  

# California Workforce Pathways Joint Advisory Committee September 25, 2020 Agenda Item 02

Posted by the California Department of Education

## Subject

The Career Technical Education Incentive Grant (CTEIG) and the Kindergarten through Grade Twelve Strong Workforce Program (K–12 SWP) Updates: The 2020–21 CTEIG Application, the 2020–21 K–12 SWP application, Data Reports, Memorandum of Understanding on Data Sharing, and Recommendations on Data Metrics.

## Type of Action

Information, Action

## Summary of the Issue(s)

This agenda item provides updates on various aspects of the CTEIG and K–12 SWP programs, including:

* The Fiscal Year (FY) 2020–21 CTEIG and the K–12 SWP application process.
* A series of summary data reports on the CTEIG and K–12 SWP programs, using charts and graphs.
* The Memorandum of Understanding (MOU) regarding the sharing of data between the California Department of Education (CDE) and the California Community Colleges Chancellor’s Office (CCCCO).
* Revisions to CTEIG and K–12 SWP data metrics.

## Recommendation

The staff of the CDE and the CCCCO recommend that the California Workforce Pathways Joint Advisory Committee (CWPJAC) review and approve the revisions in the 2020 Matrix of Metrics (Attachment 3), and to allow staff to make any necessary, non-substantive clarifying edits to the Matrix of Metrics.

## Brief History of Key Issues

The CTEIG was originally established by the Budget Act of 2015 with a one-time investment of $900 million to cover a three-year span, and as a bridge for local educational agencies (LEAs) until the local control funding formula was fully funded. The CTEIG and the K–12 SWP companion state programs were enacted by the 2018 Budget Act; $300 million was allocated equally between the CTEIG and K–12 SWP. An additional $13.5 million was provided annually to establish technical assistance providers and workforce pathway coordinators in support of both state initiatives.

The CTEIG and the K–12 SWP are administered by the CDE and the CCCCO, respectively.

The CWPJAC, per California *Education Code* (*EC*)sections 53071 and 88828, has the responsibility for making recommendations regarding the use of metrics for the CTEIG and the K–12 SWP to the Department of Finance, the Governor, and appropriate policy and fiscal committees of the Legislature regarding whether:

1. The data metrics remain the most appropriate metrics to measure and evaluate program outcomes for both new and renewal applicants.
2. Other metrics should be included.

These recommendations are due by November 30 each year.

**An Update of the FY 2020–21 CTEIG Application Process**

During the FY 2019–20 CTEIG grant cycle application process, issues arose regarding the following:

* Average daily attendance (ADA) categories used (small, medium, and large) were different from ones used in the FY 2018–19 grant cycle, leading to confusion among LEAs on the awarding of the grants.
* An error was made in the addition of ADA for two LEAs.
* The evaluation criteria for renewal grant applications was not applied due to the lack of data.

The above issues have been addressed in the FY 2020–21 CTEIG Request for Applications (RFA), which was released to LEAs in August 2020, and can be found on the [CTEIG RFA web page](https://www.cde.ca.gov/fg/fo/r17/cteig20rfa.asp). The application due date is September 17, 2020. By the time the CWPJAC holds its September 25, 2020, meeting, the application review process will be underway and the successful grantee list will be presented to the State Board of Education (SBE) at its November 2020 meeting.

Based on the review of the last grant cycle, the above issues were addressed in the following manner. One, it was determined to continue using the three categories of ADA for the formula allocations as written in the CTEIG legislation. This legislation includes LEAs with ADA less than 140 (small); LEAs with 141–550 ADA (medium); and LEAs with 500 and more ADA (large). Use of the three categories will be widely communicated to the field in a series of webinars and through technical assistance during the application period.

Two, between the FY 2019–20 grant cycle and the FY 2020–21 grant cycle, the Career and College Transition Division (CCTD) within the CDE, has identified a team that has been trained on the allocation formula to ensure that it will be applied accurately during the current CTEIG grant cycle.

Three, the updated application now distinguishes between renewal and new applications. Renewal applicants are only required to update the information they provided on their 2019–20 applications. Additionally, applicants were made aware in the CTEIG FY 2020–21 RFA of the use of data metrics to determine the eligibility of renewal grants as stipulated under [*EC* Section 53073](http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=EDC&sectionNum=53073.) (b)(1), which requires the CDE, in collaboration with the SBE, to determine reporting requirements and renewal grant eligibility. New applicants must complete the application in full.

In addition, the CDE requires the LEAs applying for the CTEIG to meet the minimum eligibility requirements, as specified in [*EC* Section 53071](http://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?lawCode=EDC&sectionNum=53071.), by completing the High-Quality Career Technical Education (CTE) Program Self-Evaluation and Plan. An attachment to the RFA lists and explains the 12 Essential Elements of a High-Quality Career and College Pathway for the applicant’s consideration. The 12 Essential Elements of a High-Quality College and Career Pathway ensure the building of connected, equitable, accessible, and high-quality college and career pathways for all students and is located on the [Workforce Pathways Guiding Policy Principles web page](https://www.cde.ca.gov/ci/ct/gi/guidingpps.asp).

Applicants were also provided guidance on how to seek technical assistance with regard to completing the applications. The resources provided included CDE Consultants and Technical Assistance Providers with associated Workforce Pathway Coordinators that are available to provide applicants with technical assistance in completing the RFA, and a Frequently Asked Questions (FAQs) web page which will be updated periodically throughout the application period.

A series of webinars were hosted by the CDE on the following dates:

Thursday, August 27, 2020, from 3:00 p.m. to 4:00 p.m.

Thursday, September 3, 2020, from 11:00 a.m. to 12:00 p.m.

Thursday, September 10, 2020, from. 3:00 p.m. to 4:00 p.m.

In addition to the above webinars, the CDE created a ~~FAQs web page~~ [Link is no longer valid].

**An Update of the FY 2020–21 K–12 SWP Application Process**

Round three of the FY 2020–21 K–12 SWPapplication is currently open and is available on the [CCCCO’s K–12 RFA web page](https://www.cccco.edu/About-Us/Chancellors-Office/Divisions/Workforce-and-Economic-Development/K12-Strong-Workforce/K12-SWP-Request-for-Applications).

The following table indicates key dates in the application process:

| **Date** | **Event** |
| --- | --- |
| **August 27 – October 16, 2020** | K–12 SWP Online Application submission window in NOVA |
| **September 2, 2020** | Bidders’ Conference Webinar |
| **September 2020** | Regional Engagement Information Sessions |
| **September 18, 2020** | NOVA platform applicant training |
| **September 30, 2020** | Questions Submission Deadline to [K12SWP@cccco.edu](mailto:K12SWP@cccco.edu) |
| **October 16, 2020** | K–12 SWP Applications due in NOVA system |
| **October 19 – November 20, 2020** | K–12 SWP Selection Committees review applications and submit nominations of proposed grantees |
| **November 25, 2020** | K–12 SWP preliminary awards announced |
| **December 9, 2020** | Appeals due to SWP Regional Consortium |
| **January 15, 2021** | SWP Regional Consortia communicate intent to award funds to LEAs and initiate subcontract process |
| **January 2021** | K–12 SWP project term begins |
| **June 2023** | K–12 SWP project term ends |

The CCCCO will present an update about the K–12 SWP – Round Three application cycle, including a timeline of events as well as changes made in this round of funding. In addition, the CCCCO will share the [interim measures survey](https://bit.ly/K12SWPLEADataCollectionR1) that is being used to collect data that allows CCCCO staff to improve understanding of the impact of the grant over the course of the funding cycle. An [instructional guide for the survey](https://bit.ly/K12SWPLEADataGuide) is available.

The information is being collected via a survey that aligns with the NOVA data system for financial reporting. This allows the CCCCO to glean knowledge about specific approaches being executed in the field. This information will allow the CCCCO to measure effectiveness, scalability and continuously improve program outcomes.

**CTEIG and K–12 SWP Data Reports**

CWPJAC members requested that CDE and CCCCO staff present quantitative and qualitative data regarding the implementation of the CTEIG and K–12 SWP. CDE and CCCCO staff gathered data from several sources to create summary reports on several facets of the implementation of the two programs. Attachment 1 presents the summary data along with a description of the sources of data and the methodology.

The CTEIG was created in 2015, and the K–12 SWP began in 2018. Full data collection for CTE in the California Longitudinal Achievement Data System (CALPADS) began in FY 2018–19. For the 2018–19 academic year, some of the data metrics were collected in CALPADS, but other metrics were collected using an annual survey. Attachment 2 shows this mixed approach and provides summary data for the 2018–19 CTEIG grantees. In 2019, within the CDE, the CCTD began discussions with the different divisions responsible for LEA data collection to explore the possibility of using a single process for getting information on the CTEIG and the K–12 SWP data metrics. Moving forward, all CTEIG and K–12 SWP data metrics will be collected within CALPADS starting with the 2019–20 data collection period.

The general purpose for presenting the summary data is to show how the CDE and CCCCO have developed a process for creating baseline data that includes:

* Self-evaluation information provided by CTEIG grantees across two fiscal years, FY 2018–19 and FY 2019–20;
* A distribution of CTEIG expenditures (actual and proposed) for FY 2017–18 and FY 2018–19; and
* Data, where available on CTEIG and K–12 SWP metrics (as differentiated by the County District School code).

In reviewing the data presented in Attachment 1, CWPJAC members should consider the following: one, the data presented uses qualitative data available for CTEIG grantees; sample data extracted from CALPADS; combined data from the survey and CALPADS, and CTE data entered by LEAs into CALPADS; two, the eligible applicants and grantees for CTEIG and K–12 SWP are potentially the same LEAs; and three, the CTEIG and K–12 SWP legislation requires the collection of the same set of metrics. The survey and CALPADS collection of the metrics show the commonalities across both state initiatives.

Taken together, the data presented builds the rationale for why the metrics as indicated within legislation for the CTEIG and K–12 SWP require revision. Also, the ability to find areas of data alignment across both programs sets the stage for a more comprehensive MOU between the CDE and CCCCO. Last but not least, as more longitudinal CALPADS data becomes available it will enable the evaluation of how CTEIG renewal grant applications can be assessed as envisioned by statute.

**The CTEIG and K–12 SWP MOU**

The CALPADS is a CDE-based data collection system. The law authorizing CTEIG and the K-12 SWP requires the CDE to share LEA data with the CCCCO. Therefore, a discussion to create an MOU specific for these data sharing needs began. The CDE and CCCCO have in existence current MOUs around data sharing. Initially the discussion of data sharing centered on whether it was appropriate to have this new request for data sharing be included with an already existing master data sharing agreement.

Discussions about the creation of this CTEIG and K–12 SWP data sharing MOU are currently underway. Initially, the expectation was that the CTEIG/K–12 SWP MOU could be folded into the existing MOU that the CDE has with the CCCCO. However, CDE Legal recommended pursuing a new and separate MOU for these projects since the underlying legislation, the data elements required in the data exchange, and the common and more narrowly-focused student population of interest (high school CTE students) involved in CTEIG/K–12 SWP work were different from what was covered in the current MOU.

The CDE Analysis, Measurement, and Accountability Reporting Division and the CDE Legal Office have committed to expediting the execution of this new MOU with the CCCCO and have already sent a draft document to CCCCO leadership for their review and input. The expectation is that the MOU will be in place by the next CTE data collection cycle, which will begin in January 2021, and ends in March of 2021.

**The CTEIG and K–12 SWP Matrix of Metrics**

*EC* Section 53071 (c)(11)(B) defines the metrics required for collection as part of the CTEIG program. As described earlier, collection of these metrics has been uneven, some being collected with CALPADS using the Postsecondary Status file, and the other through a Snap Survey. The survey is provided as Attachment 2. The CTEIG and K–12 SWP metrics (see the list below) have been used as the basis for the developing the survey in Attachment 2. The data shown in Attachment 1 is a combination of data from CALPADS and the Snap Survey and will be presented to CWPJAC members as a basis for discussing revisions in the CTEIG and K–12 SWP metrics. The Matrix of Metrics is included as Attachment 3.

Legislation authorizing both the CTEIG and K–12 SWP program states the following:

*Data reported pursuant to this paragraph shall include, but not be limited to, the quality indicators described in the California State Plan for Career Technical Education required by the federal Strengthening Career and Technical Education for the 21st Century Act (Perkins V), and each of the following metrics* [EC53071 and EC 88828]:

(i)The high school graduation rate.

(ii)The number of pupils completing career technical education coursework.

(iii)The number of pupils meeting academic and career-readiness standards as defined in the College/Career Indicator associated with the California School Dashboard.

(iv)The number of pupils obtaining an industry-recognized credential, certificate, license, or other measure of technical skill attainment.

(v)The number of former pupils employed and the types of businesses in which they are employed.

(vi)The number of former pupils enrolled in each of the following:

(I)A postsecondary educational institution.

(II)A state apprenticeship program.

(III)A form of job training other than a state apprenticeship program.

The Matrix of Metrics is a Microsoft Excel document (Attachment 3) that presents how measures for the above indicators are being developed. The purpose of the document is to recommend changes for each of the metrics by adding more precision to the definition, suggesting a uniform source of data collection, adopting a common methodology for the development of each metric, and describing measurement approaches that generalized applications. Additionally, a recommendation is put forward that the CTEIG and the K–12 SWP components of the Metrics of Metrics be identical.

**Rationale for Revising the Matrix of Metrics**

The proposed recommendations to the CTEIG and the K–12 SWP metrics focus on the definition of each metric, the source on which the data collection is based, a refinement in the methodology, and specificity regarding measurement approaches. Each recommendation serves to provide a rationale for why changes to the CTEIG and the K–12 SWP metrics are proposed.

**Precision and Specificity Regarding CTEIG and the K–12 SWP Metrics**

The above list of six broad metrics, some having some sub-parts to them, have been translated into nine separate indicators that can now be precisely defined and measured. An indicator can be expressed as an absolute number or as a percentage. For an indicator to be expressed as a percentage, there has to be a numerator and a denominator. Further, an indicator permits the setting of a baseline as well as a target to be achieved in the future. Attachment 3 shows the nine indicators (Columns B and H, Rows 3–11), which are the numerators that define the CTEIG and the K–12 SWP indicators.

The denominator, which is metric (ii) above, is shown Row 2, Columns B and H, Attachment 3, and is common to all nine indicators. It is the unduplicated aggregate count of students in the adjusted cohort for the graduating class, where the LEA has identified the student as having completed at least one CTE pathway within the four years of the graduating cohort. Completion of a CTE industry pathway is a component of the College/Career Indicator (CCI) as defined in the California Accountability Dashboard. This denominator is also the Perkins V Concentrator definition as described in the federal Perkins V State Plan and serves as denominator for all secondary Perkins V accountability indicators. Further explanation is provided in the methodology columns (Attachment 3, columns E and J).

Metric (i) above which in Attachment 3 translates to Row 3, Columns B and H is described more fully in the methodology columns (Attachment 3, columns E and J). It is the high school graduating rate for students who have completed at least one CTE pathway within the last four years.

Metric (iii) above, which in Attachment 3 translates to Row 4, Columns B and H, is rather global and making it precise leads to using alternative approaches such as the different levels within the CCI or the academic assessment scores available in the California School Accountability Dashboard. The CWPJAC will be presented these alternatives and will be asked to discuss and decide among the alternatives.

Metric (iv) above is a compound metric that has been sub-divided into three separate indicators (Attachment 3, Rows 5-7, Columns B and H). The purpose of sub-dividing the compound metric is because the three separate indicators going forward can be obtained directly from CALPADs. Presently, the information is being gathered through a survey (Attachment 2). Moreover, these measures are currently being collected, or will be collected within CALPADS as part of the career component of California CCI. However, which levels of the CCI would be included in the definition is another discussion and decision point for the CWPJAC. Furthermore, these indicators can potentially represent other federal Perkins V quality indicators (work-based learning (Attachment 3, Rows 5, Columns B and H) or industry-based certification (Attachment 3, Rows 6, Columns B and H), or as California’s current choice of the secondary Perkins quality indicator, which is the number of pupils completing college coursework Attachment 3, Rows 7, Columns B and H).

Metrics (v) and (vi) above are four separate indicators. For Indicators (vii), (viii), (ix), and (x) above, there are no changes in the indicator description (Attachment 3, Rows 8–11, Columns B and H). While there is no change in how these metrics are defined, the student population from which these students are drawn is much more precise.

All in all, there are nine separate, precisely defined indicators for which the source on which the data collection is based, a refinement in the methodology, and specificity regarding measurement approaches can now be identified.

These nine indicators, as well as any additional measures, will be addressed once the CTEIG/K–12 SWP MOU is in place, as it would require the transfer of unitary level data. However, it is possible to share aggregate level data that removes personally identified information (PII), as is shown in some of the figures in Attachment 1.

**Data Collection Source of Metrics**

Defining the metrics with precision enables the use of CALPADS as the single source of data collection. The SNAP survey (Attachment 2) was the first step in a year-long discussion within the CDE to begin uniformly collecting the nine precisely defined indicators within CALPADS. Starting in academic year 2020–21, all nine indicators will be collected in CALPADS.

**Refining the Methodology**

With precisely defined metrics and a single source of data collection, the ability to move towards a common methodology become possible. However, for the precision of metrics to have meaning, the student population of interest must be uniformly defined. The recommendation on methodology that is being made is that the data from which the metrics will be calculated will be drawn from an unduplicated aggregate count of students in the adjusted four-year graduating cohort, where the LEA has identified the student has completed at least one CTE pathway within the last four years.

**Why the CTEIG and the K–12 SWP Components of the Metrics of Metrics is Identical**

To begin with, the student population of interest for CTE programs covered by both legislations is now commonly defined. The student population of interest (grades nine through twelve CTE students completing an industry pathway), as well as the potential CTEIG and the K–12 SWP grantees coming from the same pool of LEA applicants are the same. Therefore, SBE, CCCCO, and CDE staff are recommending that the CTEIG and the K–12 SWP metric definitions, data collection, methodology, and measurement approaches be the same. In other words, having the CTEIG and K–12 SWP components of the matrix of metrics be the same, creates the system alignment between the two programs. However, as per the two legislations, the CWPJAC will be making legislative recommendations on just the CTEIG and the K–12 SWP metrics.

The above recommended changes should enable the CDE and CCCCO to set the stage for fuller data alignment between the CTEIG and K–12 SWP, which will be taken up during the CTEIG and K–12 SWP MOU discussion. Additionally, because Perkins is supplemental to CTEIG and K–12 SWP, it is important that the data metrics align so that data is being measured consistently for benchmarking student achievement/ progress. Moreover, both the CTEIG and K–12 SWP request annual applications and provide funds to eligible grantees from the same set of LEAs, which shows about an 80 percent overlap, and hence creates an opportunity to continue to work to align the application process for these two grants. The alignment would require clarity around the role, purpose, and intent of the CTEIG and K–12 SWP legislations. Also, going forward, CALPADS becomes the single source for collecting a commonly validated set of data from which both the Perkins accountability indicators and the CTEIG and K–12 SWP metrics can be estimated. Last but not least, any other metric that needs to be collected for either or both programs become possible once the CDE and CCCCO MOU is put in place for sharing LEA data.

## Summary of Previous CWPJAC Discussion(s) and Action(s)

**July 10, 2020:** The CDE presented a 12 Essential Elements of a High-Quality College and Career Pathway Framework document. The Framework document will be used to develop a new CTEIG CTE Program Self-Evaluation.The CCCCO presented how the *Guiding Policy Principles* have been intentionally incorporated into the K–12 SWP application, as well as provided a summary of the training that had occurred on June 2–4, 2020, which included the *Guiding Policy Principles* for onboarding the K–14 Technical Assistance Providers and the Workforce Pathway Coordinators.

**January 31, 2020:** The CWPJAC reviewed an updated Matrix of Metrics, an overview of both the CTEIG and K–12 SWP FY 2019–20 grant processes, and the 2018–19 CTE Postsecondary Status of CTE Completers Survey Template.

**November 7, 2019:** The CWPJAC approved the Matrix of Metrics revisions, which incorporated the requirements of Perkins V language, known as the Federal Strengthening Career and Technical Education for the 21st Century Act.

**October 11, 2019:** The CWPJAC received an overview of the K–12 SWP metrics and the sources of information including an introduction to the new K–12 SWP Dashboard within the CCCCO’s Launchboard. A memo was sent to the CWPJAC updating the source and methodology of data to be collected for the CTEIG.

**September 13, 2019:** The CWPJAC reviewed the changes that were made to the FY 2019–20 CTEIG application and an overview of the K–12 SWP and its objectives.

**July 12, 2019:** The CWPJAC received information regarding the common planning, and objectives from the CTEIG and K–12 SWP teams, including the first full set of data from the FY 2017–18 CTEIG, and reviewed both the CTEIG and K–12 SWP metrics.

**May 29, 2019:** The CWPJAC received an update on the CTEIG and the K–12 SWP activities.

**February 19, 2019:** The CWPJAC received an update on the CTEIG and the K–12 SWP, including a brief demonstration of the NOVA platform.

**January 11, 2019:** The CWPJAC received an update on the CTEIG and the K–12 SWP, including information on the December 19, 2018, release of the CTEIG RFA, the development of the RFA for the K–12 SWP, and the regional information meetings held around the state.

**December 14, 2018:** Final review and approval of the metric recommendations for both the CTEIG and the K–12 SWP was unanimously approved by the CWPJAC. Final recommendations were submitted to the Department of Finance for consideration and were reflected in the January 2019 budget proposal language.

**November 26, 2018:** The CDE and CCCCO staff provided an in-depth review of proposed metrics, and their alignment to the CWPJAC’s *Guiding Policy Principles* document. Based on direction from the CWPJAC, the CDE and CCCCO staff revised the proposed metrics to operationalize the data, as well as provide information on the source of data collection.

**September 28, 2018:** The CDE and CCCCO staff jointly presented an initial overview of the CTEIG and the K–12 SWP metrics and received feedback, guidance, and direction on appropriate metrics for measuring CTE program quality and student achievement in kindergarten through grade fourteen (K–14) CTE programs.

## Fiscal Analysis (as appropriate)

Funding available to eligible recipients under the CTEIG is $150 million for the program year (PY) 2020–21, and funding available under the K–12 SWP is $150 million for PY 2020–21 for eligible recipients. In addition, $13.5 million is provided to support eight K–14 Technical Assistance Providers and 72 workforce pathway coordinators for both CTEIG and K–12 SWP initiatives.

## Attachment(s)

**Attachment 1:** Career Technical Education Incentive Grant and Kindergarten Through Grade Twelve Strong Workforce Program Data Reports (13 pages)

**Attachment 2:** 2018–19 Career Technical Education Postsecondary Status of Career Technical Education Completer Survey Template (4 pages)

**Attachment 3:** California Workforce Pathways Joint Advisory Committee Metric Recommendations (36 pages)