

September 8, 2016

L E G I S L A T I V E   A N A L Y S T ' S   O F F I C E

LAO  
**75**  
YEARS OF  
SERVICE

# Improving Workforce Education and Training Data in California

Presented to:  
Career Technical Education Legislative Staff  
Working Group





## Overview of State's Workforce Programs

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### **Eight State Agencies Administer Workforce Programs**

- The California Community Colleges (CCC) Chancellor's Office and the California Department of Education (CDE) are main administrators.
- The California Department of Social Services, the California Employment Development Department (EDD), and the California Department of Rehabilitation also administer large programs.
- The California Department of Corrections and Rehabilitation, the California Conservation Corps, and the California Prison Industry Authority administer relatively small workforce programs targeted to more select populations.



### **Workforce Programs Serve Several Purposes, Many Adults**

- Programs provide job-specific training, basic skills education, and related support services to help individuals participate in civic life and the labor market.
- We estimate that over three million people receive services annually.



### **California Spends \$6.5 Billion Annually on More Than Two Dozen Workforce Programs**

- Majority (62 percent) is state funding and remainder is mostly federal, with a small amount from state special funds.



# Funding for Workforce Education and Training Programs in California

## 2016-17 (In Millions)

Program	Agency	State General Fund	Other Fund Sources <sup>a</sup>	Total Funding
Apportionments for workforce education and training	CCC	\$2,122 <sup>b</sup>	—	\$2,122
Adult Education Block Grant	CDE/CCC	505 <sup>c</sup>	—	505
Career Technical Education Incentive Grants	CDE	300 <sup>d</sup>	—	300
CalWORKs employment and training services	DSS	233	\$1,094	1,327
Strong Workforce Program	CCC	200	—	200
Office of Correctional Education programs	CDCR	199	—	199
Office of Offender Services workforce programs	CDCR	114	43	156 <sup>e</sup>
Vocational Rehabilitation	CDR	59	364	423
Apprenticeships	CDE/CCC	54	—	54
Career Technical Education Pathways Program	CDE/CCC	48 <sup>f</sup>	—	48
Project Workability for students in special education	CDE	40	—	40
CCC Student Services for CalWORKs Recipients	CCC	44	—	44
Core Training Program	Corps	42	48	91
Economic and Workforce Development Program	CCC	23	—	23
California Partnership Academies	CDE	21	—	21
Adults in Correctional Facilities	CDE	15	—	15
Nursing program support	CCC	13	—	13
Specialized Secondary Programs	CDE	5	—	5
Agriculture Incentive Grants	CDE	4	—	4
Adult, Youth, and Dislocated Worker Services (WIOA Title I)	EDD	—	418	418
Wagner-Peyser Employment Services (WIOA Title III)	EDD	—	127	127
Carl D. Perkins Career and Technical Education Act Program	CDE/CCC	—	123	123
Adult Education and Family Literacy Program (WIOA Title II)	CDE/CCC	—	85	85
Employment Training Panel	EDD	—	73	73
CalFresh Employment and Training Program	DSS	—	63	63
Jobs for Veterans State Grant	EDD	—	20	20
CDE Student Services for CalWORKs Recipients	CDE	—	10	10
Proposition 39 pre-apprenticeships	EDD	—	3	3
Offender Development programs	CalPIA	3 <sup>g</sup>	2 <sup>h</sup>	5
<b>Totals</b>		<b>\$4,044</b>	<b>\$2,473</b>	<b>\$6,517</b>

<sup>a</sup> Largely federal funds with some special funds.

<sup>b</sup> Extrapolated from best available data. Assumes community colleges spend one-third of apportionment funding on core adult education areas.

<sup>c</sup> \$5 million is one-time funding for technical assistance to regional consortia.

<sup>d</sup> Reflects second-year funding for three-year, \$900 million grant program.

<sup>e</sup> Reflects funding for wraparound services, which include workforce education and training.

<sup>f</sup> Enacted legislation sunsets program July 1, 2017 and folds funding into Strong Workforce Program.

<sup>g</sup> Transfer from CDCR.

<sup>h</sup> Funded through sale of CalPIA goods. Assumes program will sell the same value of goods as in 2015-16.

CCC = California Community Colleges; Corps = California Conservation Corps; CDE = California Department of Education; CDCR = California Department of Corrections and Rehabilitation; CDR = California Department of Rehabilitation; DSS = California Department of Social Services; EDD = California Employment Development Department; CalPIA = California Prison Industrial Authority; and WIOA = Workforce Innovation and Opportunity Act.

## State Workforce Plan

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### **Plan Intended as Basis for All Workforce Policy and Program Decisions**

- Federal Workforce Innovation and Opportunity Act (WIOA) requires four-year plans from all states.
- State tasked California Workforce Development Board (CWDB) with developing plan.
- U.S. Department of Labor required states to submit their workforce plans for the 2016 through 2020 period by April 1, 2016.



### **Plan Identifies Primary Workforce Goals and Strategies to Meet Them**

- California's plan sets two key workforce goals: producing a million "middle-skill" postsecondary credentials by 2027 and doubling the number of people enrolled in apprenticeship programs.
- The plan identifies strategies, such as increasing support services to participants in workforce programs, increasing the number of "earn and learn" opportunities, and building data capacity and improving associated analytics across agencies administering workforce programs.

## Workforce Data

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### **State and Federal Programs Require Data on Participants and Outcomes**

- Historically, data and reporting requirements have been inconsistent, with federal requirements varying from state requirements and state requirements varying by program.
- Even for the same types of outcomes (for example, earnings), measures can differ across programs.



### **Recent Moves Toward Common Measures**

- Federal government is applying common performance measures to all WIOA-funded programs.
- CCC is using common measures for its workforce programs.
- The state is working toward common workforce measures across state agencies and programs. For example, the state required CDE and the CCC Chancellor's Office to develop common measures for adult education programs.

**WIOA Common Performance Measures<sup>a</sup>**

- ✓ **Skill Gains**
  - Percentage of program participants who, during a program year, are in an education or training program that leads to a recognized postsecondary credential or employment and who are achieving measurable skill gains toward such a credential or employment.
  
- ✓ **Learning Outcomes**
  - Percentage of program participants who obtain (1) a recognized postsecondary credential or (2) a secondary school diploma or its recognized equivalent upon completing the program or within one year of exiting the program.
  
- ✓ **Employment**
  - Percentage of program participants who are in unsubsidized employment during the second and fourth quarters after exiting from the program.
  
- ✓ **Earnings**
  - Median earnings of program participants who are in unsubsidized employment during the fourth quarter after exiting from the program.
  
- ✓ **Effectiveness in Serving Employers<sup>b</sup>**

<sup>a</sup> Applies to Adult, Dislocated Worker and Youth (WIOA Title I), Adult Education and Literacy (WIOA Title II), Wagner-Peyser (WIOA Title III), and some of the Rehabilitation Act programs.

<sup>b</sup> Department of Labor is in the process of developing measure.  
WIOA = Workforce Innovation and Opportunity Act.

## Data Linking

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### **Data Linking Enables Providers and Policy Makers to Track Participation Across Programs**

- Linked data provides information about longer-term impacts of programs.
- WIOA requires data linking across some state agencies.



### **Several Linked Systems Already Exist at National, Regional, and State Levels**

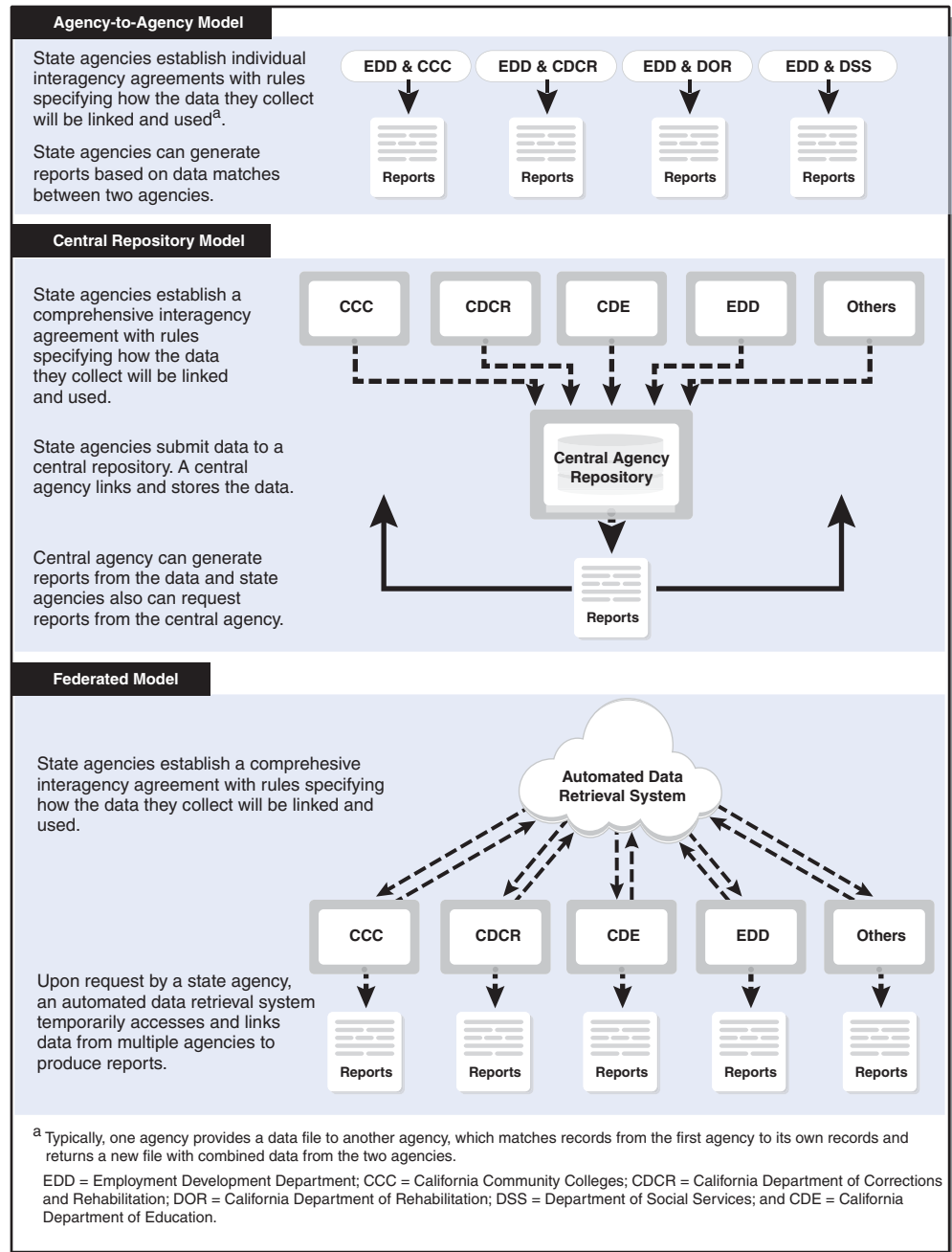
- At the national level, U.S. Department of Education manages the College Scorecard.
- At the regional level, Western Interstate Commission for Higher Education manages the Multistate Longitudinal Data Exchange.
- At the state level, Virginia manages the Virginia Longitudinal Data System.



### **No Comprehensive Systems in California, but Several Efforts to Link Data Across Agencies and Programs**

- CCC Chancellor's Office created Cal-PASS Plus, which links some K-12, higher education, and workforce outcome data across some local agencies.
- CWDB is working to produce the Workforce Metrics Dashboard, which shows wage and employment outcomes for certain workforce programs.
- CCC Chancellor's Office developed the CCC Salary Surfer and College Wage Tracker, which link CCC and EDD data to make information on median wages by program of study publicly available.

# Three Models for Linking Data







## LAO Assessment

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### **Recent Progress Toward Common Measures, but Work Remains**

- Measures still are not common across all programs.



### **Current Method of Linking Data Falls Short**

- Agency-to-agency model is inefficient and burdensome.



### **Other Models Offer Notable Advantages Over Current Method**

- Both the central repository and federated models are more efficient, accurate, and complete than the agency-to-agency model.
- As compared to the federated model, central repository model uses proven technology, may yield more reliable data, and may have faster response times.
- As compared to central repository model, federated model may offer improved data security, appears to generate greater agency participation and acceptance, and avoids need for a state agency to oversee a centralized data repository.



## LAO Recommendations

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### **Develop and Use Common Measures**

- Convene group to establish common performance measures.
- Require programs to use the measures and report their results.



### **Streamline Data Linking Among Agencies**

- Replace agency-to-agency agreements with a systemwide model.



### **Use Data to Inform State Budget and Policy Decisions**

- Require CWDB to create a small number of standardized reports that communicate program results.
- Review reports in relevant legislative committees and use results to help inform budget and policy decisions.
- Direct state agencies to develop and adopt a uniform protocol by which researchers could gain access to workforce data.