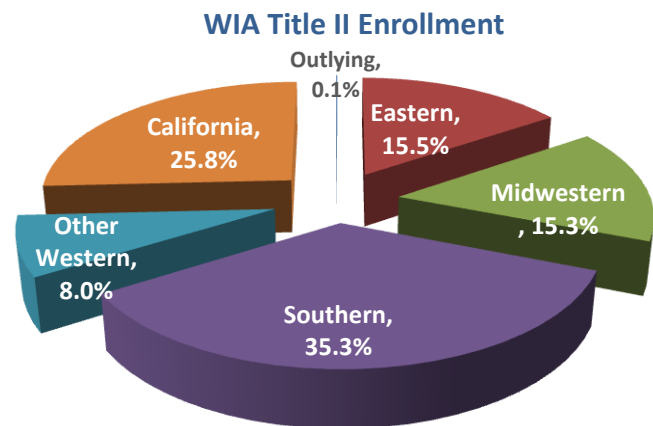


California Annual Performance Report 2008-09

This report is California's response to the four questions that the United States Department of Education (USDE), Division of Adult Education and Literacy, requires of all states and territories receiving federal funding through the Adult Education and Family Literacy Act (AEFLA), Title II of the Workforce Investment Act (WIA).

The Impact of WIA Title II

The California Department of Education (CDE) Adult Education WIA Title II federally funded programs provide lifelong educational opportunities and support services to more than **one-fourth of the nation's adults** enrolled in WIA Title II. They address the unique needs of individuals and communities by providing adults with the knowledge and skills necessary to improve their economic condition and become positive contributors to the economy and to their families and communities.



NRS Data 2007-08

- In 2008-09 the CDE served **866,571** learners in the WIA, Title II programs. Of those learners 618,767(71.4%) qualified for National Reporting System (NRS). In 2008-09 the California Statewide data showed **improved persistence** (learners who continued in program).
- Statewide performance on **completing an Educational Functioning Level (EFL) improved** for all levels. A higher percentage of learners advanced one or more levels.
- Almost 40 percent of the learners who enrolled with a goal to attain a high school diploma or General Education Development (GED) were successful in achieving their goal. A significant proportion of learners reported outcomes such as the acquisition of computer or technical skills, mastery of core competencies, the attainment of a certificate, or acquisition of workforce readiness skills. These results indicate that learners were able to achieve a wide array of educational and workforce preparation skills.

Goals and continuing priorities

The CDE is committed to maintaining and developing the adult education system that provides Californians with the necessary resources and tools to improve literacy and workforce skills. The accomplishments of adult education students in California are showcased on the California Adult Education Students Succeed Web site at: www.AdultEdLearners.org.

California adult education programs help learners to:

- Gain employment and/or better their current employment.
- Obtain a high school diploma or GED.
- Attain skills necessary to enter postsecondary education and training.

- Exit public welfare and become self-sufficient.
 - Learn to speak, read, and write the English language.
 - Master basic academic skills to help their children succeed in school.
 - Become U.S. citizens and participate in a democratic society.
 - Gain self-esteem, personal confidence, and a sense of personal and civic responsibility.
- **ABE Initiative:** The CDE has implemented a statewide ABE initiative to address program improvement strategies in California ABE funded programs. The goal of the ABE initiative is to increase the learning outcomes of adult students and to improve the strength and effectiveness of adult education programs throughout the state.
 - **Transitions to Postsecondary and Workforce:** Statewide priorities include a focus on transitions to the workforce and postsecondary training. Recent studies comparing the number of degrees awarded with the job market needs of the coming decade have indicated that California will not have enough college graduates to meet labor market demands.
 - **Strategic Plan:** The CDE is developing a strategic plan to address the critical and emerging educational and workforce needs of adults throughout the state. The plan will provide a renewed vision for the CDE adult education system and identify strategies and resources necessary to implement the plan.

Addressing California's Literacy Needs and Challenges

- **Adults without a high school diploma and postsecondary education:** In California one out of five adults who is out of school and over the age of 18 (more than 5.3 million adults) does not have a high school diploma, according to the 2000 U.S. Census and the estimate of the American Community survey. More than six million adults with a high school diploma or GED will require some remedial coursework to even apply to college. High school dropout rates have increased from 11 percent in 2000-01 to 15.3 percent in 2007-08, according to the NCLB. There are also significant graduation gaps among student subgroups.
- California is home to the most diverse population in the nation. More than **3.3 million** adults 18-64 years old **speak English “less than well.”** Approximately 14 million (42.3%) California residents speak a language other than English, compared to an average of 19.6 percent nationwide. One-third of the national non-English-speaking population lives in California. More than 27 percent of the total population in California is foreign born. Many of these individuals need English literacy skills and basic education to secure employment, obtain citizenship, pursue postsecondary or higher education, and participate in their children's education.
- **More than 1.2 million California residents of labor force age are unemployed.** The current unemployment rate is at all time high, 12.9 percent. The need for workplace readiness is significant. Employers report that in addition to basic reading, writing, and computation skills, many job candidates lack job-readiness skills such as time management. This is in addition to the communication and critical thinking skills that are increasingly required.

- **Skills Gap:** Projections of the state’s economy show that it is continuing along a trajectory of steadily increasing demand for a highly educated workforce. But the state is unlikely to meet this demand.
- **Poverty:** A recent study by Center for Law and Social Policy (CLASP) looked at State Poverty Rates, based on the National Academy of Sciences (NAS) modern measures adjusted for housing costs and using the geographic price difference adjustment (GPDA). It showed that the poverty rate in California increased 8.1 percent. This increase was the largest among the fifty states, ranking California 50th. There is a well-documented earnings gap between high school graduates and dropouts.

Under the current California budget crisis, funding for the adult education system has shifted to the local school district, and the overall education budget has been reduced significantly. This has created unprecedented pressures on the adult education system. At a time of increasing global competition, the implications of a decline in adult education funding will be serious, both for the state’s economic future and for the economic well-being of its residents.

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QUESTION 1: STATE LEADERSHIP PROJECTS – ACTIVITIES, PROGRAMS, AND PROJECTS SUPPORTED WITH STATE LEADERSHIP FUNDS

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The CDE contracts with three agencies to provide state leadership activities: (1) California Adult Literacy Professional Development Project (**CALPRO**); (2) Comprehensive Adult Student Assessment Systems (**CASAS**); and (3) Outreach and Technical Assistance Network (**OTAN**). These projects facilitate a collaborative approach in addressing the 11 activities set forth in the California State Plan and in the WIA Title II legislation under Section 223 for adult education and literacy activities. Leadership Project activities relate to each of three high priority state plan goals: (a) Establish and implement professional development (PD) programs to improve the quality of instruction provided; (b) Provide technology assistance, including staff training, to eligible providers of adult education and literacy activities; (c) Provide technical assistance to eligible providers of adult education and literacy activities. The goal of these collaborative efforts is to maximize resources and provide support to WIA Title II-funded adult education providers.

ABE Initiative: The CDE has implemented a statewide ABE initiative to address program improvement strategies in California ABE funded programs and classrooms. Local agencies receive guidance from the CDE and the three leadership projects on:

- Identifying their adult education program's strengths and challenges.
- Developing and implementing a work plan to improve services.
- Providing professional development in evidence-based reading instruction.
- Implementing technology in the classroom.
- Measuring and analyzing student learning progress and outcomes.

In addition, adult education students will be provided assessment, placement, goal-setting, counseling, and follow-up services. The goal is to help students earn a high school diploma, acquire a self-sustaining job, prepare for citizenship and civic participation, learn healthy habits, develop effective parenting skills, and go to college. Twenty-two local agencies participating in

the ABE initiative have submitted an action plan composed of objectives (steps in the process), strategy and actions, person(s) responsible, completion data, and an evaluation plan.

Transitions to Postsecondary and Workforce: Statewide priorities include a focus on transitions to the workforce and postsecondary training. California is facing a serious shortfall in its supply of college-educated workers. According to the Public Policy Institute of California's **(PPIC) 2025 report**, a potential mismatch was highlighted between the level of education the future population is likely to possess and the level of education that will be demanded by the future economy. There is also a growing challenge for individuals with only a high school diploma to find stable, good-paying jobs. The California adult education system will demonstrate its effectiveness in moving students into postsecondary institutions, vocational training programs, and ultimately into higher paying, higher skilled jobs. CDE and CALPRO conducted the California College Transition Institute and Summit Meeting. In collaboration with the National College Transition Network (NCTN), ninety-two adult education administrators attended the two, two-day institutes comprising training on the College Transition Tool Kit produced by the NCTN.

Administrator's Forum: CALPRO, CASAS, and OTAN have organized the Adult Education Administrators Forum. The Forum provides a venue for adult education administrators to engage critically with their peers on topics that affect the development, management, and sustainability of their adult education programs. Examples of some topics discussed in this forum are Strategic Collaborations for American Recovery and Reinvestment Act (ARRA) – Opportunities for Adult Education, Managing Relations with your District and Community, Planning for a Sustainable Adult Education, and the Adult Administrator As a Business Manager – generate revenue, meet workforce need, collaborate with One-Stop Centers.

Focus on Technology: The CDE and the leadership projects are using technology to provide more just-in-time, cost-effective trainings and support to the adult education providers.

Web-based Trainings – Provided more online, Web-based facilitated and self-paced trainings to reach larger audiences in a cost effective manner. **Moodle** is a free, open-source course management system currently hosted by OTAN for use in California adult education programs. Its design facilitates online distance education or combined classroom and distance learning. CASAS is using Moodle to provide more opportunities for self-paced courses and open entry-open exit trainings.

CASAS eTests – More than 80 California WIA II agencies have implemented CASAS eTests. Key advantages of computerized testing include placing students into programs quickly and accurately, generating test results and instructional reports immediately, and eliminating hand scoring or scanning, and tracking student progress from placement to pretest, post-test, and program exit.

CASAS Data Portal – Provides an online reporting tool that presents California adult learner data at the state and local agency level. Agencies can compare local performance with state goals and the performance of other local agencies, counties, geographical regions, and provider types.

CALPRO Alternative Delivery Systems Initiative – CALPRO offered professional development courses on core adult education content through its Alternative Delivery Systems Initiative. Other innovative uses of technology included the development of a Multi-Level ESL Virtual Workroom, self-paced online courses, and the development of the California College Transition Electronic Professional Learning Community.

TIMAC – OTAN continued to offer a Technology Integration Mentor Academy (TIMAC) to train and support instructors to become the technology mentors for their programs. Technology offers tools that promote active learning and engagement, enhance the curriculum, and provide skills that are essential for literacy and employment.

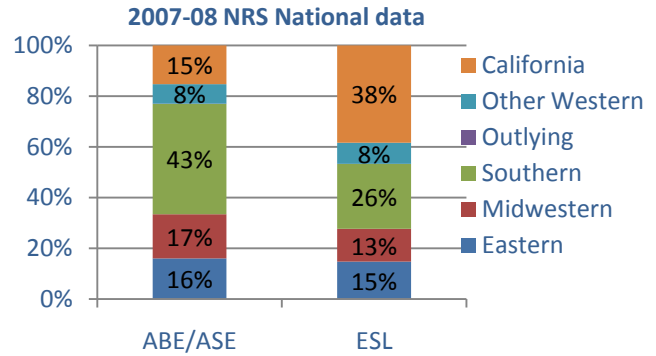
The Leadership Projects provided professional development options to funded agencies throughout California via regional workshops and networking meetings, Webcasts, conference presentations, video-based workshops and training sessions, online courses, and electronic downloads. Examples of successful activities conducted by leadership projects follow.

- Registered more than 3,000 participants online for 53 statewide in person and 213 online trainings sessions that addressed topics in accountability, NRS Performance, assessment, quarterly data submission, and English Literacy and Civics Education (EL Civics). Facilitated regional network meetings were held across the state that addressed accountability and the use of data to inform instruction and improve programs.
- Built capacity for conducting research-based PD through its Study Circle Facilitators' Institute. Twelve agencies sent PD leaders to learn to conduct site-based study circles on learner persistence and research-based adult reading instruction.
- Updated TOPSpro a comprehensive student level data collection, management, and reporting system. Enhanced data integrity processes and audit and monitoring reports.
- Provided an Adult Education Leadership Institute for new adult education administrators. The two-year Leadership Institute served 32 new adult education leaders, and included sessions led by 22 administrative leaders.
- Offered the fourth year of the Professional Learning Communities (PLC) Institute. Twelve agencies participated in this year-long institute to learn about the research, policy, and practices associated with implanting a PLC at their agency.
- Provided workshops on technology topics. 371 participants attended 49 online and 468 participants attended 32 hands-on workshops. 369 people attended 19 TIMAC workshops. 165 agencies developed and submitted technology plans.
- Provided just-in-time technical support services to instructors and administrators including peer mentoring, distance learning program design and delivery, data collection and reporting, and hands-on training to integrate technology into instruction. 215 online course Web sites were established by adult educators.
- Hosted online question and answer boards and listservs for adult education work groups. Local providers posed questions and shared information on effective practices for program improvement.
- Consolidated all training and professional development opportunities onto one Web site www.caadultedtraining.org for agencies to view all training options available for them.

- Developed two new workshop modules: Organizing and Managing ABE Instruction and Optimizing ESL Instruction. At the Training-of-Trainers Institute 98 agency PD staff received guidance and certification in providing these workshops to their staff.

QUESTION 2: CORE INDICATORS OF PERFORMANCE - SIGNIFICANT FINDINGS AT THE STATE LEVEL

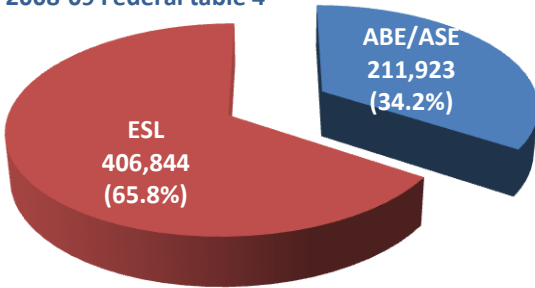
California serves **one-fourth of the nation's adults** enrolled in WIA Title II programs – 15 percent of the total Adult Basic Education (ABE)/Adult Secondary Education (ASE) learners and 38 percent of the English as a Second Language (ESL) learners, according to the 2007-08 national data posted on NRS Web site.



Enrollment 2008-09

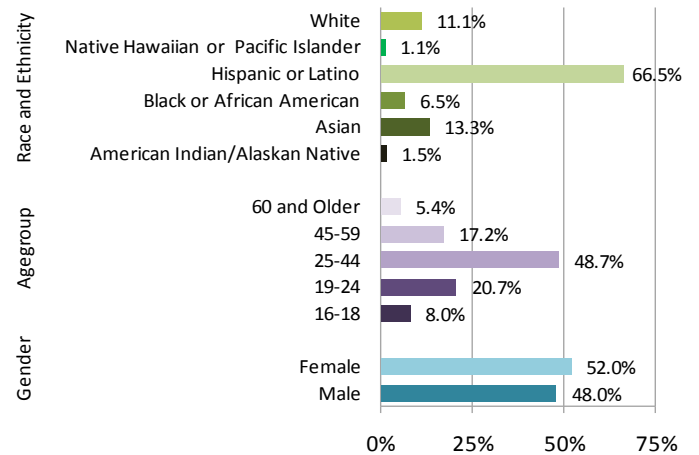
In 2008-09, **262** local agencies served **866,571** learners in the WIA, Title II AEFLA programs. Of those learners **618,767(71.4%)** qualified for NRS federal reporting.

2008-09 Federal table 4

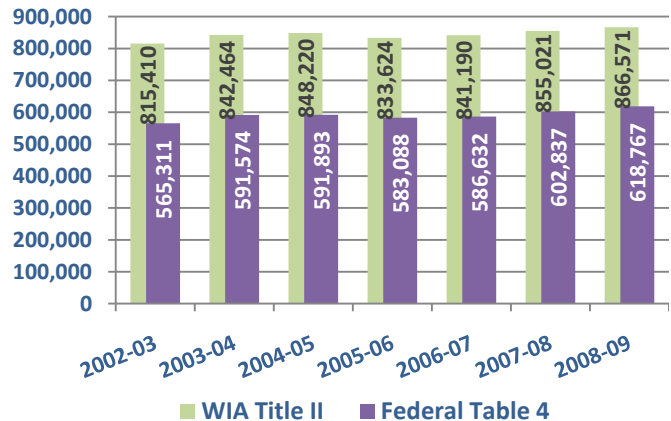


Over the last four years enrollment in WIA Title II programs has increased steadily to meet local needs for better basic skills, English proficiency, achieving a high school diploma/GED, and postsecondary preparation — even with reduced funding and continuing budget pressures.

Demographics



Enrollment

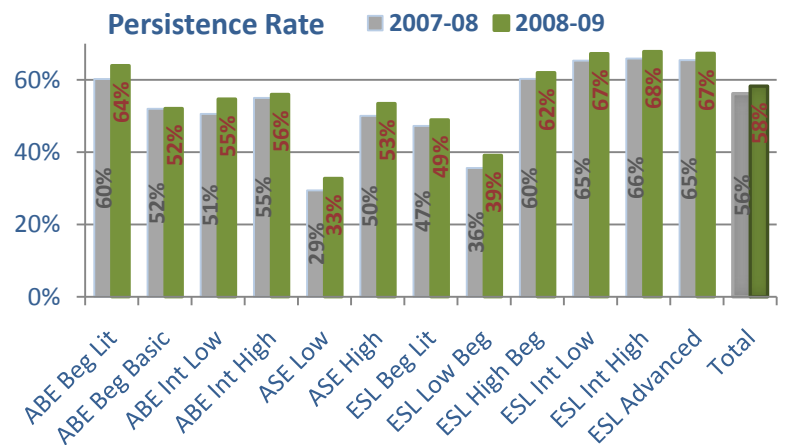


NRS Performance

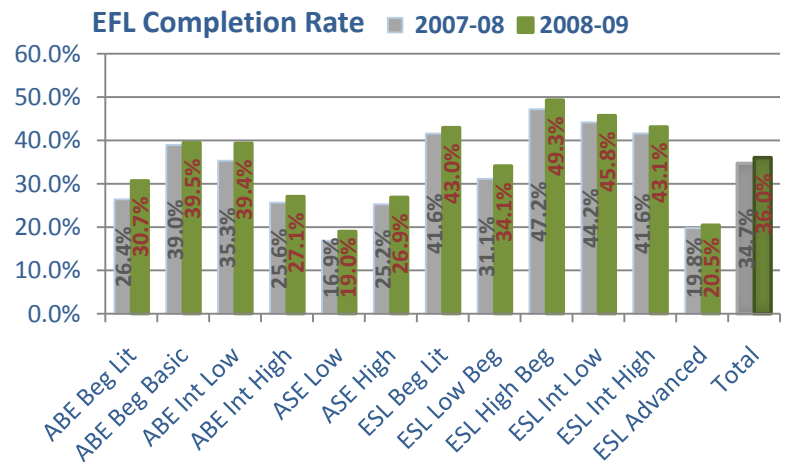
The NRS federal report data documents California's continued success in addressing the state's basic skills needs by improving student persistence and learning outcomes. In 2008-09 the California WIA Title II agencies **met or exceeded six of the eleven negotiated state goals** in NRS EFLs. The six EFLs in which the aggregated state performance met or exceeded the 2008-09 state goals are Adult Basic Education (ABE) beginning literacy, ABE intermediate low, ESL beginning literacy, ESL beginning high, ESL intermediate low, and ESL intermediate high.

Educational Level Completion		
Educational Functioning Level	2008-09 CA State Goals	2008-09 CA Performance
ABE Beginning Literacy	28%	30.7%
ABE Beginning Basic	43%	39.5%
ABE Intermediate Low	36%	39.4%
ABE Intermediate High	29%	27.1%
ASE Low	22%	19.0%
ASE High	--	26.9%
ESL Beginning Literacy	42%	43.0%
ESL Low Beginning	35%	34.1%
ESL High Beginning	48%	49.3%
ESL Intermediate Low	44%	45.8%
ESL Intermediate High	43%	43.1%
ESL Advanced	22%	20.5%

The **618,767** WIA Title II learners who qualified for NRS federal reporting on an average took 146 hours of instruction. Learners who persisted in the program (360,538) and were administered a pre- and post-test had slightly more than 200 hours of instruction. **The Persistence rates in 2008-09 improved for all EFLs** compared to 2007-08. California achieved a total persistence rate of 58.3 percent.

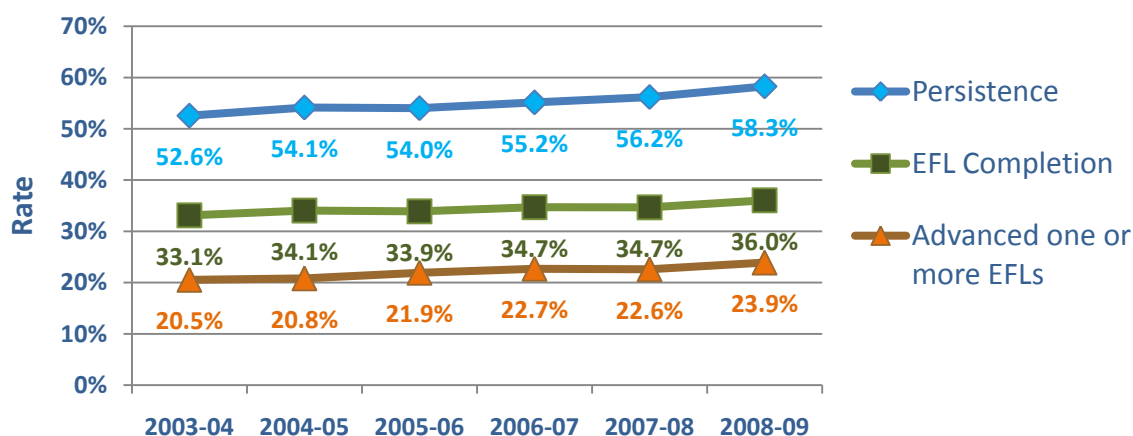


The completion rate for all EFLs improved in 2008-09 compared to 2007-08. Of those 618,767 WIA Title II learners who qualified for NRS federal reporting, **222,982 (36%)** completed an EFL. More than 60 percent of the learners who persisted completed an EFL, and more than 40 percent advanced one or more levels.



California also exceeded state goals for the core follow-up measures of obtaining a GED or secondary school diploma, entering employment, and retaining employment. Both the number of learners who received a GED and attained a high school diploma increased over the last three years.

California has steadily improved performance on persistence, EFL completion, and on advancing one or more levels over the past four years. California measures and pays local providers when students accomplish specific learning gains and attain a high school diploma or GED. California uses three core indicators of performance for benchmarks as the basis of federal funding. Agencies can earn up to three benchmark payments per learner within the annual grant period. These three pay-points result when a learner (1) makes a significant learning gain;¹ (2) completes two instructional levels; and (3) receives a GED certificate or attains a high school diploma.



California has made data quality a top priority. The CDE provides online and regional training and targeted technical assistance to increase understanding of accountability requirements and to improve data collection. Agencies submit data to CDE on a quarterly basis, permitting continual analysis and early identification of incomplete or inaccurate data. At the end of the program year statewide NRS educational functional level completion goals and performance are compared with agency level performance. The longitudinal data is also analyzed to track improvement in persistence and performance, and the CDE staff and the CASAS regional program specialists provide targeted technical assistance to low performing agencies.

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QUESTION 3: COLLABORATION: INTEGRATION OF WIA TITLE I AND TITLE II ACTIVITIES

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One Stop Pilot- Coordinating Assessment Between WIA I and II: Recognizing the common reporting needs of WIA Title I and II funded programs, the CDE is partnering with CASAS to implement CASAS eTests at six paired WIA I One Stops and WIA II adult education programs. The partnerships between the WIA Title I and II funded programs help streamline their assessment and reporting processes, coordinate data sharing, facilitate the referral and

¹ A five-point CASAS scale score gain for learners with a pretest score of 210 or below, or a three-point gain at post-test for learners with a pretest score of 211 or higher.

tracking of clients, and document outcomes. The ultimate goal of the pilot is to identify “best practices” that will help all WIA partners provide “seamless” service to adult learners and job seekers and transition them successfully to higher education or into the workforce.

ABE Pilot for Workforce Skills Certification: The CDE is partnering with CASAS, local One Stops and Workforce Investment Boards (WIBs), local Chambers of Commerce, parolee programs, and adult education programs to implement a workforce skills program leading to a National Workforce Skills Certification. Learners enrolled in vocationally focused ABE programs are administered the CASAS National Workforce Skills Certification System (WSCS) that measure readiness for work and is composed of applied academic skills of reading, math, problem solving, and critical thinking. Learners are also assessed on employer-defined soft skills including fourteen effective personal behavior and customer service skills. Adult education programs provide instruction and support needed and, based on the profile, work with the One Stops and employers to link participants to available jobs matching their skill profile.

Aligning WIA Title II Data Collection with Perkins: The CDE Perkins Office and AEO are working with CASAS to identify data elements from the WIA Title II Student Entry Record that meet Perkins requirements. The goal is to streamline local agency federal data reporting efforts.

Statewide Job Web Site Connecting WIA Title I and Title II: CDE Adult Education and partners created an innovative and new Web resource called “California Direct Connect – Links to Your Future.” The Web pages were designed to help students and workers find jobs, explore careers, investigate opportunities to continue their education, and access workforce resources.

Eligible Training Provider List Alignment and Referral: The CDE Adult Education Office is working with California Employment Development Department to link adult school agency data to the State’s Eligible Training Provider List System to streamline WIA Title I and II referrals.

One-Stop Systems: As in previous program years, agency size (by enrollment) reflected patterns in relationships. Large agencies were most likely to interact with One-Stop systems (73.3%), followed by medium-sized (63.7%), and small agencies (52%). A majority (75.8%) of agencies reported receiving or providing student referrals, 46.5 percent indicated they provided classes or training for their local One-Stop system, and 42 percent stated they had assigned a staff liaison to the One-Stop system. In addition, 33.8 percent of these agencies reported interaction with One-Stop systems by conducting workshops, conferences, or informational meetings.

WIBs: When asked about involvement with their local WIB, 50.8 percent of agencies indicated some type of involvement. Agencies also reported specific ways they interacted with their local WIB. The most frequently cited responses included (1) developed a memorandum of understanding (MOU) with the local WIB (50%); (2) staff attended WIB meetings (37.1%); (3) provided local representation through a consortium (35.6%); and/or (4) an administrator served on the local WIB board (31.8%).

QUESTION 4: ENGLISH LITERACY AND CIVICS EDUCATION (EL CIVICS) GRANTS

EL Civics continues to have a positive impact on the delivery of English language instruction in California. In the 2008-09 WIA II survey, 92 percent of EL Civics agencies reported enhanced or improved instruction, 79 percent reported improved teacher and staff collaboration, and 67 percent reported increased student attendance and participation. Beginning in 2003 the CDE and the three State Leadership Projects supported the EL Civics program through:

- Development and maintenance of an EL Civics Web site that provides a single online location for all California EL Civics information. Agencies have immediate access to EL Civics online curriculum and resources, including an alignment of CASAS QuickSearch information to EL Civics objectives and a database of pre-approved Civic Participation objectives. The Web site facilitates and streamlines communication among funded agencies, the CDE regional consultants, and the regional EL Civics program specialists.
- Training and technical assistance for all aspects of implementing the EL Civics program. CASAS EL Civics program specialists work closely with CDE adult education regional consultants to provide comprehensive professional development and capacity-building technical assistance for accountability, program implementation, and continual improvement. Program staff can attend regional training workshops and network meetings, access Web-based trainings, and use on-site training modules.

In 2008-09, the CDE funded 173 agencies to provide EL Civics educational services to 231,785 adult learners. Of those 24,771 students were enrolled in Citizenship Preparation and 216,959 were enrolled in Civic Participation. More than 9,000 (9,348) learners passed the CASAS Government and History for Citizenship test, and 2,756 passed the oral CASAS Citizenship Interview Test.

Civic Participation programs assess students using performance-based additional assessments that measure student attainment of civic objectives. More than 110,000 students throughout the state took Civic Participation performance-based additional assessments and more than 90 percent passed one or more of them. Agencies can select from a list of 46 pre-approved civic objectives or may develop their own. Civic objectives used in Civic Participation programs must meet these criteria:

- Integrate English language and literacy instruction into civics education.
- Focus on helping students to understand the government and history of the United States, the rights and responsibilities of citizenship, and participate effectively in the education, employment, and civic opportunities this country has to offer.
- Integrate active participation of the learners in community activities.

The EL Civics “Making a Difference in the Community” award honors WIA Title II agencies that have implemented innovative activities that carry EL Civics lessons from the classroom and into the community. In 2008-09 three agencies received awards for the following notable activities: Free Health Screening Camp, a Knowledge-in-Action program, and a Multi-Cultural Health Fair. The accomplishments are showcased at the CASAS Web site <https://www.casas.org/elc/>.