

Cradle-to-Career System Governance Manual

January 11, 2023

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Agreements Page

The Governance Manual is designed to define and describe the authority, policies, and procedures for the oversight and governance of the Cradle-to-Career System. It will serve as a reference guide to help stakeholders become familiar with the governance model and to inform them of associated roles, responsibilities, authority, and processes for Governing Board members, advisory board members, data providers, and the managing entity.

This document will be a living document, which will be amended by the Governing Board over time to reflect the evolution of the Cradle-to-Career System. Changes to the manual will be considered by an ad hoc board committee at least once per year, at the second meeting after the start of the fiscal year. Additional changes may be considered based on proposals brought to Governing Board meetings and approved by the agreement threshold established in law, regulation, and/or the Governance Manual.

The guidance in this manual is intended to supplement more binding documents such as policies guiding particular aspects of data system implementation, legal agreements, regulations, and the statutory framework for the Cradle-to-Career System. In the case of a conflict between the manual and federal or state law, the law takes precedence.

The initial draft of Governance Manual was approved at the February 22, 2022 Governing Board meeting, by the following Governing Board members:

- Jerry Winkler, California Department of Education
- John Hetts, California Community College Chancellor's Office
- Sylvia Alva, California State University
- Chris Furgiuele, University of California
- Thomas Vu, Association of Independent California Colleges and Universities
- Deborah (Debbie) Cochrane, Bureau for Private Postsecondary Education
- Patrick Perry, California Student Aid Commission
- David DeGuire, Commission on Teacher Credentialing
- John Ohanian, California Health and Human Services Agency
- Javier Romero, California Labor and Workforce Development Agency
- Amy Fong, California School Information Services
- Catalina Cifuentes, Riverside County Office of Education
- Robert Tagorda, Revival Strategy Consulting
- Lande Ajose, Public Policy Institute of California
- Gavin Payne, GPC Advisors
- Marisol Avina, California Endowment
- Sean Elo-Rivera, San Diego City Council
- Meredith Lee, UC Berkeley
- John Laird, California State Senate
- Jacqui Irwin, California State Assembly

Preface

Realizing the importance of linking data across state agencies and education providers to highlight the education to workforce pipeline, identify ways to close equity gaps and improve outcomes for all Californians, Governor Newsom and the Legislature worked to provide \$10 million of funding¹ for the planning process and created the California Cradle-to-Career System in 2019.²

In 2020 and 2021, more than 200 people participated in a comprehensive and inclusive user-centered design process, including representatives from 16 state agencies, education institutions, research organizations, data experts, and advocacy groups. Recommendations regarding how to structure and implement the Cradle-to-Career System are laid out in three legislative reports³ produced as part of the planning process. The planning process also established the governing agreements that are recorded in this Governance Manual.

The 2021-22 State budget included ongoing funding for the Cradle-to-Career System. The Government Operations Agency was selected as the managing entity, which created the Office of Cradle-to-Career Data (the Office) to implement and house the Cradle-to-Career System. In addition, the Education Code was amended to enshrine the planning recommendations as statute.

Data System Statutory References	
Initial Funding (provided \$10 million in funding for the planning process)	2019 Budget Act (SB 75, Committee on Budget and Fiscal Review, Chapter 51)
Authorizing Statute	Education Code Section 10850 et seq.
Governor's Budget (provided \$15 million to the Government Operations Agency)	Budget Act of 2021 (AB 128, Ting, Statutes of 2021, Chapter 21)
Implementation Statute	Education Code Section 10860 et seq.

¹ The [2019 Budget Act](#) (SB 75, Statutes of 2019, Chapter 51) provided funding for the planning process.

² Authorizing statute is in [Education Code Section 10850 et seq.](#)

³ Available at <https://c2c.ca.gov/about-cradle-to-career-system/>

Introduction

The Cradle-to-Career System

Vision Statement

The Cradle-to-Career System connects individuals and organizations with trusted information and resources. It provides insights into critical milestones in the pipeline from early care to K–12 to higher education, skills training, and employment. It empowers individuals to reach their full potential and fosters evidence-based decision-making to help California build a more equitable future.

Mission Statement

To be California’s source of actionable data and research on education, economic, and health outcomes for individuals, families, and communities; to expand access to tools and services to navigate the education to employment pipeline.

Goals

The Cradle-to-Career System will be California's source of actionable data and research on education, economic, and health outcomes for individuals, families, and communities. It will also expand access to tools and services to navigate the education to employment pipeline. By securely connecting data that schools, colleges, social service agencies, financial aid providers, and employers already collect, it will be easier to:

- Identify the types of support that help more students learn, stay in school, prepare for college, graduate, and secure a job
- Provide information that teachers, parents, advisors, and students can use to identify opportunities and make decisions
- Help agencies plan for and improve educational, workforce, and health and human services programs
- Support research on improving policies from birth through career.

Statutory Definition: California Cradle-to-Career System

Per the California Education Code Section 10860 et seq. , the data system shall be considered a source for actionable data and research on education, economic, and health outcomes for individuals, families, and communities, and provide for expanded access to tools and services that support the navigation of the education-to-employment pipeline.
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The data system shall 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.

Data System Tools

To ensure the accessibility of available data, the Cradle-to-Career System will offer different levels of access. It will provide dashboards, query builder tools, and a research library to the public, as well as provide access to non-public data for authorized users.



Analytical Tools

- » Dashboards
- » Query builder
- » Fact sheets
- » Research library
- » Access to restricted data for authorized purposes



Operational Tools

- » College and career planning tools and curriculum
- » College eligibility monitoring tools
- » Electronic transcripts, including nontraditional learning artifacts
- » Option to share social service history in college applications
- » Support for data cleanup at local education agencies



Support Tools

- » Community outreach to alert intended audiences to tools
- » Professional development and technical assistance to support data use
- » Data quality reviews
- » Public feedback loops

Operational Tools

The legislature asked the planning workgroup to design a data system that minimizes the need for new infrastructure.⁴ Therefore, the Workgroup selected two existing tools for the data system:

- [California College Guidance Initiative](#): Provides college planning and transition tools⁵
- [eTranscript California](#): A transcript exchange service⁶

⁴ Requirement of the initial statute, [Education Code Section 10856\(d\)](#).

⁵ The California College Guidance Initiative is the public-nonprofit partnership of Student Friendly Services, established pursuant to Item 6100-172-0001 of the annual Budget Act, authorized by Section 60900.5, and administered by the Foundation for California Community Colleges established pursuant to Section 72670.5, or a successor agent. The funds flow from the State to CDE to Riverside County Office of Education which contracts with the Foundation for California Community Colleges/California College Guidance Initiative for management of the website and all related services. [Education Code Section 10861\(d\)](#).

⁶ eTranscript California is managed by the California Community College Technology Center. It was initiated through a Request for Applications from the California Community College Chancellor's Office for Electronic Records Exchange in 1999. It is funded through Proposition 98 via the "core apps" grant (CCCAP1/CAP) under "Butte-Glen CCD (20-081-101)." The funds flow from CCCCCO to the Butte-Glen Community College District which funds the California Community College Technology Center, which is a grant-funded arm of the Chancellor's Office. [Education Code Section 10861\(h\)](#).

Statute⁷ provides additional requirements for the operational tools:

- This section is intended to reduce redundancy, improve efficiency and transparency, and provide students, parents, and counselors with an easy to use, and simple to understand, one-stop automated process to provide all of the following:
 - (1) Clear, concise, and consistent messaging and tools to increase and monitor student readiness for college admission and attendance
 - (2) A single point of entry to submit California college and university applications and applications for student financial aid, including the Free Application for Student Financial Aid and the California Dream Act Application
 - (3) Other technological efficiencies that shift the burden away from students and families and to the institutions serving them.
- Operational tools, as defined by Section 10861, shall be provided by the data system for use by both of the following:
 - (1) Public schools offering any of grades 6 to 12, inclusive, to facilitate college readiness and transition.
 - (2) Institutions of higher education in the state, to facilitate streamlined application, admissions, assessments, and placements.
- The requirements of subdivision (a) shall be phased in within five years of the enactment of Article 1 (commencing with Section 10850), based on a timeline to be developed by the Governing Board pursuant to subdivision (d) of Section 10866.
- Also, notwithstanding Section 49073.1, a local educational agency shall not be required to issue a formal contract with a provider of operational tools, as defined in Section 10861.

Data System Structure

In order to implement the vision and mission for the data system within existing federal and state legal requirements⁸ on the protection of personal privacy, data providers upload information into a secure cloud repository, where data can only be linked for approved purposes. No new data collection will be required.

The various source systems that comprise the data system retain their own internal data governance, source systems, and data collections; only data approved by the partner entities that are shared with the Office falls under the umbrella of the Cradle-to-Career System.

Goals and Deliverables

⁷ [Education Code Section 10870](#).

⁸ See [Education Code Section 10860\(f\)](#) for more information.

The Cradle-to-Career System was created with the following strategic objectives for its first phase:

- Develop the architecture for linking records across agencies and creating intersegmental data sets
- Provide public-facing data visualizations, such as dashboards and query tools, and a research library that provides neutral, but actionable information on education, social services, employment patterns, and equity gaps in opportunities and outcomes
- Provide interagency data sets that enable research on factors that help Californians meet critical education milestones, evaluate the long-term impact of state-funded programs, and identify strategies for closing equity gaps
- Provide resources, training, and technical assistance that build data literacy among policymakers, practitioners, and the public
- Provide college and career planning tools, college-readiness monitoring, electronic transcripts, and confirmation of eligibility for financial aid and student supports
- Lead efforts to ensure the reliability of data contributed by the partner entities

The initial reports to the legislature provided recommendations for Phase 1, which is scheduled to last five years, and incrementally adds additional data sets.

Governance Structure and Definitions

The Cradle-to-Career System's governance structure and selected definitions are listed below.⁹

Governing Board:¹⁰ The Cradle-to-Career System's Governing Board consists of 21 members, and includes data providers, a representative of the California State Assembly and of the California State Senate, and members of the public appointed by the Governor and Legislature. The Governing Board oversees two advisory boards, the Data and Tools Advisory Board and the Community Engagement Advisory Board.¹¹

Data and Tools Advisory Board:¹² The Data and Tools Advisory Board has the responsibility for examining whether the data system is providing actionable information and identifying ways to improve access to that information.

Community Engagement Advisory Board:¹³ The Community Engagement Advisory Board has the responsibility for examining whether the Office is creating strong feedback loops with data users, supporting evidence-based decision-making, analytical capacity, and ensuring equitable access to actionable information.

Managing entity: The Governor and Legislature appointed the Government

⁹ See [Education Code Section 10861](#) for a list of comprehensive definitions.

¹⁰ See [Education Code Section 10861\(i\)](#).

¹¹ See [Education Code Section 10865\(b\)\(1\)](#).

¹² See [Education Code Section 10865\(b\)\(1\)\(A\)](#).

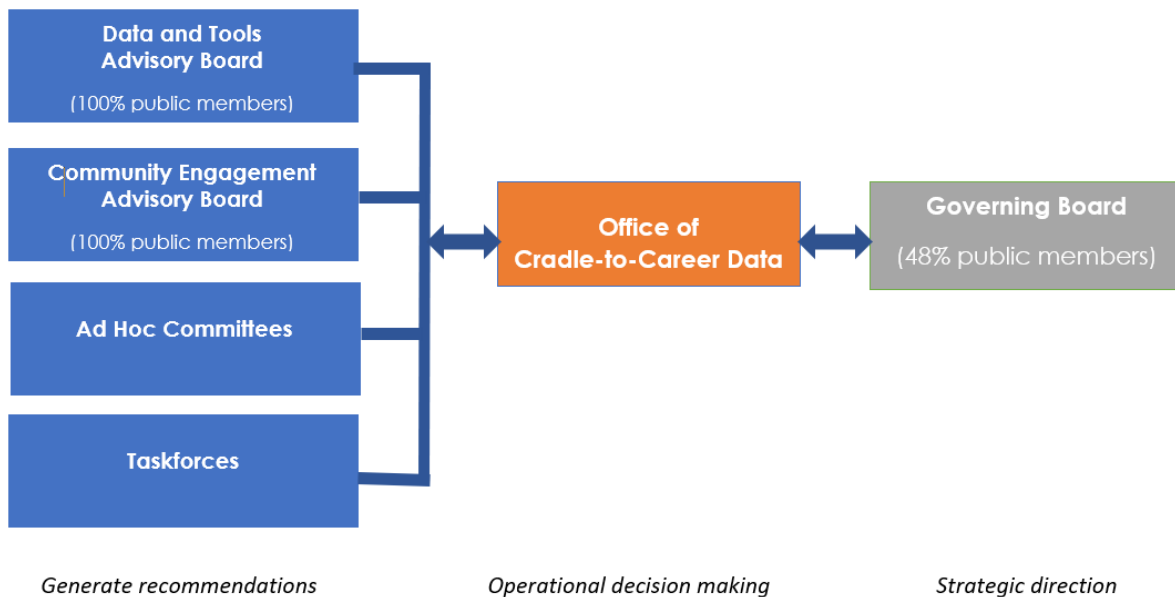
¹³ See [Education Code Section 10865\(b\)\(1\)\(B\)](#).

Operations Agency (GovOps)¹⁴ to implement the Cradle-to-Career System and established the Office of Cradle-to-Career Data.¹⁵ The Office of Cradle-to-Career Data (the Office) is known as the managing entity.¹⁶ The Office will work with the data providers, Governing Board, advisory boards, and stakeholders to implement the data system.

Data providers:¹⁷ Data providers are an agency or organization that is contributing data to the Cradle-to-Career System for the purposes of merging records with other entities' data. Data providers are represented on the data system's Governing Board.

Cradle-to-Career System Governance

The visual below clarifies the information flow between the Governing Board, the Office, and various Advisory Boards and Taskforces. It also shows the proportion of seats reserved for public members.



The Cradle-to-Career governance model reflects the individual autonomy of specific organizational data governance structures and how they relate to the

¹⁴ The California Government Operations Agency is responsible for administering state operations including procurement, information technology, and human resources. The mission of GovOps is to improve management and accountability of government programs, increase efficiency, and promote better and more coordinated operational decisions. <https://www.govops.ca.gov/>

¹⁵ [Education Code Section 10862](#) establishes the Office of Cradle-to-Career Data in the Governmental Operations Agency.

¹⁶ See [Education Code Section 10861\(j\)](#).

¹⁷ See [Education Code Section 10861\(e\)](#).

statewide longitudinal data system.

Cradle-to-Career policy decisions are made through a governance structure with representatives from each of the data providers and representatives of the public. The governance structure includes a number of entities and committees, with a summary of the roles and responsibilities outlined in the table below.

Governance Structure¹⁸	Roles and Responsibilities
Governing Board	<ul style="list-style-type: none"> • Provides vision, direction, and oversight for the Office • Oversees participation in the data system and governance structure • Serves as the authority for escalation of issues • Ensures the data system is serving its intended purpose • Responsible for ensuring continued commitment of resources • Recommends the types of information in the data system • Appoints and evaluates the performance of the Executive Director of the Office
Data and Tools Advisory Board	<ul style="list-style-type: none"> • Develops recommendations for which data points to include in centralized data sets, the general content shown in public facing tools, and priority topics for research studies • Develops suggestions to improve the usability and usefulness of the data for the Governing Board. • Reviews all completed data requests to facilitate the continuous improvement of the data request process and ensure that it is clear, transparent, fair, and efficient, including identifying mechanisms that will enable appropriate data requests to be fulfilled
Community Engagement Advisory Board	<ul style="list-style-type: none"> • Recommends ways to improve feedback loops with data users and ensure equitable access to actionable information • Recommends professional development and technical assistance models that foster evidence-based decision-making, strengthen analytical capacity to use available data tools, and enable end users to understand structure factors that influence outcomes • Suggests communication structures that ensure a broad range of Californians know about and are using the tools • Suggests additional tools that will address strategic objectives for the data system
The Office	<ul style="list-style-type: none"> • Implements the data system • Ensures the security of the data system • Convenes taskforces to ensure the continued technical

¹⁸ Refer to [Education Code Section 10860 et seq.](#) for a comprehensive list of roles and responsibilities.

	<p>development of the Cradle-to-Career System and its ability to ensure privacy and security and comply with current and emerging standards for technology</p> <ul style="list-style-type: none"> • Relays information to, from, and between respective agencies; responsible for monitoring the quality of data going into the system • Develops recommendations for consideration by the Governing Board and advisory boards • Contracts for the necessary resources to implement the data system
Data Providers	<ul style="list-style-type: none"> • Provides input to the Governing Board related to respective agency data governance policies, requirements, and priorities • Provides annual data to the data system¹⁹ • Approves the use of the data they provide in the analytical data set

[Education Code Section 10863](#) requires all Governing Board members, advisory board members, and Office employees to:

- Prioritize the needs of students and families.
- Comply with federal and state laws to protect individual privacy, including, but not necessarily limited to, all of the following:
 - The federal Family Educational Rights and Privacy Act of 1974 (Public Law 93-280, as amended).
 - The federal Health Insurance Portability and Accountability Act of 1996 (Public Law 104-191, as amended).
 - The federal Higher Education Act of 1965 (Public Law 89-329, as amended).
- Not use or disclose any data managed in the Cradle-to-Career System that meets the definition of personal information, as defined in Section 1798.3 of the Civil Code, except for purposes consistent with the Education Code. Whether or not it is protected under applicable federal or state law, personal information managed in the Cradle-to-Career System shall be deidentified before being released to the public.²⁰
- Consider and respond to stakeholder input.
- Promote and foster an environment and culture of collaboration and cooperation.
- Promote a culture of data-informed decision-making by consulting with data experts and intended data users, including members of the public, when developing data use priorities.

Ensuring Public Voice in Cradle-to-Career System Governance

The planning process highlighted the importance of public voice. The following recommendations can help to ensure that public voice is heard in the data system's governance process.

¹⁹ [Education Code Section 10871\(a\)\(1\)](#).

²⁰ [Education Code Section 10860](#).

Ensure that the right people are appointed

- Cultivate a diversity of perspectives, particularly from communities that traditionally have been the least well served
- Recruit members who have expertise in equity
- Prioritize community members who can be conduits of information to and from the data system's intended audiences
- In the years when new data providers or data points are being discussed (such as when workforce training is added), select community representatives that have expertise in the new area of work

Scaffold the involvement of community members to ensure meaningful participation

- Provide orientation, a resource binder, and mentoring for new board members to ensure all parties understand expectations for participation and the data system's underlying technical, legal, and data frameworks
- Ensure that all parties understand that community members provide critical expertise necessary for the implementation of the data system and thus should be participating as decisionmakers and co-creators
- Support the development of trust and a shared vision so that all can focus on evaluating whether the data system is meeting the stated goals
- Foster an open mindset in meetings and ensure that community members are treated equally
- Earmark part of the Office's budget for board support

Provide the right types of information

- In addition to usage data and requests made to the Office, ensure the governing and advisory board members receive information from the community regarding potential improvements, gathered intentionally through vehicles such as input opportunities embedded in tools, public forums, and partnerships with community-based organizations
- Provide information in a readily-digestible format, including both stories and statistics
- Line up meetings, decisions, and actions with internal and external parties

Cross-pollinate information across the governing and advisory boards

- Allow the governing and advisory boards to review key planning documents before the Office implements its workplan
- Have the meetings produce recommendations in time to inform legislative and budgetary processes
- Coordinate with related public governance contexts, such as the Local Control Action Plan redesign
- Provide transparency through public meetings and reports to the legislature

Legislatively Mandated Reviews

There are certain reviews mandated in the Education Code for the data system. All reports must also be submitted in accordance with [Government Code Section 9795](#) and be sent as indicated on the California Agency Reports [website](#) to the Secretary of

the Senate, Chief Clerk of the Assembly, and the Office of Legislative Counsel²¹.

Type of Review	Entity	Timeline	Education Code Reference
Regular reports to the Governor and Legislature on the implementation of the data system	Governing Board	Annual	Education Code Section 10866(d)(9)
Review of the appropriateness and efficacy of the Government Operations Agency continuing to house the Office after July 1, 2026	Governing Board	July 2026	Education Code Section 10862(c)(1)
Recommendation to move the Office under the administration of another state department or agency	Governing Board	July 2026	Education Code Section 10862(c)(2)
Ensuring regular reporting and external evaluations of the efficacy of the data system in fulfilling its purpose	The Office	Annual	Education Code Section 10867(b)(2)(C)
Conducting an annual student experience audit related to navigating the transition from secondary education to higher education	The Office	Annual	Education Code Section 10867(b)(5)(A)

²¹ A one-page executive summary shall be included with the report, along with the website of the state agency (where the report can be downloaded and a telephone number to call to order a hard copy of the report). The report must also be posted at the agency's website.

Assessing the feasibility of subsuming the operation of operational tools that are currently administered by other agencies, and reporting findings to the Governing Board, the Legislature, and the Governor	The Office	By July 2026	Education Code Section 10867(b)(5)(E)
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Conflicts of Interest

The Governing and Advisory Boards are subject to the conflict of interest policy. The Political Reform Act (the “Act”) prohibits a public official from using an official position to influence a governmental decision in which that person has a financial interest. The Act requires state and local government agencies like the Office to adopt a conflict-of-interest code that identifies all officials and employees who make governmental decisions based on the positions they hold. Individuals in the designed positions—including members of the Governing Board—must disclose their financial interests as specified in the conflict-of-interest code. The requirements of a conflict-of-interest code are in addition to other requirements of the Political Reform Act, such as the general prohibition against conflicts of interest contained in Section 87100, and to other state or local laws pertaining to conflicts of interest.

Government Code Section 1090 further requires that members of the Governing Board must not be financially interested in any contract made by them in their official capacity, or by any body or board of which they are members. The goal of this contracting rule is to eliminate temptation, avoid the appearance of impropriety, and assure the public of each member’s uncompromised allegiance. A contract made in violation of Section 1090 is void, even if the member with a financial interest does not participate in the decision and abstains from voting. Civil and criminal penalties may apply, even in cases in which the official’s financial interest is relatively slight. Board members should seek advice of counsel if they have questions about contracts and agreements in which they might have a financial interest.

Conflict-of-Interest Code Process

The process for adopting a conflict-of-interest code requires review by the Fair Political Practices Commission (FPPC) and a public posting for comments by the Office of Administrative Law. The time required to provide for a 45-day public notice and comment period and obtain final approval from FPPC spans months. Consequently, members of the Governing Board will be subject to what is called “full disclosure” pending final approval of the Office of Cradle-to-Career conflict of interest code.

Conflict-of-Interest Compliance

The Act requires public officials and employees in designated positions to report

their financial interests on a form called a Statement of Economic Interests (Form 700). Officials assuming new positions that make or participate in making governmental decisions must file under the broadest disclosure category in the agency's conflict-of-interest-code, or, if the organization does not have a conflict-of-interest code, under full disclosure. Full disclosure means that individuals must report all investments, business positions, and interests in real property held on the date of assuming office, and any income received during the 12 months immediately preceding assuming office. More detailed information on what must be disclosed appears on FPPC's website.

Incoming members of the Governing Board must file a Form 700 with full disclosure within 30 days of being sworn in. The Form 700 is a public document and will be published by FPPC. Failure to timely file the Form 700 may expose the official or employee to fines, penalties or criminal prosecution.

Annual and Additional Reporting

Members of the Governing Board must file annual statements and a final statement when leaving office. In addition, members will have to file within 30 days of a newly adopted or amended conflict of interest code.

For assistance with disclosure requirements and filing Form 700, contact the Office Board Liaison.

More information on conflict-of-interest codes, disclosure requirements, and Section 1090 appears on the website of the California Fair Political Practices Commission at <https://fppc.ca.gov/>.

Governing Board

Authority

The Governing Board provides oversight of the data system and operational direction to the Office to ensure the data system is serving its intended purpose.²² The Governing Board shall have the power to adopt, amend, and repeal rules, procedures, and minimum standards required for the use, maintenance, participation in, and operation of the Cradle-to-Career System. These rules and procedures shall also extend to all advisory boards and taskforces.

Membership and Appointments

The Trailer Bill, AB 132 (Committee on Budget, Statutes of 2021, Chapter 144) identifies the 21-member Governing Board.²³ Refer to Appendix B for more details and term lengths.

- Eleven Governing Board positions are allocated to the data providers and related organizations, as appointed by the head of each organization

²² Detailed statutory requirements for the Governing Board can be found in [Education Code Section 10860 et seq.](#)

²³ Refer to [Education Code Section 10864.](#)

- Eight Governing Board positions are for public members and education practitioners, appointed by the Governor's Office, Assembly, and Senate
- Two positions are allocated to one Assembly member and one Senator

Data contributors are permanent members. The head of each data contributor agency or organization is accountable for their constituency's participation in the system. Each agency or organization leader is entitled to appoint a designee to serve on the Governing Board in their place, and may delegate voting rights to an alternate, so long as that individual has the authority to make decisions on behalf of the appointed member.

The Governing Board also includes eight public members. In appointing members, the appointing authority shall make every effort to ensure the membership of the governing board is reflective of the cultural, racial, geographical, economic, and social diversity of California, taking into consideration factors including, but not limited to, diversity in data user experience, diversity in expertise with educational data, diversity in professional experience, and representation from different geographical and socioeconomic backgrounds. The public members shall represent the public beneficiaries of the data system, including, but not limited to, practitioners, families, students, adult learners and workers, community organizations, research organizations, or advocates.

Four of the public members are appointed by the Governor, as follows:

- Two elementary and secondary education practitioners to serve as a representative of elementary and secondary educators, counselors, and administrators
- Two additional members of the public

Four members of the public are appointed by the Legislature, as follows:

- Two members of the public to be appointed by the Speaker of the Assembly
- Two members of the public to be appointed by the President Pro Tempore of the Senate

In addition, the Governing Board may develop policies and practices to expand the governing board to include new data providers and ex officio members to provide additional expertise and perspectives, such as the state's Chief Data Officer.

Member Expectations

All members of the Governing Board are expected to:

- Ensure that appropriate resources are aligned to support the work of the Cradle-to-Career System
- Ensure that a true statewide focus is maintained and ensure multiagency cooperation
- Ensure the attendance of a designated representative with authority to make decisions
- Advocate for the Cradle-to-Career System to key stakeholders

Responsibilities of the Governing Board

The Board is responsible for implementing [Education Code Section 10866](#). A detailed list of those duties is summarized below.

Ensuring the Cradle-to-Career System is serving its intended purpose

- Set, revisit, and amend the vision, mission, and strategic objectives for the Cradle-to-Career System, particularly related to opportunity and outcomes gaps and advancing common goals
- Develop a theory of action to guide evaluations of the implementation of the Cradle-to-Career System
- Review input from end users to evaluate the usefulness of the data system, whether the data system is fostering evidenced-based decision-making, and whether the data system is benefiting all Californians
- Secure sufficient resources, build ongoing support, and advocate for using the data system with the public, Governor, Legislature, and data providers

Providing operational oversight of the Office

- Approve budget requests and operational budgets developed by the Office
- Approve operational plans developed by the Office to ensure they align with the strategic direction and legislative mandates regarding data access and use, operational tools, and community engagement
- Ensure the Office is implementing a user-centered design approach for Cradle-to-Career System tools
- Review and approve professional development, technical assistance, and communications plans for end users developed by the Office
- Review and approve the operational tools implementation plan developed by the Office
- Hire/evaluate/fire the Office Executive Director

Overseeing participation in the Cradle-to-Career System and governance structure

- Develop conflict of interest policies in accordance with applicable statutes
- Evaluate and approve requests from new potential data providers regarding their participation in the Cradle-to-Career System
- Establish and revise governance policies and procedures for the Cradle-to-Career System
- Appoint members to the Data and Tools Advisory Board and Community Engagement Advisory Board
- Provide input to the Office on the purpose and composition of ad hoc committees

Recommending the types of information available through the Cradle-to-Career System

- Review recommendations for additional data. All recommendations for additional data will require a feasibility study conducted by the Office.
- The Office will work with the relevant data providers and experts to document data availability, reliability, and validity; legal requirements; startup and ongoing costs to the Office and to the data providers; potential approaches for collecting the information; and any political or other implications that would

jeopardize the neutrality of the Office.

Recommending improvements to the mechanisms for accessing information in the Cradle-to-Career System

- Review and approve recommendations for significant content changes to dashboard visualizations, for implementation by the Office
- Review and approve recommendations for significant changes to query builder data points, for implementation by the Office
- Review and approve recommendations for the topics covered in reports that provide a neutral written summary of information available in the Cradle-to-Career System, for implementation by the Office
- Review and approve recommendations for new tools that would help the public interact with the data, for implementation by the Office

Monitoring technical, legal, and data implementation

- Review and approve recommended technical and data security policies, in consultation with technology and data security experts
- Review and approve recommended legal and privacy policies, in consultation with legal and privacy experts
- Review and approve recommended data practices, in consultation with data experts
- Monitor compliance with the legislation regarding data sharing
- Monitor compliance with legal requirements regarding privacy, security, and authorized access

Meetings

The Governing Board meets quarterly to address ongoing business, emerging issues and to review recommendations from the advisory boards.²⁴ When considering recommendations from the advisory boards, the Governing Board will document how they intend to address the issues raised by these stakeholders. Additional meetings may be called as needed.

The meeting process will adhere to the following:

- The full schedule of quarterly meetings will be established July, the first month of the fiscal year, by Office staff, in consultation with Governing Board members, and posted on the Cradle-to-Career website. Meetings will generally be held in August, November, February, and May.
- Governing Board members or their designated alternates are expected to attend all Governing Board meetings and to block the full day when Governing Board meetings are scheduled.
- Meetings require a quorum with a majority of the members (11 members).
- Attendance by telephonic or other electronic means requires advance notice, and any members participating remotely do not count towards establishing a quorum.^{25]}

²⁴ Quarterly convenings are required by [Education Code Section 10865\(a\)\(1\)](#).

²⁵ Certain exceptions allowing for the conduct of meetings via teleconference were implemented during the COVID-19 pandemic which allowed for remote attendance, codified in Government Code Section 11133, but expired in April 2022. The Legislature may enact additional provisions for teleconferencing and the remote conduct of meetings in a future session.

- The Office is responsible for coordinating meetings and keeping minutes.
- Meetings are subject to Bagley-Keene open meeting rules, which are designed to promote transparency and provide members of the public an opportunity to observe and comment on business before the Governing Board.²⁶
 - Bagley-Keene prohibits members from holding what are known as “serial meetings” in which a majority of members use a succession of communications outside of an actual meeting “directly or through intermediaries, to discuss, deliberate, or take action on any item of business that is within the subject matter of the state body.”²⁷
 - Members should refrain from exchanging emails or text messages during a Governing Board meeting because such communications might be considered prohibited serial communications.
 - Social media comments or “likes” on another member’s post about an issue within the jurisdiction of the Governing Board might be considered a prohibited serial meeting.
 - A purely social gathering, however, is not treated as a meeting so long as a majority of members do not privately discuss Governing Board business or engage in “shop talk” among members.

Decision-making and Voting

The Governing Board is the final authority on issues escalated from the advisory boards and the Office. The voting rights and process will adhere to the following:

- Governing Board members are authorized to vote on behalf of their respective organizations
- Governing Board members are all given equal voting power in the form of a single vote on all issues
- Governing Board decisions shall require a two-thirds vote of the total number of board members appointed²⁸
 - Governing Board members can vote to approve a motion using one of two options: agree or agree with reservations. Any reservations will be entered into the record.
 - Governing Board members can vote against a motion by disagreeing. Reasons for disagreeing will be entered into the record.
 - Governing Board members can also abstain.
- Governing Board members are authorized to delegate participation and voting privileges to an alternate
 - All entities appointing Governing Board members (including data provider agencies, the Governor’s Office, the Assembly, and the Senate) are strongly encouraged to establish an Alternate, because 14 votes are required for the Governing Board to make any decision. Alternates must be made by the appointing authority, not by the individual Governing Board member.
 - Each Governing Board member may designate only one Alternate

²⁶ Meetings of the Governing Board are subject to Bagley-Keene as required by [Education Code Section 10864\(f\)](#). The Bagley-Keene Open Meeting Act appears in [Government Code Section 11120 et seq.](#)

²⁷ See Government Code Section 11122.5(b)(1).

²⁸ A two-thirds vote is required by [Education Code Section 10865\(a\)\(5\)](#).

- member to substitute for that Board Member in the Board Member's absence. The list of current alternates will be maintained by the Office.
- Alternate members must take the oath of office before assuming the duties entrusted to them.
 - Each Alternate member shall have all rights and privileges of the associated Governing Board member during any meeting at which the Governing Board member is absent.
 - Each Alternate member is subject to all conflict-of-interest rules and disclosure obligations required of new or returning Governing Board members.²⁹
 - If a Governing Board member and associated Alternate member are both present at the same Board meeting, only the Governing Board member shall be entitled to participate and vote.

Chair of the Governing Board

The Governing Board will elect a Chair to serve two-year staggered terms. In the first year of the term, the newly elected Chair Elect will support the existing Presiding Chair. In the second year of the term, the Chair Elect will become the Presiding Chair. The Chair Elect and the Presiding Chair may not be from the same institution.

All eligible board members who are interested in serving as the Chair Elect will submit a statement of interest for discussion and a vote at the first Governing Board meeting of each fiscal year. If a single candidate does not receive the minimum threshold of 14 votes, a runoff will be held between the top two candidates. The individual who is elected will start as Chair Elect immediately upon election.

The Presiding Chair will be responsible for facilitating board meetings and setting agendas, acting as the Governing Board's primary point of contact for the Office Executive Director, supporting the Office staff with communications, and conducting the annual review of the Office Executive Director based on an established performance evaluation process.

The Chair Elect will be responsible for convening topical committees for tasks such as appointing Advisory Board members, onboarding new Governing Board members, conducting exit interviews with outgoing Governing Board members, and working with the Office to onboard new Advisory Board members.

The Presiding Chair and Chair Elect may adjust specific division of tasks between themselves as needed.

The visual below demonstrates the overlap of terms for the Chair Elect and Presiding Chair.

²⁹ Please see the Conflicts of Interest section, below, for more information about conflict-of-interest policies.

2021-22	2022-23	2023-24	2024-25	2025-26	2026-27
Blue					
	Green				
		Orange			
			Blue		
				Brown	

Ad Hoc Committees

The Governing Board is empowered to create and sunset ad hoc committees, taking into consideration cost, size, and purpose. Each ad hoc committee will be established at a Governing Board meeting, with the desired outcomes, scope of work, membership criteria, timing and location of meetings clearly established through a charter document that will be posted for public review and comment. Ad hoc committees will be subject to Bagley-Keene regulations, including meeting in-person in Sacramento.

Ad hoc committees may be short-term or standing. Currently, the following standing ad hoc committees have been established:

- Governance Manual Review
- Advisory Board Nominations

Public Records Act

The data contained within the Cradle-to-Career System is not subject to the California Public Records Act (PRA), per legislation.³⁰ However, the business of the Office and the activities of its Governing Board are subject to the requirements of the PRA. The PRA mandates that governmental records shall be disclosed to the public upon request unless there is a specific reason not to do so.³¹ The list of statutory exemptions is lengthy, but the most common justifications for nondisclosure concern individual rights to privacy (as in, for example, personnel matters), and the government's ability to perform assigned functions safely and efficiently (for example, in investigations or litigation).³²

The essence of the PRA is to provide access to information, not just documents. Under the PRA, a public record is any writing that is owned, used, or retained by a government agency in the conduct of its official business. The term "writing" describes any means of recording information, including paper, analog, and digital methods. Email communications—even emails sent or received from personally owned computers and smartphones—are within the scope of the PRA. For this reason, members of the Governing Board should remain mindful that text and email communications concerning the Cradle-to-Career System, including text and email communications sent or received from private devices and accounts, might be subject

³⁰ [Education Code Section 10872.](#)

³¹ [See Government Code Section 6250 et seq.](#)

³² [See Government Code Sections 6254 – 6254.35.](#)

to disclosure under the PRA.

The Office is responsible for responding to PRA requests. Because the PRA includes specific deadlines and other legal requirements, members of the Governing Board should be alert to any inquiries that might be construed as a PRA request. When in doubt, refer the matter to the counsel for follow up.

Per Diem, Meals, and Travel Expenses

Governing Board members do not receive compensation but are allowed to receive per diem and reimbursement of travel expenses, per [Education Code Section 10865\(a\)\(4\)](#). Receipts must be maintained and submitted as part of the Travel Expense Claim [form](#). Governing Board members are expected to follow the State of California's Travel Reimbursement policy.³³

Meals

The State of California establishes a per diem limit for meals and incidentals based on the travel timeframes. In the event of an audit, Governing Board members must be able to produce receipts substantiating the amount claimed.

- Breakfast: Up to \$7.00
- Lunch: Up to \$11.00
- Dinner: Up to \$23.00
- Incidentals: Up to \$5 per day

Lodging and Travel Expenses

The State of California also establishes a maximum lodging reimbursement rate per night. Sacramento County's reimbursement rate is limited to \$95 plus tax per night. Other expenses, such as mileage, taxis, parking, train fare (Amtrak, for example) and airfare can be claimed.

Advisory Board Appointments

The Governing Board considers recommendations from two advisory boards:³⁴

- **Data and Tools Advisory Board:** The responsibility of the Data and Tools Advisory Board is to examine whether the data system is providing actionable information and identifying ways to improve access to that information³⁵
- **Community Engagement Advisory Board:** The responsibility of the Community Engagement Advisory Board is to examine whether the Office is creating strong feedback loops with data users, supporting evidence-based decision making and analytical capacity, and ensuring equitable access to

³³ The Travel Reimbursement policy can be viewed at: <https://www.calhr.ca.gov/employees/pages/travel-reimbursements.aspx>.

³⁴ [Per Education Code Section 10865\(d\)](#).

³⁵ [Education Code Section 10865\(b\)\(1\)\(A\)](#).

actionable information³⁶

Members of the advisory boards are appointed by the Governing Board, and shall serve three-year terms, with the initial appointment term staggered such that one-third of the positions expire each year.

Advisory Board Selection

Advisory Board members are appointed by the Governing Board using the following procedure:

- In advance of the recruitment process, an ad hoc committee of the Governing Board will review planned activities for the next three years of Cradle-to-Career system development and the current advisory board composition to determine desired characteristics and expertise for members of each advisory board, which will be codified into a rubric for each advisory board.
- The Office will create documentation to publicize the opportunity to apply, including requirements for participation, anticipated activities, the selection rubric, and an application form.
- The ad hoc committee will provide input to the Office on application materials and the dissemination plan.
- The Office will partner with Governing Board members, advisory board members, and community partners to recruit for advisory board nominations.
- The Office will compile applications and ensure they are complete
- Ad Hoc committee members will review and score each application against the rubric, with multiple ad hoc committee members reading each application, and aggregate assessments will be calculated by the Office
- The Ad Hoc committee will discuss potential slates for each advisory board at a public meeting, including rank-ordering runner up candidates
- Focusing on how the incoming slate of candidates would improve diversity, lived experience, skills, expertise, and planned activities, the Governing Board will review and determine whether to approve the slate of candidates, including offering positions to runner-up candidates in the order recommended by the ad hoc committee if advisory board members elect not to serve

Selection Criteria

In order to ensure that advisory board members represent the public, a person who works for an organization or person represented on the Governing Board may not be selected to serve on the Community Engagement Advisory Board. An organization is defined as a state agency or representative of a segment (such as Association of Independent California Colleges and Universities), as opposed to providers that report to an agency (for example, a representative from a specific University of California would be eligible to serve, even though the University of California Office of the President is represented on the Governing Board). To ensure that there is adequate

³⁶ [Per Education Code Section 10865\(b\)\(1\)\(B\).](#)

expertise to guide recommendations from the advisory board, the advisory board shall solicit input from experts at the relevant data providers.

Advisory Board members shall not have alternates.

Communications

The Office staff will curate standard communications materials, FAQ, and messaging guidelines to share with Governing Board and Advisory Board members, including what types of communications are appropriate to engage in independently.

Governing Board members must consult with the Presiding Board Chair and the Executive Director by email or phone before engaging in formal communications about the Cradle-to-Career system, such as in response to media inquiries, questions about hiring or procurement processes, or describing the activities of the data system in contexts like conference presentations and community meetings.

Executive Director Performance Review

Importance of the Performance Review Process

The yearly performance review of the Executive Director is a critical activity of the Governing Board, which is intended to support the individual leading the Office of Cradle-to-Career Data and ensure the data system fulfills its mission.

This performance review is part of an ongoing, forward-looking, and clarifying process between the Governing Board and the Executive Director. Although the performance review is conducted annually, the Governing Board also responds to status updates by the Executive Director at quarterly board meetings and provides timely feedback to the Executive Director about their activities throughout the year.

Performance Review Roles

Role	Responsibility
Presiding Board Chair	Leads the performance review process and the Ad Hoc Committee, oversees the aggregation of information gathered via the performance review survey, develops the performance review, and presents the review to the Governing Board in a closed session*
Ad Hoc Committee Members	Identify performance targets related to the annual plan, select individuals to complete the performance review survey, provide feedback to the performance review drafted by the Presiding Board Chair, participate in the performance review meeting with the Executive Director

External Consultants (as needed)	Assist with conducting the performance review and compiling results from the performance review survey , at the direction of the Governing Board
Executive Director	Completes self-review, discusses performance review with ad hoc committee
Selected Board Members and Staff	Complete survey of Executive Director's performance
Selected External Stakeholders	Complete survey of Executive Director's performance
Governing Board Chair Elect	Reviews performance review drafted by Presiding Chair before it is shared with the Ad Hoc Committee

*Education Code 10866. (a) The governing board shall appoint an executive officer to oversee the managing entity. The executive officer shall be exempt from civil service consistent with subdivision (e) of Section 4 of Article VII of the California Constitution, including setting the terms of employment, and annual compensation shall be commensurate with other like positions in state government.

Performance Review Components and Timeline

The performance review timeline is as follows. The timeline can be adjusted if needed at the discretion of the Governing Board.

August

The Governing Board reviews the Office of Cradle-to-Career Data annual work plan in August of each year. This plan will be used to establish standards by which to measure the Executive Director's job performance. In August, the Governing Board will also form an Ad Hoc Committee for the express purpose of evaluating the Executive Director. This committee, whose membership will be limited to Governing Board members, will be led by the Presiding Board Chair. Meetings of this Ad Hoc Committee will be exempted from Bagley-Keene regulations due to the sensitive nature of the content.

September

Ad Hoc Committee members will draw on the annual workplan to articulate more specific performance expectations under each of the areas of responsibility listed in the Executive Director's Job Description. After requesting names of potential 360 survey participants from the Executive Director, the Ad Hoc Committee will identify at least five individuals to fill out the performance review survey, drawn from the Governing Board, staff, and other relevant stakeholders. The criteria for selection includes having been involved with the activities of the Cradle-to-Career System for the entire performance period, having awareness of strategic priorities for the year, not serving on the Executive

Director Review Ad Hoc Committee, and limiting the number of individuals who participated in prior year reviews. An external consultant / organization may be engaged at the discretion of the Governing Board to help with this process in conjunction with the Ad Hoc Committee.

October

Starting in October, the Ad Hoc Committee will gather information to evaluate the Executive Director's performance.

December

The performance review will be developed by the Presiding Board Chair and reviewed by the Board Chair Elect to assure it conforms to the expectations of the review process.

January

The draft performance review will be shared with the Ad Hoc Committee, the Presiding Chair will incorporate feedback from the Ad Hoc into a final performance review document, and the Ad Hoc Committee will determine whether to recommend a salary increase. The Board Chairs will meet with the Executive Director to conduct the performance review, receive feedback from the Executive Director to share back with the Governing Board, and work with the Government Operations Agency to ensure the performance review follows state requirements. .

February

The Ad Hoc Committee will share the performance review with the full Governing Board in a closed session.

Performance Measurements

Performance measures for the performance review will be based on the Executive Director job description and the annual workplan. The assessment will also address whether the Executive Director is advancing the vision of fostering evidence-based decision-making to help Californians build more equitable futures and empower individuals to reach their full potential. The performance review will be evidence-based, including documenting what the Executive Director achieved, how objectives were attained, and how the Executive Director's work supports the goals of the data system.

Areas to assess will include:

- Leadership
 - Advances the C2C Vision
 - Inspirational Leadership
 - Cultural Competence
 - Ethics
- Stakeholder and Community Engagement
 - Communications Strategy
 - Governing Board Relationship
 - Stakeholder and Community Relationships

- System Management
 - Planning and Organization
 - Financial Sustainability
 - Data Privacy and Security
 - Continuous Improvement

Information Gathering and Documentation

The performance review survey will include both quantitative and qualitative elements and will solicit information about specific actions and behaviors.. An Information Session on how to complete the survey will also be conducted. To the degree possible, the identities of the respondents will remain anonymous.

The Executive Director will fill out a self-review. The self-review form will mirror the survey being filled out by others.

Once feedback has been gathered from both the Executive Director and others, the Board Chair will draft a formal performance review, which will then be reviewed by the Board Chair Elect.

The Ad Hoc Committee will then meet to discuss the review before it is shared with the Executive Director. The Ad Hoc Committee will have access to the information that informed the performance review. In reviewing the gathered information, all parties should be mindful of the following:

- Does the performance review document accurately reflect the overall themes reflected in the survey data?
- Does the performance review document strike an appropriate balance between positive feedback and constructive feedback?
- Are the areas of greatest competence and need for improvement reported by the survey respondents borne out by other evidence?
- Are there certain adjectives frequently used to describe the Executive Director or themes that recur in responses to open-ended questions?
- Do significant differences between the Executive Director's self-assessment and those of the other reviewers point to a different understanding of the Executive Director's responsibilities? If so, which among the reviewers differ most from the Executive Director's self-assessment?
- Do responses all focus on one outstanding quality, without addressing other core expected competencies?
- Do responses all focus on one single incident, without addressing overall performance?
- Do the responses tend to rate personality traits above performance?
- Do the responses substitute personal likes and dislikes for an objective appraisal of performance?
- Do the responses show a propensity to avoid judgment by consistently rating them as average?
- Do the responses show an inclination to rate the Executive Director as unfavorably as possible?
- Do responses reflect an understanding of the legal and fiscal constraints of the C2C system and its authorizing legislation?

The Ad Hoc Committee will also review and recommend modifications to the Executive Director's compensation, within established guidelines for the Government Operations Agency.

The Board Chair will finalize the evaluation based on the input from the Ad Hoc Committee.

Information Sharing with the Executive Director

The Ad Hoc Committee will schedule a meeting to review the performance review form with the Executive Director. The Executive Director will be given the draft performance review one week in advance of this meeting.

During the meeting, Ad Hoc Committee members will work with the Executive Director to develop a set of priorities for professional development for the upcoming year. If the Executive Director is underperforming in specific areas, the Ad Hoc Committee will work with the Executive Director to develop a plan to improve performance, such as receiving training, mentoring, or technical assistance.

After this meeting, the Presiding Board Chair will finalize the performance review.

Finalizing the Performance Review and Other Decisions

The Board Chair will submit the final draft of the performance review and any recommended adjustments to the Executive Director's compensation to the Governing Board for discussion in a closed session. Governing Board members will move to approve or modify the performance review. This confidential document then will become part of the Executive Director's personnel file.

The Board Chair will submit recommendations regarding compensation to the Government Operations Agency.

If the Governing Board determines that the Executive Director is not fulfilling the expectation for the role, and in accordance with Cal HR policies, it may terminate the contract through a two-thirds vote.

Approving Data Points

Per legislation, the Governing Board is responsible for expanding the collected data set by requesting additional data points from data providers, in the context of data quality, legal concerns, costs, and preserving the neutrality of the data system. However, the Governing Board may not require a data provider to collect data that the data provider is not legally allowed, under other applicable laws, to collect.

The Participation Agreement that was signed by all of the data providers notes that the data elements provided may be modified by data providers and the Office to include additional elements without the need to re-execute the Participation Agreement. The Governing Board may add or remove requested data points based on changes in the usage of the element. If vetted through the Governing Board for a legitimate public purpose, data elements may be eliminated or reassigned to another data provider.

Nothing in the Governance Manual may supersede the Participation Agreement, and the Governing Board may not require a data provider to amend the data points that it provides.

Scenario 1: Data provider requests to share a data point it already collects and validates:

1. A data provider and the Office explore an additional data point that is needed for a dashboard or other purpose at C2C. Discussion will include:
 1. Clarifying data definitions and updates to data definition document
 2. Mapping the data definition to fields in the data provider's dataset
2. The Director of Data Programs or a designated alternate collaborates with the data provider on data definitions and data transfer.
3. The data provider, Governing Board member (or authorized person), and the Executive Director confirm agreed requested changes in writing (such as an email).
4. The Office presents requested changes at the next Governing Board meeting. There are two paths:
 1. *Formal additions to the P20W:* For newly shared data points that the Governing Board wishes to formalize as data points that will be submitted to the Office on an ongoing basis as part of the P20W data set, the Governing Board discusses and formally votes to include those data points in the defined list of P20W data points moving forward.
 2. *Additional data points:* Data providers also have the option to share data points that go beyond the P20W data points for the research request process. Newly available data points will be shared as an FYI item during Governing Board meetings for transparency with the public so researchers understand which data are available through the research request process.
5. The Office circulates an updated list of available data points to all signatories of the Participation Agreement as a courtesy. The Office posts the current list of available data points on the C2C website.

Scenario 2: The Data and Tools Advisory Board requests adding a data point.

The Data and Tools Advisory Board follows the process for vetting in which requests for data points are subject to a feasibility study. For the data points that go to the feasibility study stage:

- Advisory Board recommendations for additional data points are forwarded to the Office for a feasibility study. Office staff work closely with all affected data providers to create a written report that documents the following:
 - data availability, reliability, quality, and validity
 - legal requirements and privacy considerations
 - startup and ongoing costs to the Office and to the data providers
 - any political or other implications that would jeopardize the neutrality of the Office
 - in separate sections from each of the affected data providers, their determinations on whether it is feasible to provide the data point
- As part of the feasibility study, if the data point is not currently collected and validated by a data provider, local entities that would need to collect and report the new data point to a data provider are given the opportunity to

discuss efficient and feasible ways to collect and share the data, as well as the potential challenges of the new data collection.

- The Office and representatives from the data providers present the feasibility study results to the Data and Tools Advisory Board. The Data and Tools Advisory Board determines whether to advance the idea to the Governing Board as a proposal.
- The Governing Board discusses the Advisory Board recommendation. If all affected data providers agree to provide the data point, and the Governing Board agrees through a vote, the data point is approved.
- The Director of Data Programs or designated alternate collaborates with the provider(s) on data definitions and data transfer.
- The Office circulates an updated list of P20W data points to all signatories of the Participation Agreement as a courtesy. The Office posts the current list of available P20W data points on the C2C website.

Scenario 3: In other cases, individuals interested in suggesting a data point should first contact staff at the Office at info@c2c.ca.gov, which will direct those individuals to the appropriate resource.

Data and Tools Advisory Board

Authority

The responsibility of the Data and Tools Advisory Board is to examine whether the data system is providing actionable information and identifying ways to improve access to that information.³⁷

Membership and Terms

The Data and Tools Advisory Board members shall consist of 16 public members, appointed by the Governing Board. The Data and Tools Advisory Board members will consist of end users of the data including practitioners, families, students, adult learners and workers, community organization staff, research organization staff, and advocacy organization staff.

Data and Tools Advisory Board members serve three year terms, with the initial appointment term staggered such that one-third of the positions expire each year.

Representatives of specific institutions serve no more than one consecutive term and can only have one seat on the Data and Tools Advisory Board at a time. To establish staggered terms at the outset of the Cradle-to-Career System development, all seats are appointed in year one, but some terms are shorter, such that five positions are appointed for one year, five positions are appointed for two years, and six positions are appointed for three.

Meetings

- Data and Tools Advisory Board meetings will occur at least twice a year.

³⁷ [Education Code Section 10865\(b\)\(1\)\(A\)](#).

- In addition to regular meetings, the Data & Tools Advisory Board may establish ad hoc committees as needed.
- All meetings are subject to the provisions of the Bagley-Keene Act.
- The quorum for meetings is a simple majority of Data & Tools Advisory Board members (9 advisory board members).

Member Expectations and Responsibilities

All members of the Data and Tools Advisory Board are expected to attend meetings and advocate for the Cradle-to-Career System to key stakeholders.

Through feedback provided in meetings, the Data and Tools Advisory Board members will provide suggestions to the Governing Board and the Office, including, but not limited to:

- The usability, **accessibility**, and usefulness of dashboard visualizations
- Operational tools
- Data points to include in centralized data sets

Each year, the Data and Tools Advisory Board will also review all prior data requests from the researcher data request process to facilitate the continuous improvement of the data request process and ensure that it is clear, transparent, fair, and efficient, including identifying mechanisms that would enable appropriate data requests to be fulfilled.

When there are significant gaps regarding whether the data system is providing access to actionable information, the Data and Tools Advisory Board may develop recommendations for the Governing Board on which tools to provide or which data points to include in centralized data sets.

At the fall Advisory Board meeting, Advisory Board members may bring forward proposals for ways to address the significant gap.

For changes to the data request process, proposals may be submitted using a form that specifies:

- The nature of the issue with the data request process
- What action should be taken **to address the issue**
- Who would benefit from this action
- Who would implement the action
- How the action relates to the mission and vision of C2C

For changes to tools such as dashboards or operational tools, proposals may be submitted using a form that specifies:

- The nature of the gap regarding access to actionable information
- What type of tool should be developed
- How a tool would address the gap
- Who would be the likely users of the tool

- How the tool relates to the mission and vision of C2C

For changes to data points, proposals may be submitted using a form that specifies:

- What data point should be added
- Who would use the data point
- How the data point would be used
- Who would provide the data point
- Whether the data point already exists in a state-level data set or would need to be collected by local institutions and reported to state agencies
- Which populations should be included in the data point (such as K-12 students or workforce development participants)
- How providing the data point relates to the mission and vision of C2C

Two months before the Advisory Board meeting, the Office will convene a public meeting where Advisory Board members can learn more about available data points and ask questions of the data providers about additional information that might be useful to access through C2C.

The proposal form must be submitted one month before the Advisory Board meeting and posted on the C2C website. Using a pre-meeting survey, Advisory Board members will rank order proposals. Advisory Board members will use a rubric developed by the Office to evaluate the proposals to examine potential impact and to align it with the C2C vision, mission, and authority.

At the fall Advisory Board meeting, up to three proposals that were prioritized in the pre-meeting survey will be considered. The Advisory Board member who submitted the proposal will present the idea to the Advisory Board, followed by public comment. Then the Advisory Board members will discuss the proposal, to evaluate whether the proposal would effectively address the issue that has been flagged and would meaningfully advance the work of C2C. Advisory Board members may make amendments to the proposal.

Advisory Board members will be asked to vote on whether the proposal should be advanced to the Office, so that it can conduct a feasibility study regarding data availability, reliability, and validity; legal requirements; startup and ongoing costs to the Office and to the data providers; potential approaches for collecting the information; and any political or other implications that would jeopardize the neutrality of the Office. **Before voting, there will be another period of public comment.**

The vote shall require a simple majority of those present.

- Advisory Board members can vote to approve a motion using one of two options: agree or agree with reservations. Any reservations will be entered into the record.
- Advisory Board members can vote against a motion by disagreeing. Reasons for disagreeing will be entered into the record.
- Advisory Board members can also abstain. Reasons for abstaining will be entered into the record.

At the spring Advisory Board meeting, the Office will present on the feasibility studies. The Advisory Board will discuss the findings, amend the proposal if needed, and then vote on whether the proposal should be advanced to the Governing Board as a recommendation. The same voting protocol will be used as in the decision to implement a feasibility study.

Community Engagement Advisory Board

Authority

The responsibility of the Community Engagement Advisory Board is to examine whether the Office is creating strong feedback loops with data users, supporting evidence-based decision making and analytical capacity, and ensuring equitable access to actionable information.³⁹

Membership and Terms

The Community Engagement Advisory Board members shall consist of 16 public members, appointed by the Governing Board. Members include the end users of the data system including practitioners, families, students, adult learners and workers, community organization staff, research organization staff, and advocacy organization staff.

Community Engagement Advisory Board members serve three year terms, with the initial appointment term staggered such that one-third of the positions expire each year.

Representatives of specific institutions serve no more than one consecutive term and can only have one seat on the Community Engagement Advisory Board at a time. To establish staggered terms at the outset of the Cradle-to-Career System development, all seats are appointed in year one, but some terms are shorter, such that five positions are appointed for one year, five positions are appointed for two years, and six positions are appointed for three years.

Meetings

- Meetings will occur at least twice a year.
- In addition to regular meetings, the Community Engagement Advisory Board may establish ad hoc committees as needed.
- All meetings are subject to the provisions of the Bagley-Keene Act.
- Quorum for meetings is a simple majority of the Community Engagement Advisory Board members (9 advisory board members).

Member Expectations and Responsibilities

³⁹ Per [Education Code Section 10865\(b\)\(1\)\(B\)](#).

All members of the Community Engagement Advisory Board are expected to attend meetings and advocate for the Cradle-to-Career System to key stakeholders.

Through feedback provided in meetings, the Community Engagement Advisory Board members offer suggestions for the Governing Board and the Office including, but not limited to:

- Professional development and technical assistance models that foster evidence-based decision-making, strengthen analytical capacity to use available data tools, and enable end users to understand structural factors that influence outcomes
- Communication structures that ensure a broad range of Californians know about and are using the tools
- Feedback loops that ensure meaningful and equitable public input, access, and utilization of the available information.

When there are significant gaps regarding feedback loops with data users, evidence-based decision making and analytical capacity, and equitable access to actionable information, the Advisory Board may make formal recommendations about the community engagement framework to the Governing Board for ways to improve feedback loops.

At the fall Advisory Board meeting, Advisory Board members may bring forward proposals for ways to amend the community engagement framework to address the significant gap. Proposals may be submitted using a form that specifies:

- The nature of the gap regarding feedback loops with data users, evidence-based decision making and analytical capacity, or equitable access to actionable information
- What action should be taken to amend the community engagement framework
- Who would benefit from this action
- Who would implement the action
- How the action relates to the mission and vision of C2C

The proposal form must be submitted one month before the Advisory Board meeting and posted on the C2C website. Using a pre-meeting survey, Advisory Board members will rank order proposals. Advisory Board members will use a rubric developed by the Office to evaluate the proposals to examine potential impact and to align it with the C2C vision, mission, and authority.

At the fall Advisory Board meeting, up to three proposals that were prioritized in the pre-meeting survey will be considered. The Advisory Board member who submitted the proposal will present the idea to the Advisory Board, followed by public comment. Then the Advisory Board members will discuss the proposal, to evaluate whether the proposal would effectively address the issue that has been flagged and would meaningfully advance the work of C2C. Advisory Board members may make amendments to the proposal.

Advisory Board members will be asked to vote on whether the proposal should be advanced to the Office, so that it can conduct a feasibility study regarding data availability, reliability, and validity; legal requirements; startup and ongoing costs to the Office and to the data providers; potential approaches for collecting the information; and any political or other implications that would jeopardize the neutrality of the Office. **Before voting, there will be another period of public comment.**

The vote shall require a simple majority of those present.

- Advisory Board members can vote to approve a motion using one of two options: agree or agree with reservations. Any reservations will be entered into the record.
- Advisory Board members can vote against a motion by disagreeing. Reasons for disagreeing will be entered into the record.
- Advisory Board members can also abstain. Reasons for abstaining will be entered into the record.

At the spring Advisory Board meeting, the Office will present on the feasibility studies. The Advisory Board will discuss the findings, amend the proposal if needed, and then vote on whether the proposal should be advanced to the Governing Board as a recommendation. The same voting protocol will be used as in the decision to implement a feasibility study.

Managing Entity

Roles and Responsibilities

The implementing statute for the data system identifies the Office of Cradle-to-Career Data as the managing entity within GovOps.⁴¹

Statute⁴² requires the Office to generally:

- Initiate the data system during the startup process
- Ensure wide, appropriate, and legal use of the data system as a one-stop shop for cradle-to-career data to support policy researchers
- Scale operational tools to better serve educators, students, and families
- Implement communications, professional development, and technical assistance that support data system use

The Office is tasked with implementing the Cradle-to-Career System, as specified by statute and as overseen by the Governing Board. For phase one, the Cradle-to-Career Workgroup recommended that the strategic objectives for the data system are to:⁴³

- Develop the architecture for securely linking records across agencies and creating intersegmental data sets

⁴¹ Government Operations Agency: <https://www.govops.ca.gov/>

⁴² [Education Code Section 10862](#) and [Education Code Section 10867](#).

⁴³ This list was approved at the June 2020 Cradle-to-Career Workgroup meeting.

- Provide public-facing data visualizations, query tools, and a research library that provide actionable information on education, social services, employment patterns, and equity gaps in opportunities and outcomes
- Provide inter-agency data sets that enable research on factors that help Californians meet critical education milestones, evaluate the long-term impact of state-funded programs, and identify strategies for closing equity gaps
- Provide resources, training, and technical assistance that build data literacy among policymakers, practitioners, and the public
- Provide college and career planning tools, college-readiness monitoring, electronic transcripts, and confirmation of eligibility for financial aid and student supports
- Lead efforts to ensure the reliability of data contributed by the partner entities

While the Office should have expertise in data and analytics to support the collection, provision, analysis, visualization, and use of information, it would remain neutral and not establish its own educational or policy agenda.

Specific responsibilities of the Office include:

Supporting the Governing Board, advisory boards, and data providers

- Staff all Governing Board, advisory boards, and taskforce meetings and processes
- Support the development and updating of the Governance Manual
- Onboard new data providers to the governance structure, in partnership with the Governing Board chair
- For recommendations from the Data and Tools Advisory Board requiring new data elements; new visualizations on the dashboard; expanding query builder data points; or creating new tools, conduct feasibility studies and develop proposals regarding data availability, reliability and validity; legal requirements; startup and ongoing costs; and the process that would be required to collect the information
- Develop proposals for professional development, technical assistance, and communications plans based on recommendations from the Community Engagement Advisory Board
- Ensure regular reports and external evaluations regarding whether and how the vision and strategic objectives for the Cradle-to-Career System are being implemented, based on a theory of action
- Identify barriers to implementing the mission and vision and develop recommendations for the Governing Board on how to address these challenges
- Lead the development of technical and data security policies, legal policies, data standards, and governance policies
- Coordinate with the Legislative and Executive Branches, with the support of the Governing Board, Governor's Office, and advisory boards, regarding ongoing support for the Cradle-to-Career System
- Escalate issues regarding data provider compliance with statute and legal agreements to the Governing Board as needed

- Escalate issues regarding technical and legal implementation to the Governing Board as needed

Managing administrative functions for the Cradle-to-Career System

- Develop an annual workplan, for approval by the Governing Board
- Develop budget requests and operational budgets, for approval by the Governing Board
- Expend funds in alignment with the operational budget and/or following an agreed-upon process to address unanticipated expenses
- Lead procurement processes and enter into contracts and agreements⁴⁴
- Oversee personnel management and compensation

Managing the technical infrastructure

- Create, manage, procure, secure, and maintain a master data management model to match individual records
- Create a searchable index of available data from data providers
- Create, manage, procure, secure, and maintain the infrastructure and tools to support data contributions and to consume/process research requests
- Create data sets that are tailored to approved purposes
- Leverage a role-based technical architecture to allow authorized parties to access unitary data points
- Ensure availability, reliability, and performance of the technical infrastructure
- Ensure data privacy and security
- Develop and curate all necessary technical documentation and resources to facilitate partner data submissions
- Provide ongoing training and technical assistance to data providers on the data submission process

Implementing public tools and supporting their use

- Lead user-centered design and testing processes for the dashboard and query builder tools
- Provide information to the public using dashboards, query builders, and research libraries
- Provide neutral written summaries of information available in the Cradle-to-Career System that relate to the public good and equitable opportunities and outcomes
- Scale existing tools that support college planning and the transfer of student records
- Provide information, resources, training, and technical assistance that foster evidence-based decision making, strengthen analytical capacity to use available data tools, and enable end users to understand structural factors that influence outcomes

⁴⁴ [Educ. Code 10867\(b\)\(3\)\(A\)](#) and [Educ. Code 10868](#)

- Ensure information, resources, training, and technical assistance take the needs of various communities into account, such as ensuring that all materials are accessible and provided in more than one language
- Lead community engagement activities to provide an ongoing channel for the public to provide input about the system and use these interactions to develop recommendations about available data and improving capacity for evidence-based decision making
- Where authorized, collect new data points on behalf of the state
- Engage in continuous improvement by joining communities of practice for longitudinal data systems; identifying evolving best practices on legal, technical, data, and community engagement topics; conferring with experts; and participating in intrastate and national data collection and policy efforts

Supporting data requests

- Support a review process for data requests on behalf of the data providers, including the assessment of whether the request form is fully filled out; cannot be answered using the public-facing query tools; does not violate any local, state, or federal law regarding privacy; and seeks information that is available from data providers through the Cradle-to-Career System
- Provide project management during the data request review process to facilitate timely resolution of any concerns and provision of data

Improving data quality

- Work with the Data and Tools Advisory Board to identify data points with questionable data quality
- Work with each data provider to determine whether definitions or data points that are currently uploaded to the Cradle-to-Career System have changed, and if so, document implications for the data set and publicly-available data

Ensuring legal compliance

- Negotiate and enter into legal agreements, contracts, memoranda of understanding, interagency agreements, and other agreements needed to implement the data system
- Ensure routine and ongoing compliance with all applicable federal, state, and data provider-specific laws and regulations to ensure confidentiality and privacy of individual records
- Ensure legislatively mandated reports are created and submitted on-time

Taskforces

The Office may convene temporary groups to provide expertise necessary to implement the strategic objectives outlined by the Governing Board and to support the staff in administering the data system. These taskforces will be announced at a Governing Board meeting, with the desired outcomes, scope of work, membership criteria, timing and location of meetings clearly established through a charter document that will be posted for public review and comment. Whenever possible,

taskforce meetings will be broadcast to the public over online videoconferencing tools.

Executive Director

The Governing Board is required to appoint an executive officer (Executive Director) to oversee the Office.⁴⁵

The Executive Director shall be exempt from civil service consistent with subdivision (e) of Section 4 of Article VII of the California Constitution, including setting the terms of employment, and annual compensation shall be commensurate with other like positions in state government.

The executive officer shall employ such other employees as they deem necessary for the effective conduct of the work of the Office.

The Office is responsible overseeing personnel and compensation for the Executive Director, but the Governing Board Chair will oversee the annual review of the Executive Director.

Data Providers

Data providers, also known as data contributors, are “entities that submit the individual, educational, academic, training, employment, social service, health, and other information used to create the data system.”⁴⁶

All data providers have one seat each on the Governing Board.

Data providers are required by statute⁴⁷ to submit the P20W data points defined in the participation agreement with the Office. The participation agreement is a legal agreement between the data providers and the Office. The participation agreement defines the responsibilities of both the Office and the data providers, and includes a list of the data points agreed upon between the data providers and the Office.

Data providers are responsible for ensuring that the source data is consistent with the data definitions and standards adopted by the Governing Board. Data providers make every effort to ensure source data is of the highest quality before submitting the data to the Office for inclusion in the data system. Once submitted, data providers work with the Office to ensure data quality.

⁴⁵ [Education Code Section 10866\(a\)](#).

⁴⁶ Per [Education Code Section 10871](#).

⁴⁷ Per [Education Code Section 10871\(a\)\(1\)](#).

Appendices

Appendix A: Governing Board Representatives and Term Lengths

Appendix B: Governance Manual Revision History

Appendix A: Governing Board Representatives and Term Length

[AB 132](#) (Committee on Budget, Statutes of 2021, Chapter 144, Section 8) identifies the Governing Board members and their term lengths.

To establish staggered terms at the outset of the Cradle-to-Career System development, all seats will be appointed in year one, but some terms will be shorter, such that some positions are appointed for one year, some positions are appointed for two years, and some positions are appointed for three years.

	Representative Identified in Statute	Statutory Reference⁴⁸	Term Length⁴⁹	Term for First Set of Appointments
1.	The State Superintendent of Public Instruction or the Superintendent's designee	Education Code Section 10864(a)(1)	Permanent	As determined by the State Superintendent
2.	The Chancellor of the California Community Colleges or the chancellor's designee	Education Code Section 10864(a)(2)	Permanent	As determined by the Chancellor
3.	The Chancellor of the California State University or the chancellor's designee	Education Code Section 10864(a)(3)	Permanent	As determined by the Chancellor
4.	The President of the University of California or the president's designee	Education Code Section 10864(a)(4)	Permanent	As determined by the President
5.	The President of the Association of Independent California Colleges and Universities or the president's designee	Education Code Section 10864(a)(5)	Permanent	As determined by the President
6.	The Chief of the Bureau for Private Postsecondary Education or the chief's designee	Education Code Section 10864(a)(6)	Permanent	As determined by the Chief
7.	The Executive Director of the California Student Aid Commission or the executive director's designee	Education Code Section 10864(a)(7)	Permanent	As determined by the Executive Director
8.	The Executive Director of the Commission on Teacher Credentialing or the executive director's designee	Education Code Section 10864(a)(8)	Permanent	As determined by the Executive Director
9.	The Secretary of California Health and Human Services or the secretary's designee	Education Code Section 10864(a)(9)	Permanent	As determined by the Secretary
10.	The Secretary of Labor and	Education Code	Permanent	As determined

⁴⁸ These provisions are from the [Education Code Section 10864](#).

⁴⁹ The Governing Board member's terms are specified in [Education Code Section 10864\(c\)](#).

	Workforce Development Agency or the secretary's designee	Section 10864(a)(10)		by the Secretary
11.	The Chief Operations Officer of California School Information Services	Education Code Section 10864(a)(15)	Permanent	Permanent
12.	Four public members, to be appointed by the Governor, as follows: Two elementary and secondary education practitioners to serve as a representative of elementary and secondary educators, counselors, and administrators. PUBLIC MEMBER/PRACTITIONER 1	Education Code Section 10864(a)(11)(A)	Three years; shall not serve more than two consecutive terms or more than six years (Education Code Section 10864(c)(3))	Three years; shall not serve more than two consecutive terms or more than six years (Education Code Section 10864(c)(3))
13.	Four public members, to be appointed by the Governor, as follows: Two elementary and secondary education practitioners to serve as a representative of elementary and secondary educators, counselors, and administrators. PUBLIC MEMBER/PRACTITIONER 2	Education Code Section 10864(a)(11)(A)	Three years; shall not serve more than two consecutive terms or more than six years (Education Code Section 10864(c)(3))	Three years; shall not serve more than two consecutive terms or more than six years (Education Code Section 10864(c)(3))
14.	Four public members, to be appointed by the Governor, as follows: Two members of the public who meet the requirements of paragraph (1) of subdivision (c) (diversity in data, professional experience, different geographical and socioeconomic backgrounds). PUBLIC MEMBER 3	Education Code Section 10864(a)(11)(B)	Three years; shall not serve more than two consecutive terms or more than six years (Education Code Section 10864(c)(3))	One year (Education Code Section 10864(C)(5)(B))
15.	Four public members, to be appointed by the Governor, as follows: Two members of the public who meet the requirements of paragraph (1) of subdivision (c) (diversity in data, professional experience, different geographical and socioeconomic backgrounds). PUBLIC MEMBER 4	Education Code Section 10864(a)(11)(B)	Three years; shall not serve more than two consecutive terms or more than six years (Education Code Section 10864(c)(3))	One year (Education Code Section 10864(C)(5)(B))
16.	Two members of the public, to be appointed the Speaker of the Assembly. ASSEMBLY	Education Code Section 10864(a)(12)(A)	Three years; shall not serve more than two	Two years: Education Code Section

	SPEAKER PUBLIC MEMBER 1		consecutive terms or more than six years (Education Code Section 10864(c)(3))	10864(c)(5)(C)
17.	Two members of the public, to be appointed the Speaker of the Assembly. ASSEMBLY SPEAKER PUBLIC MEMBER 2	Education Code Section 10864(a)(12)(A)	Three years; shall not serve more than two consecutive terms or more than six years (Education Code Section 10864(c)(3))	Two years; Education Code Section 10864(c)(5)(C)
18.	Two members of the public, to be appointed the President Pro Tempore of the Senate. SENATE PRESIDENT PRO TEMPORE PUBLIC MEMBER 1	Education Code Section 10864(a)(12)(B)	Three years; shall not serve more than two consecutive terms or more than six years (Education Code Section 10864(c)(3))	Three years; shall not serve more than two consecutive terms or more than six years (Education Code Section 10864(c)(3))
19.	Two members of the public, to be appointed the President Pro Tempore of the Senate. SENATE PRESIDENT PRO TEMPORE PUBLIC MEMBER 2	Education Code Section 10864(a)(12)(B)	Three years; shall not serve more than two consecutive terms or more than six years (Education Code Section 10864(c)(3))	Three years; shall not serve more than two consecutive terms or more than six years (Education Code Section 10864(c)(3))
20.	One Senator appointed by the President Pro Tempore of the Senate, or the Senator's designee. SENATOR APPOINTMENT	Education Code Section 10864(a)(13)	Permanent	As determined by the President Pro Tempore
21.	One Assembly Member appointed by the Speaker of the Assembly or the Assembly Member's Designee. ASSEMBLY MEMBER APPOINTMENT	Education Code Section 10864(a)(14)	Permanent	As determined by the Speaker

Appendix B: Governance Manual Revision History

Version	Reason for Changes	Date Modified	Modified by
1.0	First draft	2-9-22	
1.1	Timing for editing the governance manual, specifying C2C system purpose, consistent naming of the Office, revise visual for governance structure, edits to roles and responsibilities, process for scheduling meetings, quorum and attendance expectations, appointment process for alternates, process for electing board chair	5-11-22	Governance Manual Ad Hoc Committee
1.2	Executive Director review process	9-23-22	Executive Director Review Process Ad Hoc Committee
1.3	Revised Advisory Board selection process, process for Advisory Board recommendations, adding data points to the P20W data set, and clarifications to language	pending	Governance Manual Ad Hoc Committee
