

California Annual Performance Report 2012-13

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: Adult Education and Family Literacy Act (AEFLA).

The Impact of WIA, Title II

The California Department of Education (CDE) Adult Education WIA, Title II: AEFLA federally funded programs provide educational opportunities and support services to **one-fifth of the nation's adults enrolled in WIA, Title II: AEFLA programs**. These programs address the unique needs of individuals and communities by providing adults with the literacy skills and knowledge necessary to become positive contributors to their families and local economies. California adult education programs help learners (a) gain employment or better their current employment; (b) obtain a high school diploma or GED® certificate; (c) attain skills necessary to enter postsecondary education and training; (d) exit public welfare and become self-sufficient; (e) learn to speak, read, and write the English language; (f) master basic academic skills to help their children succeed in school; and (g) become U.S. citizens, exercise their civic responsibilities, and participate in a democratic society.

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>.

Addressing California's Literacy Needs and Challenges

- **In California, approximately 6 million adults do not have a high school diploma or its equivalent.** Many students with a high school diploma or GED® certificate will require some remedial coursework to even apply to college. The high school dropout rate for 2012 was 13.2 percent, a slight decrease over the previous year according to the CDE. Even though the dropout rates and graduation rates are steadily improving, significant achievement gaps among student subgroups persist.
- **Approximately 3 million California adults without high school credentials are unemployed or not in the labor force.** The need for workplace readiness skills is significant. Employers report that in addition to basic reading, writing, and computation skills, many job candidates lack job-readiness skills which include communication, critical thinking and problem-solving skills that are increasingly required in the workplace.
- **California is home to the most diverse population in the nation.** More than 3.5 million California adults **"do not speak English well or not at all."** Over one-fourth of the national non-English speaking population resides in California, and over 2.3 million of them lack high school credentials. 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.
- **The skills gap persists.** Projection of California's economy shows a trajectory of steadily increasing demand for a highly educated workforce. However, with the recent recession and budget constraints, the state remains challenged in meeting this demand.

Source of statistics: U.S. Department of Education. 2013. *Tapping the Potential: Profile of Adult Education Target Population*. <http://www2.ed.gov/about/offices/list/ovae/pi/AdultEd/state-profiles/california.pdf>.

The California budget crisis has resulted in the significant reduction of the state's education funding. California's adult schools have not had a dedicated funding stream since 2009. Many local educational agencies were forced to make deep funding cuts to their programs. Granting flexibility by shifting the adult school funding decisions to the local district has forced districts to choose between serving adult learners and K-12 pupils. 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) 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: AEFLA legislation under Section 223 for adult education and literacy activities. Leadership Project activities relate three high-priority state plan goals: (a) Establish and implement professional development (PD) programs to improve the quality of instructional programs; (b) Provide technology assistance, including staff training, to eligible providers of adult education and literacy activities; (c) Provide assessments and accountability 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 AEFLA funded adult education providers.

Teaching Excellence in Adult Literacy (TEAL): This was a two-year project sponsored by OVAE and delivered through American Institutes for Research (AIR). TEAL, like the Project Student Achievement in Reading (STAR), focused on evidence-based instructional practices but dealt with writing. The state lead, an Adult Education Office Education Programs Consultant, and two teachers participated in monthly training modules beginning in the fall of 2010 as well as an intensive four-day institute in the summer of 2011. The state teams continued to hone their skills aided by the AIR TEAL team through the end of the project. In September of 2012 CDE approved Research-Based Writing Instruction as the annual module development topic. By January 2013 the facilitator's guide, PowerPoint presentations, and handouts were ready for the two pilot face-to-face training sessions, which took place in February and March. Revisions to the training and accompanying materials were completed in time for the Training of Trainers in June. Trainings for the field will commence in 2014.

Transitions to Postsecondary and Workforce: Statewide priorities include a focus on transitions to the workforce and postsecondary education or training. California is facing a serious shortfall in its supply of college-educated workers. The Public Policy Institute of California (PPIC) projects a significant shortage of highly educated workers for the job market by the year 2025. CALPRO offered its new *Postsecondary Transitions* training in which agency teams prepare to establish or expand bridging or articulation programs based on best practices

and collaborative approaches. This training was provided in two formats—as a regional Communities of Practice (CoP) and as a new series of two online courses. Twenty-one educators from nine agencies completed the online CoP training. Two regional CoPs focused on integrating workforce skills into the classroom, *Integrated and Contextualized Workforce Skills in the ABE/ASE Classroom* and *Integrated Education and Training (IET)*. Both CoPs had two sessions with a total attendance of thirty-three participants. In addition, *Integrated and Contextualized Workforce Skills in the ESL Classroom* and *Integrated and Contextualized Instruction in the ABE/ASE Classroom* were facilitated online trainings that served twenty-five educators. Thirty-three new educators joined the Virtual Workroom on Workforce Readiness. A video entitled *Best Practices in Action* featuring interviews with ten practitioners in leading-edge IET programs was added to the CALPRO video library.

Administrator’s 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. The topics discussed in this year’s forum presented by CALPRO were: Developing Programs to Support ASE Students’ Transitions to Post-Secondary Opportunities, Integrating Workforce Readiness into the Adult Basic Education Classroom Using NCAP Lessons, and Enhancing Adult Education Programs through Points of Entry: Two California POE Demonstrations. The Webinar series was attended by 78 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 facilitated the Online Teaching Academy (OTAC, <http://www.otan.us/otac/pdf/otac-final-report-11-12.pdf>) to assist instructors in becoming competent, creative online teachers and in becoming mentors for other teachers at their respective agencies. In addition to learning the basics of creating and teaching a quality online course, the 10 competitively selected participants learned about Moodle (an open source course management system), and all participants implemented a project in collaboration with their administrator and agency. Projects were shared in a face-to-face or online setting with the participants’ colleagues and members of their OTAC cohort.

Additionally, OTAN initiated the pilot project Access to Learning through Online Education (ALOE) to increase the quantity, quality and effectiveness of online instruction for adult learners and to leverage online curriculum materials and PD opportunities offered by OTAN. Ten pilot projects operated between February 1, 2012, and May 31, 2013.

Promising Practices and Making a Difference Awards: This project, managed by CASAS, recognizes adult education providers in California that have implemented strategies and practices to help students attain their literacy goals in ABE, ASE, ESL, and EL Civics programs. These practices must also improve program accountability, develop skills students need in the workplace, promote effective student transitions, support collaboration and cooperation with other programs or agencies, make effective use of technology, teach skills required for citizenship, or empower students to make a difference in the community. In program year 2012-13, the CDE awarded five programs for their accomplishments, and these are showcased on the CASAS Web site.

Focus on Technology: The CDE and the leadership projects are using technology to provide more timely 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 and TOPSpro® Enterprise– More than 150 AEFLA agencies have implemented CASAS eTests® including 46 agencies that are testing online. Key advantages of computerized testing include placing students into programs quickly and accurately, generating test results and instructional reports immediately, eliminating hand scoring or scanning, and tracking student progress from placement to pretest, post-test, and program exit. All agencies have migrated to the new TOPSpro® Enterprise accountability and reporting software. Fifty percent of the agencies are using the online version for data collection and reporting.

CASAS Data Portal – Provides an online (<http://www2.casas.org/dataPortal/>) tool that presents California National Reporting System (NRS) adult learner data at the state and local agency levels. Agencies can compare local performance with state goals, other local agencies, counties, regions, and provider types. This is also used to monitor NRS annual performance.

CALPRO Technology-based PD Delivery – Over 600 educators attended several dozen online trainings that spanned facilitated, asynchronous courses, workshops, and Webinars in real time and self-directed courses. Additionally, CALPRO served educators through its electronic CoP, three companion Virtual Workrooms, and two competency-based self-assessments. The competency-based self-assessments provide individuals with annual PD plans that recommend specific resources based on the results of their self-assessments and will be a foundation piece for the PD Plan required of AEFLA-funded agencies beginning in 2014-15.

OTAN Technology Integration Mentor Academy (TIMAC) OTAN hosted participants representing eight different adult education agencies, for several days of training in Sacramento, to become mentors and increase the effective use of technology in the classrooms. Projects included using technology to simplify tasks, create websites, and expand the reach of adult schools, among others.

Technology Integration Videos - Videos were produced demonstrating how social media can be used in adult education to promote programs, extend learning outside the classroom, and share strategies to engage adult learners whose first language was other than English. Videos are posted on the OTAN Web site.

Teaching with Technology - OTAN continued to add new lesson plans and electronic resources to the Teaching with Technology site. The site allows teachers to search for ideas on teaching with technology. Adult education teachers submitted and reviewed ideas for integrating technology into classroom lessons. Teachers then selected and categorized them by program areas, topics, instructional competencies, standards, and key words. They also provided examples and teaching tips for using this resource.

The Leadership Projects provided PD opportunities to funded agencies throughout California via in-person 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 38 statewide face-to-face and 183 online trainings sessions that addressed accountability, NRS Performance, assessment, database management and reporting, and data submission. Facilitated regional network

meetings that addressed PD opportunities, state and federal updates related to accountability, and the use of data to inform instruction and improve programs.

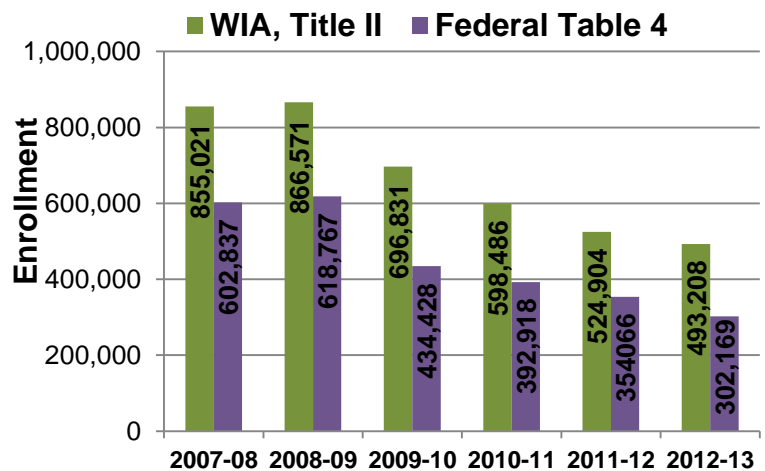
- Provided targeted technical assistance (TTA) to 20 agencies to improve program, data quality, and NRS performance on persistence, educational functioning levels (EFL), and core performance indicators for entering and retaining employment, entering postsecondary education and training programs, and obtaining a GED® certificate or a high school diploma. Agencies that did not show improvement suffered significant staff turnover. The newly implemented TOPSpro® Enterprise student level data collection, management, and reporting system enhanced data integrity processes as well as provided improved data auditing and monitoring reports. The transition to the new TOPSpro® Enterprise in 2012 will continue to help agencies better monitor and track student and program outcomes.
- Provided a New Administrators Orientation and an Adult Education Leadership Institute for new adult education administrators. Together, the institutes served 32 new adult education leaders.
- Offered the seventh year of the Professional Learning Communities (PLC) Institute. Seven 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 and distance learning: 1,221 participants attended 152 online and 369 participants attended 28 face-to-face workshops. A total of 153 agencies developed and submitted technology plans.
- Provided just-in-time technology 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.

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

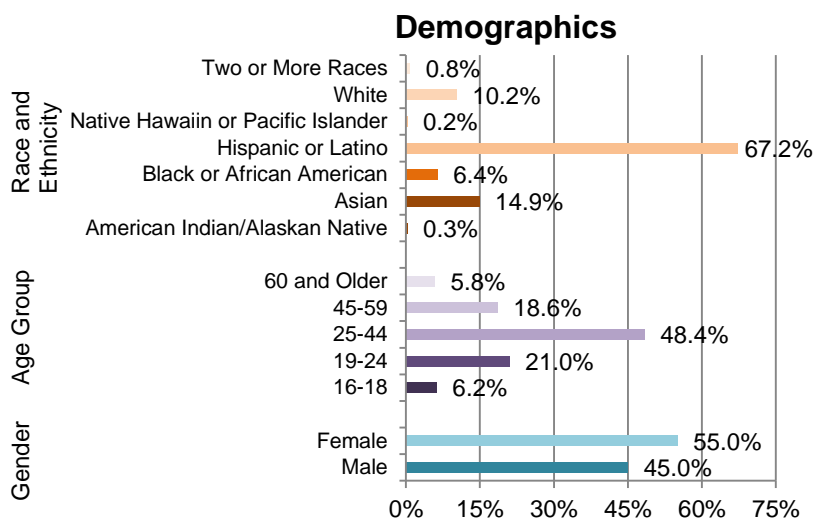
California is the largest adult education provider in the United States. The state served approximately **one-fifth of the nation's adults** enrolled in WIA, Title II: AEFLA programs, according to the 2010-11 NRS data. Because the state is home to one-fourth of the national non-English-speaking population, the ESL program comprised 61.5 percent of California's AEFLA programs and 31 percent of the nation's ESL program that year. California also served a significant number of learners in ABE and ASE programs, comprising 11 percent of total learners enrolled nationwide.

Enrollment in 2012–13

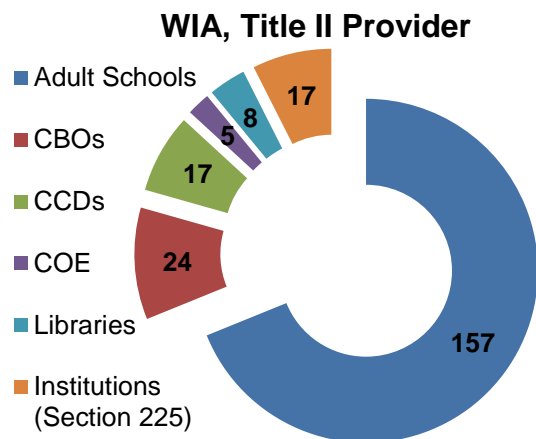
In 2012–13, 228 local agencies served 493,208 learners in the WIA, Title II: AEFLA programs. Of these learners 302,169 (61.3 percent) qualified for NRS federal reporting. The California budget crisis that resulted in the significant reduction of the state's education funding and shifting of the adult school funding decisions to the local school district has created unprecedented pressures on the adult school system. With a reduced funding base from the state, California's AEFLA programs have seen a significant decline in enrollment over the last several program years—19.6 percent in 2009–10, 14.1 percent in 2010–11, 12.3 percent in 2011–12, and 6.0 percent in 2012-13. Enrollment in two AEFLA program areas— ESL and ASE—saw significant declines. However, the ABE program saw a slight increase in enrollment after three years of decline.



Adult learners who qualified for NRS federal reporting reflect the diversity of the state. The largest ethnic groups of learners are Hispanic (67.2 percent) and Asian (14.9 percent). Adult learners are more likely to be female (55.0 percent), and adult learners between the ages of twenty-five to forty-four (48.4 percent) comprise the largest age group.

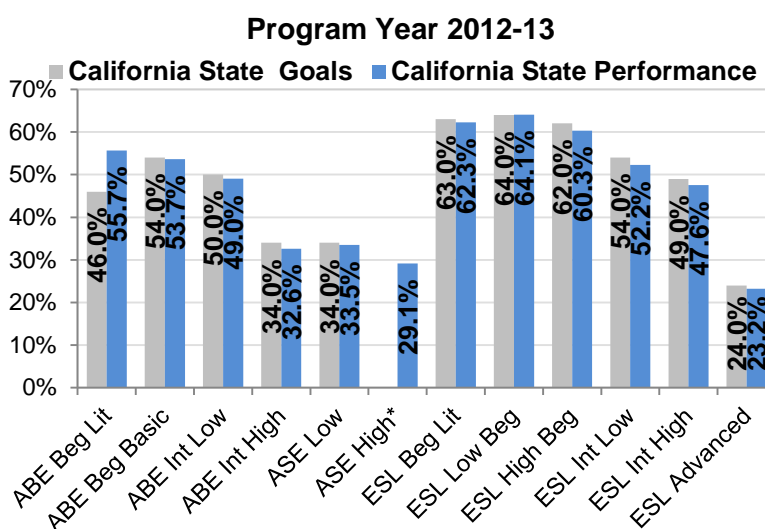


California adult education providers include 157 adult schools, 24 community-based organizations (CBOs), 17 community college districts (CCD), 5 county offices of education (COE), 8 library literacy programs, and 17 local and state agencies serving institutionalized adults. Adult schools comprise the majority of AEFLA agencies and enroll 69.5 percent of total learners served by California. Adult schools saw a significant drop in enrollment (7.4 percent). Jail programs, CCDs, COEs, and CBOs all saw a decrease in enrollment by 1.6 to 10 percent.

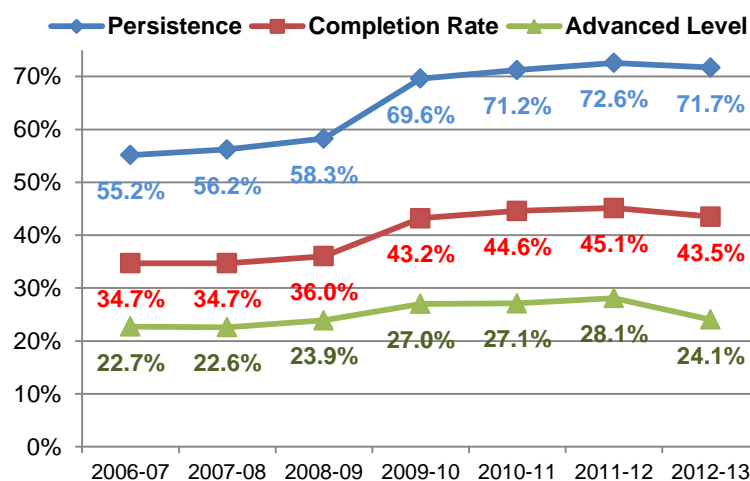


NRS Performance

The NRS data documents California's continued success in addressing the state's basic skills needs by improving student persistence and learning outcomes. In 2010–11 and 2011–12 the California agencies exceeded all negotiated NRS state goals. California also exceeded national performance in all ESL levels for these two program years. In 2012–13, California met or exceeded state goals in ABE Beginning Literacy and ESL Low Beginning. Of the 302,169 learners who qualified for NRS federal reporting, 131,426 (43.5 percent) completed an EFL, and 72,690 (24.1 percent) advanced one or more EFLs. More than 60 percent of the learners who persisted completed an EFL. The total persistence rate achieved in 2012–13 was 71.7 percent, exceeding the California state goal of 50 percent.

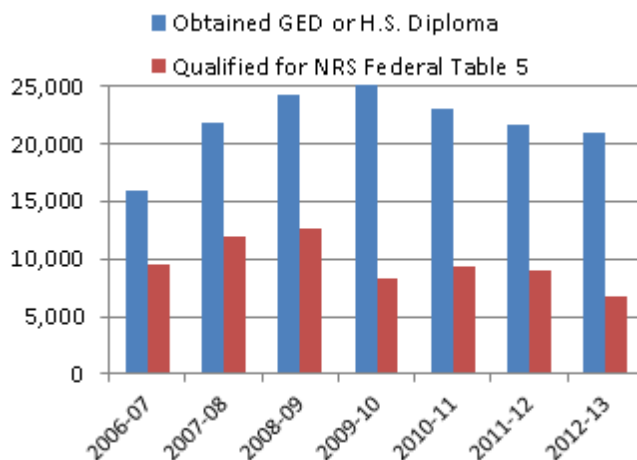


California had steadily improved its performance from 2006–2007 through 2011–2012 on persistence, EFL completion, and advancing one or more levels. However, the 2012-13 program year saw a slight decrease in the overall performance rates. The 302,169 learners who qualified for NRS federal reporting averaged 153.5 hours of instruction compared to 191 hours in 2011–12. The 216,625 learners who persisted in the program and took pre- and post-tests clocked slightly more than 187.5 hours of instruction compared to 237.8 hours in 2011–12. The state economic downturn and budget reduction continued to force



local providers to cut costs and downsize programs. California measures local performance and pays local providers when students accomplish specific learning gains and attain high school diplomas or GEDs. California uses three core indicators of performance for benchmarks as the basis for federal grant funding. Agencies can earn up to three benchmark payments per learner within the program year. These three pay-points result when a learner (1) achieves a significant learning gain;¹ (2) completes two instructional levels; and (3) attains a high school diploma or GED® certificate.

California showed a steady increase in the number of learners who obtained a secondary school diploma or GED® certificate from 2006-07 to 2008-09. In the past several years, programs showed mixed results in high school diploma and GED® certificate recipients. The decreases may be attributed to significant overall decrease in student enrollment. However, California improved the response rate of surveys and percent of students achieving outcomes for the core follow-up measures of retaining employment, and entering postsecondary education.



California has continued to make data quality a top priority. The CDE continues to provide online and regional training as well as individualized targeted technical assistance to increase the local agencies' understanding of accountability requirements and to improve data collection. Local 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, the statewide NRS EFL goals and performance are compared with agency-level performance. The longitudinal data are analyzed to track improvement in persistence and performance. The CDE staff and CASAS program specialists jointly provide targeted technical assistance to low performing agencies and agencies with newly appointed program administration teams.

.....

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

.....

California Workforce: The CDE continued to participate on the State Working Group in the implementation of a California Workforce Investment Board (CWIB) statewide strategic workforce plan. The plan identifies goals and priority actions for the following core areas: Business and Industry, Adults, Youth, and System Alignment and Accountability. The CDE is the lead for a key action item supporting adults and will participate collaboratively in additional groups addressing other action items. The goals of the CDE Adult Education strategic plan, *Linking Adults to Opportunity*, align with the proposed collaborations outlined in the CWIB plan.

Local Workforce Investment Boards (WIB): When local agencies were asked about involvement with their local WIB, 49.3 percent indicated some type of involvement. Agencies reported specific ways they interacted with their local WIB, and the most frequently cited responses included (1) staff attended WIB meetings (48.6 percent); (2) the agency has a memorandum of understanding (MOU) with the WIB (41.1 percent); (3) an administrator served

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.

on a local WIB board (30 percent); and/or (4) the agency is represented through a consortium (30 percent).

One-Stop Systems: As in previous program years, agency enrollment size reflected patterns in relationships. Large agencies were most likely to interact with One-Stop systems (88.9 percent), followed by medium-sized (61percent), and small agencies (52.2 percent). A large majority (78.3 percent) of agencies reported receiving or providing student referrals, 41.9 percent stated they had assigned a staff liaison to the One-Stop Center, and 41.1 percent indicated they provided classes or training at the One-Stop. In addition, 29.5 percent of agencies reported interaction with One-Stop systems by providing testing and assessment services for the One-Stop Center.

Workforce Skills Certification: Twenty-five local sites continued to pilot a workforce skills program. Learners enrolled in ABE and ESL literacy programs contextualized with vocational skills, were administered CASAS assessments that measure readiness for work and applied skills in reading, math, problem solving, and critical thinking. Learners were also assessed on employer-defined soft skills, including personal behavior and customer service skills. At the culmination of the program, learners receive (1) Workforce Skills Profiles outlining their workplace-related skills for potential employees and job training programs and (2) Workforce Skills Certificate upon successful completion of the program. Adult education programs provided instruction and support services needed and, based on the profile, worked with local One Stops and employers to link participants to available jobs matching their skills profile.

Points of Entry (POE): The project was a joint venture between OVAE and the Open Society Foundation. Its objective was to promote the development of career pathways and transition programs for low-skilled adults and prisoners in re-entry. Two California educational agencies participated in this project. The Contra Costa County Office of Education (CCCOE) Parolee Education Program, a computerized literacy center with 21 locations, introduced training for teachers to promote behavioral change interventions and soft skills development for parolees. Elk Grove Adult and Community Education (EGACE) established a referral system whereby they connected Rio Cosumnes Correctional Center parolees to educational opportunities at EGACE Adult Education programs, local community colleges, and local Sacramento Work Career Centers. From the point of enrollment in POE, a transitional specialist and job developer share the development of an education and career portfolio for each POE participant. Both CCCOE and EGACE have continued to sustain the POE activities, although the funding stream has ended. Areas of sustainability include program services that support: partnerships; career pathways; re-entry; persistence and personal growth; transition from correctional institutions; data collection and review; and funding for sustainability and expansion.

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

The EL Civics programs continued to have a positive impact on the delivery of English language instruction. In the 2012-13 AEFLA survey, 86.4 percent of EL Civics agencies reported enhanced or improved literacy instruction, 75.5 percent reported improved teacher and staff collaboration.

In 2012-13, the CDE funded 154 agencies to provide EL Civics educational services to adult learners. In the 2012-13 program year enrollment decreased slightly compared to the prior year. Of the 122,626 learners, 16,024 were enrolled in Citizenship Preparation and 112,011 were enrolled in Civic Participation. Nearly 8,000 (7,924) learners passed the CASAS Government and History for Citizenship test, and 2,585 passed the oral CASAS Citizenship Interview Test.

Civic Participation programs assess students through use of performance-based additional assessments that measure student attainment of civic objectives. More than 75,000 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 48 pre-approved civic objectives or may develop their own. Civic objectives used in Civic Participation programs must meet the following criteria:

- Integrate English language and literacy instruction into civics education.
- Focus on helping students understand the government and history of the United States; learn 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: AEFLA agencies that have implemented innovative activities that carry EL Civics lessons from the classroom into the community. The accomplishments are showcased on the CASAS Web site.

Since 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 resources, including an alignment of CASAS QuickSearch Online information to EL Civics language and literacy 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 PD and capacity-building technical assistance for accountability, program implementation, and continual program improvement. Program staff can attend regional training workshops and network meetings, access Web-based trainings, and use online training modules.