



# California Department of Education

## Coordinated Student Support & Adult Education Division

### Implementation and Impact of the WIA, Title II 2010-11

The Federal Workforce Investment Act (WIA), Title II 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. The California Department of Education (CDE) WIA, Title II federally funded programs provide lifelong educational opportunities and support services to more than **one-fifth of the nation's adults** enrolled in WIA, Title II programs – 11 percent of the total ABE/ASE learners and 31 percent of the ESL learners. The adult education program addresses 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. California's Adult Education program provides critical support to the literacy needs of this adult population through basic skills, English language education, attainment of high school diploma or GED certificate and transition to postsecondary. Fiscal year 2010–11 represents the twelfth year of WIA, Title II implementation.

Literacy needs vary among regions across the United States because of significant differences in the distribution of adults of different races and ethnicities, educational backgrounds, the unemployment rate, poverty levels, and other factors. California is home to the most diverse population in the nation and faces a huge demand for education programs to support the literacy needs of this adult population.

- In California, one out of five adults out of school and over the age of 18 does not have a high school diploma, according to the 2000 U.S. Census. More than six million adults with a high school diploma or GED will require some remedial coursework to even apply to college. **More than 60 percent of learners enrolled in WIA, Title II programs are adults without a high school diploma.**
- More than 3.3 million adults 18-64 years old speak English "less than well." One-third of the national



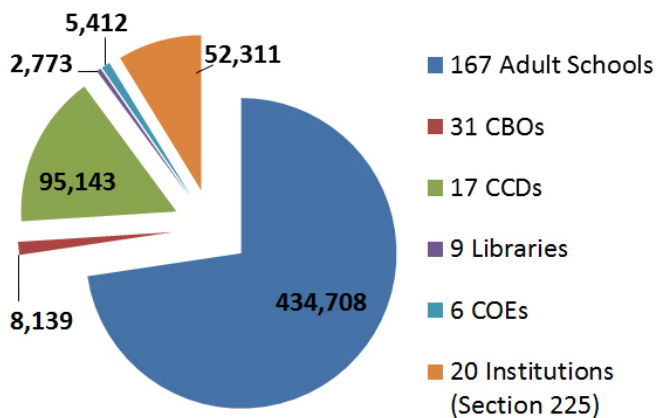
non-English-speaking population lives in California. Approximately 14 million (42.3 percent) California residents speak a language other than English, compared to an average of 19.6 percent nationwide. More than 27 percent of the total population in California is foreign-born. Many of these individuals need English literacy skills and basic education to secure employment, obtain citizenship, pursue postsecondary or higher education, and participate in their children's education. **More than 70 percent of learners enrolled in WIA, Title II programs speak a native language other than English.**

- More than 1.2 million California residents of labor-force age are unemployed. There is a significant need for workplace readiness including skills such time management, critical thinking, and communication. **More than a third of learners enrolled in WIA, Title II programs are unemployed.**
- Projections of the state's economy show it is continuing along a trajectory of steadily increasing demand for a highly educated workforce and will not have enough college graduates to meet labor market demands. Also, California is facing a huge shortage in the supply of workers for middle-skill jobs – those that require more than a high school education, but not necessarily a four-year college degree. **Only 10.5 percent of the learners enrolled in WIA, Title II programs have any postsecondary education.**

## California's Enrollment

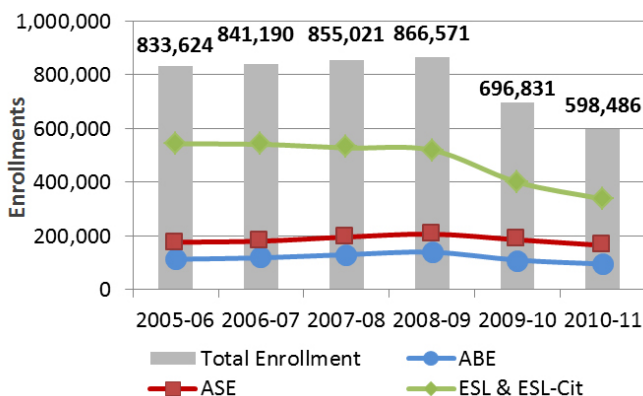
In 2010-11, **250** local agencies served **598,486** learners in the WIA, Title II programs. Adult schools comprised the majority of WIA, Title II agencies that received funding. Other adult education providers include community-based organizations (CBOs), community college districts (CCDs), library 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.

California WIA, Title II Enrollment

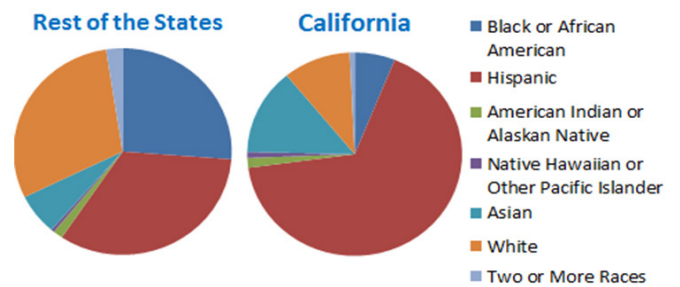


- California's WIA, Title II programs saw a significant decline in enrollment (**19.6 percent**) in the 2009-10 and (**14.1 percent**) in the 2010-11 program years. ESL programs served the majority of adult learners (56 percent). ASE served 27.6 percent, and ABE served 16 percent of all learners enrolled. ABE, ASE, and ESL all saw significant declines in enrollment.

California WIA, Title II Enrollment



- California has the most diverse population in the nation. There is a much higher percentage of Hispanics, Asians, and other races in California compared to the national average. More than 65 percent of the WIA, Title II learners enrolled in California are Hispanic followed by Asians and Whites. The race and ethnicity distribution of the WIA, Title II enrollees is significantly different compared to the other regions. Adult learners in California are more likely to be female (54.1 percent) than male (45.9 percent). The largest group of adult education learners (47.9 percent) is between the ages of twenty-five to forty-four.

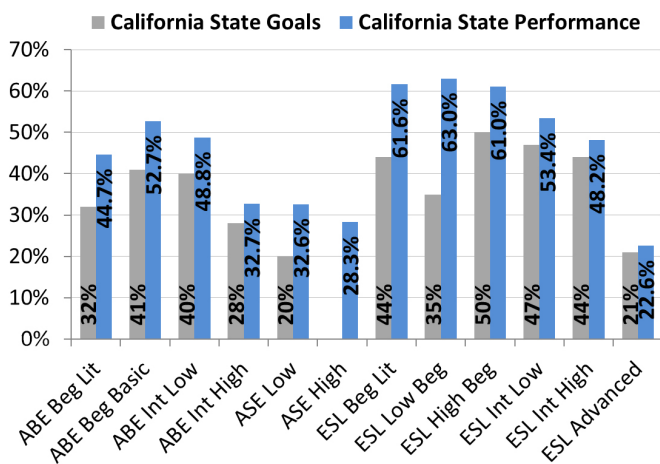


## California's Performance

In 2010-11, 392,918 (65.7 percent) qualified for the National Reporting System (NRS) federal reporting. The NRS requires states to restrict the student data reported to the Education Department (ED) to only those learners who persisted in program for more than 12 hours, were not concurrently enrolled in K-12, and were 16 years and older. The majority of the ABE and ASE learners (58.2%) entered programs at the ABE intermediate high and ASE low instructional levels. The majority of ESL learners (30.5%) entered at the ESL intermediate low level. Student performance is measured through completion of federally defined Education Functioning Levels (EFLs).

- In 2010-11 the California WIA, Title II agencies **exceeded all 11 negotiated state goals** in NRS EFLs. California exceeded the national average in eight areas of EFL performance, including five ESL and three ABE levels. **The completion rate for all 12 EFLs improved in 2010-11 compared to 2009-10.**

## California WIA, Title II NRS Performance



- 279,800 learners persisted in the program and were administered a pre- and post-test. Learners who persisted received an average of more than 200 hours of instruction. The persistence rates in 2010-11 improved for EFLs compared to 2009-10. California achieved a total persistence rate of 71.2 percent. More than 60 percent of learners who persisted completed an EFL and 38.1 percent advanced one or more levels. The longitudinal overall performance data shows continuing improvement in persistence and EFL completion rates.
- California uses a student follow-up survey to track results for the core follow-up measures of entered employment, retained employment, and entered postsecondary education or training. Response rates are typically low; however, California has improved the response rate in the last two program years. More than 40 percent of the learners who responded to the entered employment survey found employment, 93.1 percent of the learners who responded to the retained employment survey stayed employed, and 46.6 percent of the learners who responded to the postsecondary survey entered postsecondary education or training. California exceeded the state goal for the core follow-up measures of obtaining a GED or secondary school diploma.

California adopted a performance-based system to allocate and manage WIA, Title II funds for the delivery of quality adult education and literacy programs. California measures and pays local providers when students accomplish specific learning gains and attain a high school diploma or GED. 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.

## 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) Comprehensive Adult Student Assessment Systems (CASAS); and (3) Outreach and Technical Assistance Network (OTAN). The AEO and the leadership projects facilitate a collaborative approach in addressing the eleven activities set forth in the California State Plan and in the WIA, Title II legislation under Section 223 for adult education and literacy activities.

**Policy to Performance Initiative (P2P)** – The P2P initiative was launched by the ED OVAE and is designed to support “Transitioning Adults to Opportunity.” California is one of eight states participating in the P2P initiative aiming to increase transfer rates from adult education programs to postsecondary education programs and to foster an institutional climate supportive of the success of adult education students. Ten pilot programs have been selected for the 2011-12 school year to strengthen or build a comprehensive student support services component of their current postsecondary transition program. Through data collection, analysis, guidance, and support, the pilots will provide the AEO with essential data regarding transitions to postsecondary education.

**National Career Awareness Project (NCAP)** – California is one of eight states participating in the NCAP. NCAP is designed to support Adult Education instructors and counselors. Five pilot programs were selected to initiate or strengthen a career planning and awareness component for their current postsecondary transition program. In December 2011, California’s AEO completed a State Dissemination Plan. The plan included NCAP goals, partners, communications, trainers, content, strategies, and long-term outcomes.

**ABE Initiative** – CDE completed an Adult Basic Education initiative to address program improvement strategies in ABE funded programs. Twenty-six agencies participated by completing an improvement plan, sending participants to two

professional development events, and connecting through an online community about various topics. Current data shows that more than 70 percent of participating agencies have increased in ABE student persistence and completion rates.

### **Transitions to Postsecondary and Workforce –**

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

### **English Literacy and Civics Education (EL Civics) Grants –**

EL Civics continues to have a positive impact on the delivery of English language instruction in California. The design and implementation of EL Civics programs provide an opportunity for EL Civics students to apply what they learn in the classroom in their lives and communities. In 2010-11, the CDE funded 170 agencies to provide EL Civics educational services to 140,980 adult learners. 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.

### **ABE Pilot for Workforce Skills Certification –**

The CDE is continuing to partner with CASAS, local One Stops and Workforce Investment Boards (WIBs), local Chambers of Commerce, parolee programs, and adult education programs to implement a workforce skills program leading to a National Workforce Skills Certification. Learners enrolled in vocationally focused ABE and ESL programs are assessed with CASAS assessments on applied academic skills as well as employer-defined soft skills. Learners are able to receive a Workforce Skills Profile that outlines their workplace-related skills and can receive a Workforce Skills Certificate as a culmination of their participation in the program. This project has been able to provide the resources and support necessary for California agencies to provide meaningful and effective workplace-based instruction, and to give learners the opportunities to use their new skills to obtain employment.

Fifteen sites are currently participating in the pilot.

**Points of Entry –** The Points of Entry project was launched with the ED OVAE and the Open Society Foundation. The objective of the project is to demonstrate innovative approaches for facilitating adults' access to career pathways services, and supportive services. This includes behavioral change interventions, and integrating pre- and post-release services to facilitate adults' pursuit of education, training, and employment. In California, two sites were chosen for innovative approaches and the project review is planned for 2012.



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 of 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. Under the current California budget, state apportionment funding for the adult schools has shifted to the local school district. This has created unprecedented pressures on the adult education system. Because of the redirection of adult education funding, 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.**