

California Department of Education

Report to the Legislature: End-of-Year 2011–12 Progress Report: Implementation and Impact of the Workforce Investment Act, Title II Adult Education and Family Literacy Act



Prepared by:

**Coordinated Student Support and Adult Education Division
Student Support and Special Services Branch**

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End-of-Year 2011–12 Progress Report to the Legislature

Implementation and Impact of the Workforce Investment Act,
Title II Adult Education and Family Literacy Act

Submitted by the
California Department of Education, Adult Education Office

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This report was prepared by the Comprehensive Adult Student Assessment Systems for the California Department of Education, Adult Education Office. The data in this report was collected during the 2011–12 program year. The Comprehensive Adult Student Assessment Systems activities are funded by a contract under Public Law 105-220 and are administered by the Adult Education Office.

California Department of Education

Report to the Legislature: End-of-Year Progress Report: Implementation and Impact of the Workforce Investment Act, Title II Adult Education and Family Literacy Act Program Year 2011–12

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**California Department of Education
End-of-Year Progress Report:
Implementation and Impact of the Workforce Investment Act, Title II
Adult Education and Family Literacy Act Program Year 2011–12**

Executive Summary

The California Budget Act requires the California Department of Education (CDE) to report on specific aspects of the implementation of the federal Workforce Investment Act (WIA), Title II. This report responds to these requirements. Report highlights are as follows:

California's Adult Education Workforce Investment Act, Title II: Adult Education and Family Literacy Act System

- Served 524,908 students
 - 54.7 percent English as a Second Language learners
 - 28.4 percent Adult Secondary Education learners
 - 16.9 percent Adult Basic Education learners
- Funded 235 agencies:
 - 161 Adult Schools
 - 27 Community-Based Organizations
 - 17 Community College Districts
 - 7 Library Literacy Programs
 - 5 County Offices of Education
 - 18 Correctional Facilities/Institutions

California Federal Performance

- The California Adult Education Family Literacy Act agencies exceeded all 11 state performance goals for students completing the federally established Educational Functional Levels (EFL).
- Approximately 21,700 adult students obtained a high school diploma or General Educational Development (GED[®]) Certificate.
- Approximately 160,000 students completed one or more federal EFLs.
- The persistence rate of students in all EFLs improved, and California achieved an overall persistence rate of 72.6 percent.

This report is available on the CDE Resources Web page at <http://www.cde.ca.gov/sp/ae/ir/>. If you need a copy of this report, please contact Myra Young, Education Programs Consultant, Coordinated Student Support and Adult Education Division, by phone at 916-323-4312 or by e-mail at MYoung@cde.ca.gov.

Introduction

The federal Workforce Investment Act (WIA), Title II: Adult Education and Family Literacy Act (AEFLA) provides funding for states and territories to provide instruction in English as a Second Language (ESL), Adult Basic Education (ABE), and Adult Secondary Education (ASE) to adults in need of these literacy services. California State Budget Act language for fiscal year 2011–12 (Item 6110-156-0890, Provision 3) requires the California Department of Education (CDE) to report on the implementation of the WIA, Title II:

The State Department of Education shall report to the appropriate subcommittees of the Assembly Budget Committee, the Senate Budget and Fiscal Review Committee on the following aspects of Title II of the Federal Workforce Investment Act:

- (a) the makeup of those adult education providers that applied for competitive grants under WIA, Title II and those that obtained grants, by size, geographic location, and type (school district, community colleges, community-based organizations, other local entities);
- (b) the extent to which participating programs were able to meet planned performance targets; and
- (c) a breakdown of the types of courses (ESL, ESL Citizenship, ABE, and ASE) included in the performance targets of participating agencies.

It is the intent of the Legislature that the Legislature and State Department of Education use the information provided pursuant to this provision to: (a) evaluate changes that may be necessary to improve the implementation of the accountability-based funding system under the WIA, Title II; and (b) evaluate the feasibility of any future expansion of the accountability-based funding system using state funds.

Fiscal year 2011–12 represents the twelfth year of WIA, Title II implementation. Two major implementation goals were to: (1) increase performance outcomes and (2) increase student success in transitions to postsecondary education and to the workforce. The WIA, Title II multiyear grants are funded on a pay-for-performance basis. California's federal funding allocation plan is based on documented student performance and goal attainment in educational programs. It requires all agencies to collect the following information on all students for whom they receive federal funding:

- Demographic and educational program information;
- Individual student progress and learning gains in English literacy and numeracy skills of native English speakers and English language learners as well as numeracy;
- Student outcomes, including the completion of a high school diploma, General Educational Development Test (GED[®]) certificate acquisition, or retention of unsubsidized employment, and entry into postsecondary education or training. (See Appendix A for further information about data collection measures.)

Each year, California uses the student performance data to negotiate performance goals with the U.S. Department of Education (ED), Office of Vocational and Adult Education (OVAE) for 11 literacy levels within the program areas of ABE, ASE, and ESL, and the four core follow-up outcome measures of: (1) entered employment; (2) retained employment; (3) entered postsecondary education or training; and (4) attained a GED[®] certificate or high school diploma. The literacy level performance goals are based on the percentage of all enrollees who complete an Educational Functioning Levels (EFL) level within the program year. The core follow-up outcome measures are based on the percentage of adult learners who identify specific goals for their enrollment and achieve their goals after exiting the program. For specific information, refer to the California's Performance section and Appendix C for the summary of California Core Performance Results from 2006 to 2012. Refer to Appendix B for the text version of all charts included in the report.

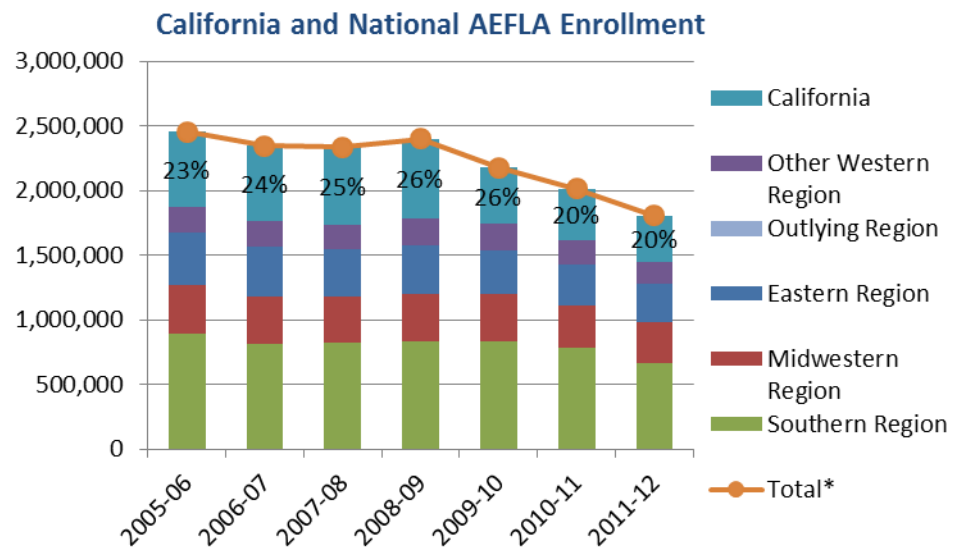
The need for adult education will increase dramatically in the future because of the effects of several factors including immigration, the skills gap and high demand for middle-skill jobs, the limited English proficiency of the population, the lack of basic skills and workplace readiness, the high rate of high school dropouts, and the limited postsecondary preparation of many high school graduates.

The use of state apportionment funds for ABE, ESL, and ASE programs enables local agencies to address diverse and emerging needs. This level of funding supports state-of-the-art programming, use of technology, and facilities.

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 district has created unprecedented pressures on the adult education system. Many agencies were forced to make deep funding cuts to their programs. 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 well-being of its residents.

California and the Nation

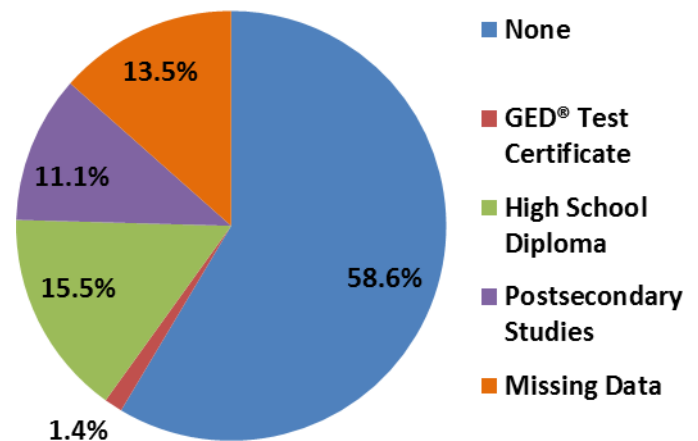
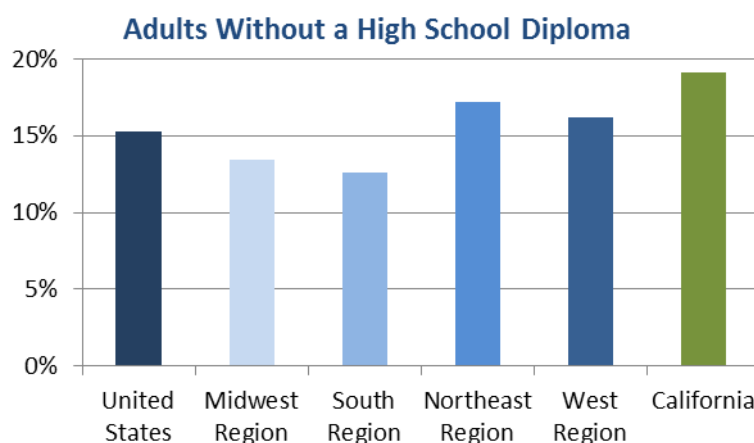
The CDE Adult Education WIA, Title II federally funded programs provide adult educational opportunities and support services to more than **one-fifth of the nation's adults** enrolled in AEFLA. They address the unique needs of individuals and communities by providing adults with the knowledge and skills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



Across the United States, the profile of literacy needs varies among regions due to significant differences in the distribution of adults of different races and ethnicities, educational backgrounds, the unemployment rate, poverty levels, and other factors.

- California has the highest percentage of adults ages eighteen years and older who do not have a high school diploma according to the U.S. Census, 2007–2011 American Community Survey (ACS) 5-Year Estimates. More than 58 percent of learners enrolled in the AEFLA programs are adults without a high school diploma.

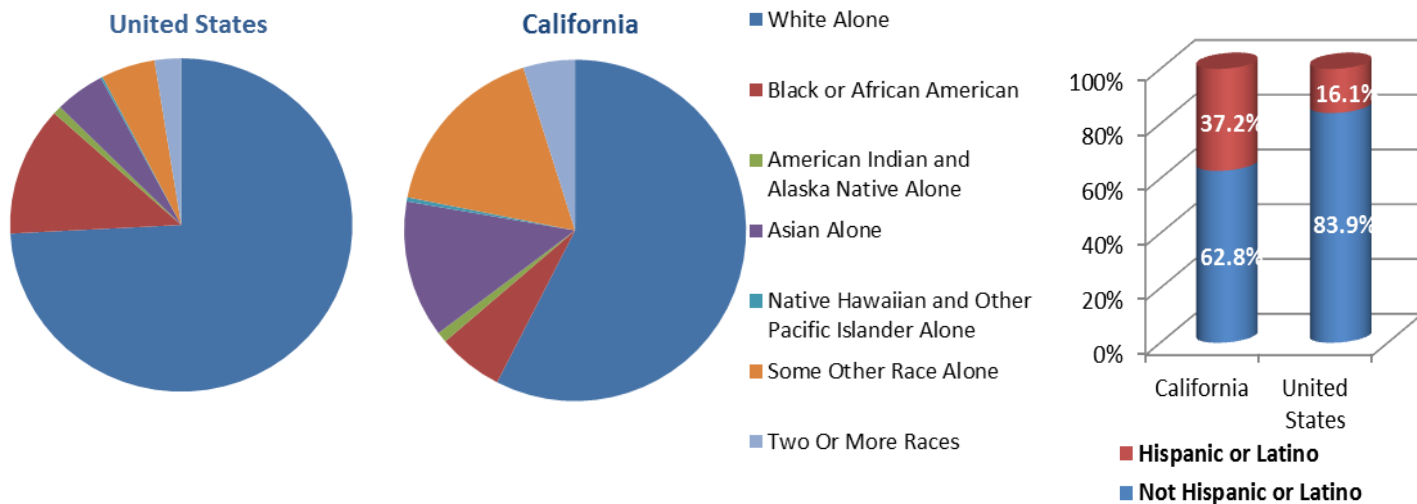
Highest Degree/Diploma Earned at Enrollment 2011-12



Source: U.S. Census, 2007–2011 American Community Survey (ACS) 5-Year Estimates.

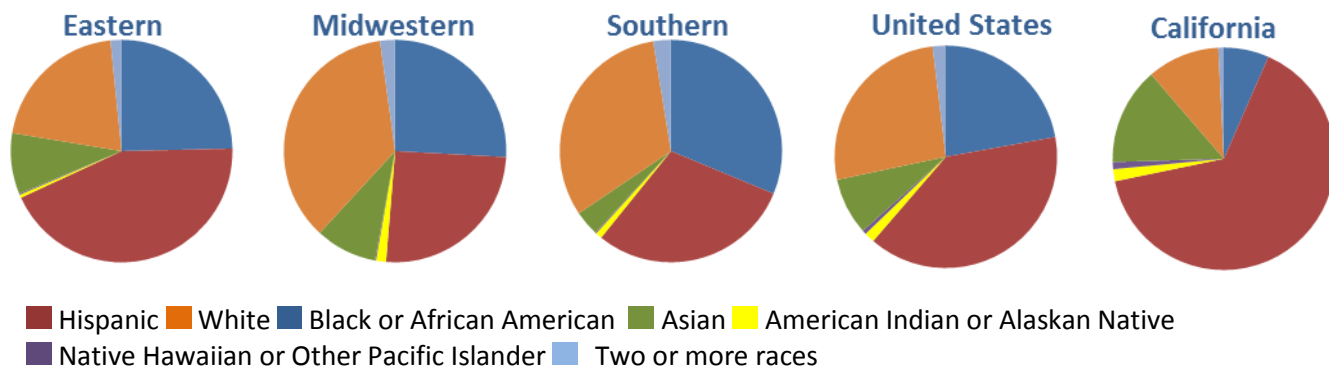
- California is home to the most diverse population in the nation. California has a larger percentage of Hispanics, Asians, and other races compared to the national average according to the U.S. Census, 2007–2011 ACS.

United States and California Race and Ethnicity

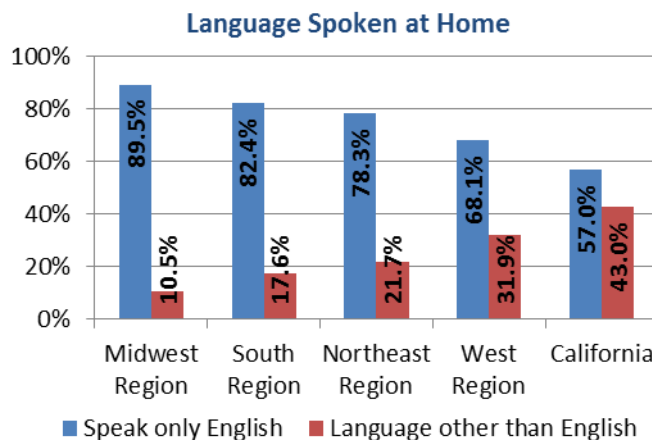


More than 65 percent of the WIA, Title II learners enrolled in California are Hispanic and 14 percent Asians. The race and ethnicity distribution of the AEFLA enrollees is significantly different compared to the other regions.

AEFLA Enrollee Demographics



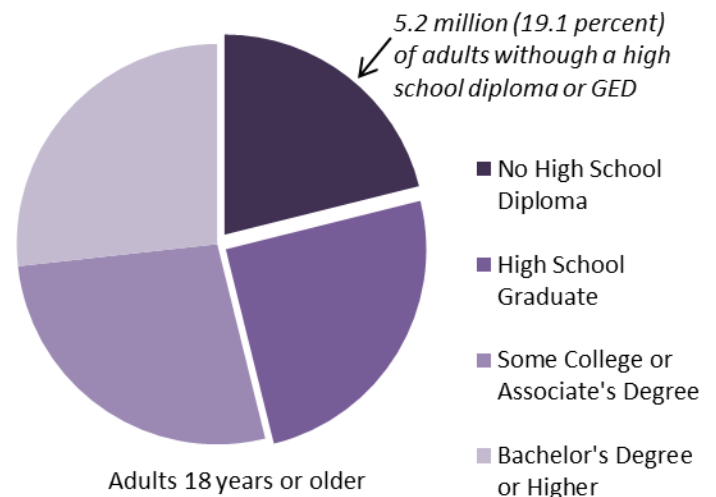
- California leads the nation in its proportion of adults speaking a language other than English in the home. This proportion is four times larger than in the Midwest region, according to the U.S. Census, 2007–2011 ACS. More than **three million** adults ages eighteen through sixty-four years old speak English “less than well” in California. More than 73 percent of learners enrolled in the AEFLA programs speak a native language other than English.



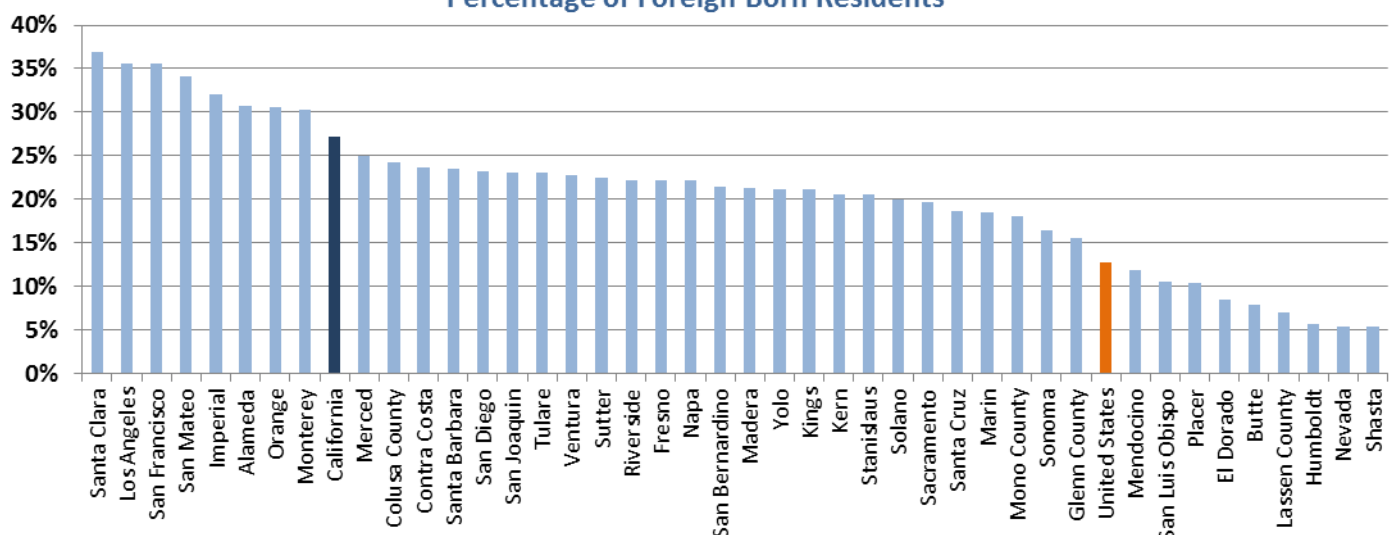
Addressing California's Literacy Needs

- Statistics regarding adults who lack a high school diploma or postsecondary education are sobering. In California, one out of five adults who is out of school and over the age of eighteen (more than 5.2 million adults) does not have a high school diploma, according to the U.S. Census, 2007–2011 ACS 5-Year Estimates. More than six million adults with a high school diploma or GED® certificate will require some remedial coursework to even apply to college. High school dropout rates have increased from 11 percent in 2000–2001 to 15.3 percent in 2008–09 according to the No Child Left Behind data. There are also significant graduation gaps among student subgroups.
- California is home to the most diverse population in the nation. More than 27 percent of the California population is foreign born compared to 12.7 percent for the United States overall. One third of the national non-English-speaking population lives in California. 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.

Literacy Needs in California

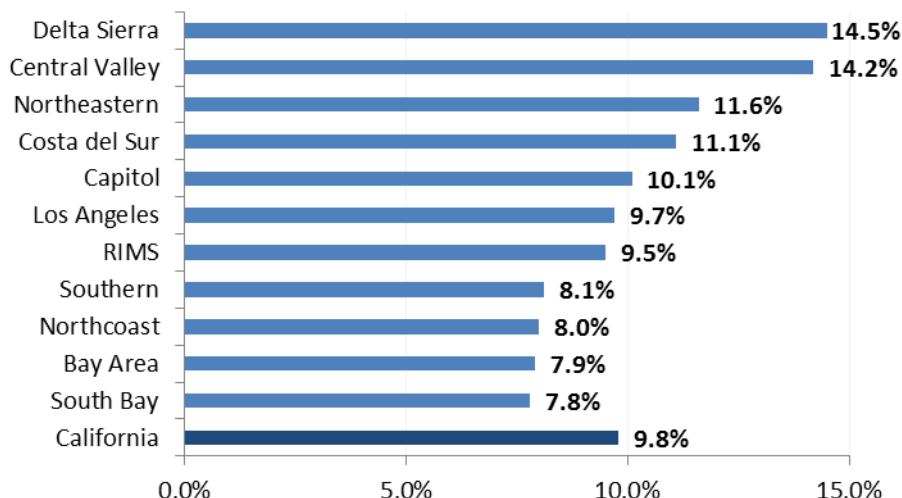


Percentage of Foreign Born Residents



- More than 1.8 million California residents of labor-force age are unemployed. The current unemployment rate is high at 9.8 percent according to the California Employment Development Department, January 2013 report. The need for workplace readiness is significant. Employers report that in addition to basic reading, writing, and computation skills, many job candidates lack job-readiness skills such as time management. This is in addition to the communication and critical thinking skills that are increasingly required. Refer to Appendix C for a list of counties comprising each region serving AEFLA learners.

California Unemployment Rate by Region



California Employment Development Department, Labor Market Information

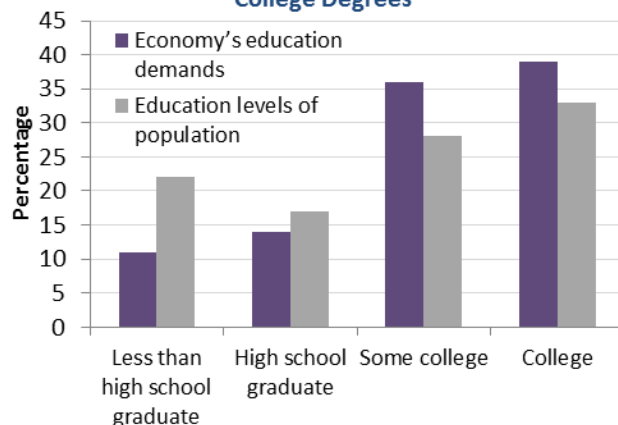
Skills Gap: Projections of the state's economy show that it is continuing along a trajectory of steadily increasing demand for a highly educated workforce. But the state is unlikely to meet this demand. Recent studies (*California 2025* by the Public Policy Institute of California [PPIC], located at

<http://www.ppic.org/main/publication.asp?i=489>) comparing the number of degrees awarded with the job market needs of the coming decade have indicated that California will not have enough college graduates to meet labor market demands.

According to the [*California's Forgotten Middle-Skill Jobs report*](#), which is on the National Skills

Coalition Web site at <http://www.workforcealliance.org>, middle-skill jobs represent the largest share of jobs in California—some 49 percent—and the largest share of future job openings. Only 38 percent of California workers have the education and training required to fill those positions, thus creating a huge shortage in the supply of middle-skill workers.

California's Troubled Future: Too Few with College Degrees

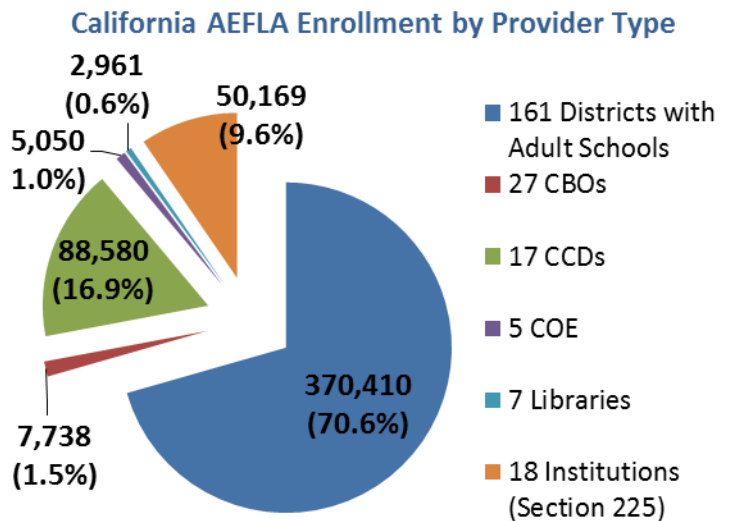


Source: PPIC's *California 2025* report

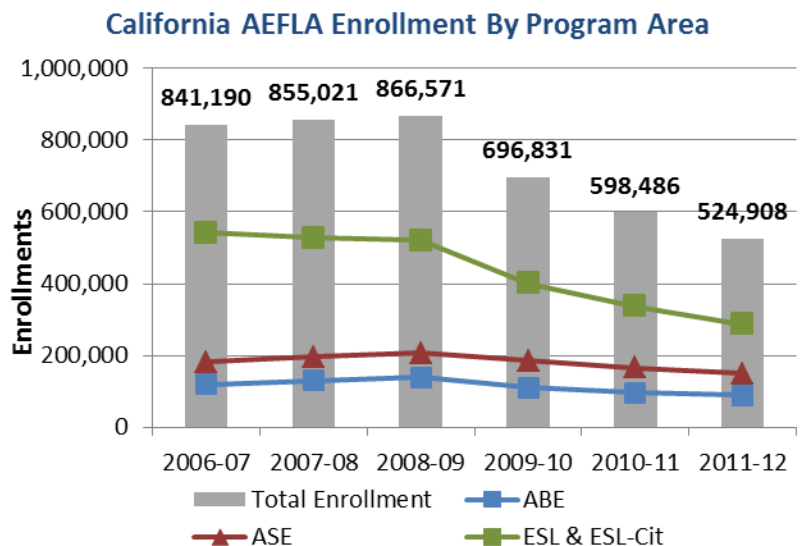
California's AEFLA Program provides critical support to the literacy needs of the adult population described above through basic skills, English language education, and attainment of high school diploma or GED® certificate. However, Adult Education has experienced deep funding cuts in recent years. As a result, the large and growing population of adults who lack the basic proficiencies necessary to transition successfully to postsecondary education and the workforce will go unassisted. This will significantly affect the state's future economic growth.

California's Enrollment: Adult education providers serving adult learners under Adult Education Family Literacy Act grants by provider type, program, agency size, and geographical region.

In 2011–12, **235** local agencies served **524,908** learners in the AEFLA programs under Section 225, Section 231, or EL Civics. Agencies that were funded in 2004–05 could reapply for the funding. Districts with adult schools comprised the majority of the AEFLA agencies that applied for and received funding. Other adult education providers include community-based organizations (CBOs), community college districts (CCDs), library literacy programs, and county offices of education (COEs). Section 225 includes state and local institutions, such as county jail education programs and state agencies serving institutionalized adults. Of the 18 agencies receiving Section 225 funding to serve institutionalized adults, 15 were jail programs, and the remaining three were state agencies: California Department of Corrections and Rehabilitation (CDCR), CDCR-Division of Juvenile Justice (DJJ), and the California Department of Developmental Services (CDDS). Adult schools served over 70 percent of the learners enrolled in the WIA, Title II programs.

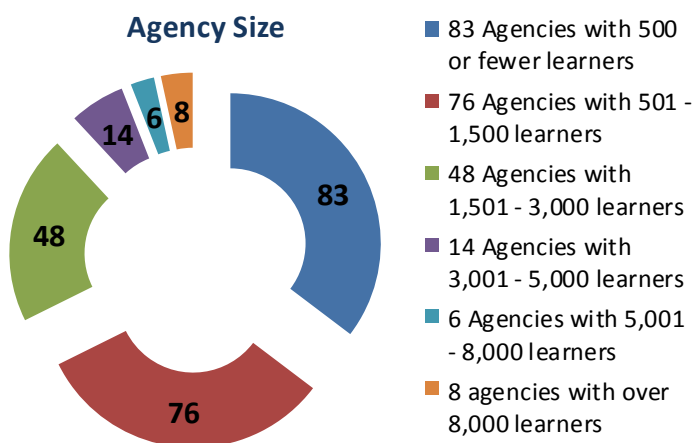


Enrollment in the AEFLA programs had increased steadily until 2008–09 to meet local needs for better basic skills, English proficiency, and to help achieve high school diploma/GED® and postsecondary preparation. California's programs saw a significant decline in enrollment over the last three program years—19.6 percent in 2009–10, 14.1 percent in 2010–11, and 12.3 percent in the 2011–12 program year. The California budget crisis that resulted in the significant reduction of education funding and shifted control of state apportionment funds for adult schools to local school districts has created unprecedented pressures on the adult school system. As in prior years, the ESL programs served the majority of the adult learners at 54.7 percent, ASE served 28.4 percent, and ABE served 16.9 percent of the total learners enrolled. Enrollment in all three WIA, Title II programs—ABE,

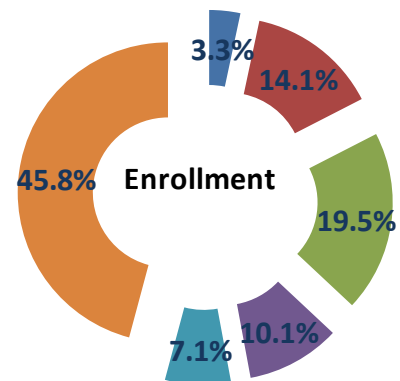


ESL, and ASE—saw significant declines. The ESL Program decreased more than 15 percent, ASE 10 percent and ABE 7 percent compared to 2011–12. Because of the flexibility in state apportionment funding and declining resources, enrollment in adult schools has dropped by nearly 15 percent. All providers except for Library Literacy programs saw a decrease in enrollment.

In the charts below, agencies are categorized by the number of enrollments. Nine large agencies with annual enrollments of more than 8,000 learners served 45.8 percent of the WIA, Title II learners, while smaller agencies (83) served only 3.3 percent of the enrollees in the 2011–12 program year. In 2011–12, there were only 14 agencies that served more than 5,000 learners compared to 2009–10 when there were 25 agencies serving more than 5,000 learners.

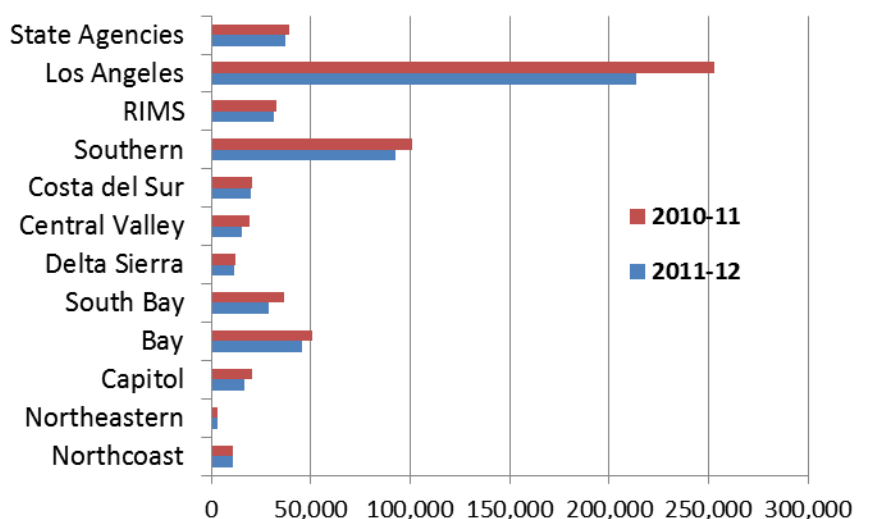


Enrollment by Agency Size

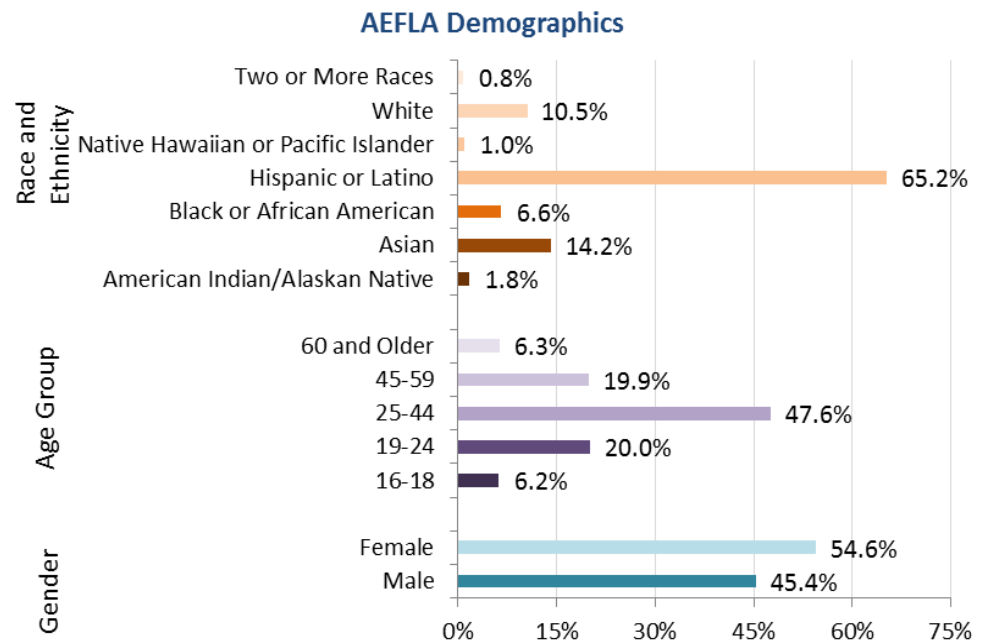


The CDE classifies California into 11 geographic regions. The Los Angeles area has the highest number of agencies (45) and the largest enrollment (40.6 percent). Refer to Appendix C tables for a list of counties comprising each region. Enrollment in 2011–12 dropped in all regions compared to 2010–11. The Los Angeles area saw the highest drop in enrollment numbers, approximately 40,000. The South Bay, Central Valley, and Capitol regions saw the highest percentage drop in enrollment (more than 20 percent.)

Enrollment by Geographical Region

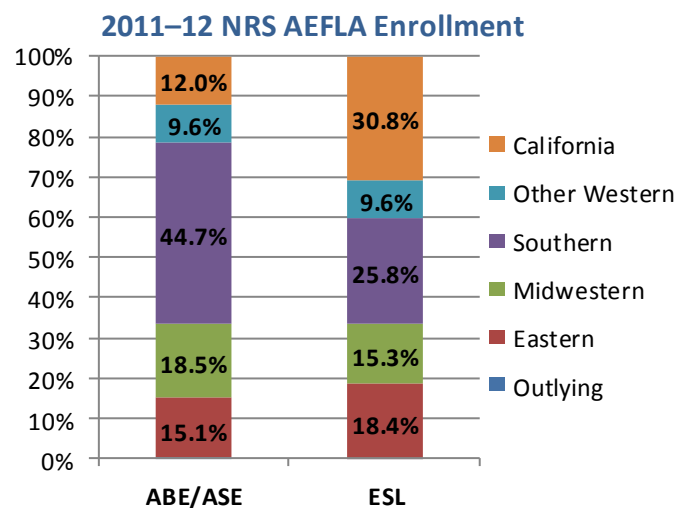


Adult learners in California reflect the diversity of the state. The largest ethnic groups of learners enrolled in the AEFLA programs are Hispanic (65.2 percent) and Asian (14.2 percent). Less than 1 percent of the adult learners selected their ethnicity as two or more races. Adult learners are more likely to be female (54.6 percent) than male (45.4 percent). The largest groups of adult learners are between the ages of nineteen to twenty-four (20 percent) and twenty-five to forty-four (47.6 percent). These adults are the “replacement generation” that will come to replace the large and highly educated Baby Boomer generation.

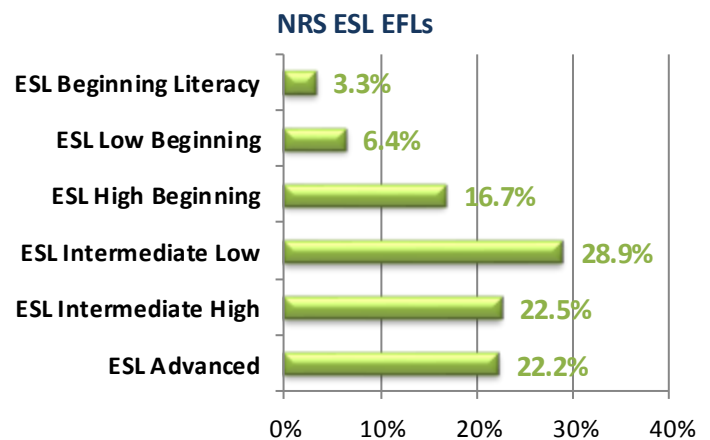
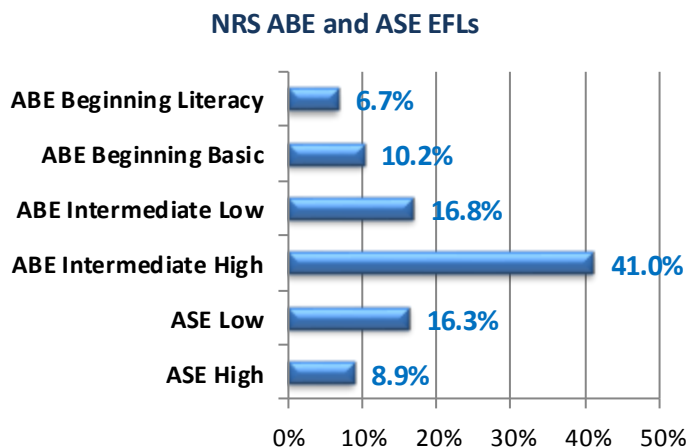


California’s Performance: The extent to which participating programs were able to meet planned performance targets

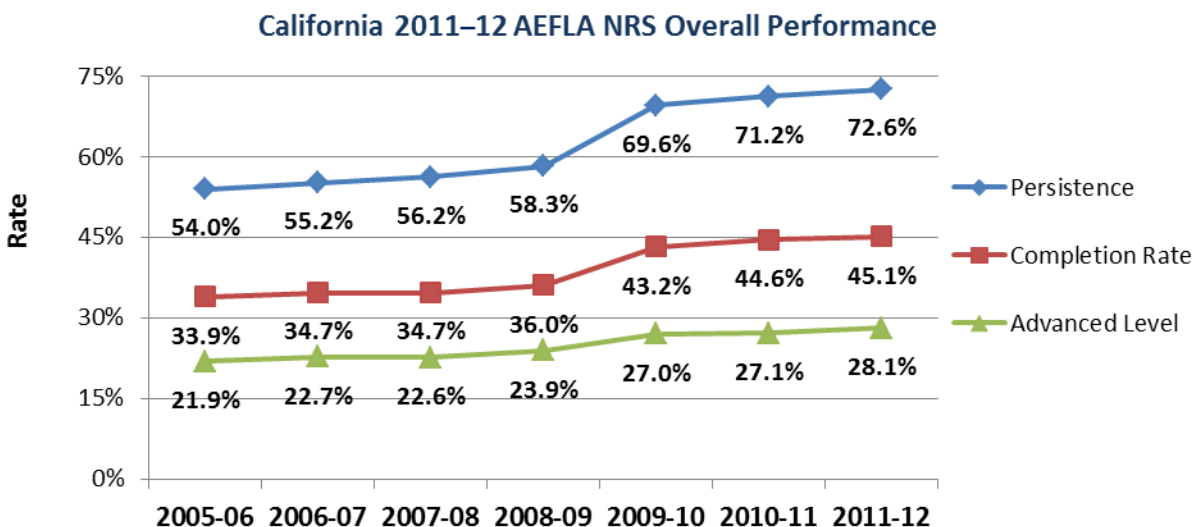
In 2011–12, 354,066 students (67.5 percent) qualified for the National Reporting System (NRS) federal reporting. The NRS requires that states restrict the student data reported to the ED to only those learners who persisted in program for more than 12 hours, were not concurrently enrolled in kindergarten through twelfth grade (K–12), and were sixteen years and older. According to the NRS federal data, California serves **one-fifth of the nation’s adults** enrolled in the AEFLA programs—12 percent of the total ABE/ASE learners and 30.8 percent of the ESL learners.



In reports submitted to the NRS, student performance is measured through completion of federally defined EFLs. The majority of the ABE and the ASE learners entered programs at the ABE intermediate high (41 percent) and the ASE low instructional levels (16.3 percent). The highest percentage of ESL learners (28.9 percent) entered programs at the ESL intermediate low level. See Appendix A for specific information, Comprehensive Adult Student Assessment Systems (CASAS) scores, and relationship to the NRS EFLs.

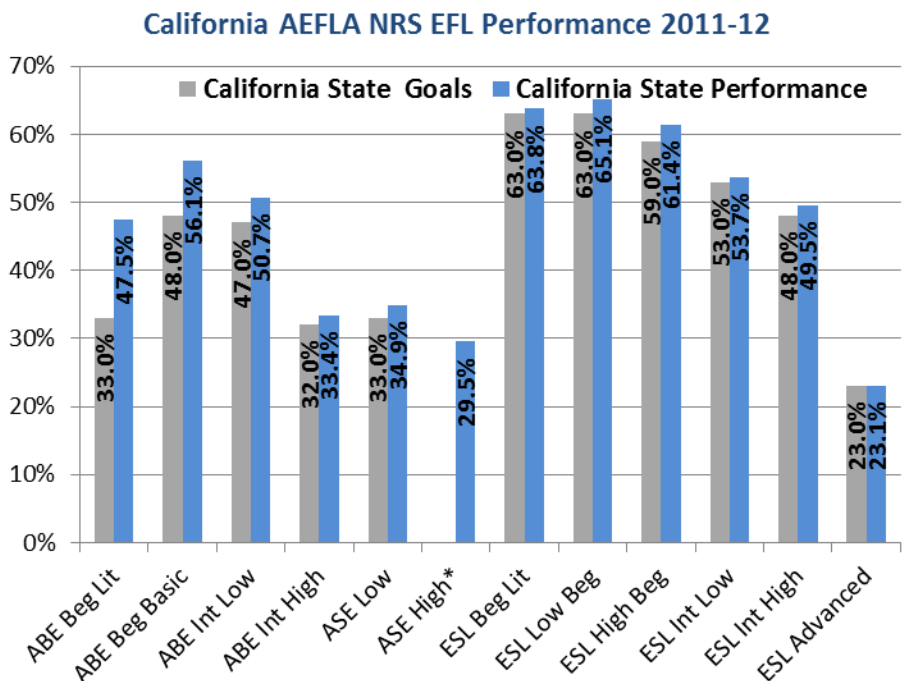


There were **354,066** WIA, Title II learners who qualified for NRS federal reporting. On average, these learners received 191 hours of instruction. Learners who persisted in the program (256,902) and were administered a pre- and post-test received more than 200 hours of instruction. **The persistence rates in 2011–12 improved for all 12 EFLs.** California achieved a total persistence rate of 72.6 percent.



The completion rate for all 12 EFLs improved in 2011–12 compared to the prior year. Of those 354,066 learners who qualified for NRS federal reporting, 159,760 learners (45.1 percent) completed an EFL and 28.1 percent advanced one or more levels. More than 62 percent of the learners who persisted (72.6 percent) completed an EFL, and 38.7 percent advanced one or more levels. California has steadily improved performance on persistence, EFL completion, and advancement of one or more levels over the past six years.

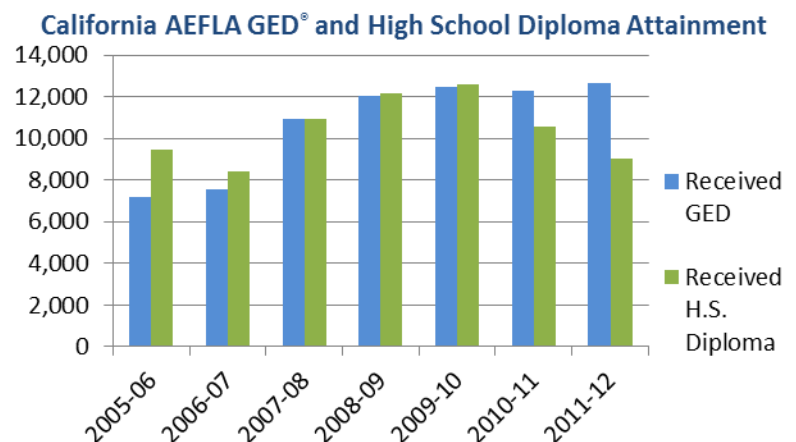
In 2011–12, the California AEFLA agencies exceeded all 11 negotiated state goals in NRS EFLs. The NRS federal report data documents California's continued success in addressing the state's basic skills needs by improving student persistence and learning gains outcomes. In 2011–12, California exceeded the national average in eight areas of EFL performance, including five ESL and three ABE levels. California also exceeded the overall national performance in the last three program years.



The table below shows the percentage of learners served by the different adult education providers who completed NRS EFLs.

NRS EFLs													
Provider Type	Qualified for NRS Reporting	ABE Beg. Lit.	ABE Beg. Basic	ABE Int. Low	ABE Int. High	ASE Low	ASE High	ESL Beg. Lit.	ESL Low Beg.	ESL High Beg.	ESL Int. Low	ESL Int. High	ESL Adv.
Adult Schools	242,562	31.8	46.8	47.9	33.2	35.9	31.0	63.5	65.2	62.0	54.8	50.6	24.0
CCDs	60,988	50.2	50.0	42.5	22.6	26.1	11.2	61.6	61.4	57.0	49.4	45.4	20.1
Institutions (Section 225)	38,762	53.2	65.0	58.7	38.8	35.7	30.3	80.0	56.3	55.6	57.9	47.4	42.6
CBOs	6,450	51.5	69.2	51.7	34.9	31.0	36.8	79.1	78.6	70.8	53.5	52.7	22.7
COEs	3,084	40.5	36.6	38.9	27.9	21.5	26.0	20.0	41.2	44.2	31.4	33.3	16.4
Library Literacy	2,217	40.9	70.8	59.3	18.1	6.3		68.1	77.5	72.3	62.9	59.5	18.4

California exceeded the state goal for the core follow-up measures of obtaining a GED® certificate or high school diploma. California shows a steady increase in the number of learners who obtained a GED® certificate or high school diploma from 2006–07 to 2009–10. In 2010–11 and 2011–12, programs show a decrease in high school diploma attainment. This decrease may be attributed to an overall significant decrease in student enrollment.



California uses a Student Follow-Up Survey to track results for learners who entered employment, retained employment, and entered postsecondary education or training. Response rates are typically low. The CDE had implemented new policies starting in the 2008–09 program year to improve response rate of the Core Performance Follow-Up Measures Survey. In addition to mail, agencies can now e-mail the surveys or administer the surveys via telephone. California improved the response rate of surveys in the last three program years. These additional options likely increased the rate of response from learners. California exceeded the state goal for the core follow-up measures of entering employment. More than 47 percent of the learners who responded to the entered employment survey found employment, 94.3 percent of the learners who responded to the retained employment survey stayed employed, and 40.8 percent who responded to the postsecondary survey entered postsecondary education or training.

California measures and pays local providers when students accomplish specific learning gains and attain a high school diploma or GED® certificate. California uses three core indicators of performance for performance-based federal AEFLA funding. Agencies can earn up to three benchmark payments per learner within the annual grant period. These three pay points result when a learner: (1) makes a significant learning gain;¹ (2) completes two instructional levels; and (3) receives a GED® certificate or attains a high school diploma. Benchmarks reported to the CDE help determine future levels of federal local assistance funding to local agencies. In addition to the three core indicators of performance for benchmarks, California assesses EL Civics students using performance-based additional assessments that measure student attainment of civic objectives as well as standardized assessments for citizenship preparation. Refer to the tables in Appendix C for more information on the WIA, Title II adult education providers and performance.

California has made data quality a top priority. The CDE provides online and regional training and targeted technical assistance to increase understanding of accountability requirements and to improve data collection. Agencies submit data to 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 completion goals and performance are compared with agency-level performance. The year-by-year comparisons are also examined to track improvement in persistence and performance and to identify for the CDE staff those agencies that need targeted technical assistance.

California's Initiatives and Priorities

The CDE Adult Education Office (AEO) contracts with three agencies to provide state leadership activities: (1) California Adult Literacy Professional Development Project (CALPRO); (2) 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 AEFLA legislation under Section 223 for adult education and literacy activities. Leadership Project activities relate to each of three high priority state plan goals: (1) establish and implement professional development programs to improve the

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.

quality of instruction provided; (2) provide technology assistance, including staff training, to eligible providers of adult education and literacy activities; and (3) provide technical assistance to eligible providers of adult education and literacy activities. The goal of these collaborative efforts is to maximize resources and provide support to the AEFLA funded adult education providers in California.

Transitions to Postsecondary and Workforce: Statewide priorities include a focus on transitions to the workforce and postsecondary education. California is facing a serious shortfall in its supply of college-educated workers. The 2025 report of the PPIC highlighted a potential mismatch between the level of education that the future population is likely to possess and the level of education that will be demanded by the future economy. California Adult Literacy Professional Development Project (CALPRO) offered its new Postsecondary Transitions training in which agency teams plan to establish or expand bridging or articulation programs based on best practice and collaborative approaches. This training is provided in two formats—as a regional Communities of Practice (CoP) and as a new series of two online courses. Forty-four educators completed the regional CoP training. The online training served 37 educators from 12 agencies. Also, CALPRO delivered training on Integrated and Contextualized Workforce Skills for Adult Education Classrooms. This included 6 online trainings serving 67 educators; 13 face-to-face workshops serving 46 ASE educators and 121 ESL educators; and one regional CoP, using a blended method of delivery and serving 19 ESL instructors. Lastly, CALPRO developed and piloted a CoP training on Integrated Education and Training (IET), delivered a Training of Trainers Institute on IET to build capacity, and wrote a research brief describing models for implementing IET.

Policy to Performance Initiative: The CDE AEO provided small grants to 10 pilot projects to participate in the Policy to Performance (P2P) initiative during 2011–12. The pilot projects focused on a selected population of ASE students who expressed interest in transitioning to postsecondary education. Through data collection the 10 pilots reported the essential results ranging from program successes and challenges to resources needed to sustain the transition to postsecondary education. The 10 pilots serve as models for the establishment of statewide educational policy regarding services for transitioning students to postsecondary education.

Points of Entry: 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 adult 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 parolees as well as teachers to promote behavioral change interventions. The program also promoted more soft skills development. Elk Grove Adult and Community Education (EGACE) established a referral system between the program at Rio Cosumnes Correctional Center and EGACE's non-correctional Adult Education Program, as well as the local community college system and the local Sacramento Works Career Centers. From the point of enrollment in Points of Entry (POE), a transitional specialist and job developer share the development of an education and career portfolio for each POE participant. Both CCCOE and EGACE are trying to sustain the POE activities, although the funding stream has ended.

Teaching Excellence in Adult Literacy: This was a two-year project sponsored by OVAE and delivered through the American Institutes for Research (AIR). Teaching Excellence in Adult Literacy (TEAL), like the project Student Achievement in Reading (STAR), focused on evidence-based instructional practices, but dealt with writing. The state lead, an AEO 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 May of 2012, the California TEAL team, joined by members of the AIR TEAL leadership team, provided professional development for teachers at the annual statewide California Council for Adult Education (CCAEE) conference in Fresno. A professional development module focused on TEAL writing practices is currently in development for a planned 2013 pilot rollout.

Administrators Forum: The forum provides a venue for adult education administrators to engage critically with their peers on topics that affect the development, management, and sustainability of their adult education programs. Examples of some topics discussed in this year's forum presented by CALPRO were Implementing Program Changes to Meet Adult Learner Needs for the 21st Century Workforce, Implementing Professional Learning Communities: An Administrative Perspective, Financial Aid Accreditation and the Council of Occupational Education Process and Taking on Learner Persistence with a Student Centered Approach—The Story of Two Agencies. The Webinar series was attended by 129 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 to assist instructors in becoming competent and creative online teachers. In addition to learning the basics of creating and teaching a quality online course, the 12 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.

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 goals in ABE, ASE, ESL and EL Civics programs. These practices must 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 2011–12, the CDE awarded 14 programs. Program accomplishments are showcased on the CASAS Web site.

English Literacy and Civics Education Grants: EL Civics continues to have a positive impact on the delivery of English language instruction in California. In the 2011–12 AEFLA survey, 88 percent of EL Civics agencies reported enhanced or improved instruction, 75.6 percent reported improved teacher and staff collaboration, and 67 percent reported increased student attendance and participation. In 2011–12, the CDE funded 157 agencies to provide EL Civics educational services. Of the 125,576 learners eligible for federal reporting, 16,485 were enrolled in Citizenship Preparation and 114,668 were enrolled in Civic Participation. California assesses EL Civics students using performance-based

additional assessments that measure student attainment of civic objectives as well as standardized assessments for citizenship preparation. More than 8,000 (8,362) learners passed the CASAS Government and History for Citizenship test, and 2,339 passed the oral CASAS Citizenship Interview Test. The Civic Participation programs assess students using 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. The design and implementation of the EL Civics programs provide an opportunity for the EL Civics students to apply what they learn in the classroom to have a positive impact on their lives and in their communities.

Collaboration and Integration of Workforce Investment Act, Title I and Title II Activities

California Workforce Investment Board Five-Year Plan: The CDE is participating on the State Working Group in the development and 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 strategic plan—*Linking Adults to Opportunity*—align with the proposed collaborations outlined in the CWIB plan.

Workforce Investment Boards: When asked about involvement with their local Workforce Investment Board (WIB), 51.5 percent of agencies indicated some type of involvement. Agencies also reported specific ways they interacted with their local WIB. The most frequently cited responses included: (1) staff attended WIB meetings (50 percent); (2) developed a Memorandum of Understanding (MOU) with the local WIB (42.5 percent); (3) an administrator served on the local WIB board (25.8 percent); and/or (4) the agency is represented through a consortium (24.2 percent).

One-Stop Systems: As in previous program years, agency size (by enrollment) reflected patterns in relationships. Large agencies were most likely to interact with One-Stop systems (75.1 percent), followed by medium-sized (67.1 percent), and small agencies (48.8 percent). A majority (81.3 percent) of agencies reported receiving or providing student referrals, 42.4 percent indicated they provided classes or training for their local One-Stop system, and 40.3 percent stated they had assigned a staff liaison to the One-Stop system. In addition, 39.6 percent of agencies reported interaction with One-Stop systems by tracking referrals to and from the One-Stop Center.

Legislative Recommendations for Improvement and Expansion of a Performance-Based Funding System

The statewide system of adult education financed with state funding, offered both through adult schools and some community colleges, provides instruction in basic skills and beyond. The current pay-for-performance model in California's adult education delivery system is

used only for literacy-based programs federally funded through AEFLA. These include ABE, ESL, and ASE (high school diploma and GED[®] test preparation). Before expanding the pay-for-performance model to state-funded programs that provide instruction in other program areas, there are a number of issues to consider:

- **Develop Standards and Assessments in Other Authorized Areas—**Before extending the federal pay-for-performance model to state-funded adult education programs beyond ABE, ESL, and ASE, the CDE and the Chancellor's Office of the California Community Colleges should jointly develop and validate content standards, performance standards, and assessments. Program and performance standards provide the framework for standardized measurement of student progress. Developing standardized assessments and outcome measures for the current federal program began more than 30 years ago, and these assessments are used to meet the current federal reporting requirements. Developing a similar set of standardized tests for all state-funded program areas with sufficient rigor for the Common Core State Standards will require sufficient resources. The literacy-based program areas of ABE, ESL, and ASE, included in the current pay for-performance model, lend themselves well to standardized assessments such as multiple-choice tests, writing assessments, and oral interview assessments. Other state-funded program areas could benefit from modification of current assessments, as well as exploration of additional kinds of measures such as portfolios or other performance-based assessments, or industry-accepted certifications. It will take the commitment of resources, time, and field cooperation to develop, test, and validate additional standardized measures appropriate for adult populations.
- **Data Match—**Develop a data match system for adult education programs in California to capture core performance outcome measures (entered employment, retained employment, entered postsecondary education or training) and thereby provide reliable, current, and comprehensive information that:
 - Accurately reflects program successes and challenges;
 - Meaningfully demonstrates return on investment;
 - Enables targeted program improvement for outcomes directly related to employment; and
 - Supports effective state level policy decisions.
- **Provide Additional Funding and Technical Assistance to Support Transition—**A performance-based funding system across all state-funded adult education programs will require additional resources to support a technology and management infrastructure to meet data requirements, which include assessing progress and outcomes and establishing a longitudinal data system that can track adult learners as they transition from adult education into postsecondary education and training programs and into the workforce. In addition, professional development will be required to implement the new system.

Appendices

Appendix A: Progress Measures

What metric is used to measure success in federal adult education programs?

The Comprehensive Adult Student Assessment Systems (CASAS) tests, used nationally, are the standard measures for determining student success. The CASAS measures also align with the National Reporting System (NRS) that the U.S. Department of Education (ED) uses to report performance of adult education programs to the Congress of the United States.

In the CASAS system, raw scores (the number of items correctly answered on a test) convert to scale scores using the CASAS scale score conversion chart provided for each test. The use of scale scores enables comparison of scores on different tests and provides a common metric to relate the CASAS test scores to basic skill level descriptions.

CASAS has developed multiple assessment instruments that measure and document improvement in English literacy, reading, writing, listening, and numeracy on a common national reporting scale. These instruments correlate to learner skill levels, measure learner improvement within each level, and document level completion.

Comprehensive Adult Student Assessment Systems Competencies

The CASAS Competencies include more than 360 competency statements correlated to the Secretary's Commission on Achieving the Necessary Skills Competencies identified by the U.S. Department of Labor. The competencies, updated and revalidated periodically by the CASAS National Consortium, help instructors and learners apply teaching and learning in real-world contexts.

Comprehensive Adult Student Assessment Systems National Skills Level Descriptors

The CASAS National Skill Level Descriptors (See Appendices D and E) identify skills for Adult Basic Education (ABE), Adult Secondary Education (ASE), and English as a Second Language (ESL) learners from beginning literacy to advanced adult secondary levels. The levels show a continuum of employability and life skills from A (beginning literacy) to E (advanced adult secondary). Student Performance Level (SPL) designations correlate to ESL levels. The CASAS levels correspond to all NRS Educational Functioning Levels (EFLs).

Relationship of CASAS levels to NRS for ESL

NRS EFLs		CASAS Level	CASAS Scale Score Ranges
1	Beginning ESL Literacy	A	180 and below
2	Low Beginning ESL	A	181–190
3	High Beginning ESL	A	191–200
4	Low Intermediate ESL	B	201–210
5	High Intermediate ESL	B	211–220
6	Low Advanced ESL	C	221–235

Relationship of CASAS levels to NRS for ABE and ASE

NRS EFLs		CASAS Level	CASAS Scale Score Ranges
1	Beginning ABE Literacy	A	200 and below
2	Beginning Basic Education	B	201–210
3	Low Intermediate Basic Education	B	211–220
4	High Intermediate Basic Education	C	221–235
5	Low Adult Secondary Education	D	236–245
6	High Adult Secondary Education	E	246 and above

Workforce Investment Act, Title II: Adult Education and Family Literacy Act Success Measures

The Adult Education and Family Literacy Act (AEFLA) requires all eligible agencies to establish and meet performance measures that include core indicators of performance and additional optional performance measures (Section 212). The core indicators must include:

- Demonstrated improvements in literacy skills in reading and writing, in the English language, numeracy, English language acquisition, and other literacy skills.

Note: The AEFLA Section 203 defines literacy as an individual's ability to read, write, and speak in English; to compute; and to solve problems at levels of proficiency necessary to function on the job, in the family of the individual, and in society.

- Placement in, retention in, or completion of postsecondary education, training, unsubsidized employment or career advancement.

- Receipt of a secondary school diploma or its recognized equivalent.

The California State Plan (Section 5.1) defines the usage of performance measures by eligible providers to meet the requirements in Section 212 of the AEFLA:

- Student goal attainment and demonstrated student improvements in literacy levels within a program area
- Student completion of a program level
- Student advancement to higher program levels

Other performance measures:

- Receipt of a secondary school diploma or its equivalent (GED[®] certificate)
- Placement in postsecondary education, training, or unsubsidized employment
- Career advancement

Section 5.3 of the California State Plan responds to the requirement in the AEFLA to establish expected levels of performance for each of the core indicators. California currently uses the following three core indicators of performance benchmarks:

- Significant gains in CASAS scores
- A five-point gain or greater from pretest scores for persons at the 210 level or below
- A three-point gain or greater from pretest scores for persons at the 211 level or above
- Completion of two instructional levels
- Attainment of the GED[®] test credential or attainment of a high school diploma

Appendix B: Text Version (accessible) of All Charts in the Above-Stated Report

1. California and National AEFLA Enrollment Chart (Page 3)

Regions	2005–06	2006–07	2007–08	2008–09	2009–10	2010–11	2011–12
California	583,088	586,632	602,837	618,767	434,428	392,918	354,066
Other Western Region	194,948	192,296	187,184	207,700	208,230	193,869	173,724
Outlying Region	2,586	2,488	1,973	2,052	865	1,427	1,536
Eastern Region	402,714	387,035	361,305	369,312	333,703	312,962	297,020
Midwestern Region	376,493	368,844	358,679	365,272	361,318	323,326	310,121
Southern Region	895,936	809,418	824,928	837,144	837,772	787,674	668,352
Total	2,455,765	2,346,713	2,336,906	2,400,247	2,176,316	2,012,176	1,804,819
California Workforce Investment Act (WIA), Title II Enrollment as a Percentage of Total Enrollment	24%	25%	26%	26%	20%	20%	20%

- The total WIA, Title II enrollment in the United States has been decreasing beginning in 2009 and continuing through 2012.
- From 2009–10 through 2011–12, California served one-fifth (20 percent) of the total WIA, Title II learners in the United States compared to 26 percent served in 2007 through 2009.

2. Adults Without High School Diplomas (Page 3)

WIA, Title II Learners with No Diploma	Percentage
United States	14.9%
Northeast Region	13.1%
Midwest Region	12.3%
South Region	16.6%
West Region	15.9%
California	18.9%

- California has the highest percentage of adults ages eighteen years and older who do not have a high school diploma, according to the U.S. Census, 2007–2011 ACS 5-Year estimates.

3. Highest Degree/Diploma Earned at Enrollment 2011–12 (Page 3)

Highest Degree/Diploma Earned	Percentage
None	58.6%
General Educational Development (GED [®])	1.4%
High School Diploma	15.5%
Postsecondary Studies	11.1%
Missing Data	13.5%

- Nearly 60 percent of learners enrolled in the WIA, Title II programs are adults without a high school diploma.

4. United States and California Race and Ethnicity (Pie Charts, Page 4)

Race	United States	California
White Alone	74.1%	61.8%
Black or African American alone	12.5%	6.1%
American Indian and Alaskan Native alone	0.8%	0.8%
Asian alone	4.7%	13.1%
Native Hawaiian and Other Pacific Islander alone	0.2%	0.4%
Some other race alone	5.1%	13.9%
Two or more races	2.5%	3.9%

5. United States and California Race and Ethnicity (Column Chart, Page 4)

	Percentage of Not Hispanic or Latino Population	Percentage of Hispanic or Latino Population
United States	83.9%	16.1%
California	62.8%	37.2%

- California has a larger percentage of Hispanics, Asians, and other races compared to the national average.

6. AEFLA Enrollee Demographics (Page 4)

Geographical Regions	Hispanic	White	Black or African American	Asian	American Indian or Alaskan Native	Native Hawaiian or Other Pacific Islander	Two or More Races
Eastern	43.5%	20.8%	24.7%	8.9%	0.4%	0.2%	1.6%
Midwestern	25.5%	36.0%	25.9%	8.9%	1.5%	0.2%	2.2%
Southern	29.6%	31.9%	31.3%	3.6%	0.9%	0.2%	2.6%
Western	57.1%	17.1%	7.1%	13.4%	2.9%	1.4%	1.1%
United States	39.2%	26.4%	22.2%	8.3%	1.5%	0.6%	1.9%
California	65.2%	10.5%	6.6%	14.2%	1.8%	1.0%	0.8%

- The race and ethnicity distribution of the Adult Education and Family Literacy Act (AEFLA) enrollees is significantly different compared to the other regions.
- More than 65 percent of the WIA, Title II learners enrolled in California are Hispanic.

7. Language Spoken at Home (Column Chart, Page 4)

Geographical Regions	Speak only English	Speak a Language other than English
Midwest Region	89.3%	10.7%
South Region	82.1%	17.9%
Northeast Region	78.1%	21.9%
West Region	67.9%	32.1%
California	56.8%	43.2%

- California leads the nation in its proportion of adults speaking a language other than English in the home.

8. Literacy Needs in California (Page 5)

Education Completed by Adults in California	Percentage
No High School Diploma	18.9%
High School Graduate	22.2%
Some College or Associate's Degree	31.7%
Bachelor's Degree or Higher	27.2%

- In California, 18.9 percent of adults (more than 5.2 million adults) who are out of school and over the age of eighteen do not have a high school diploma according to the U.S. Census, 2007–2011 ACS 5-Year estimates.

9. Percentage of Foreign Born Residents (Page 5)

County	Percentage
Santa Clara	36.9%
Los Angeles	35.6%
San Francisco	35.6%
San Mateo	34.1%
Imperial	32.0%
Alameda	30.7%
Orange	30.5%
Monterey	30.3%
California	27.2%
Merced	25.0%
Colusa County	24.2%
Contra Costa	23.6%
Santa Barbara	23.5%
San Diego	23.2%
San Joaquin	23.1%
Tulare	23.1%
Ventura	22.8%
Sutter	22.5%
Riverside	22.2%
Fresno	22.1%
Napa	22.1%
San Bernardino	21.4%
Madera	21.3%
Yolo	21.2%
Kings	21.1%
Kern	20.5%
Stanislaus	20.5%
Solano	20.0%
Sacramento	19.6%
Santa Cruz	18.6%
Marin	18.5%
Mono County	18.0%
Sonoma	16.4%
Glenn County	15.6%
United States	12.8%
Mendocino	11.8%
San Luis Obispo	10.5%
Placer	10.3%
El Dorado	8.4%
Butte	7.9%

Lassen County	7.0%
Humboldt	5.6%
Nevada	5.4%
Shasta	5.4%

- More than 27 percent of the total population in California is foreign born compared to 12.8 percent nationwide.

10. California Unemployment Rate by Region (Page 6)

Geographical Region	Percentage
Delta Sierra	14.5%
Central Valley	14.2%
Northeastern	11.6%
Costa del Sur	11.1%
Capitol	10.1%
Los Angeles	9.7%
RIMS	9.5%
Southern	8.1%
Northcoast	8.0%
Bay Area	7.9%
South Bay	7.8%
California	9.8%

- The current state unemployment rate is 9.8 percent.

11. California's Troubled Future: Too Few with College Degrees (Page 6)

Education	Economy's Education Demands	Education Levels of Population
Less than high school graduate	11%	22%
High School graduate	14%	17%
Some College	36%	28%
College	39%	33%

- Projections of the state's economy show that it is continuing along a trajectory of steadily increasing demand for a highly educated workforce but the state is unlikely to meet this demand.

12. California AEFLA Enrollment by Provider Type (Page 7)

Provider Type	Total Agencies	Total Enrollment
Adult Schools	161	370,410
Community Based Organizations	27	7,738
Community College Districts	17	88,580
Libraries	7	2,961
County Offices of Education	5	5,050
Institutions (Section 225)	18	50,169
Total	235	524,908

- In 2011–12, 235 local agencies served 524,908 learners in the AEFLA programs under Section 225, Section 231, or English Literacy and Civics Education (EL Civics).
- Adult schools comprised the majority of the AEFLA agencies that applied for and received funding.
- Of the 18 agencies receiving Section 225 funding to serve institutionalized adults, 15 were jail programs and the remaining three were state agencies.

13. California AEFLA Enrollment by Program Area (Page 7)

Enrollment	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12
Total WIA, Title II	841,190	855,021	866,571	696,831	598,486	524,908
Adult Basic Education (ABE)	118,865	130,710	139,816	110,309	95,793	88,704
Adult Secondary Education (ASE)	180,994	196,406	207,016	186,009	165,052	149,122
English as a Second Language (ESL) and ESL-Citizenship	541,331	527,905	519,739	400,513	337,641	287,082

- California's AEFLA programs saw a significant decline in enrollment—19.6 percent in 2009–10, 14.1 percent in 2010–11, and 12.3 percent in 2011–12.
- Enrollment in all three AEFLA programs—ABE, ASE and ESL saw significant declines.
- As in prior years, the ESL programs served the majority of the adult learners (54.7 percent).

14. Agency Size and Enrollment (Page 8)

Agency Size	Total Agencies	Percent of Total Enrollment
500 or fewer learners	83	3.3%
501–1,500 learners	76	14.1%
1,501–3,000 learners	48	19.5%
3,001–5,000 learners	14	10.1%
5,001–8,000 learners	6	7.1%
Over 8,000 learners	8	45.8%

- There were only 14 agencies in 2011–12 that served more than 5,000 learners.
- Large agencies with annual enrollments of more than 8,000 learners served 45.8 percent of the AEFLA learners, while smaller agencies served only 3.1 percent of the enrollees in the 2011–12 program year.

15. Enrollment by Geographical Region (Page 8)

Geographical Region	2010-11	2011-12
Northcoast	10,937	10,843
Northeastern	2,944	2,766
Capitol	20,556	16,688
Bay Area	50,419	45,704
South Bay	36,575	28,805
Delta Sierra	12,184	11,150
Central Valley	18,893	15,244
Costa del Sur	20,697	19,484
Southern	100,979	92,633
RIMS	32,603	31,076
Los Angeles	252,819	213,353
State Agencies	38,880	37,162

- The Los Angeles area has the largest enrollment and saw the highest drop in enrollment numbers in 2011–12 program year.

16. AEFLA Demographics (Page 9)

Race and Ethnicity	Percentage
Two or More Races	0.8%
Native Hawaiian or Pacific Islander	1.0%
White	10.5%
Hispanic or Latino	65.2%
Black or African American	6.6%
Asian	14.2%
American Indian/Alaskan Native	1.8%

Age Group	Percentage
60 and Older	6.3%
45–59	19.9%
25–44	47.6%
19–24	20.0%
16–18	6.2%

Gender	Percentage
Female	54.6%
Male	45.4%

- The largest ethnic groups of learners enrolled in the AEFLA programs are Hispanic (65.2 percent) and Asians (14.2 percent). Less than 1 percent of the adult learners selected their ethnicity as two or more races.
- The largest group of adult school learners (47.6 percent) is between the ages of twenty-five and forty-four.
- Adult learners are more likely to be female (54.6 percent) than male (45.4 percent).

17. 2011-12 NRS AEFLA Enrollment (Page 9)

Region	ABE/ASE	ESL
California	12.0%	30.8%
Other Western	9.6%	9.6%
Southern	44.7%	25.8%
Midwestern	18.5%	15.3%
Eastern	15.1%	18.4%
Outlying	0.1%	0.0%

- According to the NRS federal data, California served 12 percent of the total ABE/ASE learners and 31 percent of the ESL learners.

18. NRS ABE and ASE EFLs (Page 10)

ABE and ASE EFLs	Percentage of Learners
ABE Beginning Literacy	6.7%
ABE Beginning Basic	10.2%
ABE Intermediate Low	16.8%
ABE Intermediate High	41.0%
ASE Low	16.3%
ASE High	8.9%

- The majority (41 percent) of the ABE and ASE learners entered programs at the ABE intermediate high instructional level.

19. NRS ESL EFLs (Page 10)

ESL EFLs	Percentage of Learners
ESL Beginning Literacy	3.3%
ESL Low Beginning	6.4%
ESL High Beginning	16.7%
ESL Intermediate Low	28.9%
ESL Intermediate High	22.5%
ESL Advanced	22.2%

- The highest percentage of ESL learners (28.9 percent) entered programs at the ESL intermediate low level.

20. California 2011–12 AEFLA NRS Overall Performance (Page 10)

Performance	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12
Persistence Rate	54.0%	55.2%	56.2%	58.3%	69.6%	71.2%	72.6%
Completion Rate	33.9%	34.7%	34.7%	36.0%	43.2%	44.6%	45.1%
Advanced Level rate	21.9%	22.7%	22.6%	23.9%	27.0%	27.1%	28.1%

- California's overall performance improved over the last seven program years.

21. California AEFLA NRS EFL Performance 2011–12 (Page 11)

Educational Functioning Level	California State Goals	California State Performance
ABE Beginning Literacy	33%	47.5%
ABE Beginning Basic	48%	56.1%
ABE Intermediate Low	47%	50.7%
ABE Intermediate High	32%	33.4%
ASE Low	33%	34.9%
ASE High	--	29.5%
ESL Beginning Literacy	63%	63.8%
ESL Low Beginning	63%	65.1%
ESL High Beginning	59%	61.4%
ESL Intermediate Low	53%	53.7%
ESL Intermediate High	48%	49.5%
ESL Advanced	23%	23.1%

- In 2011–12, the California exceeded all 11 negotiated state goals in NRS EFLs.

**22. California AEFLA GED® and High
School Diploma Attainment (Page 11)**

Program Year	Received GED®	Received High School Diploma
2005–06	7,202	9,445
2006–07	7,547	8,404
2007–08	10,945	10,950
2008–09	12,012	12,145
2009–10	12,459	12,563
2010–11	12,272	10,547
2011–12	12,642	9,049

- In 2011–12, 12,642 learners received a GED® and 9,049 learners received a high school diploma

Appendix C: Adult Education Family Literacy Act Enrollments and Performance

Adult Education Family Literacy Act Funded Agencies by Provider Type over Eight-Year Period

Agency Type	2004–05		2005–06		2006–07		2007–08	
	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%
Adult Schools	180	59.2	177	61.3	175	64.1	173	65.0
Community-Based Organizations	54	17.8	47	16.3	40	14.7	38	14.3
Community College Districts	19	6.3	18	6.2	18	6.6	17	6.4
Library Literacy Programs	13	4.3	12	4.2	11	4.0	10	3.8
County Offices of Education	9	3.0	8	2.8	8	2.9	7	2.6
California Conservation Corps	1	0.3	1	0.3	N/A	--	N/A	--
Institutions (Section 225)	26	8.5	25	8.6	21	7.7	21	7.9
California State Universities*	1	0.3	N/A	--	N/A	--	N/A	--
County/City Government**	1	0.3	1	0.3	N/A	--	N/A	--
Total	304	100	289	100	273	100	266	100

Agency Type	2008–09		2009–10		2010–11		2011–12	
	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%
Adult Schools	174	66.4	172	67.2	167	66.8	161	68.5
Community-Based Organizations	34	13	32	12.5	31	12.4	27	11.5
Community College Districts	17	6.5	17	6.6	17	6.8	17	7.2
Library Literacy Programs	9	3.4	9	3.5	9	3.6	7	3.0
County Offices of Education	7	2.7	6	2.3	6	2.4	5	2.1
California Conservation Corps	N/A	--	N/A	--	N/A	--	N/A	--
Institutions (Section 225)	21	8	20	7.8	20	8	18	7.7
California State Universities*	N/A	--	N/A	--	N/A	--	N/A	--
County/City Government**	N/A	--	N/A	--	N/A	--	N/A	--
Total	262	100	256	100	250	100	235	100.0

CASAS 2012

Note: *San Diego State University, **HACLA Workforce Center

The California Department of Education Geographic Regions and Counties

California Department of Education (CDE) Geographic Regions	Counties
Northcoast (1)	Humboldt, Marin, Mendocino, Napa, Solano, Sonoma
Northeastern (2)	Butte, Glenn, Lassen, Modoc, Shasta, Tehama
Capitol (3)	Colusa, El Dorado, Nevada, Placer, Sacramento, Sutter, Yolo
Bay Area (4)	Alameda, Contra Costa, San Francisco
South Bay (5)	Monterey, San Mateo, Santa Clara, Santa Cruz
Delta Sierra (6)	Merced, San Joaquin, Stanislaus
Central Valley (7)	Fresno, Madera, Mono
Costa del Sur (8)	Kern, Kings, San Luis Obispo, Santa Barbara, Tulare
Southern (9)	Imperial, Orange, San Diego
RIMS (10)	Riverside, San Bernardino
Los Angeles (11)	Los Angeles, Ventura

CASAS 2012

- Adult Education Family Literacy Act (AEFLA) Applicants and Agencies Funded by the CDE Geographic Region for 2011–12

CDE Geographic Region	Received Funding		Total Enrollment	
	<u>N</u>	%	<u>N</u>	%
Northcoast (1)	14	6.0%	10,843	2.1%
Northeastern (2)	10	4.3%	2,766	0.5%
Capitol (3)	20	8.5%	16,688	3.2%
Bay Area (4)	32	13.6%	45,704	8.7%
South Bay (5)	25	10.6%	28,805	5.5%
Delta Sierra (6)	10	4.3%	11,150	2.1%
Central Valley (7)	9	3.8%	15,244	2.9%
Costa del Sur (8)	17	7.2%	19,484	3.7%
Southern (9)	25	10.6%	92,633	17.6%
RIMS (10)	25	10.6%	31,076	5.9%
Los Angeles (11)	45	19.1%	213,353	40.6%
State Agencies	3	1.3%	37,162	7.1%
Total	235	100.0	524,908	100.0

CASAS 2012

Note: State agencies include CDCR, CDCR-DJJ, and CDDS

**Adult Education Family Literacy Act Funded Agencies by the California Department
of Education Geographic Region and Provider Type for 2011–12**

Geographic Region	Adult Schools	Community- Based Organizations	Community Colleges	Library Literacy	County Offices of Education	Institutions (Section 225)
	<u>N</u>	<u>N</u>	<u>N</u>	<u>N</u>	<u>N</u>	<u>N</u>
Northcoast (1)	9	2	1	1		1
Northeastern (2)	6		1		2	1
Capitol (3)	12	1		1	2	4
Bay Area (4)	18	10	1		1	2
South Bay (5)	21	3				1
Delta Sierra (6)	8	1				1
Central Valley (7)	8	0				1
Costa del Sur (8)	10	3	2			2
Southern (9)	16	2	5	1		1
RIMS (10)	19	1	2	2		1
Los Angeles (11)	34	4	5	2		
State Agencies	--	--	--	--	--	3
Total	161	27	17	7	5	18

CASAS 2012

Note: State includes CDCR, CDCR-DJJ, and CDDS

**Adult Education Family Literacy Act Funded Agencies by Size and Provider Type
for 2011–12**

Enrollment Size	Adult Schools		Community- Based Organizations		Community Colleges		Library Literacy	
	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%
500 or fewer	47	29.2	20	74.1	3	17.6	4	57.1
501–1,500	54	33.5	7	25.9	3	17.6	3	42.9
1,501–3,000	42	26.1			4	23.5		
3,001–5,000	10	6.2			2	11.8		
5,001–8,000	5	3.1			1	5.9		
Over 8,000	3	1.9			4	23.5		
Total	161	100.0	27	100.0	17	100.0	7	100.0

Size	County Offices of Education		Institutions (Section 225)		Total Agencies		Total Enrollment	
	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%
500 or fewer	3	60.0	6	33.3	83	35.3	17,546	3.3
501–1,500	1	20.0	8	44.4	76	32.3	74,062	14.1
1,501–3,000			2	11.1	48	20.4	102,529	19.5
3,001–5,000	1	20.0	1	5.6	14	6.0	52,998	10.1
5,001–8,000					6	2.6	37,184	7.1
Over 8,000			1	5.6	8	3.4	240,589	45.8
Total	5	100.0	18	100.0	235	100.0	524,908	100.0

CASAS 2012

Adult Education Family Literacy Act Funded Agencies by Size and the California Department of Education Geographic Region for 2011–12

CDE Geographic Region	500 or fewer		501–1,500		1,501–3,000		3,001–5,000		5,001–8,000		Over 8,000	
	N	%	N	%	N	%	N	%	N	%	N	%
Northcoast (1)	9	10.8	1	1.3	4	8.3					0.0	0.0
Northeastern (2)	9	10.8	1	1.3								
Capitol (3)	9	10.8	8	10.5	3	6.3						
Bay Area (4)	11	13.3	11	14.5	6	12.5	3	21.4			1	12.5
South Bay (5)	8	9.6	10	13.2	6	12.5			1	16.7		
Delta Sierra (6)	4	4.8	4	5.3	1	2.1	1	7.1				
Central Valley (7)	4	4.8	2	2.6	2	4.2					1	12.5
Costa del Sur (8)	5	6.0	8	10.5	3	6.3			1	16.7		
Southern (9)	7	8.4	5	6.6	5	10.4	3	21.4	2	33.3	3	37.5
RIMS (10)	7	8.4	10	13.2	6	12.5	2	14.3				
Los Angeles (11)	10	12.0	15	19.7	11	22.9	5	35.7	2	33.3	2	25.0
State Agencies	--		1	1.3	1	2.1	--		--		1	12.5
Total	83	100	76	100	48	100	14	100	6	100	8	100

CASAS 2012

Note: State includes CDCR, CDCR-DJJ, and CDDS

**Adult Education Family Literacy Act Funded Agencies Enrollment by Provider Type
over Eight-Year Period**

Provider Type	2004–05		2005–06		2006–07		2007–08	
	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%
Adult Schools	687,055	81	661,179	79.3	662,635	78.8	666,935	78
Community-Based Organizations	12,113	1.4	10,040	1.2	8,035	1	7,737	0.9
Community College Districts	79,172	9.3	79,313	9.5	82,441	9.8	82,841	9.7
County Offices of Education	5,177	0.6	5,263	0.6	4,986	0.6	5,685	0.7
Library Literacy Programs	3,168	0.4	2,889	0.3	2,369	0.3	2,424	0.3
California Conservation Corps	562	0.1	1,134	0.1	N/A	--	N/A	--
California State Universities*	74	0	N/A	--	N/A	--	N/A	--
Institutions (Section 225)	60,771	7.2	73,776	8.9	80,724	9.6	89,399	10.5
County/City Government**	128	0	30	0	N/A	--	N/A	--
Total	848,220	100.0	833,624	100.0	841,190	100.0	855,021	100.0

Provider Type	2008–09		2009–10		2010–11		2011–12	
	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%
Adult Schools	671,228	77.5	525,573	75.4	434,708	72.6	370,410	70.6
Community-Based Organizations	7,205	0.8	6,935	1	8,139	1.4	7,738	1.5
Community College Districts	93,451	10.8	94,990	13.6	95,143	15.9	88,580	16.9
County Offices of Education	5,217	0.6	5,297	0.8	5,412	0.9	5,050	1.0
Library Literacy Programs	2,388	0.3	2,492	0.4	2,773	0.5	2,961	0.6
California Conservation Corps	N/A	--	N/A	--	N/A	--	N/A	--
California State Universities*	N/A	--	N/A	--	N/A	--	N/A	--
Institutions (Section 225)	87,082	10	61,544	8.8	52,311	8.7	50,169	9.6
County/City Government**	N/A	--	N/A	--	N/A	--	N/A	--
Total	866,571	100.0	696,831	100.0	598,486	100.0	524,908	100.0

CASAS 2012

Note: *San Diego State University, **HACLA Workforce Center

Enrollment by Instructional Program for Adult Education Family Literacy Act Learners over Six-Year Period

Instructional Program	2006–07		2007–08		2008–09		2009–10		2010–11		2011–12	
	N	%	N	%	N	%	N	%	N	%	N	%
ABE	118,865	14.1	130,710	15.3	139,816	16.1	110,309	15.8	95,793	16.0	88,704	16.9
ESL	535,284	63.6	522,034	61.1	515,838	59.5	396,676	56.9	334,062	55.8	285,620	54.4
ESL-Cit	6,047	0.7	5,871	0.7	3,901	0.5	3,837	0.6	3,579	0.6	1,462	0.3
ASE	180,994	21.5	196,406	23.0	207,016	23.9	186,009	26.7	165,052	27.6	149,122	28.4
Total	841,190	100.0	855,021	100.0	866,571	100.0	696,831	100.0	598,486	100.0	524,908	100.0

CASAS 2012

Adult Education Family Literacy Act Funded Agencies Payment Points by Program Type over Seven-Year Period

Program Year	231 ABE/ESL/ VESL/ESL-Cit	225 ABE/ESL/ASE RSC Code	231 ASE/GED	EL-Civics RSC Code
2005–06	228,417	27,317	25,152	123,818
2006–07	226,186	32,270	26,571	135,491
2007–08	225,613	35,338	35,687	138,969
2008–09	236,983	39,061	41,220	153,400
2009–10	208,293	24,845	42,606	140,956
2010–11	189,204	30,055	41,469	128,811
2011–12	167,825	33,247	39,974	128,004

CASAS 2012

Adult Education Family Literacy Act California Learner Enrollment with National Reporting System Restrictions for 2011–12

	<u>N</u>
Total Workforce Investment Act Learner with Entry Records	524,908
National Reporting System criteria for excluding students from Federal Tables	
Learners < sixteen years old	6,623
Learners with fewer than 12 hours of instruction	85,394
Learners concurrently enrolled in High School/K–12	30,806
Missing Gender	536
Missing Ethnicity/Race	4,795
No Accurate Pretest	36,249
No Entry/Update Record	179
Work-based project learner	6,260
Learners included in NRS Federal Tables	354,066

CASAS 2012

The National Reporting System Educational Functioning Level for Adult Education Family Literacy Act Learners for 2011–12

Instructional Level	ABE		ASE		ESL/ESL-Cit	
	N	%	N	%	N	%
ABE Beginning Literacy	7,699	11.7	944	1.5		
ABE Beginning Basic Education	10,373	15.8	2,721	4.4		
ABE Intermediate Low	14,131	21.6	7,460	12.1		
ABE Intermediate High	27,518	42.0	25,045	40.7		
ASE Low	3,978	6.1	16,130	26.2	802	0.4
ASE High	1,838	2.8	9,236	15.0	282	0.1
ESL Beginning Literacy					7,552	3.3
ESL Low Beginning					14,474	6.4
ESL High Beginning					37,780	16.6
ESL Intermediate Low					65,222	28.7
ESL Intermediate High					50,784	22.4
ESL Advanced					50,097	22.1
Total	65,537	100.0	61,536	100.0	226,993	100.0

CASAS 2012

Summary of California Core Performance Results

	2005–06		2006–07		2007–08		2008–09		2009–10		2010–11		2011–12	
Entering Educational Functioning Levels	Performance Goal	Performance (Against all Enrollees)	Performance Goal	Performance (Against all Enrollees)	Performance Goal	Performance (Against all Enrollees)	Performance Goal	Performance (Against all Enrollees)	Performance Goal	Performance (Against all Enrollees)	Performance Goal	Performance (Against all Enrollees)	Performance Goal	Performance (Against all Enrollees)
	%	%	%	%	%	%	%	%	%	%	%	%	%	%
ABE Beginning Literacy	25.0	24.2	26.0	27.3	25.0	26.4	28.0	30.7	27.0	31.8	32.0	44.7	33.0	47.5
ABE Beginning Basic	42.0	41.4	44.0	40.0	43.0	39.0	43.0	39.5	41.0	46.7	41.0	52.7	48.0	56.1
ABE Intermediate Low	38.0	33.5	38.0	34.1	36.0	35.3	36.0	39.4	37.0	45.5	40.0	48.8	47.0	50.7
ABE Intermediate High	31.0	27.4	31.0	25.8	31.0	25.6	29.0	27.1	26.0	30.7	28.0	32.7	32.0	33.4
ASE Low	26.0	21.5	26.0	15.4	25.0	16.9	22.0	19.0	19.0	31.7	20.0	32.6	33.0	34.9
ASE High	30.0	24.8	27.0	25.2	--	25.2	--	26.9	--	24.3	--	28.3	--	29.5
ESL Beginning Literacy	36.0	40.1	40.0	41.0	41.0	41.6	42.0	43.0	43.0	61.6	44.0	61.6	63.0	63.8
ESL Low Beginning	32.0	34.3	34.0	29.7	35.0	31.1	35.0	34.1	33.0	62.1	35.0	63.0	63.0	65.1
ESL High Beginning			34.0	47.3	36.0	47.2	48.0	49.3	48.0	58.2	50.0	61.0	59.0	61.4
ESL Intermediate Low	43.0	43.3	44.0	43.5	44.0	44.2	44.0	45.8	46.0	51.8	47.0	53.4	53.0	53.7
ESL Intermediate High	44.0	42.3	44.0	42	44.0	41.6	43.0	43.1	43.0	47.4	44.0	48.2	48.0	49.5
ESL Advanced	24.0	21.7	23.0	19.1	23.0	19.8	22.0	20.5	21.0	22.4	21.0	22.6	23.0	23.1
Core Follow-Up Outcome Measures	%	%	%	%	%	%	%	%	%	%	%	%	%	%
GED/HS Completion	30.0	26.5	30.0	32.4	30.0	36.2	35.0	39.2	38.0	38.8	40.0	41.2	40.0	42.0
Entered Employment	56.0	49.9	56.0	52.7	53.0	56.9	53.0	53.4	59.0	44.0	59.0	44.6	45.0	47.3
Retained Employment	83.0	91.4	88.0	92	91.0	92.9	91.0	92.0	95.0	90.8	95.0	93.1	95.0	94.3
Entered Postsecondary Education	56.0	47.3	58.0	47.8	57.0	42.4	60.0	41.7	44.0	43.1	44.0	46.6	44.0	40.8

Appendix D: Comprehensive Adult Student Assessment Systems Skill Level Descriptors for Adult Basic Education and Adult Secondary Education

Scale Scores	CASAS Level	Descriptors
250	E	Advanced Adult Secondary (Scale Score 246+) With some assistance, persons at this level are able to interpret technical information, more complex manuals, and material safety data sheets (MSDS). Can comprehend some college textbooks and apprenticeship manuals.
245		
240	D	Adult Secondary (Scale Score 236–245) Can read and follow multi-step directions; read and interpret common legal forms and manuals; use math in business, such as calculating discounts; create and use tables and graphs; communicate personal opinion in written form; write an accident or incident report. Can integrate information from multiple texts, charts, and graphs as well as evaluate and organize information. Can perform tasks that involve oral and written instructions in both familiar and unfamiliar situations.
235		
230	C	Advanced Basic Skills (Scale Score 221–235) Can handle most routine reading, writing, and computational tasks related to their life roles. Can interpret routine charts, graphs, and labels; read and interpret a simple handbook for employees; interpret a payroll stub; complete an order form and do calculations; compute tips; reconcile a bank statement; fill out medical information forms and job applications. Can follow multi-step diagrams and written instructions; maintain a family budget; and write a simple accident or incident report. Can handle jobs and job training situations that involve following oral and simple written instructions and diagrams. Persons at the upper end of this score range are able to begin General Educational Development Test (GED®) preparation.
225		
220		
215		
210	B	Intermediate Basic Skills (Scale Score 211–220) Can handle basic reading, writing, and computational tasks related to life roles. Can read and interpret simplified and some authentic materials on familiar topics. Can interpret simple charts, graphs, and labels; interpret a basic payroll stub; follow basic written instructions and diagrams. Can complete a simple order form and do calculations; fill out basic medical information forms and basic job applications; follow basic oral and written instructions and diagrams. Can handle jobs and/or job training that involve following basic oral or written instructions and diagrams if they can be clarified orally.
205		Beginning Basic Skills (Scale Score 201–210) Can fill out simple forms requiring basic personal information, write a simple list or telephone message, calculate a single simple operation when numbers are given, and make simple changes. Can read and interpret simple sentences on familiar topics. Can read and interpret simple directions, signs, maps, and simple menus. Can handle entry level jobs that involve some simple written communication.
200		
190	A	Beginning Literacy/Pre-Beginning (Scale Score 150–200) Very limited ability to read or write. Persons at the upper end of this score range can read and write numbers and letters and simple words and phrases related to immediate needs. Can provide very basic personal identification in written form such as on job applications. Can handle routine entry level jobs that require only basic written communication.
180		
150		

Note: This chart provides general skill descriptors by level. Level descriptors for reading, math and listening correspond to scale scores on tests in those specific skill areas.

Appendix E: Comprehensive Adult Student Assessment Systems Skill Level Descriptors for English as a Second Language

Scale Scores	CASAS Level	Descriptors
250	E	Proficient Skills (Scale Score 246+) SPL 8 Listening/Speaking: Can participate effectively in social and familiar work situations; can understand and participate in practical and social conversations and in technical discussions in own field. Reading/Writing: Can handle most reading and writing tasks related to life roles; can read and interpret most nonsimplified materials; can interpret routine charts, graphs, and labels; fill out medical information forms and job applications. Employability: Can meet work demands with confidence, interact with the public, and follow written instructions in work manuals.
245		
240	D	Adult Secondary (Scale Score 236–245) SPL 7 Listening/Speaking: Can function independently in survival and social and work situations; can clarify general meaning and communicate on the telephone on familiar topics. Reading/Writing: Can read and interpret nonsimplified materials on everyday subjects; can interpret routine charts, graphs, and labels; fill out medical information forms and job applications; and write an accident or incident report. Employability: Understands routine work-related conversations. Can handle work that involves following oral and simple written instructions and interact with the public. Can perform reading and writing tasks, such as most logs, reports, and forms, with reasonable accuracy to meet work needs.
235		
230	C	Advanced ESL (Scale Score 221–235) SPL 6 Listening/Speaking: Can satisfy most survival needs and social demands. Has some ability to understand and communicate on the telephone on familiar topics. Can participate in conversations on a variety of topics. Reading/Writing: Can read and interpret simplified and some nonsimplified materials on familiar topics. Can interpret simple charts, graphs, and labels; interpret a payroll stub; and complete a simple order form; fill out medical information forms and job applications. Can write short personal notes and letters and make simple log entries. Employability: Can handle jobs and job training situations that involve following oral and simple written instructions and multi-step diagrams and limited public contact. Can read a simple employee handbook. Persons at the upper end of this score range are able to begin General Educational Development Certificate (GED®) preparation.
225		
220		
215		
210	B	High Intermediate ESL (Scale Score 211–220) SPL 5 Listening/Speaking: Can satisfy basic survival needs and limited social demands; can follow oral directions in familiar contexts. Has limited ability to understand on the telephone. Understands learned phrases easily and new phrases containing familiar vocabulary. Reading/Writing: Can read and interpret simplified and some authentic material on familiar subjects. Can write messages or notes related to basic needs. Can fill out basic medical forms and job applications. Employability: Can handle jobs and/or training that involve following basic oral and written instructions and diagrams if they can be clarified orally.
205		Low Intermediate ESL (Scale Score 201–210) SPL 4 Listening/Speaking: Can satisfy basic survival needs and very routine social demands. Understands simple learned phrases easily and some new simple phrases containing familiar vocabulary, spoken slowly with frequent repetition. Reading/Writing: Can read and interpret simple material on familiar topics. Able to read and interpret simple directions, schedules, signs, maps, and menus. Can fill out forms requiring basic personal information and write short, simple notes and messages based on familiar situations. Employability: Can handle entry-level jobs that involve some simple oral and written communication but in which tasks can also be demonstrated and/or clarified orally.
200		
190		High Beginning ESL (Scale Score 191–200) SPL 3 Listening/Speaking: Functions with some difficulty in situations related to immediate needs; may have some simple oral communication abilities using basic learned phrases and sentences. Reading/Writing: Reads and writes letters and numbers and a limited number of basic sight words and simple phrases related to immediate needs. Can write basic personal information on simplified forms. Employability: Can handle routine entry-level jobs that involve only the most basic oral or written communication in English and in which all tasks can be demonstrated.
180	A	Low Beginning ESL (Scale Score 181–190) SPL 2 Listening/Speaking: Functions in a very limited way in situations related to immediate needs; asks and responds to basic learned phrases spoken slowly and repeated often. Reading/Writing: Recognizes and writes letters and numbers and reads and understands common sight words. Can write own name and address. Employability: Can handle only routine entry-level jobs that do not require oral or written communication in English and in which all tasks are easily demonstrated.
150		Beginning Literacy/Pre-Beginning ESL (Scale Score 150–180) SPL 0-1 Listening/Speaking: Functions minimally, if at all, in English. Communicates only through gestures and a few isolated words. Reading/Writing: May not be literate in any language. Employability: Can handle very routine entry-level jobs that do not require oral or written communication in English and in which all tasks are easily demonstrated. Employment choices would be extremely limited.

Note: This chart provides general skill descriptors by level. Level descriptors for reading, math and listening correspond to scale scores on tests in those specific skill areas