

## California Narrative Report 2016–17

The purpose of this report is to fulfill annual reporting requirements of the United States Department of Education (ED), Office of Career, Technical, and Adult Education (OCTAE). The requirements apply to all states and territories receiving federal funding through the Workforce Innovation and Opportunity Act (WIOA), Title II: Adult Education and Family Literacy Act (AEFLA).

### Introduction

The California Department of Education (CDE) provides adult literacy services to one-fifth of adults enrolled in the AEFLA program in the United States. The adult education program address literacy needs of individuals by providing adults with the skills and knowledge necessary to: (a) gain employment or better their current employment; (b) obtain a high school diploma (HSD) or high school equivalency (HSE) 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.

### Overview of California Literacy Needs

The lack of basic education and literacy skills continues to be an issue that affects millions of adults in California. A significant percentage of the population lacks English literacy skills and basic education to secure employment, obtain citizenship, pursue postsecondary or higher education, and participate in their children's education. The following section quantifies the literacy needs into four primary areas:

- **High School Diploma or Its Equivalent:** Approximately six million California adults do not have a high school diploma or its equivalent even as California's graduation rate continues to improve, which currently stands at 83.8 percent. Conversely, the dropout rate has fallen below 10 percent. Although graduation and dropout rates have improved, significant achievement gaps among student subgroups persist.
- **Labor Force:** Approximately three million California adults without high school credentials are unemployed or not in the labor force. The need for workplace readiness skills is significant. Many job candidates lack job-readiness skills required in the workplace, such as communication, critical thinking, and problem-solving skills.
- **English Speaking Ability:** More than 3.5 million California adults “do not speak English well or not at all.” More than one-fourth of the national non-English-speaking population resides in California, and more than 2.3 million of that group lack a high school credential.
- **Economic Impact:** A 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>

## **State Leadership Funds**

The CDE Adult Education Office (AEO) contracts with: (1) California Adult Literacy Professional Development Project (CALPRO); (2) Comprehensive Adult Student Assessment Systems (CASAS); and (3) Outreach and Technical Assistance Network (OTAN). These contracts, funded through the leadership activities portion of the WIOA grant, provide a variety of services to support the AEFLA providers.

This section of the report discusses three initiatives set forth in the California State Plan, namely, (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; and (c) provide assessments and accountability technical assistance to eligible providers of adult education and literacy activities. To that end, the CDE has provided numerous opportunities through a variety of platforms – via face-to-face regional workshops and networking meetings, Webcasts, conference presentations, video-based workshops and training sessions, online courses, and electronic downloads. Highlights of successful activities conducted in the 2016–17 program year include the following.

**CALPRO** (Professional Development) is responsible for designing, implementing, and operating a large-scale, statewide professional development project for all WIOA, Title II AEFLA-funded agencies. CALPRO provided opportunities for California adult educators to interact regularly and learn collectively in a group setting about evidence-based instructional practice.

CALPRO provided twenty regionally based professional learning opportunities, using a Community of Practice (CoP) model, serving 233 participants on topics including evidence-based reading, writing, math instructional strategies, best practices in English as a Second Language (ESL) instructional planning, College and Career Readiness Standards (CCRS), and effective teaching. Additionally, nine regional workshops on learning goal setting, teaching critical thinking skills, using questioning strategies, and advising the adult learner served 304 educators.

CALPRO facilitated thirteen, asynchronous online courses, serving 129 participants, on topics that address integrated education and training, postsecondary transitions, lesson planning, understanding the adult learner, College and Career Readiness Standards (CCRS) for English language arts implementation and application, optimizing ESL instructional planning, evidence-based writing instruction in the ESL and Adult Basic Education (ABE) classrooms, managing the multilevel ESL class, and using questioning strategies to improve instruction.

CALPRO provided eight self-directed online courses, serving 216 participants, were provided on topics including adult learning and development, learner goal setting, learner persistence, instructional strategies for math and writing, CCRS, teaching critical thinking, designing programs for adults with learning disabilities, and orientation for new ABE and

ESL teachers. In addition, CALPRO facilitated six synchronous workshops served 18 participants on the topic of teaching critical thinking.

CALPRO provided technology-based PD delivery to more than 395 educators who attended sessions from the following webinar series: Administrators Forum, Instructors Forum, and Adult Education Research Webinars. Also, CALPRO served the field through other online resources, including its electronic CoP, three companion Virtual Workrooms, an online video library, and two competency-based self-assessments.

CALPRO provided several PD events to build the capacity of adult education program leaders and administrators. (1) The Administrators' Forum, a Web-based venue to engage critically with their peers on topics that affect the development, management, and sustainability of adult education programs (serving 74 instructional leaders); (2) The AE Leadership Institute, a six-day face-to-face institute designed to build the leadership skills of new and aspiring administrators (serving 21 instructional leaders); and (3) The Professional Learning Communities (PLC) Institute, a face-to-face and online institute that engages program teams of administrators and teachers in a six-month process of developing and refining instructional practice (serving 24 participants in 8 program teams).

**CASAS** (Assessment and Accountability) is responsible for providing a standardized assessment and accountability system for all levels of the ABE, ASE, and ELA programs and accountability data to the state. CASAS reading, listening and math assessments help place learners at appropriate levels of instruction, diagnose learner strengths and weaknesses, target instruction, and certify learner mastery at specific levels of instruction or readiness to exit adult education. CASAS provides additional special standardized assessments for EI Civics including Reading for Citizenship and the Government and History Test and Citizenship Interview Test for citizenship preparation. Also CASAS has worked with a field-based team to develop performance-based additional assessments that measure student attainment of civic objectives for Civic Participation. Many Civic Objective and Additional Assessment Plans (COAAPs) include integrated education and training (IET) models combining workforce preparation activities and occupational skills training with literacy activities.

In addition to paper-based assessments, CASAS offers computer-based assessments (CASAS eTests<sup>®</sup>) that help place students into programs quickly and accurately, monitor progress, and generate student, class and program level reports to inform instruction and improve programs.

Statewide student and program accountability data is collected and reported using CASAS TOPSpro<sup>®</sup> Enterprise, a learner management and accountability software. The software, available in both Web-based and desktop solution, collects student demographics and monitors and tracks student and program learning outcomes and goal attainment data.

CASAS provided timely training and targeted technical assistance (TTA) to all funded agencies to meet grant requirements and to improve programs, data quality, and student performance and persistence. The trainings covered the following main topic areas: California Assessment Policy and implementation, NRS data collection, policy guidelines, accountability, data validation, performance monitoring, and reporting. More than 3,000 participants registered online for 99 online training sessions and 39 statewide face-to-face

trainings. In the 2016–17 program year, TTA was provided to 11 agencies to review specific data issues, compare and analyze performance data for program planning and create an action plan for continuing improvement. CASAS provided an online (<http://www2.casas.org/dataPortal/>) tool that presents California NRS adult learner data at the state and local agency levels. Agencies can compare local performance with state goals, other local agencies, and counties in AEFLA programs.

CASAS hosted more than 74 AEFLA regional network meetings statewide covering all 11 CDE regions. More than 1,200 participants attended these regional network meetings that addressed state and federal updates related to accountability, the use of data to inform instruction and improve programs, and PD opportunities. CASAS also hosted 26 TOPSpro Enterprise network meetings to discuss software and data-related topics that served more than 200 participants.

CASAS facilitated three EL Civics conferences for coordinators, teachers, and administrators. The conferences were held in Bakersfield, Vista, and Santa Clara and attended by 261 participants. The conference included sessions on successful and innovative EL Civics curriculum currently used, presentations and updates from CDE, CASAS, CALPRO and OTAN, and opportunities to network with other agencies.

**OTAN** (Technology and Distance Learning) provides technology integration training, online curriculum and online courses to support the use of instructional technology to deliver curriculum. OTAN hosts a yearly technology symposium, manages the state Technology and Distance Learning Plan for adult education agencies, and assists in expanding the ability of adult education providers to (1) communicate with one another and their adult learners through multiple methods; (2) develop digital leadership skills; and (3) provide capacity-building services to adult education agencies.

OTAN provided 43 workshops on technology topics and distance learning topics via online or face-to-face workshops across the state in the 2016–17 program year. OTAN staff also presented at local, state, and national adult education conferences and associations, delivering 83 presentation sessions.

OTAN facilitated the Digital Leadership Academy (DLAC), a two-year program to assist agencies in meeting their technology integration or online or blended teaching goals. The academy is aligned to the Technology and Distance Learning Technology Plan filed by all WIOA-funded adult education agencies. Each DLAC participant is matched with a support mentor who provides focused, follow-up training and coaching at each individual participant's agency.

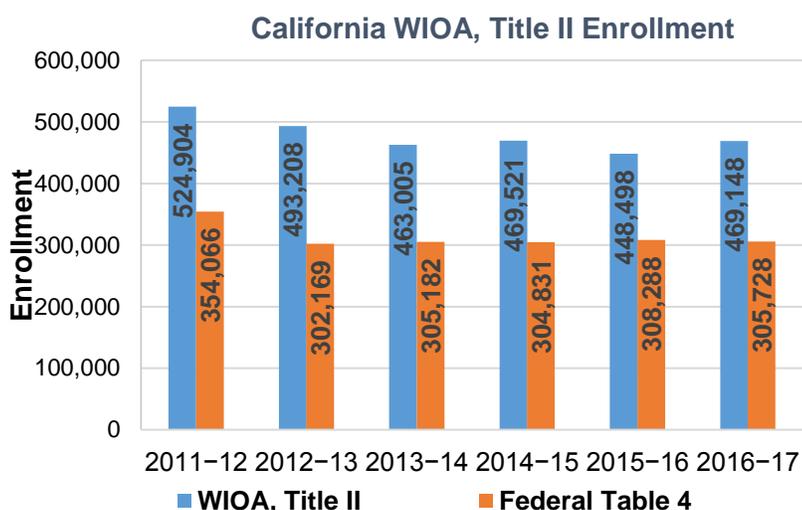
OTAN's annual Technology and Distance Learning Symposium (TDLS) rotates between north and south geographic locations in the state. The 2017 event was held at the Anaheim Campus of North Orange Community College District, School of Continuing Education. A total of 37 workshops were provided on topics ranging from developmental math and English resources for adult learners to how to create and use digital badges to empower students.

## Performance Data Analyses

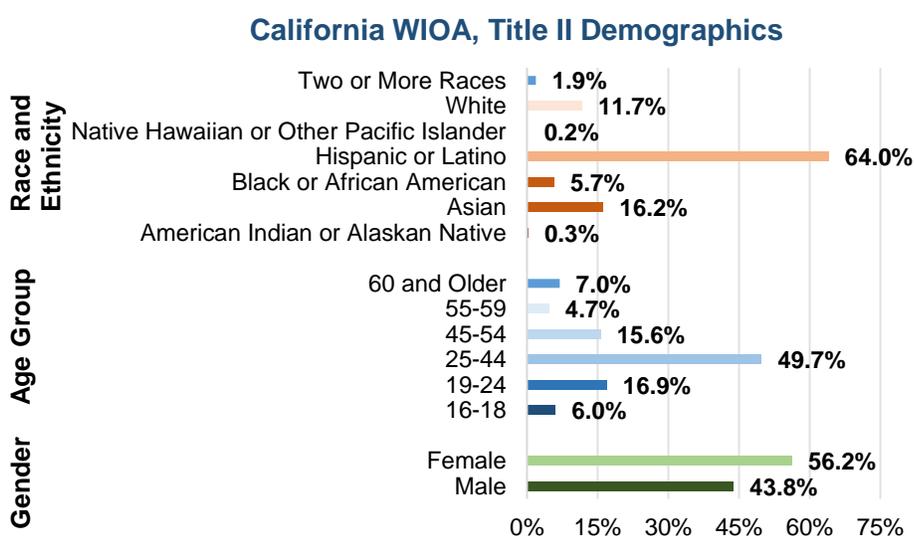
California is the largest adult education provider in the United States. The state served nearly **one-fifth of the nation's adults** enrolled in AEFLA programs in the last six program years. Because the state is home to one-fourth of the national non-English-speaking population, the ESL program comprised 63 percent of the California's AEFLA program enrollment and 27 percent of the nation's ESL program enrollment. California also served more learners in ABE and ASE programs than any other state, comprising 15 percent of total learners enrolled in ABE and ASE nationwide.

### Enrollment 2016–17

In 2016–17, 190 local agencies enrolled 469,148 learners in the AEFLA programs. Of these learners 305,728 (65 percent) qualified for NRS federal reporting. California's enrollment significantly decreased by 30 percent in the 2009–10 program year due to the budget crisis that resulted in the significant reduction of the state's education funding and shifting of adult school funding decisions to local school districts. The budget crisis created unprecedented pressures on the adult school system and reduced the funding base from the state, resulting in a significant decline in enrollment over the last several program years.

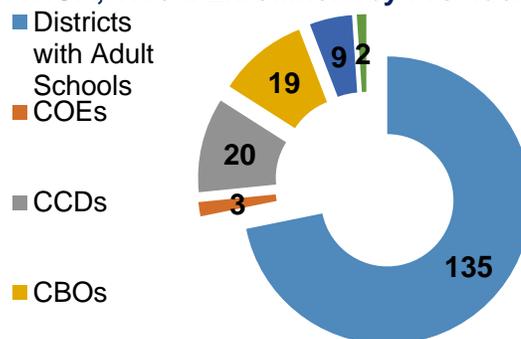


Adult learners who qualified for NRS federal reporting reflect the diversity of the state. The largest ethnic groups of learners are Hispanic (64.0 percent) and Asian (16.2 percent). Adult learners are more likely to be female (56.2 percent), and adult learners between the ages of 25 and 44 (49.7 percent) comprise the largest age group.



The current profile of California adult education providers includes 135 local school districts, 19 community-based organizations (CBOs), 20 community college districts (CCDs), 3 county offices of education (COE), 9 library literacy programs, and 2 state agencies (California Department of Corrections & Rehabilitation and California Department of Developmental Services).

**WIOA, Title II Enrollment by Provider**



There are 23 agencies serving institutionalized adults under Section 225 of AEFLA. These include 2 state agencies, 2 CBOs, 3 CCDs, 2 COEs and 14 jail programs provided by local school districts.

Local school districts with adult schools comprise the majority of AEFLA agencies and enroll 63.5 percent of all learners served by California. County Offices of Education and libraries saw a slight drop in enrollment. All other providers saw an increase in enrollment.

### NRS Performance

The NRS data document California’s continued success in addressing the state’s basic skills needs by improving student persistence and learning outcomes. California had steadily improved its performance from 2006 through 2012 on persistence, EFL completion, and advancing one or more levels. In the last five program years overall performance remained steady. California has equaled or exceeded the overall national data from 2009 through 2016.

In 2016–17 under WIOA, states were required to report enrollment and measurable skill gains by periods of participation (POPs). Of the 305,728 learners who qualified for NRS federal reporting 111,907 (36.6 percent) achieved at least one educational functioning level gain. Total number of POPs for the 2016–17 program year was 347,943 and the total number of POPs with measurable skill gains was 137,987 (40 percent), including 15,086 learners who obtained a high school diploma or high school equivalency. The persistence rate achieved in 2016–17 was 66.0 percent, exceeding the California state goal of 50 percent. More than 60 percent of the learners who persisted completed an EFL.

The 305,728 learners who qualified for NRS federal reporting averaged 156 hours of instruction. The 197,818 learners who persisted in the program and took pre- and post-tests reported more than 199 hours of instruction.

The CDE disburses AEFLA funds through a pay-for-performance system based on NRS core measures to determine how much funding a local provider will receive. The CDE uses learning gains, attainment of an HSD or HSE certificate and transition to postsecondary or training benchmarks as a basis for federal grant funding. Agencies can earn the following benchmark payments per student for student achievement within the program year: (1) completes an NRS EFL; (2) attains a high school diploma or HSE certificate; (3) attains outcomes in EL Civics Citizenship Preparation, Civic Participation, and integrated EL Civics (IELCE).

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 provides targeted technical assistance to low performing agencies and agencies with newly appointed program administration teams.

### **Integration with One-stop Programs**

The CDE, the California Workforce Development Board (CWDB), and the Employment Development Department (EDD), in collaboration with other workforce development agencies, coordinate education and training programs to assist individuals to overcome barriers to employment. The CDE meets the one-stop requirements outlined in 34 CFR Part 463, Subpart J, through assurances and certifications documented in the grant awards issued to successful WIOA, Title II: AEFLA grant recipients. Each eligible provider agrees to carry out the roles and responsibilities of the one-stop partner and assures compliance with the requirements governing the Memorandum of Understanding (MOU) with the local workforce development boards and the local one-stop infrastructure costs of the WIOA.

To support implementation and meet the intentions and parameters of the MOU, California separated the MOU development process into two distinct phases. Phase I addressed service coordination and collaboration among the partners and was completed by June 30, 2016. Phase II addressed how to sustain the unified system described in Phase I through the use of resource sharing and joint infrastructure cost funding and was completed by September 1, 2017. The applicable Title II career services that are provided in the one-stop system, in addition to workforce preparation activities and English language acquisition programs, include: outreach, intake and orientation information; initial assessment of skill levels including literacy, numeracy, and English language proficiency; referrals and coordination of activities with other programs and supportive services providers; and IET programs.

Additionally, CDE, in collaboration with CWDB, EDD and other core partners, is developing strategies to identify and recommend best practices and model partnerships. The goals are to continue to improve and encourage program alignment, coordination, integration of services, and braiding of resources beyond the minimum levels required by the mandatory one-stop partnerships.

### **Integrated English Literacy and Civics Education (IELCE) Program**

In program year 2017–18, the CDE awarded grants to new agencies through a competitive Request for Application (RFA) following the thirteen considerations specified in the WIOA, Title II AEFLA. The RFA solicited agencies to offer IELCE as defined in the WIOA Section 243.

As a condition of the award that Section 243 recipients must submit a Integrated EL Civics Program Development Plan that outlines their progress in developing and implementing

service approaches that provide adult education and literacy activities concurrently and contextually with workforce preparation activities and workforce training for a specific occupation or occupational cluster for the purpose of educational and career advancement. The goal of an IELCE program is to:

- Prepare adults who are English language learners for, and place such adults in, unsubsidized employment in in-demand industries and occupations that lead to economic self-sufficiency.
- Integrate with the local workforce development system and its functions to carry out the activities of the program.

Agencies conduct community and student assessments and teach the language and literacy objectives that (1) best match their students' identified needs, and (2) will assist them in attaining mastery of a specific civic objective.

Civic objectives used 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 offers; and integrate active participation of the learners in community activities.

Per the WIOA Section 243 the CDE has an added dimension that language and literacy objectives must be provided as a program in combination with integrated education and training (IET). The IET model combines workforce preparation activities and occupational skills training with literacy activities to increase a participant's educational and career advancement. The IET service delivery may incorporate one of the following teaching models:

- a. Co-Teaching: The co-teaching model involves skills instruction in a CTE program along with basic language instruction, delivered in an integrated fashion. In this model, both an ESL teacher and a CTE teacher are teaching in the same classroom, and students are enrolled in both of the ESL and CTE courses.
- b. Alternating Teaching: In alternating teaching, students are enrolled in two different, but coordinated courses. In this model, an ESL teacher and a CTE teacher are teaching in two different classrooms; students attend the two courses at different times.

For agencies to receive funds under the WIOA Section 243, students are required to be enrolled in both an ESL program and a career program.

Civic Participation programs assess students through use of performance-based additional assessments that measure student attainment of civic objectives that are categorized under competency areas such as consumer economics, community resources, health, employment, and government and law, or they may develop their own. Civic Objective and Additional Assessment Plans (COAAPs) that meet the requirements of workforce preparation activities are now classified as the WIOA Section 243 COAAPs. In 2016, five new COAAPs were developed focusing on integration into workforce preparation activities, and 17 of the 48 original COAAPs that already included workforce preparation activities were classified as 243 COAAPs.

In 2016–17, the CDE EL Civics program awarded funds to 160 agencies to provide EL Civics educational services to more than 179,000 adult learners. Some of EL Civics funded agencies (62) started using the IELCE 243 COAAPs.

In 2016–17, there were 21,600 learners enrolled in Citizenship Preparation and 137,397 in Civic Participation and 76,705 in IELCE. Learners enrolled in Citizenship Preparation took the CASAS Government and History for Citizenship test and the oral Citizenship Interview Test to be more comfortable and better able to respond to questions. More than 12,000 learners passed the CASAS Government and History for Citizenship test, and 3,700 passed the oral CASAS Citizenship Interview Test. More than 90,000 students throughout the state took Civic Participation performance-based additional assessments, and more than 90 percent passed one or more of them. Of the learners who enrolled in IELCE (76,705) under WIOA Section 243, more than 60 percent passed one or more 243 COAAPs.

### **Adult Education Standards**

The CDE, through the State Board of Education, adopted the Common Core State Standards (CCSS) in 2010. In March 2013, the CDE adopted the College and Career Readiness Standards (CCRS). In March 2014, the State Superintendent of Public Instruction announced the Standards for Career Ready Practice (SCRCP). The SCRCP are taught and reinforced in all career exploration and preparation programs or integrated into core curriculum, with increasingly higher levels of complexity and expectation as a student advances through a program of study.

The CDE Adult Education Office has aligned its content standards to the state-adopted challenging academics of CCSS and CCRS. The California adult education high school diploma meets the same standards as required for the K–12 high school diploma. The CDE has developed and implemented curriculum and assessment standards within ABE and ESL to meet the EFLs established by the NRS and to achieve the K–8 academic literacy objectives established by the state’s standards and frameworks.

Since 2014, the CDE has provided numerous professional development (PD) opportunities about the CCSS and CCRS to local providers. Thus, local adult education programs are aligned to CCSS and CCRS, providing standards–based contextualized curriculum, evidence-based instruction, and assessment focusing on the skills that enable learners to participate more fully within American society as citizens, workers, and family members.

Additionally, the CDE has offered PD opportunities to local providers on the English Language Proficiency Standards (ELPS) for Adult Education since January 2017, which aligns with the CCRS for English Language Arts and Literacy, and Mathematical and Science Practices. This ELPS was produced by American Institutes for Research for the ED, OCTAE, published on October 2016.

## **Programs for Corrections Education and the Education of Other Institutionalized Individuals**

According to the October 2017 *Outcome Evaluation Report: An Examination of Offenders Released in Fiscal Year 2012-13*, published by the California Department of Corrections and Rehabilitation (CDCR), Office of Research, the recidivism rate for the 37,790 offenders released between July 1, 2012 and June 30, 2013 (Fiscal Year 2012-13) was 46.1 percent.

Of these 37,790 offenders: 28.2 percent (10,079 offenders) were convicted of a felony offense; 17.9 percent (6,417 offenders) were convicted of a misdemeanor offense; and 53.9 percent (19,294 offenders) had no convictions within three years of their release.

The 46.1 percent conviction rate for the 2012-2013 release cohort was 8.2 percentage points lower than the prior year's (Fiscal Year 2011-12) release cohort rate of 54.3 percent (CDCR, 2017). CDCR uses the following State of California definition of recidivism:

*“conviction of a new felony or misdemeanor committed within three years of release from custody or committed within three years of placement on supervision for a previous criminal conviction.”*

The definition also allows for supplemental measures of recidivism including: new arrests, returns to custody, criminal filings, or supervision violations. CDCR previously used a supplemental measure, the three-year return-to-prison rate, as the primary measure of recidivism. However, commencing with the 2016 Outcome Evaluation Report, CDCR implemented the State of California's definition of recidivism and used the three-year conviction rate as the primary measure of recidivism (ibid).

The three-year conviction rate is defined in the CDCR 2017 Outcome Evaluation Report as follows: “An individual convicted of a felony<sup>1</sup> and incarcerated in a CDCR adult institution who was released to parole, discharged after being paroled, or directly discharged during Fiscal Year 2012-13 and subsequently convicted of a felony or misdemeanor offense within three years of their release date.” The conviction rate is calculated using the ratio of the number of offenders in the release cohort who were convicted during the follow-up period, to the total number of offenders in the release cohort, multiplied by 100 (ibid).

$$\text{Conviction Rate} = \frac{\text{Number Convicted}}{\text{Release Cohort}} \times 100$$

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<sup>1</sup> Due to reporting limitations, civil addicts are excluded.