

California Annual Performance Report 2010–11

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

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 **one-fourth of the nation’s adults** enrolled in WIA, Title II programs. They address the unique needs of individuals and communities by providing adults with the knowledge and skills necessary to improve their economic conditions and become positive contributors to the economy and to their families and communities. California adult education programs help learners to:

- Gain employment or better their current employment.
- Obtain a high school diploma or General Educational Development (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.

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: <http://www.adultedlearners.org> (outside source).

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. Many students 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 No Child Left Behind Act. 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 percent) 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 an all-time high. 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.

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.

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

The CDE Adult Education Office (AEO) partners with three agencies through contracts 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.

Policy to Performance Initiative (P2P): The P2P initiative (policy2performance.org) was launched by the U.S. Department of Education's Office of Vocational and Adult Education and is designed to support "Transitioning Adults to Opportunity." California is one of eight states participating in the initiative. The initiative supports the broad goals of The American Recovery and Reinvestment Act of 2009 and also aligns with the President's American Graduation Initiative. California's goals and objectives for participating in this initiative are:

- To increase the transfer rates of eligible students from adult education programs to post-secondary education programs.

- To foster an institutional climate supportive of the success of adult education students.

The CDE AEO is conducting a pilot project for the 2011-2012 school year. The AEO has selected ten pilot programs that have the capacity to strengthen an existing or build a new comprehensive student support services component of their current postsecondary transition program. The P2P Pilot Project is focusing on a selected population of Adult Secondary Education students who have expressed interest in transitioning to postsecondary education. Through data collection, analysis, guidance, and support, the ten pilots will provide the AEO with essential data regarding successful partnerships, support services, student assessments, literacy levels, student tracking, and transition outcomes. Based on the results, the ten pilots will serve as model programs for the establishment of statewide educational policy regarding services for transitioning students to postsecondary education.

National Career Awareness Project: California was one of eight states selected to participate in the National Career Awareness Project (NCAP), launched by the U.S. Department of Education's Office of Vocational and Adult Education. This project is designed to support Adult Education Instructors and Counselors (2 per pilot site). California selected five pilot programs that have the capacity to initiate or strengthen a career planning and awareness component for their current postsecondary transition program. The pilot projects focuses on integrating a given NCAP curricula for ESL, ABE and ASE students. Participating adult education agencies include Bakersfield Adult School, Contra Costa County Office of Education/Parolee Education, Los Angeles Unified, Proteus, Inc., and Vallejo Adult School.

The career planning and awareness component serves as one of the many supports needed for our adult students to transition to postsecondary education and employment. In December 2011, California's Adult Education Office completed a State Dissemination Plan derived from feedback and suggestions from the pilot school principals and instructors/counselors. The plan included expected NCAP goals, partners, communications, trainers, content, strategies and long-term outcomes.

ABE Initiative: Last year the CDE completed a statewide Adult Basic Education (ABE) initiative to address program improvement strategies in California ABE funded programs and classrooms. Twenty-six agencies participated, completing improvement plans, sending participants for two professional development events, and communicating through an online community in groups on topics such as curriculum and instruction, increasing enrollment and persistence, learning disabilities, transition, and support for student and technology. Current data shows that over 70 percent of participating agencies have increased in ABE student persistence and completion rates as reported through the National Reporting System in 2009-10 and 2010-11. California's ABE Program on the whole has also shown improvement for all its educational functioning levels (EFLs) compared to 2008-09.

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. CALPRO developed and piloted *Postsecondary Transitions*, a Communities of Practice training in which agency teams plan to establish or expand bridging or articulation programs based on best practice and collaborative approaches. In the pilot program, nineteen educators representing eight different agencies participated.

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 Building Strategic Community Partnerships, Strategic Fiscal Management, and Creating Postsecondary Pathways. The Webinar series was attended by 115 adult education leaders.

Distance Learning: The CDE set a priority on increasing the quantity and quality of online instruction available to adult learners in both blended and purely online models. OTAN initiated the Online Teaching Academy to assist instructors in becoming competent and creative online teachers. In addition to learning the basics of creating and teaching a quality online course, the twelve competitively selected participants learned about Moodle (an open source course management system), and each participant implemented a project in collaboration with their administrator and agency.

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 online trainings to reach larger audiences in a cost-effective manner.

CASAS eTests – More than 100 California WIA, Title 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. This is used to provide targeted technical assistance to agencies and monitor NRS performance.

CALPRO Technology-based PD Delivery -Through a variety of online offerings, CALPRO delivered professional development (PD) on core adult education content. Online options ranged from facilitated training, including asynchronous courses, real-time workshops, and Webinars, to self-directed professional development, such as self-paced courses and electronic Communities of Practice. Through its Web site, CALPRO also offered an online video library of research-based practices; a second Virtual Workroom, focusing on workforce readiness; and an updated competency-based

self-assessment for teachers, who may now view their results instantly and download an individual, annual PD plan recommending specific, related resources.

OTAN Technology Integration Mentor Academy - OTAN brought participants 12 agencies together for several days of training in Sacramento and provided them with mentors to help them work with staff at their home agencies to increase the effective use of technology in the classroom. Projects included creating quizzes via mobile phone, posting lessons on Internet safety, and training teachers to use student response systems (clickers), among others.

Technology Integration Videos - Videos were produced on ways the cell phones can be used in English language instruction, and on uses of technology in programs that focus on transitioning students to workforce. Videos are posted on the OTAN Web site.

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.

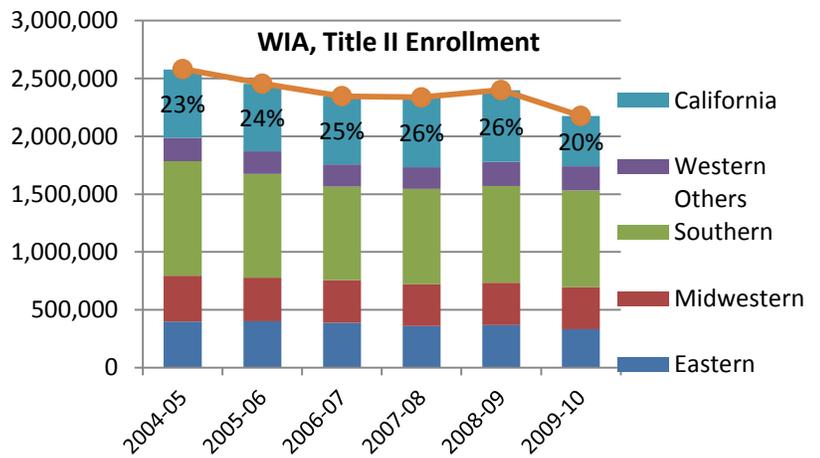
- Registered more than 3,000 participants online for 33 statewide in-person and 151 online trainings sessions that addressed topics in accountability, NRS Performance, assessment, quarterly data submission, and English Literacy and Civics Education (EL Civics). Facilitated regional network meetings were held across the state that addressed accountability and the use of data to inform instruction and improve programs.
- Provided targeted technical assistance (TTA) to agencies to improve program, data quality, and NRS performance goals for persistence, educational functioning levels, and core performance indicators for entering and retaining employment, entering postsecondary education and training programs, and obtaining a GED or high school diploma. A significant number of agencies who received TTA have shown measurable improvement in NRS performance. Also, the updated TOPSpro student level data collection, management, and reporting system enhances data integrity processes and audit and monitoring reports.
- Provided a New Administrators Orientation and an Adult Education Leadership Institute for new adult education administrators. Together the Institutes served 37 new adult education leaders.
- Offered the fifth year of the Professional Learning Communities (PLC) Institute. Twelve agency teams participated in this year-long institute to learn about the research, policy, and practices associated with implementing a PLC at their agency.
- Provided workshops on technology topics. Seven hundred thirty-one participants attended 76 online and 469 participants attended 34 hands-on workshops. One hundred fifty-six 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. Hosted online e-mail lists for adult education work groups. Local providers posed questions and shared information on effective practices for program improvement.

- Developed two new Communities of Practice training modules: *Postsecondary Transitions and the Evidence-Based Reading Institute*. At the Training-of-Trainers Institute 16 agency professional development staff received guidance and certification in providing these offerings to their staff.
- Revised and piloted two training modules to fit the Communities of Practice approach: *Integrated and Contextualized Workforce Skills in the ESL Classroom*, and *Integrated and Contextualized Workforce Skills in the ABE/ASE Classroom*.

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

California is the largest adult education provider in the United States. California served approximately **one-fourth of the nation's adults** enrolled in WIA, Title II programs in 2009–10

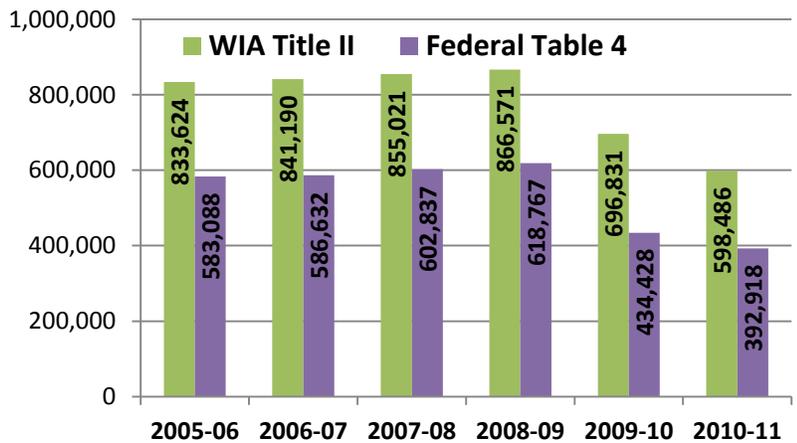
program year. Because the state is home to one-third of the national non-English-speaking population, the ESL program comprises 65.8 percent of California's WIA, Title II programs and 32.5 percent of the nation's ESL program. California also serves a significant number of learners in ABE and ASE programs (11 percent of total learners enrolled nationwide) according to the 2009–10 data posted on the NRS Web site.



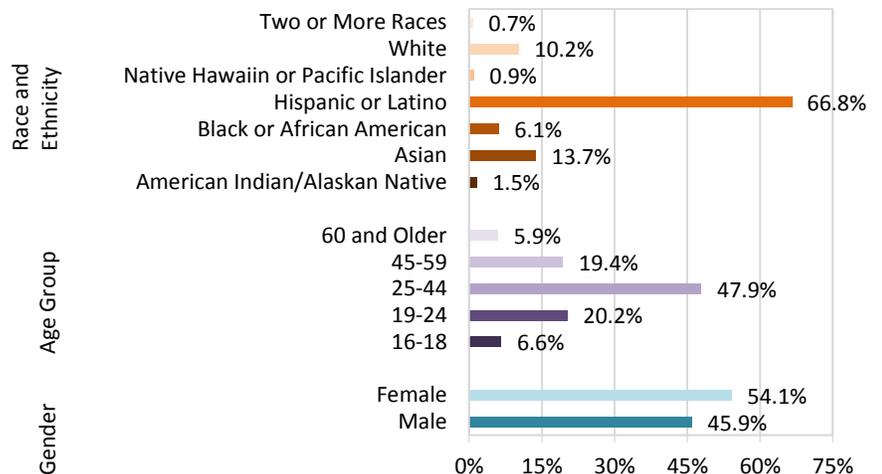
Enrollment 2010–11

In 2010–11, **250** local agencies served **598,486** learners in the WIA, Title II AEFLA programs. Of those learners **392,918 (65.7 percent)** qualified for NRS federal reporting. The **California**

budget crisis that resulted in the significant reduction of the education funding and shifting of the state apportionment fund for adult schools to the local school district has created unprecedented pressures on the adult school system. California's WIA, Title II programs saw a **significant decline in enrollment (19.6 percent) in the 2009–10 and (14.1 percent) in the 2010–11 program year**. Enrollment in all three WIA, Title II programs — ABE, ESL, and ASE saw significant declines.

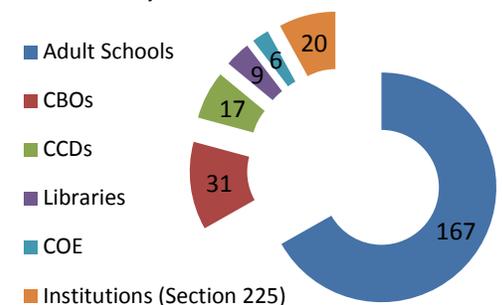


Adult learners who qualified for NRS federal reporting reflect the diversity of the state. The largest ethnic groups of learners are Hispanic (66.8 percent) and Asian (13.7 percent). Adult learners are more likely to be female (54.1 percent), and the largest group of adult learners is between the ages twenty-five to forty-four (47.9 percent.)



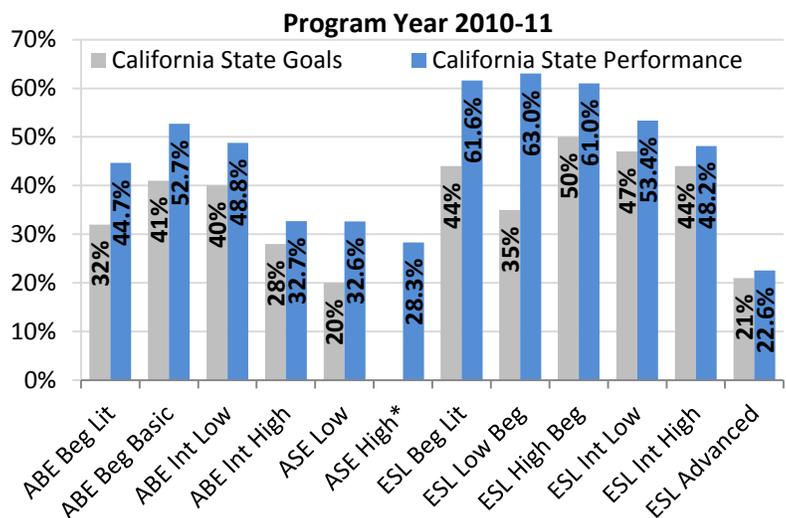
California adult education providers include adult schools (167), community-based organization (CBOs) (31), community college districts (CCDs) (17), library literacy programs (9), county offices of education (COE) (6) and jail programs (20) (which includes county jail education and state agencies serving institutionalized adults). Adult schools comprise the majority of WIA, Title II agencies and enroll more than 70 percent of total learners served by California. Both adult schools and jail programs saw a significant drop in enrollment in the last two program years. CCDs and COEs saw a decrease in enrollment. Both CBOs and libraries saw an increase in enrollment compared to 2009-10.

WIA, Title II Providers

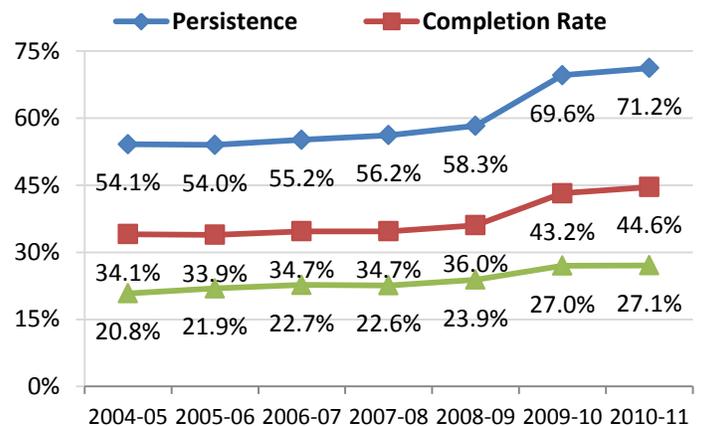


NRS Performance

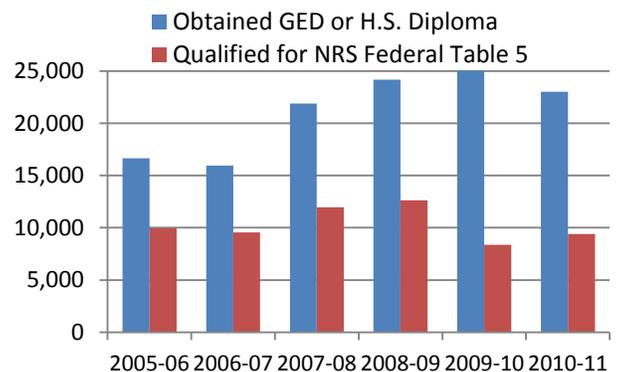
The NRS federal report data documents California’s continued success in addressing the state’s basic skills needs by improving student persistence and learning outcomes. In 2010–11 the California WIA, Title II agencies **exceeded all negotiated state goals** in NRS EFLs. **The completion rate for all EFLs improved** in 2010–11 compared to 2009–10. Of those 392,918 WIA, Title II learners who qualified for NRS federal reporting, **175,066 (44.6 percent)** completed an EFL, and **106,601 (27.1 percent)** advanced one or more EFLs. More than 62 percent of the learners who persisted completed an EFL. **The persistence rates in 2010–11 improved for all EFLs** compared to 2009–10. California achieved a total **persistence rate of 71.2 percent, exceeding the state goal of 50 percent.**



California has steadily improved performance on persistence, EFL completion, and on advancing one or more levels over the past five years. The **392,918** WIA, Title II learners who qualified for NRS federal reporting on an average took 187 hours of instruction compared to 165 hours in 2009–10. Learners who persisted in the program (**279,800** learners) and were administered a pre- and post-test had slightly more than 234 hours of instruction. The budget reduction has forced local providers to cut costs and offer smaller programs. Many agencies have adopted managed enrollment models. 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 shows a steady increase in the number of learners who obtained a GED or secondary school diploma from 2006-07 to 2009-10. In 2010-11 the decrease in high school diploma and GED (8 percent) recipients is less than the decrease in enrollment (14 percent). California also significantly improved the response rate of surveys used for the core follow-up measures of entering employment, retaining employment, and entering postsecondary education.



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 functioning level completion goals and performance are compared with agency level performance. The longitudinal data is 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. The annual WIA, Title II “Promising Practices” award honors WIA, Title II agencies that have implemented innovative practices that CDE and CASAS showcase and discuss at monthly network meetings. The accomplishments are listed at the CASAS Web site (outside source).

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.

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

Workforce Skills Certification: The CDE is continuing to partner with CASAS, local One Stops 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 and ESL programs are administered CASAS assessments that measure readiness for work and are composed of the applied academic skills of reading, math, problem solving, and critical thinking. Learners are also assessed on employer-defined soft skills including personal behavior and customer service skills. Learners are able to receive a Workforce Skills Profile that outlines their workplace-related skills and can be used by potential employees and job training programs to evaluate candidates effectively. Learners are also able to receive the Workforce Skills Certificate, as a culmination of their participation in this program. 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. This project has been able to provide the resources and support necessary for California agencies to provide meaningful and effective workplace-based instruction, and to give learners the opportunities to use their new skills to obtain employment. Fifteen sites are currently participating in the pilot.

Points of Entry: The Points of Entry Project was launched in partnership with the ED OVAE and the Open Society Foundation. The objective of the Points of Entry Project is to demonstrate innovative approaches for facilitating adults' access to career pathways services, and supportive services. This includes behavioral change interventions, and integrating pre- and post-release services to facilitate adult's pursuit of education, training, and employment. In California, two sites were chosen for their innovative approaches for education and training services that lead to employment, and strategies that will allow each program to sustain Points of Entry services after the project has ended. The project review is planned for 2012 and will contribute to the literature base on evaluation of services for adults in reentry and low-skilled adults.

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 (77.8 percent), followed by medium-sized (69.6 percent), and small agencies (50.5 percent). A majority (84.3 percent) of agencies reported receiving or providing student referrals, 52.2 percent indicated they provided classes or training for their local One-Stop system, and 41.4 percent stated they had assigned a staff liaison to the One-Stop system. In addition, 40.1 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, 48.8 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 (53.7 percent); (2) staff attended WIB meetings (48.8 percent); (3) provided local representation through a consortium (33.3 percent); and/or (4) an administrator served on the local WIB board (33.3 percent).

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 2010–11 WIA, Title II survey 85 percent of EL Civics agencies reported enhanced or improved instruction, 74 percent reported improved teacher and staff collaboration, and 73 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 Online 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 consultants, and the CASAS 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 2010–11, the CDE funded 170 agencies to provide EL Civics educational services to 140,980 adult learners. Enrollment in EL Civics programs also dropped significantly in the last two program years. Of those 140,980 learners 18,421 were enrolled in Citizenship Preparation and 129,404 were enrolled in Civic Participation. More than 8,000 (8,249) learners passed the CASAS Government and History for Citizenship test, and 2,247 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 80,000 students throughout the state took Civic Participation performance-based additional assessments and more than 90 percent passed one or more of them. Agencies may 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. The accomplishments are showcased at the CASAS Web site (outside source).