

California Narrative Report 2018–19

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 addresses 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 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 2017–18 program year include the following.

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

CALPRO provided 15 regionally-based professional learning opportunities, using a Community of Practice (CoP) model, serving 305 participants on topics including accelerated learning to facilitate career pathways, integrated education and training (IET), effective teaching, mastering the English language proficiency standards (ELPS) and College and Career Readiness Standards (CCRS) implementation for English language arts standards. Additionally, 8 regional trainings on accelerated learning, ELPS, learning goal setting, learner persistence, managing the ESL multilevel classroom, and using questioning strategies to improve instruction served 217 educators. CALPRO offered 21 conference presentations, serving 441 educators. Lastly, a Training of Trainers' Institute recruited 22 facilitators for a newly developed professional development module on motivation and persistence for adult learners.

CALPRO facilitated 16 facilitated, asynchronous online courses, serving 341 participants. Courses addressed the above-mentioned topics as well as lesson planning, understanding the adult learner, optimizing ESL instructional planning, evidence-based writing instruction in the ESL and Adult Basic Education (ABE) classrooms, and designing programs for adults with learning disabilities

CALPRO provided 12 self-directed online courses, serving 356 participants, on topics including adult learning/development, advising the adult learner, learner goal setting and persistence, instructional strategies for math and writing, CCRS, middle skills job preparation, teaching critical thinking, learning disabilities, and new teacher orientation.

CALPRO provided technology-based PD delivery to a total of 562 educators who attended webinar series including Administrators Forum, Instructors Forum, Adult Education Research Webinars, Integrated and Contextualized Workforce Skills, as well as 33 webinars associated with the asynchronous facilitated online courses. CALPRO also provided a blended IET Implementation Clinic that served a total of 28 participants. Finally, CALPRO served the field through numerous other online PD 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) Administrators' Forum webinars to engage critically with peers on topics that affect the development, management, and sustainability of their adult education programs (serving 67 instructional leaders); (2) The AE Leadership Institute, a six-day institute designed to build the leadership skills of new and aspiring administrators (serving 19 instructional leaders); (3) The Professional Learning Communities (PLC) Institute, a blended institute that engages program teams of administrators and teachers in a six-month process of developing and refining instructional practice (serving 23 participants in 8 program teams); and (4) the above-mentioned IET Implementation Clinic (serving administrators of 10 IET programs).

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. California learners use CASAS GOALS series reading and math tests for ABE and ASE learners, and CASAS Life and Work listening and reading for ESL. CASAS 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 offers computer-based assessments (CASAS eTests[®]) that help place students into programs quickly and accurately, monitor learner progress, and generate student, class and program level reports to inform instruction and improve programs.

In addition, CASAS has worked with a field-based team to develop performance-based additional assessments that measure student attainment of civic objectives for EL Civics Civic Participation. Many Civic Objective and Additional Assessment Plans (COAAPs) address workforce preparation activities appropriate for Integrated Education and Training (IET) programs that combine workforce preparation and literacy activities with occupational skills training with literacy activities.

Statewide student and program accountability data is collected and reported using CASAS TOPSpro[®] Enterprise, a learner management and accountability software. The Web-based software collects student demographics, records assessment results, and monitors and tracks student and program learning outcomes and goal attainment data. It has over eighty data reports, including the National Reporting System (NRS) tables that display data in the format required for federal data reporting, and the California payment points reports that are used for California statewide data results.

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 cover: California Accountability, Assessment

Policy and implementation, NRS data collection, data validation, entry, and reporting using TOPSpro® Enterprise. In the 2018-19 program year, more than 3,000 participants registered online for 90 online training sessions and 50 statewide face-to-face trainings, and 26 agencies received TTA to review specific data issues, and create an action plan for continuing improvement. CASAS provides the data portal, an online tool that presents California NRS adult learner data (<http://www2.casas.org/dataPortal/>) at the state and local agency levels.

CASAS hosted more than 68 WIOA Title II: AEFLA regional network meetings statewide covering all 14 CDE areas. More than 1,200 participants attended regional network meetings that addressed state and federal updates related to accountability, the use of data to inform instruction, and statewide policy updates. CASAS facilitated TOPSpro Enterprise network meetings in 8 regions to discuss software and data-related topics that served more than 200 participants, and held 8 online EL Civics Network meetings. CASAS also planned and delivered four EL Civics conferences -- in Sacramento, Fresno, Pasadena, and Anaheim- which reached over 600 participants.

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 62 workshops on technology and distance learning topics via online or face-to-face workshops across the state in the 2018–19 program year. OTAN staff also presented at local, state, and national adult education conferences and associations, delivering 124 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 for the duration of the two-year academy.

OTAN's annual Technology and Distance Learning Symposium (TDLS) rotates between north and south geographic locations in the state. The 2019 event was held at Hacienda LaPuente Adult School. Forty seven workshops were provided on topics ranging from developmental math and English resources for adult learners to hands-on creation of Open Educational Resources.

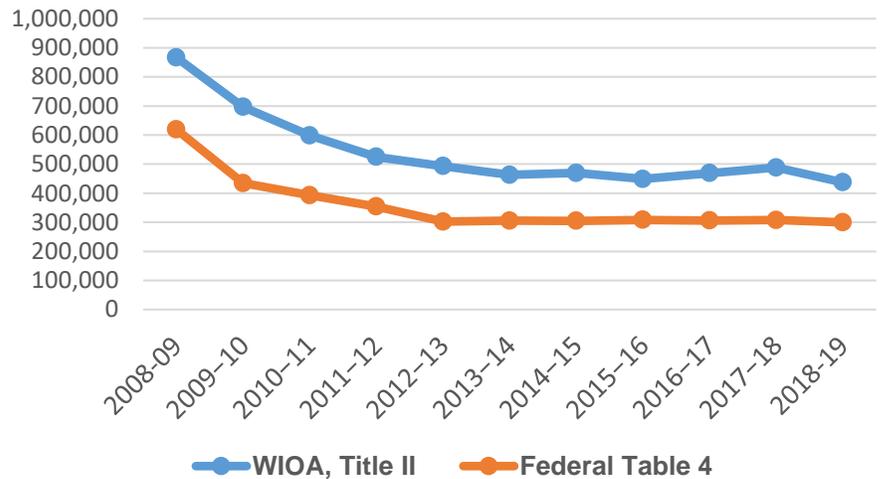
Performance Data Analyses

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 65 percent of California's AEFLA program enrollment and nearly 30 percent of the nation's ESL program. California also served more learners in ABE and ASE programs than did any other state in these programs nationwide.

Enrollment 2018–19

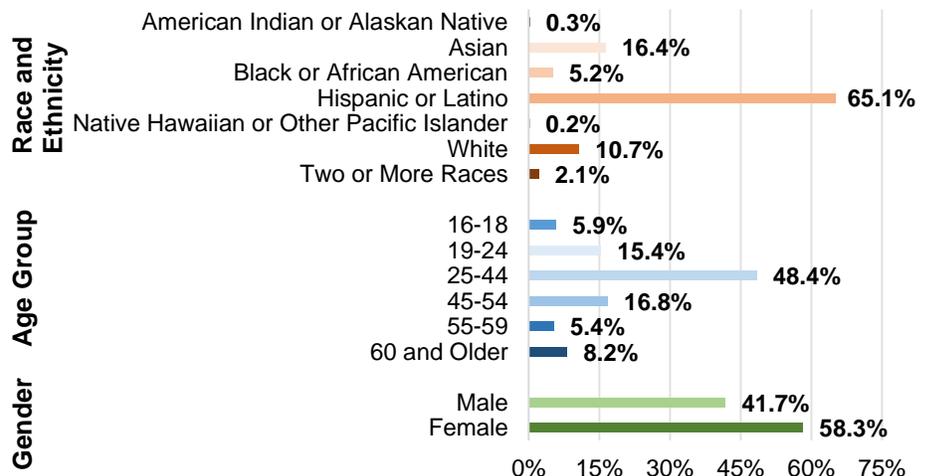
In 2018–19, 192 local agencies including four coalitions enrolled 437,171 learners in the AEFLA programs. Of these learners 299,720 (68.6 percent) qualified for NRS federal reporting. California's enrollment significantly decreased by 30 percent in the 2009–10 program year due to the budget crisis that 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. The enrollment has remained steady in the last six program years. In 2018–19 the California State Budget appropriated \$538 million funding for adult education through the California Adult Education Program (CAEP) legislation.

California WIOA, Title II: AEFLA Enrollment



Adult learners who qualified for NRS federal reporting reflect the diversity of the state. The largest ethnic groups of learners are Hispanic (65.1 percent) and Asian (16.4 percent). Adult learners are more likely to be female (58.3 percent), and adult learners between the ages of 25 and 44 (48.4 percent) comprise the largest age group. More than 77 percent of learners enrolled are non-English-speaking.

California WIOA, Title II: AEFLA Demographics



The current profile of California adult education providers includes 4 coalitions¹, 141 local school districts, 15 community-based organizations (CBOs), 22 community college districts (CCDs), 5 county offices of education (COE), one charter school, 5 library literacy programs, one correctional institution, and 2 state agencies (California Department of Corrections and Rehabilitation and California Department of Developmental Services).

There are 25 agencies serving institutionalized adults under Section 225 of AEFLA. These include 2 state agencies, one correctional institution, 2 CBOs, 4 CCDs, 4 COEs, and 12 jail programs provided by local school districts. Local school districts with adult schools comprise the majority of AEFLA agencies and enroll more than 61.4 percent of all learners served by California. Enrollment in 2018–19 decreased by 10 percent compared to 2017–18.

NRS Performance

The NRS data documents the continued success of California in addressing the state’s basic skills needs by improving student persistence and learning outcomes. California has steadily improved its performance over time.

Under WIOA, Title II: AEFLA implemented in PY 2016–17, states were required to report enrollment and measurable skill gains by periods of participation (POPs). In 2018–19, of the 299,720 learners who qualified for NRS federal reporting, 126,369 (42.2 percent) achieved at least one educational functioning level gain, including 13,392 learners who obtained a high school diploma or high school equivalency certificate. The total number of POPs for the 2018–19 program year was 306,891, and the total number of POPs with measurable skill gains was 127,226 (41.5 percent).

California improved overall performance in 2018–19 (45.8 percent) compared to 2017–18 (45.3 percent) and 2016–17 (39.7 percent). Performance in ABE, ASE, and ESL also improved in 2018–19 compared to the previous two program years. In 2018–19 California exceeded the overall state goal, all ESL state goals, and state goals in ABE Intermediate High, ASE Low, and ASE High.

The persistence rate achieved in 2018–19 was 68.6 percent, exceeding the California state goal of 50 percent. More than 65 percent of the learners who persisted, completed an EFL. The 299,720 learners who qualified for NRS federal reporting averaged 138.1 hours of instruction. The 205,589 learners who persisted in the program, and took pre- and post-tests, reported more than 173.8 hours of instruction.

The CDE has finalized the Memorandums of Understanding for data sharing agreements with the Employment Development Department (EDD) and California Community College Chancellor’s Office (CCCCO). The employment outcome and earnings data-match results with EDD showed more than 46 percent of participants who have provided Social Security numbers (23,263) were employed by the second quarter after exit. In 2018, CDE with eight participating agencies conducted an online pilot survey for employment and earnings outcomes before implementing the statewide universal online survey for students missing Social Security numbers. An online survey invitation was sent to 3,300 students. More than

¹ The four coalitions consist of LEA (9) and CCD (5).

1,800 students (54 percent) completed the online survey. Of those students, 59 percent indicated they were employed. The postsecondary data match showed more than 1,500 learners enrolled in postsecondary education or attained a postsecondary credential.

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, integrated EL Civics (IELCE) and IELCE with IET.

The CDE continues to provide online and regional training as well as individualized targeted technical assistance to increase local agencies' understanding of accountability requirements and to improve data collection. Local agencies submit data to the 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 to agency-level performance. The longitudinal data is 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 for co-enrollment. These strategies include the implementation of training videos on all of the core partners to share amongst the partners to raise awareness of the services

provided by each partner. Another strategy in progress is a common intake form and a common platform to share information. As state agency partners, an Information Notice was crafted and shared with across the state. The Information Notice strongly recommended that agencies raise their awareness of co-enrollment.

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 13 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, Section 243 recipients must submit an 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) 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; participate effectively in the education, employment, and civic opportunities this country offers; and integrate active participation of learners in community activities.

Per 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 enroll in both ESL and CTE courses.
- b. **Alternating Teaching:** In alternating teaching, students enroll in two different, but coordinated courses. In this model, an ESL teacher and a CTE teacher are teaching in two different classrooms, and students attend the two courses at different times.

For agencies to receive funds under WIOA Section 243, students must enroll 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. Agencies may select from a list of 58 pre-approved Civic Objectives. COAAPs that meet the requirements of workforce preparation activities are classified as the WIOA Section 243 COAAPs.

Since 2018, six new civic objectives were implemented and 12 new COAAPs were developed focusing on integration into workforce preparation activities. In total, 28 Civic Objectives meet the requirements of workforce preparation activities, and COAAPs included in those Civic Objectives are classified as appropriate for WIOA Section 243 funds.

In 2018–19, the CDE EL Civics program awarded funds to 182 agencies to provide EL Civics educational services to more than 120,000 adults. Most EL Civics-funded agencies (122 agencies) also received funding for IELCE 243. In addition, nine other agencies received just IELCE 243 funding.

In 2018–19, there were 21,268 learners enrolled in Citizenship Preparation and 120,683 in Civic Participation and 102,090 in IELCE. More than 7,900 learners enrolled in IET under 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 9,253 learners passed the CASAS Government and History for Citizenship test, and 3,792 passed the oral CASAS Citizenship Interview Test. More than 82,000 students throughout the state took Civic Participation performance-based additional assessments, and more than 95 percent passed one or more of them. Of those who enrolled in IELCE (102,429) under WIOA Section 243 and took performance-based additional assessments (75,287), more than 90 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 CCRS. In March 2014, the State Superintendent of Public Instruction announced the Standards for Career Ready Practice (SCRPs). The SCRPs 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 35,790 offenders released between July 1, 2012 and June 30, 2013 (Fiscal Year 2012-13) was 46.1 percent. Of these 35,790 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 as

...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.

The three-year conviction rate is defined in the CDCR 2017 Outcome Evaluation Report as:

An individual convicted of a felony² 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.

$$\text{Conviction Rate} = (\text{Number Convicted} / \text{Release Cohort}) \times 100$$

² Due to reporting limitations, civil addicts are excluded.