



CAAL-Skills Workforce Metrics Dashboard Report 2022

Chapter 1: Background

The California Workforce Development Board (CWDB) assists the Governor in setting and guiding policy in the area of workforce development. The CWDB is responsible for assisting the Governor in performing the duties and responsibilities required by the federal Workforce Innovation and Opportunity Act (WIOA) of 2014. California's [Unified Strategic Workforce Development Plan](#) directs its work in providing guidance to the statewide workforce development system.

The production of this report would not have been possible without the ongoing support and participation of the CAAL-Skills partner agencies and the diligent work of the Employment Development Department (EDD) Labor Market Information Division.

This document can be found on the CWDB's website at cwdb.ca.gov

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1 Background

1.1 Statutory History

The workforce metrics dashboard and annual report is established by two pieces of legislation, Assembly Bill (AB) 2148 (K. Mullin, Chapter 385, Statutes of 2014), which provides the statutory mandate for the dashboard, and AB 1336 (K. Mullin, Chapter 211, Statutes of 2017) which modifies requirements for the dashboard in terms of reporting and assessment, as well as bringing the specification of federal workforce programs into harmony with current federal law.

AB 2148 was signed by the Governor on September 17, 2014, and tasked the State Workforce Board with the development of an annual workforce metrics dashboard. This dashboard measures the state's human capital investments in workforce development to better understand the collective impact of these investments on the labor market.

This statutory mandate broadly echoes reporting requirements of the federal Workforce Innovation and Opportunity Act, which was being drafted when AB 2148 was being signed into law and replaced the earlier Workforce Investment Act of 1998. WIOA calls upon states to establish common performance accountability measures in order to assess the effectiveness of States and local areas in achieving positive outcomes for individuals served by workforce development programs and preparing regular and publicly-accessible reports charting those programs' performance outcomes.¹

AB 2148 required workforce programs to provide participant data in a standardized format to the Employment Development Department (EDD), and called upon EDD to aggregate and report the data, organized by demographics, earnings, and industry of employment, to the State Board to assist the board in producing an annual workforce metrics dashboard report. AB 2148 also authorized the State Department of Education to collect social security numbers of adults participating in adult education programs to report the labor market outcomes of individuals utilizing these programs. Social Security numbers are used to match these individuals to wage data collected by the Employment Development Department.

Pursuant to the statutory mandate provided by AB 2148 and based on the data sources described therein, the State Workforce Board prepared and published the inaugural Workforce Metrics Dashboard Report in 2018, reporting on program years 2013-2014 and 2014-2015. The inaugural report presented data on yearly performance outcomes for WIA Title I² Adult, Dislocated Worker, and Youth training and education programs.³

¹ WIOA, Chapter 4 Section 116.

² At the time of program data collection for the two program years included in the inaugural report, PY 2013-2014 and 2014-2015, the Workforce Investment Act of 1998 (WIA) was the underlying law.

³ Data for WIA Title II (Adult Education) programs could not be included in the inaugural 2018 AB 2148 Workforce Metrics Dashboard Report because the California Department of Education (CDE) did not have sufficient information to track individuals served by the WIA (now WIOA) Title II program into the labor market. CDE has since updated its data collection processes, with the result that data for these programs is included in the present report.

As the first dashboard report to be released by the State Board, the 2018 Workforce Metrics Dashboard Report sought to establish a baseline for presenting workforce data to a public audience. Report production entailed the establishment of new interagency partnerships and data sharing processes. The five programs for which outcome data was presented in the inaugural report comprised:

- California Community Colleges Career Technical Education (CTE)
- Department of Industrial Relations-Division of Apprenticeship Standards (DIR-DAS)
- Employment Training Panel (ETP)
- Trade Adjustment Assistance (TAA)
- Workforce Investment Act Title I (WIOA Title I)

The 2018 report presented outcome data for exiting participants of the five programs listed above for two different program years, 2013-14 and 2014-15. The outcome data was analyzed using nine metrics: Age Group, Ethnicity, Race, Gender, Veteran Status, Certificate Attainment, Credential Attainment, Degree Attainment, and Industry Sector Employment.

AB 1336, which was signed by the Governor on September 1, 2017, further clarifies the task of the State Workforce Board in the development and preparation of the workforce metrics dashboard, including calling for the board to develop statistically rigorous assessment methodologies and updates descriptions of covered programs to reflect the supersession of the Workforce Innovation Act (WIA) of 1998 with the Workforce Innovation and Opportunity Act in 2014.

Most notably, AB 1336 clarifies that data collection and assessments should include both program outcomes and labor market impacts and calls on the State Board to develop an approach for measuring labor market impacts *utilizing statistically rigorous methodologies in order to estimate, assess, and isolate the impact of programs on participant outcomes*.⁴ Developing robust methods of analysis is crucial for understanding how participation in workforce programs impacts the ability of real Californians, particularly those with barriers to employment, to gain access to quality jobs.

To facilitate the above and consistent with WIOA's designation of the State Board as the body responsible for assisting the Governor in the development, oversight, and continuous improvement of the workforce development system and the alignment of the education and workforce investment systems to the needs of the 21st-century economy and workforce,⁵ AB 1336 expands recipients and legitimate uses of confidential program data to enable a more active role for the State Board in designing the dashboard to ascertain program outcomes: first, authorized recipients of confidential program information are expanded to include the State Board or its (qualified) designee. Second, authorized uses of this information are broadened to

⁴ AB 1336, Section 1 (1).

⁵ WIOA, Title I, Workforce Development Activities. Subtitle A, System Alignment, Chapter 1, Section 101.

include using it to track program participants, credential attainment, training completion, degree attainment, and participant earnings from workforce education and training programs.

As amended by AB 2148 and AB 1336, Section 14013 of the Unemployment Insurance Code now tasks the State Board with the following responsibilities:

- (1) Develop a workforce metrics dashboard, to be updated annually, that measures the state’s human capital investments in workforce development to better understand the collective impact of these investments on the labor market. The board shall determine the approach for measuring labor market impacts, provided that, to the extent feasible, the board uses statistically rigorous methodologies to estimate, assess, and isolate the impact of programs on participant outcomes. The workforce metrics dashboard shall be produced, to the extent feasible, using existing available data and resources that are currently collected and accessible to state agencies. The board shall convene workforce program partners to develop a standardized set of inputs and outputs for the workforce metrics dashboard. The workforce metrics dashboard shall do all of the following:*
- (A) 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.*
- (B) 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.*
- (C) 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 (Public Law 105-220), Title I and Title II of the federal Workforce Innovation and Opportunity Act of 2014 (Public Law 113-128), Trade Adjustment Assistance, and state apprenticeship programs.*
- (D) 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.⁶*

1.2 Purpose of the Statute

The workforce metrics dashboard is designed to overcome a key assessment challenge faced by California’s workforce development system in achieving improved participant outcomes. Both state and federal law emphasize integrating workforce programs to the extent possible, encouraging strategic planning and establishing methods to measure performance, enhance accountability, improve student outcomes, and to focus education and training on high demand industries to provide more career opportunities. However until recently, a lack of standardized measures and data-sharing⁷ caused data on participant outcomes to remain “siloeed” within

⁶ AB 1336, Section 1 (1).

⁷ Heinrich, Carolyn. “Workforce Development in the United States: Changing Public and Private Roles and Program Effectiveness,” Vanderbilt University. June 2016.

individual programs and agencies, hampering researchers' ability to take advantage of data already collected by individual programs and preventing policymakers and the public from viewing a complete picture of outcomes. Data siloing impedes the use of the data that individual workforce programs already collect and has, in the past, necessitated reliance on a limited number of experimental studies for information about how workforce programs are performing.⁸ By contrast, in some other national settings, such as Germany, the Netherlands, and Nordic countries, access to standardly reported, cleaned data has enabled the generation of large national and even cross-national meta-analyses of workforce programs.

In launching the dashboard, AB 2148 and AB 1336 provide cross-system data collection to measure and assess the effectiveness of California's numerous state- and locally-provided education, workforce training, and economic development programs and to generate the capacity to determine the efficacy of such activities, and to support current efforts by these programs to increase enrollments in education and training that has a documented payoff for individuals and regional economies.⁹

AB 2148 removed obstacles to inter-agency sharing of program data, reducing the fragmentation of reporting practices that made it difficult to get a statewide picture of the impact and success of California's significant annual investments in workforce development. AB 2148 mandated data-sharing among program partners and specified the process for reporting program performance outcomes, enabling the production of a combined report that offers a "snapshot" of California's varied workforce programs.¹⁰

While AB 2148 established the process for inter-agency data sharing and standardization of measures, AB 1336 specifies the process for measuring labor market *impacts* of California's workforce development programs by requiring that *assessments to measure the impact of state investment in workforce training and education programs on the labor market are based on reliable, statistically-rigorous methods*.¹¹

To facilitate measurement of program outcomes, AB 1336 also expands legitimate uses of the confidential information of participants in the California Department of Education's adult training programs *to include using it to track, for program participants, credential attainment, training completion, degree attainment, and participant earnings from workforce education and training programs*.

AB 1336 clarifies the State Board's role in developing the workforce metrics dashboard, identifying the State Board as the agency responsible for determining the statistical approaches

⁸ Ibid.

⁹ Senate Committee on Labor and Industrial Relations, Analysis of AB 2148, April 23, 2014; Senate Labor and Industrial Relations Committee Analysis of AB 2148, June 24, 2014.

¹⁰ AB 2148; Senate Rules Committee Analysis of AB 2148, July 2, 2014; Senate Labor and Industrial Relations Committee Analysis of AB 2148, June 24, 2014.

¹¹ Senate Committee on Labor and Industrial Relations Analysis of AB 1336, May 2, 2017.

to be used to estimate, assess, and isolate the impact of the state’s investment in workforce programs on participant outcomes, as well as authorizing the State Board or its (qualified)¹² designee to receive employment information collected by EDD to conduct analyses that assess program impacts on participant outcomes.

In sum, the goal of both pieces of legislation is to create a cross-system report which will allow the state to measure program effectiveness, improve program design and delivery and improve alignment with the needs of industry.

1.3 The Report Using CAAL-Skills Data – Process, Methods, Next Steps

As noted, the present CAAL-Skills Workforce Metrics Dashboard Report is simultaneously the second iteration of the original AB 2148 report and the first report prepared with data collected in the CAAL-Skills system.

What is CAAL-Skills?

CAAL-Skills includes a data system that contains detailed workforce system participant, program, and provider information that may be used to provide data-supported and evidenced-based information to help workforce system participants, policy makers, and other stakeholders understand the outcomes associated with California’s investment in workforce development.

Objectives

Key objectives of CAAL-Skills were to:

- Establish an organization with the resources, tools, and technology capable of fulfilling the intent of state and federal law
- Establish processes that will enable the efficient cleansing and standardization of dissimilar data received from data partners
- Establish a technical environment where standardized partner data can be used to:
 - Create canned and ad hoc reporting of workforce system participation and outcomes
 - Perform statistical analysis and evaluate the workforce system holistically
 - Effectively establish, track and report on large and small cohorts of individuals across programs, through time and into the labor market (based on participant characteristics, program participation, providers, and outcomes)
- Unite senior executives from workforce system partner organizations behind a program where all organizations contribute, and all programs benefit

Initial Challenges

To accomplish its objectives, CAAL-Skills overcame a number of important challenges.

¹² AB 1336 requires that “The board shall ensure that a designee has the technical and operational capability of meeting appropriate privacy and security requirements,” Section 1(D) (3)(B)(4).

Some related to the interdepartmental, human, and workload-focused challenges surrounding the initiative.

These included many partners' tendency to be focused on their own statutory responsibilities, in which context they may not view themselves as part of an integrated workforce system. In other cases, CAAL-Skills was perceived as just another initiative that would fade with time, and/or primarily as a focus for concerns over workload.

Other sources of objection or concern included individual programs' concerns that their programs might not 'shine' if data was closely evaluated, as well as objections over the potential for inappropriate comparisons between programs serving very distinct service populations.

Other kinds of challenges pertained to partner data and data systems themselves. These included:

- Source-system data quality and consistency
- Siloed data with no connectivity between partner systems
- Limited data sharing between partners (exception: CCCCCO and EDD)
- Protecting Personally Identifiable Information (PII)
- Risk of significant delays to obtain approval from information security and privacy officers

How These Challenges Were Addressed

CAAL-Skills successfully addressed each of these challenges and concerns through a process that involved careful data protocols alongside a participatory process of sustained partner engagement.

Misuse and misinterpretation of data could result in unintended consequences

- CAAL-Skills committed to a strict policy of avoiding any steps with partner data in the absence of specific approvals. This included a commitment to avoiding inter-program comparisons, as well as non-release of reports prior to approval.

Breach of Personally Identifiable Information

- Concerns over the secure transmission and handling of sensitive and confidential data were addressed through maintenance of data in an isolated environment that was disconnected from external networks, including for data transfer or printing.
- Data transfer was conducted via the use of encrypted USB drives which were hand-carried by authorized team members.
- Full background investigations were performed for CAAL-Skills team members as a requisite for authorization to handle partner data containing personally identifiable information (PII).

Resources are not available

- CAAL-Skills provided funding for time spent by executives and legal staff to engage in meetings and contract review, for technology specialists to prepare data files, and for executives and managers to review reports.
- CAAL-Skills also ensured that responsiveness to partners was a priority in all interactions.

Data Standardization

A key distinguishing CAAL-Skills from other data-related initiatives is its commitment to data standardization, both in the consistent use of definitions and in outcome metrics.

Data inputs were standardized to the extent possible.

For example, federal categories were used to present race and ethnicity data, where race is described according to five categories:

- White
- Black or African American
- Asian
- American Indian and Alaska Native
- Native Hawaiian & Other Pacific Islander

While ethnicity, meaning Hispanic origin, is an independent categorization – individuals of any race may also be of Hispanic origin.

Where possible, aggregation of sub-categories was performed to enable reporting of data according to the federal category schemes.

Data Collection

- In January 2019, the CAAL-Skills technical team securely received FY 14-15 and FY 15-16 program data from data-sharing partners.
- Program data was linked with earning and employment data residing in the EDD’s base wage file and securely provided back to the CAAL-Skills technical team.
- Data was cleansed and coded by CAAL-Skills data architects.
- Data tables displaying descriptive statistics for program enrollment, exit, completion, and outcomes were produced according to multiple bases of disaggregation, including participant demographic characteristics, service region, and type of service treatment received.
- Partner approval was sought and obtained for data tables.
- In an iterative process, data in program tables was analyzed and further research performed by research staff within CWDB’s Policy branch in communication with data sharing partners and the CAAL-Skills technical team, and narrative description produced. Narrative approval was sought and obtained by data-sharing partners.

1. Data is collected with varying amounts of quality validation

- a. Data is entered when a participant presents themselves to receive services
 - b. Participant completes a paper form, and the data is subsequently entered
2. Data consistency standards may be enforced at the point of entry

Common Metrics – the Hallmark of CAAL-Skills

CAAL-Skills uses common performance measures to examine participating program outcomes by region, provider, service, demographics, and industry. The data system includes participant-level information that is used to systematically link individuals across the workforce system and participating programs. The program has developed a pooled administrative data set that can also be used to evaluate and assess participating programs efficacy so that program administrators and policymakers can develop evidence-based and data-driven policies to improve program participant outcomes. Eventually, CAAL-Skills data will provide policymakers, the public, and program administrators actionable information about the ways in which workforce and education programs improve an individual's ability to get a job. Next steps for the CAAL-Skills project are discussed in the Conclusion of this report.