



California Department of Education

Coordinated Student Support & Adult Education Division

Implementation and Impact of the WIA, Title II 2011-12

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 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 – 12 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 a high school diploma or GED® test credential and transition to postsecondary. Fiscal year 2011–12 represents the thirteenth year of WIA, Title II implementation.

California's Crisis and Challenges

The California budget crisis has resulted in the significant reduction of the state's education funding. California's adult schools have not had a dedicated funding stream since 2009, when the state allowed school districts to use adult education funds for any purpose. Granting flexibility to the local district by loosening restrictions on the funds has led to the closing or erosion of adult education programs throughout the state.

In 2011-12, 235 local agencies served 524,908 learners in the WIA, Title II programs. **California's WIA, Title II programs saw a significant decline in enrollment in the last three program years – (19.6 percent) in the 2009-10, (14.1 percent) in the 2010-11 and (12.3 percent) in the 2011-12 program year.**

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

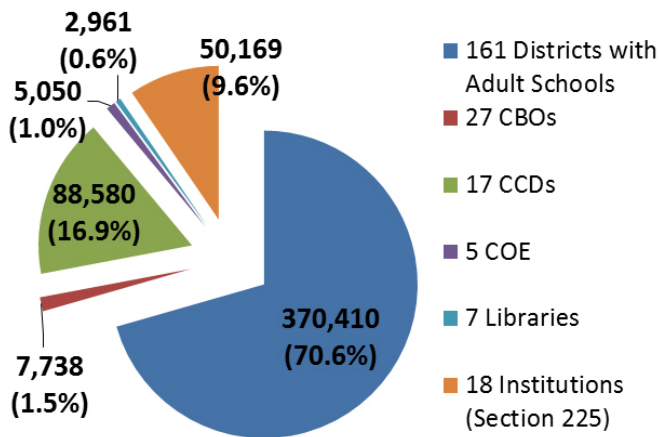
a huge demand for education programs to support the literacy needs of this adult population. The adult population in California is growing according to the U.S. Census 2007–2011 American Community Survey (ACS) 5-Year Estimates.

- In California, 5.2 million adults out of school and over the age of 18 do not have a high school diploma, according to the U.S. Census, 2007–2011 ACS. More than six million adults with a high school diploma or GED® test credential will require some remedial coursework to even apply to college. **More than 58 percent of learners enrolled in WIA, Title II programs are adults without a high school diploma.**
- More than 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 (43 percent) California residents speak a language other than English, compared to an average of 20.1 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 73 percent of learners enrolled in WIA, Title II programs speak a native language other than English.**
- More than 1.8 million California residents of labor-force age are unemployed. There is a significant need for workplace readiness including skills such as time management, critical thinking, and communication. **More than one-third (43.7 percent) 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 the state 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 11.1 percent of the learners enrolled in WIA, Title II programs have any postsecondary education.**

California's Enrollment and Performance

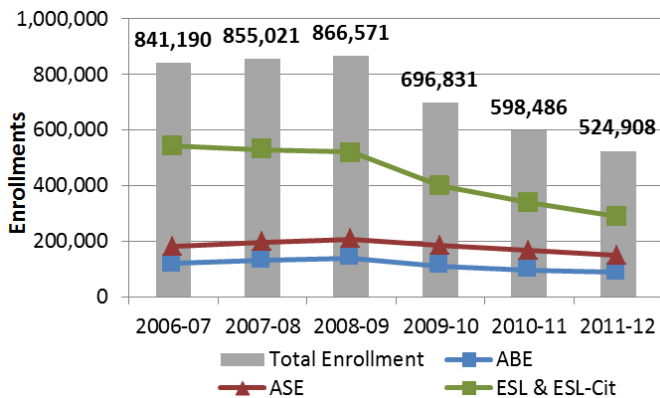
Adult schools comprised the majority of WIA, Title II agencies that received funding. Other adult education providers include community-based organizations (CBOs), community college districts (CCDs), library literacy programs, and county offices of education (COEs). Section 225 includes state and local institutions, such as county jail education programs and state agencies serving institutionalized adults.

California AEFLA Enrollment by Provider Type



- ESL programs served the majority of adult learners (54.7 percent). ASE served 28.4 percent, and ABE served 16.9 percent of all learners enrolled. ABE, ASE, and ESL all saw significant declines in enrollment in the last three years.

California AEFLA Enrollment by Program Area



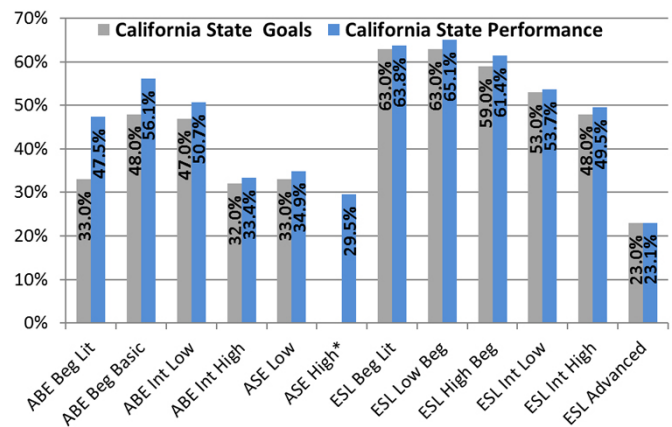
- California has the most diverse population in the nation. There is a much higher percentage of Hispanics, Asians, and other races in California compared to the national average. More than 65 percent of the WIA, Title II learners enrolled in California are Hispanic followed by Asians and Whites. The race and ethnicity distribution of the WIA, Title II enrollees is significantly different

compared to the other regions in the country. Adult learners in California are more likely to be female (54.6 percent) than male (45.4 percent). The largest group of adult education learners (47.6 percent) is between the ages of 25 to 44.

In 2011-12, 354,066 (67.5 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 entered programs at the ABE intermediate high (41 percent) and ASE low (16.3 percent) instructional levels. The majority of ESL learners (28.9 percent) entered at the ESL intermediate low level. Student performance is measured through completion of federally defined Education Functioning Levels (EFLs).

- In the last three program years including 2011-12 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 2011-12 compared to 2010-11.**

California AEFLA NRS EFL Performance 2011-12



- 256,902 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 2011-12 improved for EFLs compared to 2010-11. California achieved a total persistence rate of 72.6 percent. More than 62 percent of learners who persisted completed an EFL and 38.7 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 three program years. 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 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® test credential or secondary school diploma and entering employment.

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® test credential. 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 11 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 CDE AEO provided small grants to ten pilot projects to participate in the P2P initiative (<http://www.otan.us/cap2p/index.html>) during 2011–12. The pilot projects focused on a selected population of ASE students who expressed interest in transitioning to postsecondary education. The ten pilots reported to the AEO essential results ranging from program successes and challenges to resources needed to sustain the transition to postsecondary education.

- **National Career Awareness Project (NCAP)** – This project focused on integrating a given NCAP curricula for ESL, ABE and ASE students. The initiative provided support to teachers at five sites in the use of a tool to embed career exploration within instruction. Information about NCAP and the curriculum guide is available at <http://www.collegetransition.org/docs/ICAcriculumguide.pdf>.
- **Teaching Excellence in Adult Literacy (TEAL)** – This two-year project focused on evidence-based instructional practices for writing. The California TEAL team collaborated with the American Institute for Research TEAL team to provide professional development for teachers. A professional development module focused on TEAL writing practices is being developed for a 2013 pilot rollout. Find additional information at <https://teal.ed.gov/>
- **Transitions to Postsecondary and Workforce** – CALPRO offered a new Postsecondary Transitions training in which agency teams plan to establish or expand bridging or articulation programs based on best practice and collaborative approaches. Also, CALPRO delivered trainings on Integrated and Contextualized Workforce Skills for Adult Education Classrooms, piloted a Communities of Practice training on integrated Education and Training (IET), delivered a Training of Trainers Institute, and wrote a research brief describing models of implementing IET. Additional information is posted on the CALPRO Web site <http://www.calpro-online.org/training.asp#workforce>.
- **Administrator's Forum** – The forum <http://www.calpro-online.org/administratorsforum.asp> 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.
- **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 (<http://www.otan.us/otac/pdf/otac-final-report-11-12.pdf>) to assist instructors in becoming competent and creative online teachers. Also, OTAN initiated the pilot project Access to Learning through Online Education (ALOE) to increase the quantity, quality and effectiveness of online instruction for adult learners. Find additional information on the OTAN Web site <http://www.otan.us/aloe>.

- **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. Fourteen programs received awards in program year 2011-12. Program accomplishments are showcased on the CASAS Web site <http://www.casas.org/training-and-support/casas-peer-communities/california-accountability/pp>.
- **English Literacy and Civics Education Grants** – EL Civics continues to have a positive impact on the delivery of English language instruction in California (<https://www.casas.org/training-and-support/casas-peer-communities/california-accountability/making-a-difference-awards>.) California assesses EL Civic 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 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 assessments, and more than 90 percent passed one or more of them.



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

The use of state apportionment funds for ABE, ESL, and ASE programs enables local agencies to address the diverse and emerging needs of the state. Furthermore, the state apportionment funding for the adult schools supports the infrastructure and delivery system needed to successfully support new initiatives such as implementation of the Common Core State Standards adopted by California. Under the current California budget, state apportionment funding for the adult schools has shifted to the local school district. As districts redirect adult education funding to K-12 programs, many agencies have been forced to make deep funding cuts to their programs. The lack of sufficient funding has created unprecedented pressures on the adult education system.

The Comprehensive Immigration Reform Bill, if passed, will require additional funds to support more English classes. Currently existing law requires immigrants to be able to speak, read, and write English to become naturalized U.S. citizens. The scaling back of adult education programming in many districts may impair the state's ability to provide additional English classes for adults.

Reduced funding for adult education is having a serious impact on the system's infrastructure and on the state's ability to provide the critical instruction needed by adults to access job-training skills, attain diplomas, and transition to postsecondary. At a time of increasing global competition, both the state's economic future and the well-being of its residents are greatly dependent on the continued support and funding of adult education.