

State Final SWEAP Report

To help ensure the success of AB 2148 implementation, California applied and was awarded a grant from the National Skills Coalition (NSC). The grant, The State Workforce and Education Alignment Project, is an initiative with the intent to demonstrate how state policy leaders can use system-wide information about workforce education and training programs to better align programs and agencies with each and the needs of employers. SWEAP has helped California develop the AB 2148 dashboard to inform policymakers about how programs have performed.

SWEAP has helped California in a multitude of ways in the development of a dashboard, including:

- Facilitation of and participation in policy conversations with both administration and legislative leaders, as well as with other workforce and education stakeholders in the state; and
- Assistance in developing legislation and other policy documents that use the information generated by these tools to inform state decision-making and reforms.

The relationship between the State Board and SWEAP has a natural symbiosis insofar as we both have the same goal of aligning workforce and education development. SWEAP highlights ways policy leaders can actually use system-wide information about workforce development. For example, policymakers can use dashboard information to drive state investments to programs that have strong labor market results, while modifying policies for weak programs that need improvement. Policymakers can adopt policies integrating the services of multiple programs, building career pathways along the patterns of participation that pathway evaluators reveal to be successful. Policymakers can also establish sector partnerships and invest in training to close skill gaps in the fields in which supply and demand reports discover mismatches. All of these goals align with the intention of AB 2148 – to not only have workforce and

education alignment across sectors, but provide actionable data that can provide opportunities to families with barriers to employment and income mobility for generations to come.

AB 2148 and SWEAP are occurring at the same time that states are turning their attention to the implementation of the Workforce Innovation and Opportunity Act (WIOA), which went into effect July 1, 2015. Data and measurement reforms in WIOA has facilitated the development of AB 2148 by providing a roadmap on outcomes moving forward during the implementation of key WIOA strategies. WIOA data reforms include common performance metrics and easier cross-program data linking – both of which are key to creating AB 2148 outcomes and reporting. WIOA requires states to use valuable skills strategies such as sector partnerships, career pathways, and job-driven investments, and SWEAP’s data tools provide critical information that can be used to develop these strategies. WIOA also requires states to create new strategic plans, which can encompass the broad array of programs that prepare people for middle-skill jobs. AB 2148, with assistance of SWEAP, can provide an array of data tools, which can inform states’ planning efforts by providing information on how programs across the system are working together to close the skill gap.

Specifically, the dashboard data tools that will continue to be developed with the assistance of the SWEAP will support the work of State and local policymakers (e.g., the Administration and Legislature, etc.), and agency and program leadership in the following ways:

- Development and utilization of data tools to expand cross-agency partnerships and program alignment;
- Getting currently disparate programs and systems to share data, metrics, and resource investment strategies to achieve greater efficiency and equity across the state’s workforce training and education programs.

A description of the state SWEAP team: Loren Shimanek, Policy and Performance Specialist, California Workforce Development Board, Carlos Bravo, Policy and Performance Specialist, California Workforce Development Board, Tim Rainey, Executive Director, California Workforce Development Board

A description of the data tool: Below are links that display the dashboard.

https://public.tableau.com/profile/marc.stockton#!/vizhome/WIOADashboard_0/WIOACertificateIndustry

<https://public.tableau.com/profile/marc.stockton#!/vizhome/AllProgramsDashboard/AllProgramsVeteranStatusIndustry>

https://public.tableau.com/profile/marc.stockton#!/vizhome/CCCDashboard_1/CCCCertificateIndustry

How the tool will be used

To help drive California's policy goals and objectives, AB 2148, the Mullins Dashboard bill, was passed. The California Workforce Development Board (State Workforce Board) is tasked with the development and annual update of a cross-system metrics dashboard that measures the State's investment in human capital. The State Workforce Board is also tasked with developing an annual report to legislature on the outputs of the dashboard. The programs identified to participate in AB 2148 includes:

- Community college career technical education;
- Employment Training Panel (ETP);
- WIOA Title I (Adult, Dislocated Worker, and Youth);
- WIOA Title II (Adult Education);
- Trade Adjustment Act; and
- State apprenticeship programs.

Each program identified to report on the dashboard is tasked with:

- Showing wage measurement broken-out by demographic characteristics and industry sector of employment;
- Number of credentials attained, number of participants that completed training, and the overall number of participants by demographic characteristics.

The creation of a workforce and education metrics dashboard is a goal of California's education and workforce system that has finally come to fruition. Leveraging the recently enacted state legislation of AB 2148 with the implementation of WIOA provides the foundational building blocks for a dashboard that will seek to display WIOA common metrics across core programs, provide human capital return on investment, and report on a set of indicators to help meet the following policy objectives:

- Drive actionable decision making for better program and resource alignment;
- Provide data access and enable data literacy for policy makers and legislators on California's human capital investment; and

- Attain one million more industry-valued credentials over the next 10 years by helping low income

Californians who face barriers to employment should be able to make informed choices and access training and education along a career pathway that lead to middle-skill jobs with family sustaining wages in demand industry sectors, and the AB 2148 dashboard is a step in that direction.

In addition to an annual dashboard, AB 2148 requires a status report that lays out several key factors:

- Provide a status report on credential attainment, training completion, degree attainment, and participant earnings from workforce education and training programs. The board shall publish and distribute the final report;
- Provide demographic breakdowns, including, to the extent possible, race, ethnicity, age, gender, veteran status, wage and credential or degree outcomes, and information on workforce outcomes in different industry sectors;
- Measure, at a minimum and to the extent feasible with existing resources, the performance of the following workforce programs: community college career technical education, the Employment Training Panel, Title I and Title II of the federal Workforce Investment Act of 1998 [now Working Innovation and Opportunities Act], Trade Adjustment Assistance, and state apprenticeship programs; and,
- Measure participant earnings in California, and to the extent feasible, in other states. The Employment Development Department shall assist the board by calculating aggregated participant earnings using unemployment insurance wage records, without violating any applicable confidentiality requirements.

Challenges and responses: The report should discuss significant challenges that arose during the course of the project and how the state responded to address the challenges. Challenges may have been technical or policy in nature.

The AB 2148 report aims to provide all of the legislative mandates, with some caveats:

- Results are not comparable – each agency identified in AB 2148 have provided data in an agreed-upon standardized output. However, these data are not comparable. First, the services that are provided by each agency are unique to their participant population. Second, the populations are not analogous. For example, some participant demographics of someone receiving services from the

Employment Training Panel is going to look very different from a WIA Title 1 or CTE participant.

- Data are snapshots – the data presented in this report are historical reporting data, not in ‘real time’. Data from agencies range from program year 2012/13-2014/15.
- Units of analysis are not the same – while all the partners agreed that WIOA outcomes are important to incorporate to the dashboard, this presents a unique dilemma for the data. Namely, AB 2148 is measuring WIOA-based outcomes on WIA participants. What this means is that it is possible for a participant who was receiving WIA services in PY 2013-14 to not be eligible for the WIOA services in PY 2015-16.
- Not all agencies were able to participate – due to confidentiality issues with FERPA, the California Department of Education (CDE) was unable to participate in our initial dashboard report and findings. It is anticipated that in the next iteration of the dashboard report that CDE will participate.
- No causal or statistical effects can be reported

While this initial report meets all the legislative mandates of AB 2148, it is the belief of the State Board that the intent of the Dashboard is not being fulfilled. Specifically, a goal of AB 2148 is to “measure the state’s human capital investments in workforce development to better understand the collective impact of these investments on the labor market.” In other words, the State Board wants the dashboard to have the capacity to evaluate programs and measure impacts of program effectiveness in the workforce system, which is currently not possible.

The “gold standard” for program evaluation is experimental estimation, which relies on establishing control groups of nonparticipants who are similar to the treatment group in key ways but randomly assigned at the point of program application or enrollment to either a no-treatment or a low-services group for comparison purposes. However, despite its many positive aspects, experimental estimation also has important drawbacks, including that it is inherently prospective and, in the case of skills investments, can take a long time to fully gauge the results; it can be quite intrusive programmatically; and it is very expensive. It is the hope that in the future, AB 2148 can evolve into this type of evaluation.

Key lessons learned

When deciding what information should be presented in the AB 2148 dashboard, a workgroup of stakeholders convened to discuss the methodology and process for wage matching participant data to create a dashboard that would measure California's training investment in human capital. Workgroup members represented each of the programs administered by various State agencies included in the dashboard.

The initial methodology for measuring workforce and training outcomes was based on the California Community Colleges Chancellor's Office SalarySurfer. SalarySurfer measures community college program participant wages 2 years prior to enrollment, 2 years after program completion and 5 years after program completion. All participating agencies agreed to the proposed methodology.

Prior to the passing of AB 2148, the Workforce Innovation and Opportunity Act (WIOA) was signed into law July 2014. The new federal legislation changed measures for performance accountability to determine medium-term program impact following participant exit from the program. As more information about WIOA performance accountability and the definitions of measurement became available, the workgroup reconvened in spring of 2015 to discuss using WIOA employment and wage measures as the basis for measurement in the Dashboard. There was agreement that the use of a 2nd and 4th quarter employment measure would be applied, as well as 2nd quarter median earnings measure. Additionally, since quarterly wage data would be used to determine employment in the 4th quarter following participant exit and/or completion, a median wage measure in the 4th quarter was added

Plans for sustainability

Moving forward, the AB 2148 workforce and education metrics dashboard will continue to expand and evolve. The information presented in this report should be helpful in looking at patterns of services and outcomes for programs. Further work needs to be done to examine the relationship between programs and recorded outcomes. AB 2148 calls for the development of a comprehensive state performance accountability to assess the performance of core workforce and education programs. This performance accountability has the expectation of manifesting as an internet-based dashboard, measure California's investment in the workforce and education system.

The State Board aims to expand the number of partners who will participate, while also continuing to foster partnership and work through a stakeholder driven process with existing partners. As the workforce and education metrics dashboard and report continues to evolve, the State Board will also need to continue amending and updating our data sharing process amongst new and existing partners.

This is important because as the State Board move forward, our goal with the workforce and education metrics dashboard is to provide more information than snapshots. Our goal is to develop an impact analysis which will enable policies that facilitate the movement of people into jobs providing economic security or job placement in an entry-level job that has a well-articulated career pathway or career ladder to a job providing economic security. As currently written in statute, AB 2148 does not clearly establish which methods of statistical analysis are to be used to measure these programs' labor market and education impacts. A true measure of labor market impacts can only be accomplished using statistically rigorous methods to link performance indicators to quasi-experimental impact data, as determined by experts in the field of workforce and education.

Statewide Workforce Educational Alignment Project (SWEAP)

State Final Report

Project's Purpose

The purpose of California's Supply and Demand Tool project is to create a tool that provides occupational supply and demand data in regional and statewide economies. This tool seeks to inform policy and decision makers in the educational and workforce development communities to assist in policy and program planning endeavors to meet the demand for skilled workers in California.

SWEAP Team

Joyce Lee, Research Analyst, Employment Development Department (EDD) Labor Market Information Division

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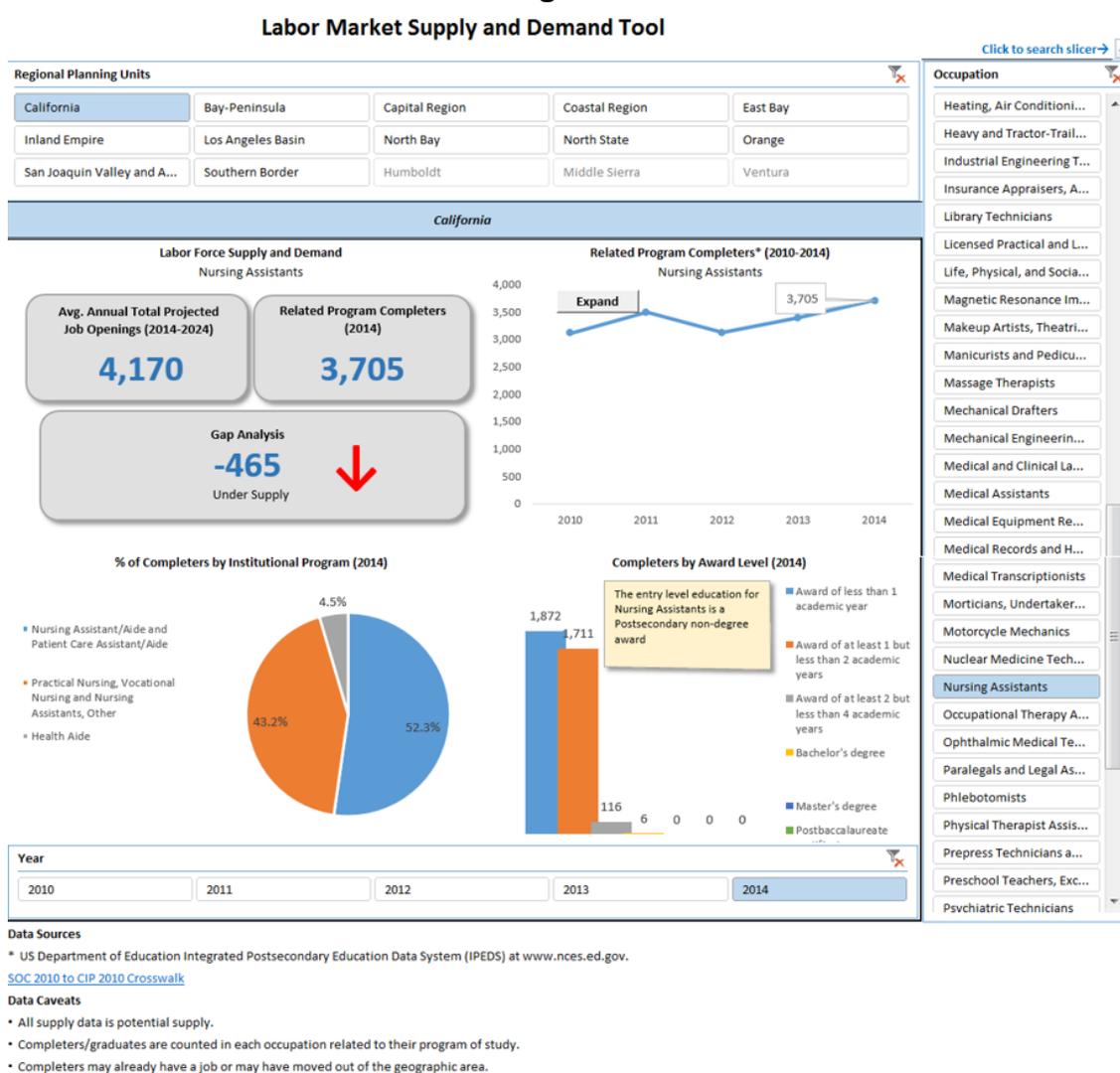
Data Tool Description

The California Supply and Demand Tool prototype was first created in March 2016 with revisions in July 2016 and November 2016. The supply data are derived from the Integrated Postsecondary Education Data System (IPEDS) program completer data (2010-2014 AY). These data providers include the California Community Colleges, the California State University, and the University of California systems, as well as private non-profit and for-profit schools (The completion of all IPEDS surveys is mandatory for institutions that participate in or are applicants for participation in any federal student financial aid program [such as Pell grants and federal student loans]). The demand data consist of the California Occupational Employment Projections (2012-2022 for Regional Planning Units and 2014-2024 for California). Upon completion, the tool is expected to be a web-based interactive tool, which will provide occupational supply and demand data at regional and statewide levels.

Based on the feedback received from various stakeholders and other additional research, the prototype will be re-evaluated and revised accordingly. Possible additions and changes include revised data sources and enhanced data visualization using Tableau. The finalization and publication processes of the tool on the EDD website are anticipated in 2017-2018.

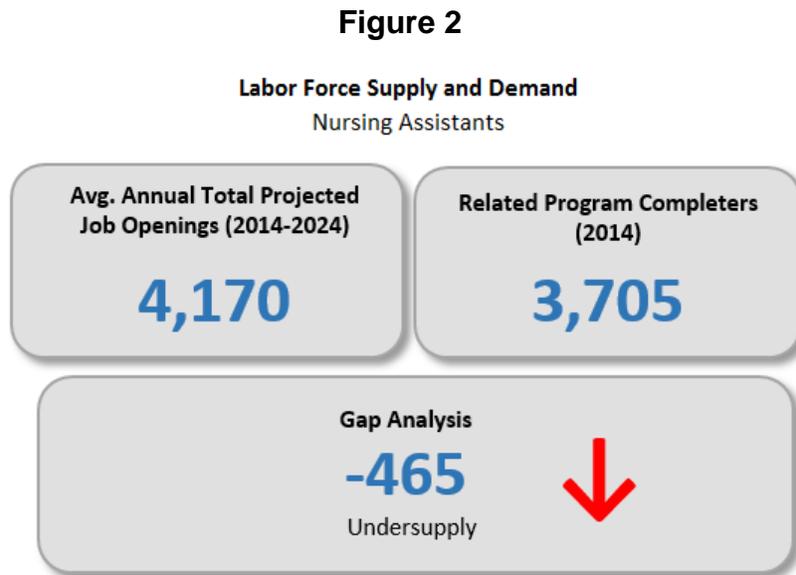
The California Supply and Demand Tool provides data for specific occupations at the regional level by showing educational program completers as the supply variable and long-term employment projections as the demand variable. Figure 1 shows the complete dashboard.

Figure 1
Labor Market Supply and Demand Tool

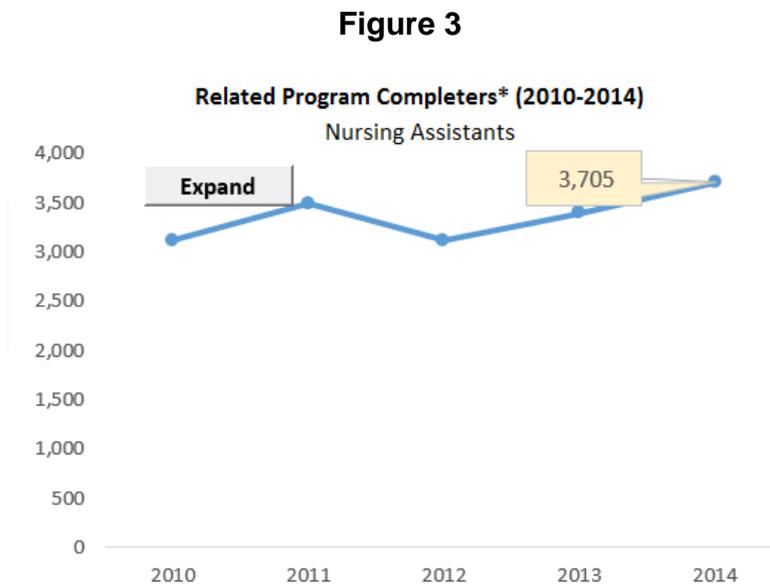


The Labor Force Supply and Demand component of the dashboard provides the average annualized total projected job openings and related program completers for any specified occupation statewide or within a given region. A gap analysis is also provided to show whether there is a potential workforce surplus or undersupply for that

particular occupation, as shown in Figure 2.



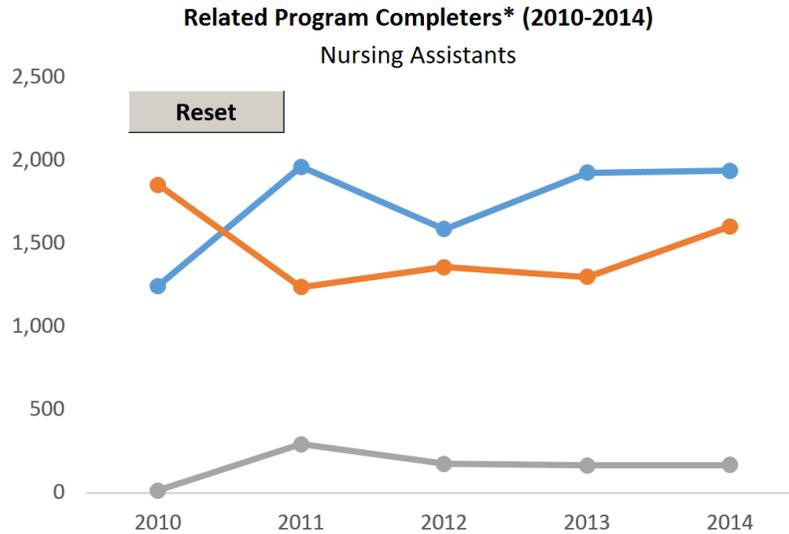
Using the “Related Program Completers” line graph, we can identify recent trends of educational program completers for a particular occupation, such as nursing assistants in Figure 3.



The supply for a specific occupation may sometimes be augmented by program completers from several education programs. The graph below shows that three

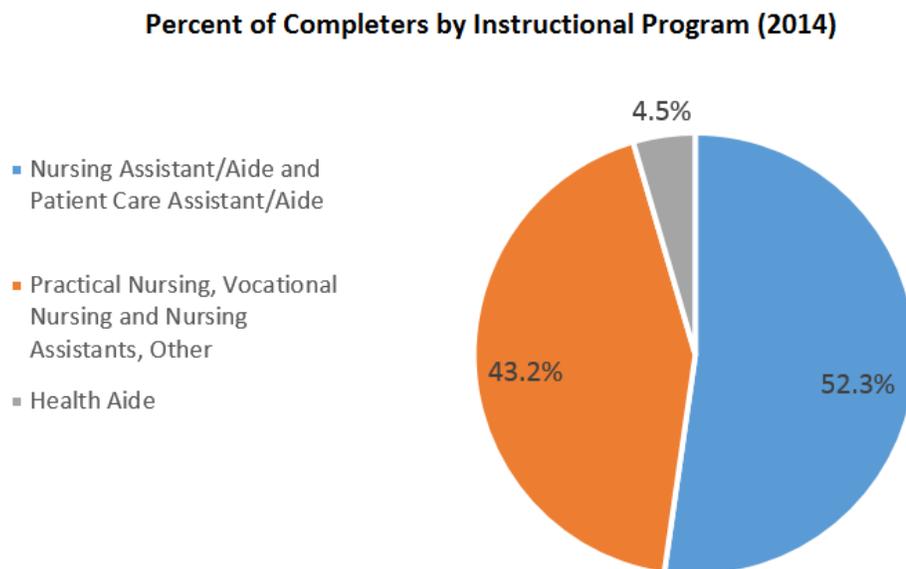
instructional programs train potential workers to become nursing assistants. It also shows that two of the three programs produce the majority of completers.

Figure 4



To further examine these data, the “Percent of Completers by Instructional Program” pie chart (Figure 5) identifies the specific programs and the proportion of completers in these respective programs. This may inform decision makers in institutional program planning.

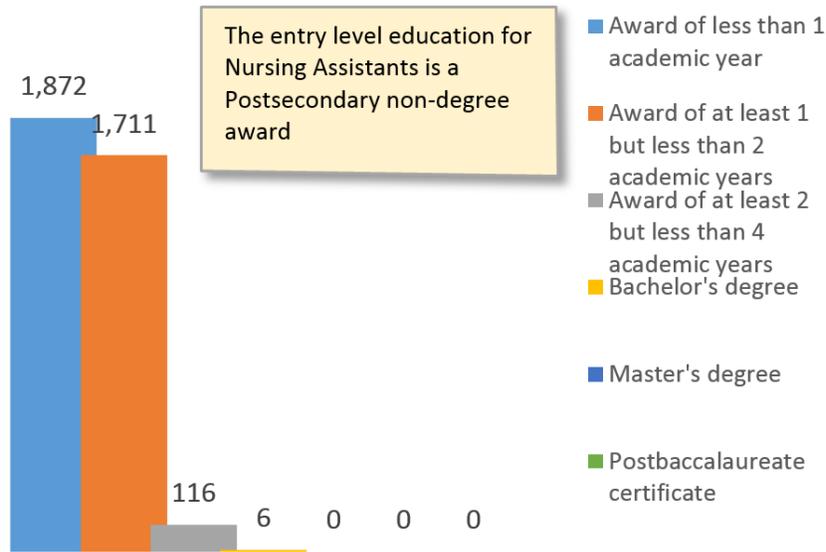
Figure 5



The California Supply and Demand Tool also provides data on program completers by award level. Figure 6 shows whether program completers are matching the educational requirements for their desired occupations. It also notes the entry-level education requirement for this occupation.

Figure 6

Program Completers by Award Level (2014)



Usage

California's Supply and Demand Tool was developed to assist state educational and governmental policy makers and workforce development leaders in identifying the number of middle-skilled workers available in targeted occupations to support educational program and workforce planning efforts.

Policy Leader Engagement

California participated in both the 2015 and 2016 SWEAP Leadership Forums, where state and national policy and decision makers posed policy questions. Our team has also been engaged in technical discussions with National Skills Coalition (NSC) State Policy Director Bryan Wilson and SWEAP Consultant Richard Froeschle over the course of our state's participation in the SWEAP.

Policy Impacts

Policy impact stemming from the California Supply and Demand Tool will be gauged at tool deployment, scheduled for 2017-2018. Potential uses include: a tool to evaluate educational programs and where to invest (or not invest) resources; a source of data to identify where skills gaps may exist in deciding where to invest additional resources and/or make programmatic changes.

Challenges and Responses

On the technical side, California experienced challenges with data access, quality, confidentiality, reliability, and validity concerns. These issues created data limitations that were addressed by focusing on obtaining reliable data from the IPEDS for the supply variable and California Occupational Employment Projections for the demand variable. In addition to data issues, California faced the challenge of creating a dynamic tool that was user-friendly and visually appealing. In order to develop such a tool, California used SWEAP grant funding to purchase Tableau User licenses and training for staff.

Key Lessons Learned

The SWEAP team learned that creating a supply and demand tool is a complex process requiring continuous discussions, evaluations, and revisions. Data elements were limited by usable data sources available, and it was time-consuming to clean up the large data sets and make aggregate groups in the Statistical Analysis System (SAS) software. The tool currently resides in Microsoft Excel.

Our initial tool provided many lines of data in tables which we felt would be overwhelming to the customer. Subsequent iterations of the tool focused on providing meaningful charts and graphs. As we continue to work on transferring the tool from Excel to Tableau data visualization software, we will continue to focus on user-friendly features, practical applications, and interactivity in a dynamic tool for our customers.

Sustainability Plans

California will publish the Supply and Demand Tool on the EDD Labor Market Information Division website. Periodic maintenance will be performed by updating the

data as they become available from the data sources. Potential data visualization updates may also be implemented as feedback and suggestions are received from customers on the tool's usability and functionalities. California will use the information from the tool to aid our workforce customers, policy makers, and other stakeholders in workforce planning and decision making.

STRONG WORKFORCE PROGRAM DASHBOARD

Project's Purpose

The California Community College's Chancellors Office created the Strong Workforce Program (SWP) tab in the LaunchBoard dashboard to:

- Provide a simple dashboard documenting student performance on metrics that are aligned with the Workforce Innovation and Opportunity Act (WIOA), with opportunities to view information by program, sector, college, and region, with comparison information for historical trends, regional figures, statewide figures, and the top outcome in the state, and with disaggregated data by age, gender, and ethnicity/race
- Support colleges in using these data on student outcomes to drive planning for the expenditure of new career and technical education (CTE) funds under the Strong Workforce Program
- Generate information that could be captured and shared with policy-makers regarding high-priority outcomes, in alignment with legislation setting the terms for the new funds

SWEAP Team

Development of the Strong Workforce Program dashboard was contracted to the team of nonprofit organizations creating the Chancellor's Office LaunchBoard tool, including WestEd (staff: Kathy Booth & Mansi Jain, WestEd), Educational Results Partnership (staff: Anthony Dalton, Alan Chan, Steve Mendoza, and Elliott Rice), and the RP Group (staff: Alyssa Nguyen and Marc Beam). This work was overseen by Matt Roberts, Workforce and Economic Development Department Dean, California Community Colleges Chancellor's Office.

Description of the Tool

The specific data points captured by the tool include:

- Number of course enrollments
- Number of students who completed a degree or certificate
- Number of students who transferred to a four-year institution
- Percentage of students who were employed in the second fiscal quarter after exit
- Percentage of students who were employed in the fourth fiscal quarter after exit

- Percentage of students who were employed in a job similar to their field of study
- Median earnings for students in the second fiscal quarters after exit
- Median change in earnings
- Percentage of students attaining the regional living wage

This information can be sorted at the following institutional levels:

- College
- Micro-region (there are ten economic regions identified in the state, such as “Los Angeles”)
- Macro-region (there are seven economic regions identified in the state, such as “Los Angeles/Orange County”)

The information can also be sorted at the following program levels:

- All programs at a college
- Sector (representing clusters of related programs such as “Health”)
- Discipline (representing areas of study such as “Nursing”)
- Sub-discipline (representing areas such as “Licensed Vocational Nurse”)

Data are available for each fiscal year between 2010-11 through 2014-15, with 2015-16 becoming available this spring.

Additional Features

This spring, an additional view will be created that displays results for specific sub-populations, including by:

- Age Grouping
- Gender
- Race/Ethnicity

This information is already available to practitioners in another related dashboard, to inform program planning in the meantime.

Data Sources

The Strong Workforce Program tab, like the other tools that are part of the LaunchBoard system, draws its information from four sources:

- The Chancellor’s Office Management Information System (COMIS), which includes demographic, course-taking, and completion information on all students enrolled in the 113 community colleges in the state.
- The National Student Clearinghouse, which provides information on students who have transferred to four-year institutions.
- The California Employment Development Department’s Unemployment Insurance Wage file, which provides information on quarterly employment and earnings for former students
- The CTE Employment Outcomes Survey, which captures information on other employment factors, such as whether students are employed in their field of study

Information between these data sets are matched used students’ social security numbers or matches of data elements such as names and birthdates.

Figure Seven
SWP Tab

Strong Workforce Program Metrics

MACROREGION - Bay Area || SECTOR - Advanced Manufacturing and Advanced Technology || 2011-2012 [\(Change Filter?\)](#) 

- + NUMBER OF COURSE ENROLLMENTS: **35,135**
- + NUMBER OF STUDENTS WHO GOT A DEGREE OR CERTIFICATE: **661**
- + NUMBER OF STUDENTS WHO TRANSFERRED: **215**
- + EMPLOYED IN THE SECOND FISCAL QUARTER AFTER EXIT: **64%**
- + EMPLOYED IN THE FOURTH FISCAL QUARTER AFTER EXIT: **63%**
- + JOB CLOSELY RELATED TO FIELD OF STUDY: *****
- + MEDIAN EARNINGS IN THE SECOND FISCAL QUARTER AFTER EXIT: **\$12,042**
- + MEDIAN CHANGE IN EARNINGS: **38%**
- + ATTAINED A LIVING WAGE: **63%**

+Find out more about the data in the Strong Workforce Program Metrics

Figure Eight

Comparison Data in the SWP Dashboard

Strong Workforce Program Metrics

College of the Canyons | | Water and Wastewater Technology (095800) | | 2013-2014 (Change Filter?) 

— NUMBER OF COURSE ENROLLMENTS: 255

190

Microregion Median

190

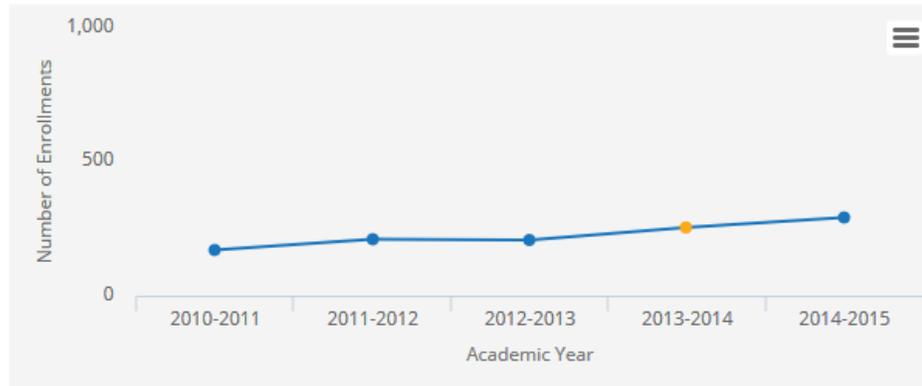
Macroregion Median

256

State Median

1,083

Top in State



Tool Usage

The SWP tab is being used in several ways to support the Strong Workforce Program, \$200 million in new annual funding designing to incentivize investments in CTE programs that lead to high-demand, high wage jobs.

- Colleges can use information on living wage attainment to justify expenditures—specifically, if more than 50% of former students earn a living wage, as demonstrated in the SWP tab
- Colleges are expected to set projections for outcomes on the metrics in the SWP tab as part of their annual plans for the funds
- Data in the SWP tab will be used to evaluate outcomes of the college investments, which will drive the allocation of 17% of the Strong Workforce Program funding (totaling \$34 million/year)
- Data in the SWP tab will be used to generate reports for the legislature regarding Strong Workforce Program outcomes

Policy Engagement

The SWP tab was developed in response to specific guidelines set forth by the legislature when they established the Strong Workforce Program funding. The legislation detailed that investments must be based on labor market data, student outcomes must be tracked using metrics that align with WIOA, the 17% incentive funding must be based upon these measures, and outcomes data must be disaggregated in reports to the legislature. The legislation also stipulated that 60% of the funding would go directly to college districts, while 40% of the funding would be earmarked for regional projects. Policy makers were made aware of progress on the SWP tab development and were shown prototypes of the tool before it was released.

Policy Impacts

The impact of the SWP tab is not yet clear, as January 31, 2017 was the deadline for submitting plans for the Strong Workforce Program. Outcomes for these investments will not be apparent for several years, particularly given that many colleges invested in additional staff, curriculum alignment, and outreach efforts, which will take time to shift outcomes such as certificate and degree completion.

However, college engagement with their data—which represented the first time that many colleges had access to program-level information on many of the metrics—was notable. This use of the data was strengthened by the deployment of numerous technical assistance providers to support the program planning process.

For example, each college was given ten hours of free support by a data expert, to help colleges understand and integrate SWP metrics into assessing their investment options and setting goals for student outcomes. In addition, regional coordinators convened numerous meetings where colleges could come together to develop common projects and align efforts with other initiatives already underway with K-12 partners, adult education providers, and workforce development boards.

Challenges and Responses

Data

As colleges had the opportunity to review information at the program level, many realized that the codes they use to designate program content were inaccurate, which led to distortions in the data being displayed. For example, unrelated courses might be included under a program code, numerous awards might be grouped under the same code, or courses and awards might be assigned to various codes that were not easy to roll up in a database.

Colleges were also confused by several of the metrics because alignment with WIOA meant that outcomes were displayed in unfamiliar formats. For example, normally college success is measured as the number of awards conferred, rather than the number of students who earned awards.

Colleges expressed concern that the employment data, which is based on the state Unemployment Insurance file, was not fully representative of their former students. While the CTE Outcomes Survey provides an alternative source for employment data, it was not available to all colleges before the current year, so some colleges didn't have the benefit of this information.

As a result, the Chancellor's Office is supporting a college-by-college effort to improve program codes and is continuing to provide training to the field to enhance their familiarity with the metrics and the data included in the SWP tab. The Chancellor's Office has also committed to funding the CTE Outcomes Survey for all colleges, so that more comprehensive employment measures can be evaluated within the funding formula.

Risk-Taking

Because colleges were unsure of how they would be evaluated relative to the 17% incentive funding (the formula was still under development during the period when colleges had to plan for their expenses, due to the timeframes required by the legislature), many were unwilling to select outcomes metrics beyond course enrollments, or if they selected longer-term metrics, listed very conservative projected outcomes. Therefore, a practitioner committee that is advising the Chancellor's Office on the development of the incentive funding formula has determined that funding should be based on the number of students who attain the SWP metrics, rather than on projections. Instead, educators will use projections to clarify the types of outcomes they expect their investments to affect.

Key Lesson Learned: Less Is More

The SWP tab is part of a larger data system called the LaunchBoard, which provides practitioners with dozens of data points on student progress, completion, and employment, as well as labor market data. The LaunchBoard was designed in response to questions highlighted by the field, but has resulted in a relatively complex interface. The simplicity of the SWP tab, which includes just nine metrics, has been helpful to focus educators on students' longer-term outcomes. This, in turn, has driven interest in investigating the other LaunchBoard tabs. In addition, requiring college to reference the tab in order to receive funding has helped ensure that a broader range of practitioners are accessing the tool.

Sustainability Plans

The LaunchBoard SWP tab is now integrated into the Chancellor's Office suite of data tools, with ongoing funding provided through Strong Workforce Program and federal sources that emphasize data-driven decision-making. Based on the success of the SWP tab, the Chancellor's Office is going to use the LaunchBoard platform to support the development of an additional data system needed for statewide data tracking—the Adult Education tab, which is described in the next section.

ADULT EDUCATION DASHBOARD

Project's Purpose

The Adult Education dashboard is intended to:

- Provide a set of dashboards documenting student performance while in adult education, and tracking their performance after transitioning into post-secondary education and the workforce
- The tab combines reporting requirements for the state's Adult Education Block Grant (AEBG)—which has aligned its metrics with WIOA—with measures that were prioritized by adult education practitioners to support program improvement

SWEAP Team

Development of the Adult Education dashboard was contracted to the team of nonprofit organizations creating the Chancellor's Office LaunchBoard tool, including WestEd (staff: Kathy Booth & Jessica Chittaphong, WestEd), Educational Results Partnership (staff: Anthony Dalton, Alan Chan, Steve Mendoza, and Elliott Rice), and the RP Group (staff: Alyssa Nguyen and Marc Beam). This work was overseen by Javier Romero, Workforce and Economic Development Department Dean, California Community Colleges Chancellor's Office.

Description of the Tool

The tool captures metrics on a number of different topics including:

- Size of adult education programs
- Student characteristics
- Progress measures
- Transitions within adult ed programs and to community colleges
- Participation in developmental education once in community college
- Completion of adult education and community college programs
- Employment and earnings data

This information will be sorted at the following institutional levels:

- Adult education provider
- AEBG Consortium (all adult ed providers work within consortia that include K-12 and community college institutions)
- Statewide

The information can be sorted by the following adult education program areas:

- Adult basic education
- Adult secondary education
- English as a second language
- Career and technical education
- Additional views will be available for specialty programs such as those serving adults with disabilities or older adults

Information can be viewed in two interfaces:

- Detailed data tables that allow users to view historical data and comparisons to state averages, as well as disaggregated results
- A question-and-answer formatted interface that provides simple charts to answer common questions

Data Sources

The Adult Education tab will draw its information from three sources:

- The Chancellor's Office Management Information System (COMIS), which includes demographic, course-taking, and completion information on all students enrolled in the 113 community colleges in the state (including those enrolled in adult education programs that are embedded in the colleges)
- CASAS's TOPS Pro Enterprise system (TE), which is being reconfigured to capture all of the measures required for AEBG accountability funding from adult education providers
- The California Employment Development Department's Unemployment Insurance Wage file, which provides information on quarterly employment and earnings for former students

Information between these data sets are matched used students' social security numbers or matches of data elements such as names and birthdates.

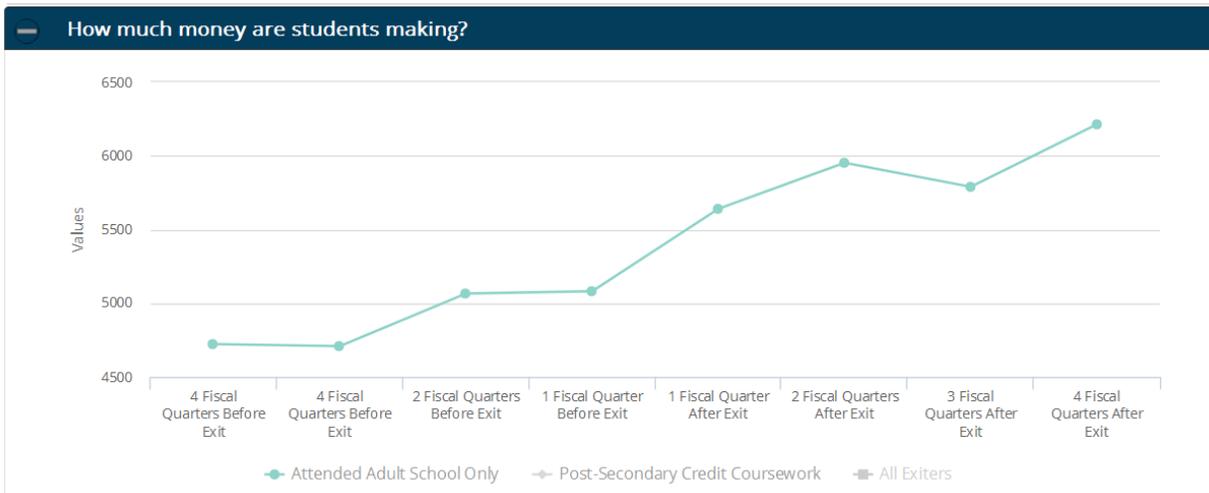
Figure Nine

Adult Education Tab Tables View

Program Size	Student Characteristics	Milestones	Transitions	Basic Skills	Awards	Employment
<i>Among students with 1+ instructional contact hours in the selected year</i>						
				Selected Year		
+ Transitioned to Another Adult Ed Program Area i				3 %	Trend	
				Selected Year		
+ Transitioned to Post-Secondary i				5 %	Trend	
				Selected Year		
+ Transitioned to Noncredit College Courses i					Trend	
				Selected Year		
+ Transitioned to Credit College Courses i				2 %	Trend	
<i>Among participants who subsequently enrolled in a credit or noncredit community college course</i>						
				Selected Year		
+ Enrolled in Adult Education Course After Taking a College Course i				35 %	Trend	
				Selected Year		
+ Completed 6+ Post-Secondary Units i				61 %	Trend	
				Selected Year		
+ Received a Pell Grant i				36 %	Trend	
				Selected Year		
+ Attained a 2.0 GPA or Higher in College i				88 %	Trend	
In order to protect the identity of individual students, asterisks are displayed when fewer than ten students are in the data set.						

Figure Ten

Adult Education Tab Question & Answer View



Tool Usage

The Adult Education tab is still in development. A prototype has been developed using data from adult education programs that are housed at community colleges. These institutions are currently helping to validate data definitions and to provide input on the user interface.

Policy Engagement

The Adult Education tab has not yet been shared with policy makers, as it is still in a prototype phase.

Policy Impacts

The Adult Education tab will create an opportunity to empirically track student progress from adult education to post-secondary institutions for the first time. Previously, information was only available through student surveys, rather than matching administrative data. This will help to support California's efforts to strengthen pathways between adult education and community colleges, which will improve the economic mobility of California's most vulnerable populations.

In addition to a lack of intersegmental data, there is very little statewide data regarding the participation and outcomes of adult education students, particularly for those providers who do not receive federal funding. Therefore, the effort to build a data warehouse and create a crosswalk of metrics and definitions between adult education and post-secondary is helping to clarify parameters for fundamental concepts like program completion and distinguishing adult basic education from adult secondary education.

The tab will also help to address various elements of institutional reforms that are more granular than what is covered in the WIOA metrics. For example, users can see the most common courses that adult education students took after enrolling in community college and how long it took them to complete remedial coursework. They can also view differential employment and earnings outcomes for student who only enrolled in adult school, versus those who attended community colleges. These types of efforts will help with curriculum alignment and the development of stronger stackable pathways that are aligned with employment opportunities.

Challenges and Responses

The lack of a state adult education data system has resulted in a proliferation of home-grown tracking systems, inconsistent definitions, and diverse methodologies for tracking participation in various types of programs—even among the comparatively well-resourced college-based programs. Implementing uniform data definitions has resulted in some program participants not being included in data reports, due to inconsistencies in coding practices or lack of key data elements in the college data systems. This is

compounded by recent shifts in WIOA definitions and conflicting guidance that had been issued by the federal government, which slowed efforts to create alignment.

In order to integrate information from K-12 based providers—most of whom have no student-level tracking databases in place—the LaunchBoard team is having to work with numerous vendors and establish unique data element dictionaries with each one that describe how to calculate each metric.

Another challenge is how to track employment outcomes. The AEBG team has been working to secure access to the state Unemployment Insurance wage file to populate employment outcomes for people who participated in K-12 based programs—using the same methodology for tracking the employment outcomes of community college students. However, this data match requires a social security number. With the recent focus on deporting undocumented people, most adult schools are expressing deep concerns about even asking for social security numbers. Therefore, the dashboard will have to rely on self-reported data to populate these data elements.

In response to these challenges, the LaunchBoard team is convening the AEBG leadership team, CASAS, other vendors, adult education providers, and community colleges to establish consistent definitions, encourage uniformity in coding practices, and identify places where existing data systems need to be modified to better track adult education. We have not yet established a strategy for collecting employment data at scale, given that the shifts in immigration policy have been very recent.

Key Lesson Learned: Consensus through Responsiveness

In the absence of clear definitions, adult education providers have established ways of thinking about participation, progress, and outcomes that are specific to the people they serve and the programs they offer. This makes shifting to uniform state definitions, or aligning with WIOA, a difficult process. However, in the absence of this consistency, it is impossible to describe the crucial role that adult education programs play for so many Californians. Therefore, as work goes forward, we are seeking to show how uniform definitions and providing data to the state can help practitioners get answers to their burning questions. This is one reason why it is critical to have deep practitioner engagement throughout the design of the tool and to integrate measures that go beyond accountability requirements.

Sustainability Plans

This project is in its infancy, but as with the SWP tab, combining data requirements for state reporting and practitioner-driven inquiries will help to ensure that the tool will have relevance to both educators and policy makers.

