleges in January

BRIEF

College Savings Strategies

BY ANDREW SMALLEY

Background

For students, parents and families budgeting for a postsecondary education, rising costs continue to present major challenges for affordability. In the 2022-23 school year, listed yearly tuition and fees at public four-year institutions was \$10,940 and \$3,860 at two-year institutions. Additional expenses such as room and board, cost an average of between \$9,610-\$12,310 per year. While many students qualify for financial aid packages, the average net price of attending a four-year institution including all expenses is nearly \$20,000 a year. Students planning to pursue a postsecondary degree or credential in future decades should also expect these costs to rise. Between 2010 and 2030, tuition and fees rose 10% at public universities and 19% at private, non-profit universities.

As students and families face these rising costs, strategies that support saving for college are one approach that can help learners pursue a degree while avoiding burdensome student loan debt. While savers have a variety of options, state-run 529 plans are a primary vehicle for families to save for postsecondary education.

Tax-advantaged 529 savings plans can be used for future education costs. The first type of 529 plan is a prepaid tuition plan, which allows an account holder to purchase credit hours at an in-state university or college at current prices for a beneficiary to use later. These plans generally have residency requirements and are not always guaranteed if the beneficiary decides to attend a different postsecondary institution. Prepaid tuition plans are currently offered in 11 states. The second, and more common, 529 plan is education savings plans, which let an account holder open a tax-advantaged investment account that can be used for qualified education expenses including tuition, fees and room and board. Distributions can be used at any higher education institution as well as up to \$10,000 per year at secondary schools.

Nearly 16 million Americans have a 529 account as of 2021. The use of 529 plans has grown dramatically in recent years with over \$480 billion in combined assets at the end of 2021, a 191% increase in assets from a decade earlier. Oregon saw record contributions to its state-run 529 plan in 2021. Research from Washington University found that students with 529 accounts, even accounts with balances of less than \$500, are more than three times more likely to enroll in college and more than four and half times more likely to graduate from college than students with no savings account.



BRIEF

State College Promise Landscape

BY ANDREW SMALLEY

To address workforce shortages, economic disruptions and shifting demographics, state policymakers have expanded and created new financial aid programs to help students pursue a postsecondary degree or credential of value. Among these initiatives are college promise programs, also known as free-college or free-tuition programs, that offer students the chance to attend college tuition-free.

All 50 states have at least one local or statewide program, according to College Promise, a national advocacy organization that supports promise programs. Several states have enacted statewide promise programs in recent years, and a variety of local philanthropy groups also support these efforts. As states consider expansion or modification of promise programs, the following approaches and examples offer a guide to how policymakers have addressed these programs in the past.

Policy Approaches

WHO IS ELIGIBLE?

As states design financial aid programs, including promise scholarships, structuring program eligibility can drive substantial shifts in policy outcomes. This process generally begins by determining which student populations will be served by the program. Broadly speaking, most promise programs target recent high school graduates from the state and impose a state residency or diploma requirement. The residency requirements sometimes exclude undocumented students. While the majority of programs aim to serve graduating high school students, in recent years several states have created or expanded a "reconnect" model that aims to serve adult learners, many of whom are returning to postsecondary education.

Many states also add additional academic performance requirements, such as GPA upon application or satisfactory academic progress either before the application or while enrolled in postsecondary



education. These features mean promise programs often resemble an extension of a state merit-based financial aid scholarship, although most states also have income caps and limitations that resemble needs-based scholarships. Some states also require full-time enrollment, community service or mentorship duties as conditions for the scholarship.

WHAT INSTITUTIONS CAN STUDENTS ATTEND?

The majority of statewide promise programs apply to community and technical colleges, not four-year universities. Community colleges continue to be an important educational and economic engine, producing more than 1 million associate degrees in the 2021-22 school year. Yet, community college enrollment has fallen faster than enrollment at four-year institutions, declining by more than 16% since 2019, according to the National Student Clearinghouse. A 2020 study, however, found that promise programs boosted first-time, full-time enrollments at community colleges.

While associate degrees tend to be shorter-term, workforce-targeted programs with strong return on investment for learners, bach-

BRIEF

State Approaches to Nondegree Credentials

BY ANDREW SMALLEY AND LANDON JACQUINOT

Background

Interest in nondegree credentials continues to accelerate among students, institutions and employers. The nonprofit Strada Education Network reports that 40% of working-age adults have completed a nondegree credential. Interest is shorter, more targeted learning has grown since the COVID-19 pandemic. A survey from Cengage found that among workers who resigned or quit jobs in 2021 and enrolled in education or training programs, 62% chose programs that were less than three months in duration.

Nondegree credentials include a range of programs such as certificates, industry certifications, micro-credentials, occupational/professional licenses, and apprenticeships. These options are far shorter in duration and less costly than traditional degree programs. Providers offering nondegree credentials include colleges and technical schools as well as industry and government groups. There were more than 500,000 nondegree credentials offered in the United States in 2022, according to the nonprofit Credential Engine, which compiles education and workforce data.

Nondegree credentials are expanding to a variety of career and workforce fields and can be used to access a growing number of well-paying professions that no longer require a degree. Data from the Burning Glass Institute found that between 2017 and 2019, 46% of middle-skill and 31% of high-skill occupations showed declines for degree requirements on job postings. Traditionally, middle-skill jobs such as retail managers, bookkeepers and clerks did not require a four-year degree. That changed with "degree inflation" in the past decade, though the trend now appears to be reversing. A 2021 survey from Strada found that median annual incomes of learners with nondegree credentials were similar to those with associate degrees, while job satisfaction rates were higher.

Nondegree credential programs can help states solve workforce shortages and boost postsecondary educational attainment. To ad-

Key Takeaways

- Learners, higher education institutions and industry partners are increasingly turning to nondegree credential options to meet workforce needs.
- Nondegree credentials include certificates, industry certifications, micro-credentials, occupational/professional licenses, and apprenticeships.
- State policymakers have designed a variety of goals, programs and financial incentives to support nondegree credential attainment.

dress challenges such as transparency, affordability and value, states are designing policies to measure and boost quality of credentials and make the programs more affordable for students and their families. State Policy Case Studies

■ INDIANA Workforce Ready Grant and Next Level Jobs Program

As part of Indiana Gov. Eric Holcomb's Next Level Jobs Initiative, legislators have enacted several programs to support nondegree credential attainment for state residents. The Workforce Ready Grant (SR 198, 2017) allows residents who have earned a high school diploma but not a postsecondary degree to enroll in no-cost training programs in certain high-demand fields. The grant may be used only for 125 high-value certificate programs in advanced manufacturing, building and construction, health and life sciences, IT and business technology, and transportation and logistics. By the end of 2021, more than 25,000 Indiana residents had earned certificates through the program and reported an average wage increase of \$6,800. The Workforce Ready Grant Program was funded with a \$3 million appropriation in fiscal year 2022.

JANUARY | 2023

MARCH | 2023

MAY | 2023

MAY | 2023

Discussion: Working With State Legislatures to Advance Postsecondary CTE Policy and Drive Local Change

We want to hear from you!

- What are legislative proposals you're hearing about in your states?
- What have been your experiences and interactions with state legislators?
- How has state legislation impacted your work?
- What ideas are you leaving this session with today?

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