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IN RESPONSE TO ASSEMBLY BILL 104, SECTION 84917

ADULT EDUCATION BLOCK GRANT

2015

CALIFORNIA DEPARTMENT OF EDUCATION
Tom Torlakson, Superintendent

CALIFORNIA COMMUNITY COLLEGES CHANCELLOR'S OFFICE
Brice W. Harris, Chancellor



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November 1, 2015

The Honorable Edmund G. Brown Jr.
Governor of California
California State Capitol
Sacramento, CA 95814

Dear Governor Brown:

Subject: Assembly Bill 104, Adult Education Block Grant Planning Report

The California Community Colleges Chancellor's Office and the California Department of Education are pleased to present this progress report of the Adult Education Block Grant in response to the requirements outlined in Assembly Bill 104, Section 84917.

Assembly Bill 104, Section 84917 charged our two agencies with identifying common measures for determining the effectiveness of members of each consortium in meeting the educational needs of adults. This report addresses the progress our two agencies have made to: define the specific data each consortium shall collect; establish a menu of common assessments and policies regarding placement of adults seeking education and workforce services; and, enter into agreements with other state agencies to share data related to the effectiveness of the consortia.

If you have any questions regarding this report, please contact Vincent Stewart, vice chancellor, external relations, at the California Community Colleges Chancellor's Office by phone at 916-323-5951 or by email at vstewart@cccco.edu or Alejandro Espinoza, legislative representative, at the California Department of Education by phone at 916-319-0676 or by email at aespinoza@cde.ca.gov. Thank you for your continued support and commitment to California's adult learners.

Sincerely,

Tom Torlakson, Superintendent
California Department of Education

Brice W. Harris, Chancellor
California Community Colleges Chancellor's Office

working together

providing the academic and career skills needed to enhance student success.

This report is in response to the requirements in Assembly Bill 104, Section 84917. The California Department of Education and the California Community Colleges Chancellor's Office are working together to establish linkages for students across the systems and within consortia that provide the academic and career skills needed to enhance student success.

The report outlines the work that the California Department of Education and the California Community Colleges Chancellor's Office has done to date to address Assembly Bill 104, Section 84917 and includes information about:

- Assembly Bill 104 and the Workforce Innovation Opportunity Act
- Accountability
- Shared outcome data
- Aligning common assessments
- Measures of effectiveness
- Moving forward

BACKGROUND

On June 24, 2015 Gov. Jerry Brown signed into law Assembly Bill 104, the major education trailer bill that accompanied the state's 2015-16 budget. The state's expectations for the new Adult Education Block Grant program are defined within this bill. It includes a segment on the enactment of the Adult Education Block Grant that represents the actualization of the planning efforts which began with the passage of Assembly Bill 86 in 2013.

Assembly Bill 86 presented the state with the opportunity to re-envision and redesign the adult educational system through the development of consortia. Regional consortia were designed according to this legislative mandate and are composed of K-12 Districts, community college districts, County Offices of Education and Joint Power Authorities. Assembly Bill 86 also provided \$25 million to support the development of regional adult education consortium plans that focus on expanding and improving opportunities for education and workforce services for adults. To this end, consortia engaged in a planning phase that began July 1, 2013 and culminated June 30, 2015 with

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the submission of 70 regional education and workforce service plans. Assembly Bill 86 also included the commitment from the Legislature to dedicate funding to adult education at the conclusion of a productive planning period.

With the culmination of Assembly Bill 86 planning, the Legislature committed \$500 million to support this program. The 2015-16 year represents the transition period from the planning phase to the actualization and implementation of the Adult Education Block Grant program, addressed in Assembly Bill 104. Currently, there are 71 consortia, with two regions combining to create a single consortium. Consortia are composed of members including school districts, County Offices of Education and a community college district. The legislation authorized each consortium to choose a fund administrator, or to opt out and receive funds directly to providers. The breakdown of fiscal agents, as of this writing, includes:

12 K-12 Districts	46 Community College Districts	3 County Offices of Education	9 Opt Out	1 Undecided
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ASSEMBLY BILL 104

Assembly Bill 104 requires the California Department of Education and the California Community Colleges Chancellor's Office to provide a response to the mandates of the legislation throughout the next two years. This report addresses the following language from Assembly Bill 104, Section 84917:

(A) To the extent that one-time funding is made available in the Budget Act of 2015, consistent with the provisions of Section 84917, the chancellor and the superintendent shall identify common measures for determining the effectiveness of members of each consortium in meeting the educational needs of adults. At a minimum, the chancellor and the superintendent shall accomplish both of the following:

- (1) Define the specific data each consortium shall collect.
- (2) Establish a menu of common assessments and policies regarding placement of adults seeking education and workforce services into adult education programs to be used by each consortium to measure educational needs of

adults and the effectiveness of providers in addressing those needs.

(B) It is the intent of the Legislature that both of the following occur:

(1) The educational needs of adults in the state be better identified and understood through better sharing of data across state agencies.

(2) At a minimum, the chancellor and the superintendent shall enter into agreements to share data related to effectiveness of the consortia between their agencies and with other state agencies, including, but not necessarily limited to, the Employment Development Department and the California Workforce Investment Board.

(C) The chancellor and the superintendent shall identify, no later than January 1, 2016, the measures for assessing the effectiveness of consortia that will be used in the report that, pursuant to Section 84917, is to be submitted by September 30, 2016. These measures shall include, but not necessarily be limited to, all of the following:

(1) How many adults are served by members of the consortia.

(2) How many adults served by members of the consortium have demonstrated the following:

- (a) Improved literacy skills
- (b) Completion of high school diplomas or their recognized equivalents
- (c) Completion of postsecondary certificates, degrees or training programs
- (d) Placement into jobs
- (e) Improved wages

(D) No later than November 1, 2015, the chancellor and the superintendent shall submit to the director of finance, the state board and the appropriate policy and fiscal committees in the Legislature a report of its progress in meeting the requirements of subdivisions (A) and (B).

(E) The chancellor and the superintendent shall apportion the funds appropriated for purposes of this section in the Budget Act of 2015 in accordance with both of the following:

(1) Eighty-five percent of these funds shall be used for consortia grants to establish systems or obtain data necessary to submit any reports or data required pursuant to subdivision (B) of Section 84917.

(2) Fifteen percent of these funds shall be used for grants for development of statewide policies and procedures related to data collection or reporting or for technical assistance to consortia, or both.

(F) The chancellor and the superintendent shall provide any guidance to the consortia necessary to support the sharing of data included in systems established by consortia pursuant to this section across consortia.

For more than two years, the California Department of Education and the California Community Colleges Chancellor's Office have engaged in weekly meetings regarding the opportunities and complexities in developing an adult education system that better meets the needs of adults and aligns the two systems. More than 20 members from multiple divisions within both agencies, along with individuals from the field, continue to meet to create solutions to the data and accountability issues facing the state and to meet the requirements of Assembly Bill 104.

ASSEMBLY BILL 104 AND THE WORKFORCE INNOVATION AND OPPORTUNITY ACT

The Workforce Innovation and Opportunity Act was reauthorized and took effect on July 1, 2015. The Act is designed to help job seekers access employment, education, training and support services to succeed in the labor market and to match employers with the skilled workers they need to compete in the global economy. The Workforce Innovation and Opportunity Act amends Title II, the Adult Education and Family Literacy Act,

and brings together the core programs of federal investment in skill development including:

- Adult education and literacy programs;
- Employment and training services for adults, dislocated workers and youth;
- Wagner-Peyser employment services administered by the Department of Labor through formula grants to states; and
- Vocational rehabilitation state-funded grant programs that assist individuals with disabilities in obtaining employment.

The new law places an emphasis on greater coordination and alignment in job seeker services, business services, economic development and training strategies. Assembly Bill 104 also requires alignment with multiple funding streams, including Workforce Innovation and Opportunity Act and Carl D. Perkins. Members of state agencies/departments, including the California Community Colleges Chancellor's Office, the California Department of Education, the State Board of Education, the Department of Rehabilitation, the California Workforce Development Board, Department of Health and Human Services, the Employment Training Department and Employment Training Panel, and the California Department of Corrections and Rehabilitation are developing a unified state plan and implementation schedule to support a seamless transition from the Workforce Investment Act to the Workforce Innovation and Opportunity Act.

The new law places an emphasis on greater coordination and alignment in job seeker services, business services, economic development and training strategies.

This work requires the alignment of data indicators and the sharing of data sets. Preliminary agreements have been reached and agencies are working to develop Memorandum of Understanding that allow for the sharing of data. The California Department of Education and the California

Community Colleges Chancellor's Office are committed to developing a data collection interface for adult education that is aligned with the required Workforce Innovation and Opportunity Act and Assembly Bill 104 data elements. To this end, templates of Memorandums of Understanding are currently being reviewed by the California Department of Education and the California Community Colleges Chancellor's Office. Data measures were outlined in Assembly Bill 104 and include:

(A) The numbers of adults served by members of the consortia.

(B) The number of adults served by members of the consortium who demonstrate the following:

- (1) Improved literacy skills
- (2) Completion of high school diplomas or their recognized equivalents
- (3) Completion of postsecondary certificates, degrees, or training programs
- (4) Placement into jobs
- (5) Improved wages

The Workforce Innovation and Opportunity Act data measures include:

(A) Percentage of program participants employed during the second quarter after exit

(B) Percentage of program participants employed during the fourth quarter after exit

(C) Median earnings of program participants

(D) Percentage of participants who obtain a post-secondary credential or high school diploma

(E) Percentage of participants who during a program year achieve a measurable skill gain

(F) Effectiveness in serving employers

Additionally, the Workforce Innovation and Opportunity Act added three new activities to the definition of adult education and literacy services that are now required for local adult education programs receiving Workforce Innovation and Opportunity Act Title II funds.

① First, the Workforce Innovation and Opportunity Act creates integrated education and training services that provide adult education concurrently and contextually with occupational training. Congress issued a Managers Report that stresses the delivery of adult education in conjunction with occupational skills training as a primary reform principle of reauthorization.

② Second, workforce preparation activities were added to the definition of adult education and literacy services. This definition supports teaching employability skills, including services that help individuals gain basic academic critical thinking and digital literacy skills, as well as other competencies.

③ Third, the Workforce Innovation and Opportunity Act provides for an integrated English Literacy and Civics Education program. The Workforce Innovation and Opportunity Act focuses program design and goals on integrated education and training activities and coordination with local workforce system. These activities are aligned with Assembly Bill 104.

DEFINING ACCOUNTABILITY

While state agencies develop a unified plan with common metrics, the California Department of Education and the California Community Colleges Chancellor's Office developed an interim reporting tool to collect the data required by Assembly Bill 104. It is accessed through the website, with an account set up for each consortium. The data elements specified in Assembly Bill 104 will be collected. Consortia will use the tool to report on the following:

(A) The number of adults served by members of the consortium; and

(B) The number of adults served by members of the consortium who demonstrate:

- (1) Improved literacy skills
- (2) Completion of high school diplomas or their recognized equivalents

(3) Completion of postsecondary certificates, degrees or training programs

(4) Placement into jobs

(5) Improved wages

Additionally, the consortium will report on the number of adult students who transition from the K-12 system to the community college system. This information will be reported by each consortium and the data will be rolled up to provide baseline information on the progress and success of each of them. The California Department of Education and the California Community Colleges Chancellor's Office are developing Memorandums of Understandings to share data with the Employment Development Department that will meet the requirement for wage gain.

Furthermore, an online reporting system was developed by the California Department of Education and the California Community Colleges Chancellor's Office to allow consortia to report on their expenditures, by program area. The information will provide valuable insight into the investments being made at the local level to meet the needs of adult learners. Reporting tools and templates were also developed to assist consortia with the reporting requirements, such as:

- Assembly Bill 104 program guidance
- Adult Education Block Grant reporting tool kit
- Adult Education Block Grant appropriation agreement form
- Governance template
- Annual plan template
- Amended three-year plan template
- Allowable uses guide
- Calendar of due dates

These and other resources can be found on the Adult Education Block Grant website at AEBG.cccco.edu.



Instructor Brian Garcia with Student Kirk Brandy of the continuing education program, San Diego City College, San Diego, California

In Assembly Bill 104, the Legislature requires that the chancellor and the superintendent identify the measures for assessing the effectiveness of consortia by January 1, 2016. Assembly Bill 104 offers data elements that are currently being collected. The Assembly Bill 86 Planning Final Report to the Legislature made specific recommendations, including developing a shared set of enrollment and data outcomes. These recommendations were made with input and research by multiple agencies, stakeholders, experts and field representatives. The recommendations provide a guide for moving forward and include:

DEVELOPING A SHARED SET OF ENROLLMENT AND OUTCOME DATA

- Establish common enrollment metrics: The K-12 adult education and community college systems should, at a minimum, report the following common enrollment metrics: student headcount for each academic term and year by provider, consortium and statewide total—disaggregated by demographic group (age, gender, race/ethnicity); full-time equivalent students/average daily attendance by each of the five Assembly Bill 86 program areas; and course sections by instructional area.
- Establish common outcomes metrics: The K-12, adult education and community college systems should, at a minimum, report

the following common outcomes metrics: degrees/certificates attained (high school diplomas/General Education Development and career technical education skills certificates); learning gains (e.g. increases in scores on pre-and post-assessment tests and students advancing to a higher instructional level); employment outcomes (e.g. entered employment, retained employment and wage gains); and transition to post-secondary education or training. Selected metrics should be consistent with reporting requirements and metrics in the new federal Workforce Innovation and Opportunity Act.

- Create a centralized clearinghouse to track student outcomes: To monitor outputs, a clearinghouse should be developed to track student outcomes within and across both systems.

STUDENTS ACCESS SYSTEMS

California lacks the ability to track the progress of adult education students across educational institutions and systems, and into the labor market. The K-12 adult education and community college systems have no unified data system, employ different metrics and use different student identifiers. Social security numbers are the student identifiers currently used by the community colleges, and the only student identifier that allows students to be tracked after they enter the labor market. However, currently the K-12 adult education system does not collect social security numbers; fewer than half of community college noncredit students report social security numbers and undocumented students do not have social security numbers.

The California Department of Education and the California Community Colleges Chancellor's Office identified common student identifiers to be used for different purposes. One purpose of common identifiers is to track students across systems, monitoring their placement into appropriate courses and measuring educational gains. The two systems can use several identifiers for this

purpose, including the Individual Taxpayer Identification Number and/or the California driver's license identification number, in addition to the social security number. The federal social security number and Individual Taxpayer Identification Number are traceable both statewide and nationally, and the California driver's license identification number can be traced regardless of legal status. Implementing these would require modification of the fields used in the California Department of Education and the California Community Colleges Chancellor's Office databases. Other student identifiers that could be used to match students in the common suite are: first name, last name, middle initial, school code, last enrolled term and date of birth. However, social security numbers are the only reliable method for tracking students' employment and wage outcomes. At this time, social security numbers are not being collected or used to track wage data and the Workforce Innovation and Opportunity Act is a driving force that requires us to examine this issue in depth in order to align with state and federal mandates.

IDENTIFYING AND ALIGNING COMMON ASSESSMENTS

Assembly Bill 104 requires the chancellor and the superintendent to establish a menu of common assessments and policies regarding placement of adults seeking education and workforce services into adult education programs to be used by each consortium to measure educational needs of adults and the effectiveness of providers in addressing those needs.

With the goal of making student transitions more seamless across the systems and reducing the potential for inconsistent and/or incorrect placement, the California Department of Education and the California Community Colleges Chancellor's Office identified a suite of assessments that are used by both K-12 adult education and community college providers. For two years, local providers have worked to align assessments so that a student is assessed upon leaving a program and is prepared to enter the next program or the workforce.

Currently K-12 adult education providers receiving federal Workforce Innovation and Opportunity Act, Title II funding use the Comprehensive Adult Student Assessment System as their standardized assessment for Adult Basic Education, Adult Secondary Education and English as a Second Language placement. All Workforce Innovation and Opportunity Act funded providers, including more than twenty community colleges use the Comprehensive Adult Student Assessment Systems for their adult education assessment. The Comprehensive Adult Student Assessment Systems is one of four assessments approved by the U.S. Department of Education for Workforce Innovation and Opportunity Act, Title II programs. The Test of Adult Basic Education, General Assessment of Instructional Needs and Basic English Skills Test for Literacy are also approved. These assessments are used by community colleges and K-12 providers as supplemental assessments for diagnostics or placement.

The goal of the Common Assessment Initiative is to develop a comprehensive, common assessment system within the community colleges that will reduce unnecessary remediation, align to state legislation and provide statewide efficiencies for the academic placement process within and between California colleges.

Two current efforts are underway that will impact assessments for adult education providers. Community college providers are developing a standardized framework of multiple assessment tools through the new Common Assessment Initiative. The goal of the Common Assessment Initiative is to develop a comprehensive, common assessment system within the community colleges that will reduce unnecessary remediation, align to state legislation and provide statewide efficiencies for the academic placement process within and between California colleges.

On a parallel track, the newly reauthorized Workforce Innovation and Opportunity Act regulations

and guidelines will be announced in the spring of 2016 that will impact assessments for federal grantees. The California Department of Education and the California Community Colleges Chancellor's Office will review and begin the work of aligning the federal adult education assessment system with the current practices to develop a common menu of assessment.



A culinary arts program instructor teaching a student the art of cake decorating, American River College, Sacramento, California

A challenge remains for the California Department of Education and the California Community Colleges Chancellor's Office to identify work readiness assessments currently being used by providers. Work readiness assessments ascertain skills outside of literacy and numeracy, and are not currently included in the K-12 Comprehensive Adult Student Assessment System or in the Common Assessment Initiative. The California Department of Education and the California Community Colleges Chancellor's Office are working to identify current assessments being used by providers in California and throughout the nation, as well as to develop a suite of work readiness assessments that can be used by California adult education providers.

DEFINING AND MEASURING EFFECTIVENESS

Assembly Bill 104 directs the California Department of Education and the California Community Colleges Chancellor's Office to determine member and regional consortia effectiveness. Members need to meet the following expectations:

- Each member participated in completing and updating the adult education plan (the annual plan template) that addresses the fiscal year in which the funds will be expended.
- Member Adult Education Block Grant funds have only been expended in the seven Adult Education Block Grant program areas and are providing services consistent with the adult education plan.
- Each member participated in completing and updating the three-year consortia plan (including any amendments).
- Member expenditure of Assembly Bill 104 Block Grant funds must match the objectives and activities listed in the annual plan template for that specific fiscal year.
- Members participated in consortium meetings/public meetings.
- Members participated in consortium final decisions.
- Members reported student level enrollment data and outcomes for mid-year and final reporting.
- Members share information on related programs that they offer, and resources being used to support these programs.
- Members provide services that address the needs identified in the adult education plan.
- Members file biannual financial expenditure and progress reports with the regional consortium.

The California Department of Education and the California Community Colleges Chancellor's Office are currently reviewing factors that may further determine regional consortia effectiveness. These concepts include setting performance targets based upon need, funding and capacity in the future.

MOVING FORWARD

The California Department of Education and the California Community Colleges Chancellor's Office are committed to the success of the Assembly Bill 104 adult education initiative. Several recent opportunities highlight this commitment.

An Adult Education Regional Planning Summit was held on September 24 and 25, 2015. The summit provided technical assistance for implementing the Adult Education Block Grant and offered consortia an opportunity to learn from their peers and to hear from prominent economist and scholars, like Chris Benner. They were able to attend presentations conducted by the Center for Law and Social Policy, and Jobs for the Future, among others. The summit also offered attendees the opportunity to listen to Lul Tesfaiand, a representative from the U.S. Department of Education, offer a federal perspective on California's leading role in shaping adult education. Additionally, a state panel composed of California Department of Education and California Community Colleges Chancellor's Office executive representatives including Lupita Cortez Alcalá, Russell Weikle, Vincent Stewart and Erik Skinner, who all shared the state perspective About the Adult Education Block Grant journey. This event was attended by more than 360 field representatives; legislative staff, including representatives from the Legislative Analyst's Office, Department of Finance and the Department of Labor, and the California Department of Education and the California Community Colleges Chancellor's Office staff.

After a successful and well-attended regional planning summit, the California Department of Education in collaboration with the California Community Colleges Chancellor's Office hosted a legislative symposium. This symposium was held on Friday October 16, 2015, at the Sacramento County Office of Education. Five local regional consortia were invited to present a chronology and update on their activities and collaborative efforts for implementing their local adult education plan—developed during Assembly Bill 86 planning. These included consortia from the Stanislaus, Contra Costa, Central

Valley and Sacramento areas. Legislative staff learned about examples of collaborative success within each consortium, and heard about some of the challenges of implementing such historical efforts across both educational systems. Legislative staff had an opportunity to hear an adult education student success story that provided an intimate example of how adult education can impact an individual's life opportunities and in turn, an entire family's social position, and a community's health.

A report, "Investments that Count" was created to highlight the best practices of 19 consortia. A link to the report can be found at AEBG.cccco.edu on the Adult Education Block Grant website.

On December 2, 2015, the California Department of Education and the California Community Colleges Chancellor's Office will bring together consortia leadership to participate in a readers' conference to review consortia plans and continue to share promising practices to improve the adult education system in California.

In conclusion, there is much more to be done in this ongoing process of building the future for adult education in the state. The California Department of Education and the California Community Colleges Chancellor's Office will continue to provide leadership and guidance in this endeavor. These projects manifest the commitment of both agencies and the field to make the Adult Education Block Grant a vibrant system that meets the needs of California's adults.

ACKNOWLEDGMENTS

Superintendent Tom Torlakson and Chancellor Brice W. Harris would like to acknowledge and thank those individuals who have made significant contributions to this report:

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