

Adult Education in California: Strategic Planning Process Needs Assessment

Prepared for the California Department of Education

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Chapter 1. Overview

This needs assessment documents important issues facing California's adult education system. California, like the rest of the nation, is at a crossroads. Global economic conditions, an aging and increasingly diverse population, and critical challenges in the state's K-12 education system have created unprecedented pressures to focus on the education of adults as a means to strengthen the economy, build sustainable communities, and ensure that resources exist to serve those most in need. Inadequate attention to the education of adults will compromise the attainment of all of these goals.

As documented in the report, California's K-12-based Adult Education system is positioned to reach a population group that is becoming increasingly important in the context of these intersecting challenges: adults with gaps in critical skills who are no longer school-age, and yet not ready for traditional postsecondary education and training or sustainable wage employment. Working-age Californians are the engine of the state's economy, yet many lack the skills demanded by California's knowledge-based industries. Many in this group are also the parents of children in the K-12 system — the next generation — and the “backbones” of their communities, yet they often lack the knowledge and skills to help their children in school and provide models of success for youth, or to engage effectively in civic life. The California Adult Education system, administered by the California Department of Education (CDE), can significantly bridge these gaps, benefiting not only the economy in general and the workers themselves, but their children, their communities, and, through increased tax revenues, all who rely on California's public services.

Research for this needs assessment indicates that California's needs are consistent with federal policy priorities, as reflected in the Workforce Investment/Title II Family Literacy Act: Adult Basic Education (ABE), English as a Second Language/citizenship (ESL), Adult Secondary Education — high school diploma/GED — (ASE) and family literacy. The federal government allocates Title II funding based on need, as measured by the state's percentage of 18-25-year-olds without a high school diploma. The fact that California receives more federal money than nearly all of the other states combined is in itself a clear indication of the urgent need for these services in the state.

California's needs are also consistent with anticipated new federal priorities to strengthen the preparation of the nation's workforce. At the writing of this needs assessment, additional federal policies are under consideration in the Workforce Investment Act (WIA) reauthorization, with new funding priorities expected to include emphasis on transition to postsecondary education and connecting adult education to workforce programs. A strong push to connect and coordinate essential elements of Titles I and II of WIA will also likely be a part of the reauthorization.

In addition to examining the core needs for adult education in California, the report also acknowledges additional needs that are specific to population groups that have traditionally been served by the adult education system, such as older adults, adults with disabilities, and incarcerated adults. The planning process will carefully consider the needs of these groups within an overarching assessment of California's core need for adult education and will seek innovative approaches to address those needs.

The primary purpose of the needs assessment is to provide the foundation for a creative, solution-driven, strategic planning process. The planning process will consider the needs, together with the unique strengths of the CDE's Adult Education system, and the challenges it faces, in crafting a strategic position and renewed vision for Adult Education in California. Throughout the planning process WestEd and the participating groups and committees will continue to incorporate additional data and input from numerous sources.

It is a challenging time for adult education, as it is for most, if not all, local, state, and federal social programs. Yet it is also a time of opportunity for the adult education community to build on its track record of success and leadership in support of California's core needs.

Needs Assessment Development Process Overview

On behalf of the CDE Adult Education Office, WestEd conducted this statewide needs assessment, beginning in January of 2009, as the initial phase in the development of a new strategic plan for Adult Education. The findings presented in this report are the result of an extensive research effort that included a review of pertinent literature, analysis of demographic and workforce data, and contributions from adult educators, external stakeholders, and an Expert Panel of academic researchers, independent analysts, and policy experts.

Three major sources of input were used to develop the report's findings. The first source is a set of policy analyses of publicly funded adult education systems. This research literature reveals a consensus of professional opinion around the significance of the demographic, economic, and educational challenges faced by California, the United States, and much of the developed world. In brief, the research indicates that a) California faces an unacknowledged crisis regarding the development of an educationally competent workforce to sustain its knowledge-driven economy in an era of global competition; and b) California does not distribute the vast majority of its adult education funding according to need criteria.

This research foundation was then used to guide the assessment of quantitative indicators of need, primarily using census and other public data — the second major source used in this report. These data confirm the importance in California of the demographic, economic and educational challenges identified in the literature. In fact, California has higher rates of immigration, greater economic demand for educational attainment, and lower levels of educational attainment than much of the country.

Finally, the report is informed by a diverse set of focus groups, interviews and group dialogs with stakeholders both internal and external to California's adult education community. In addition to providing input on needs, respondents contributed information about the strengths of the CDE's Adult Education system and the challenges faced — key factors to be considered and addressed during the planning phase. For more detail on the individuals and groups consulted and the role they played, please see Appendix A, "The Needs Assessment Process."

Definition of "Adult Education" and the Focus of this Needs Assessment

The needs assessment assesses the *total* need and supply of adult education in California in order to provide a foundation for the planning process and to identify an optimal role for the CDE's K-12-based system. Because California relies primarily on two systems for adult education — the CDE's Adult Education system and the community colleges — it is necessary to look at the level of service provided by the two together to determine the size of any gap between need and supply. (See Chapters 2 – 4). However, the ultimate use of the report is to provide information for creating a strategic plan for the CDE's Adult Education system. Therefore, the later chapters (Chapters 5 – 7) focus on the CDE's K-12 based Adult Education system.

Throughout this report there will be two definitions of the term "adult education." When in lower case, "adult education" refers to the education of adults, as it occurs in both public and private venues, through the CDE, the community colleges, or other institutions of higher education, in technical schools and avocational courses, regardless of provider. When capitalized, "Adult Education" will refer to programs administered through the state's K-12 system and overseen by the CDE's Adult Education Office (AEO).

California's Economic and Social Well-Being as the Primary Criterion of Need

The report focuses on the areas of need that must be addressed to support the state's continued economic and social health. The major policy studies on adult education use this approach because educational competencies that support the basic social and economic functioning of any socio-political unit are seen as being of foundational importance. If the state cannot educate a population that will support the needs of its current and emerging industries, it faces economic decline. Reductions in economic activity, coupled with a growing population, produces declines in personal income levels, declines in taxes and public services, and potential increase in social polarization and inequality.

Using this approach, the critical need identified is to provide foundational skills to the working age population. Because the annual number of high school graduates replaces a very small fraction of the workforce, California must increase the educational attainment of adults currently in the workforce to maintain its economic vitality.

The report also discusses the needs of other groups that fall outside the realm of foundational skills for working age adults. Specifically, the report discusses the needs of older adults, adults with disabilities, and incarcerated adults.

To the extent that these groups have needs for foundational skills required in the workplace, their needs are included in the overarching need to educate a workforce for the California economy. For example, over 90 percent of incarcerated Californians will return to their communities, and many are in prime working age. Similarly many adults with disabilities and a growing population of adults over age 65 are in the workforce and can benefit from the kinds of foundational education skills offered by adult education.

However, all of these populations also have needs that fall outside the domain of education *per se*. These additional needs are generally addressed by agencies with missions dedicated to these needs. For example, the Department of Aging serves older adults, the Department of Vocational Rehabilitation and other agencies such as Regional Centers serve the needs of adults with disabilities, and local county law enforcement agencies serve jail inmates. As a matter of policy, the CDE K-12 system has not been assigned the responsibility of developing a comprehensive response to the needs of these groups, though it has served many of their educational needs.

The role of Adult Education in meeting the needs of these populations will be considered in the planning phase within an integrated framework based on the needs of the state as a whole. Examples of approaches to be considered during the planning process include partnerships, alternative and enhanced funding, use of alternative public funding streams, and differentiated funding. The needs assessment is a starting point for this discussion.

Principles for Conducting the Needs Assessment

Participants in the needs assessment process identified a series of principles to guide the development of the needs assessment. These emerged during discussions with the Steering Committee, the Field Partnership Team (FPT), and the Expert Panel and in the series of input sessions conducted with professional associations, Adult Education Office (AEO) staff, and key informants.

1. Define need in terms of California’s long-term economic and social success.

The fundamental purpose of the needs assessment is to identify what is needed from Adult Education to support the state’s long-term economic and social well-being. The needs assessment is being done for the CDE Adult Education system at the state-wide level and must address the state legislature’s interest in promoting the overall interests of California.

2. Use a “program and group neutral” methodology.

The needs assessment uses demographic and economic data to identify the actual need for adult education, as opposed to structuring the assessment according to existing program categories, funding patterns, or population groups. This means that the research will be used during the planning process to characterize possible demographic categories of need (if any), as opposed to assuming that existing service populations should be used to organize the planning.

3. Use objective data and rigorous research.

An important purpose of the needs assessment is to present the best available research and data as a foundation for the planning phase.

4. Distinguish between need and demand.

The needs assessment distinguishes between *need*, defined as what kinds and levels of adult education are *required* to support the state’s economic and social success, and *demand*, defined as the expressed interest or preferences for types of programs in adult education. Need is based on agreed-upon public policy criteria — in this case, supporting the state’s long-term economic and social health — whereas demand can be generated by funding formulas (for example, Average Daily Attendance or ADA) or reflect a wide range of preferences that are not related to a clear public policy goal.

5. Create a “Living Document.”

The needs assessment can be updated to reflect additional research. Also, as planning priorities are refined, topics addressed at a high level in the needs assessment may need to be assessed in greater detail.

Summary of Findings

The following findings reflect the overall themes from the needs assessment.

1. To support sustainable economic growth and equitable social conditions, California must directly focus on closing the foundational skills gaps in its current working-age adult population.

- If current policies remain in place, current demographic and educational trends will lead to economic decline as current workers with language, literacy, and workplace readiness challenges replace more educated, retiring baby boomers in the period 2011 to 2031. Social problems associated with lack of educational and economic opportunities would likely be exacerbated.
- In 2011, there will be 205 seniors per 1000 working-age Californians. In 2030, there will be 375 seniors for the same number of workers, an 83 percent increase.¹ This near doubling of the number of seniors per worker (the “dependency ratio”) will have major implications for the financing of social security, Medicare, and all other social services. The average skill level of the workforce will need to rise dramatically, not deteriorate, if the state is to maintain an economic engine that can generate tax revenues to fund critical public investments and social programs.
- The key foundational skill needs are English language, literacy to the level of postsecondary readiness, and work readiness skills.

- While it is difficult to characterize the unmet need for foundational skills with precision, the indicators of need used in this report suggest that the unmet need is very high. This report estimates that approximately 80 percent of the need for ABE, ASE and ESL is currently unmet, and this includes basic skills services provided by both the California community colleges and the CDE Adult Education system.
- A critical focus will be the “replacement generation” — Californians currently between the ages of 18 and 44 — currently in the first half of their careers who will be the frontline workers, supervisors, managers, professionals, and leaders of tomorrow’s economy.
- In addition to the need to increase the basic educational competency of the workforce, there is a clear state need for citizenship instruction to immigrants.
- There is also a clear state need to close the basic skills gap of parents and caregivers of school-age children.

(See Chapter 2, “Need for Adult Education,” and Chapter 4, “Unmet Need for Adult Education Services.”)

2. However, the state’s revenue formula for adult education does not determine funding on the basis of need; California must align funding and accountability to need.

- Among states that rely on state revenues for adult education, California has the most diffuse set of allowable program areas, which are a mix of 10 programs and population categories. Florida’s adult education funding is 90 percent from state revenues, but the state funds 5 programs; Illinois’s comparable figures are 60 percent state funded and 3 program areas; Kentucky’s are 60 percent and 5 programs; Minnesota’s are 86 percent and 6 programs; and New York’s are 75 percent and 6 programs (3 of which are work-related).
- Major policy analyses of California’s Adult Education system note that ADA funding is unrelated to need, but rather reflects program enrollments in the 1979-1980 school year and a fixed 2.5 percent escalation factor that is not based on population growth or educational need.
- These studies find that there are major geographical disparities in funding allocation, with rural areas being under-funded, particularly in the Central Valley, due to population shifts since the 1979-1980 school year.

(See Chapter 6, “California Lacks Clear State Priorities for Adult Education” and “Funding Challenges”; and Chapter 4, “Geographic Gaps in Services”)

3. Federal policy priorities emphasize the core literacy challenges faced by California and are evolving to include new priorities, with major implications for California’s ability to gain federal matching funds.

- Currently the priorities are ABE, ASE, ESL, and family literacy.
- The emerging priorities are transition to postsecondary education and connecting adult education to workforce programs.

(See Chapter 1, “Overview”)

4. To meet the state’s long-term needs, a revamped California adult education system must include a focus on work readiness skills and alignment with career-technical education (CTE), whether provided by Adult Education providers or other agencies. While there is a high degree of regional variation in Adult Education’s role in CTE, this linkage must be achieved to gain the benefits of contextualized instruction and to meet state needs for a skilled workforce.

(See Chapter 4, “A Note on Unmet Need for CTE Services”)

5. The K-12 Adult Education system has unique strengths and attributes that can help the state meet its core literacy, language, and workforce preparation needs.

- Accessibility

- Internal organizational capacity
- Positioning as a critical bridge to K-12 and community colleges
- Technology

(See Chapter 5, “Strengths of the CDE Adult Education System.”)

6. The K-12 Adult Education system can — and must — demonstrate its relevance to the long-term needs of the state.

- Given the magnitude of the state budget crisis, both short-term and structural, the Adult Education system will be subject to intense scrutiny.
- Relevance to the fundamental state needs will be critical.
- Ability to leverage federal funding will be critical.

(See Chapter 6, “Challenges.”)

7. A needs-based approach can be combined with partnerships and additional or alternative funding to support important efforts that are outside the core needs, such as health promotion for seniors, financial literacy, and personal interest.

- Adult Education should have a focused priority on the state’s primary educational needs but can collaborate with other agencies to support other important initiatives.
- While the priority needs for Adult Education must always be the primary focus, non-state funding can be used to provide a broader range of services.

(See Chapter 3, “The CDE’s Adult Education System” and Chapter 5, “Position as a Critical Bridge” and “Responsiveness and Adaptability to Changing Needs.”)

An in-depth description of the needs assessment process and supporting documents can be found in Appendix A, “The Needs Assessment Process.”

After this introduction, the report includes six chapters.

- Chapter 2: The Need for Adult Education
- Chapter 3: The CDE Adult Education System
- Chapter 4: Unmet Need for Adult Education Services
- Chapter 5: Strengths of the CDE Adult Education System
- Chapter 6: Challenges
- Chapter 7: Moving Forward

Chapter 2. The Need for Adult Education

As described in this chapter, California has a substantial need to educate adults to enable them to participate effectively in the economy and society. First, the broad context of the need is established by examining the demographic, economic, and educational “driving forces” that will transform the state over the next 20 years. Along with the rest of the nation and much of the developed world, California’s demographic make-up is undergoing major change. By 2030, the state will be transformed with respect to its balance between younger and older residents, the English language ability of the population, and the increasing level of education demanded by its economy. If the state does not take action now, California will not be able to maintain its global economic competitiveness, the standard of living of its residents, and the vibrancy of its communities.

The second part of this section documents the specific need for adult education that the state must address to bolster its long-term economic and social success. There are 5.3 million adults in California who do not have a high school diploma and 3 million who speak English “less than well.” They will need basic skills

instruction, English language instruction, and other foundational workplace skills in order to meet the growing demands of the state's economy.

Driving Forces

Several key shifts in California's demographics and economy are functioning as driving forces for adult education in the state.

- The population is aging and becoming more diverse.
- The economy is continuing its long-term transition to one dominated by knowledge-based industries that require a workforce with specialized skills and advanced knowledge.
- The educational attainment of the population is declining.

These statewide “driving forces” — defined as factors in the external environment that the state's adult education system must address if California is to maintain its economic position and sustain its citizens' well-being — were identified through a review of the current literature and available data as well as extensive dialogue with adult education practitioners, stakeholders who share a vested interest in the education of adults, and external experts. (For more detailed descriptions of these groups and their roles, see Appendix A, “The Needs Assessment Process.”) The resulting high-level perspective provides a clear picture to state policymakers and the adult education community as to the scope and scale of the challenge.

Overview

California's context is not unique, but the magnitude of the issues, as outlined in this needs assessment, is even greater than for the rest of the nation. The way that the state responds to these driving forces will inform the national dialogue around adult education and workforce preparation. California has been a national leader in investing state funding in Adult Education, and in providing services to a diverse population. It must maintain and strategically focus these investments if the state is to remain at the forefront of national education policy and progress.

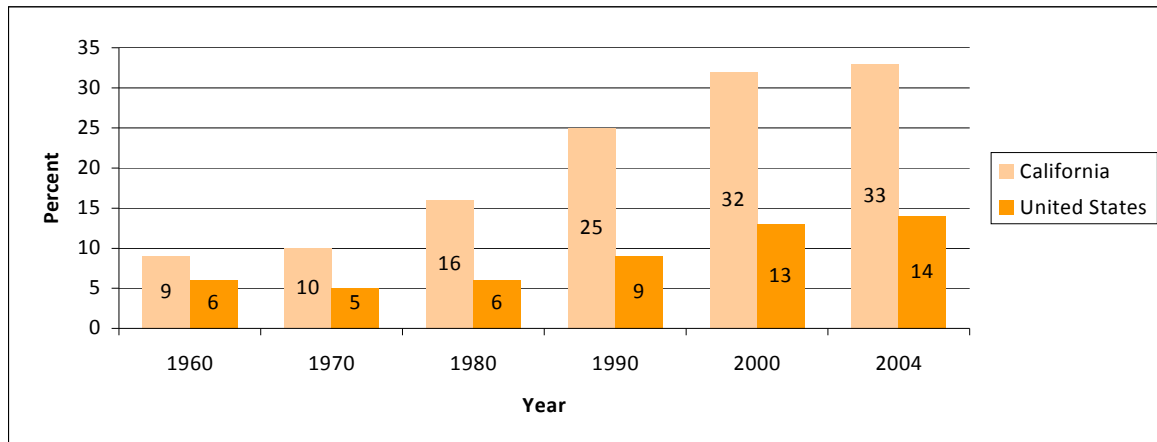
The three driving forces are summarized below.

Driving Force #1: Demographic Transformation

The majority of California's workforce for the coming decades has already aged beyond the reach of traditional K-12 education. As the baby boom generation retires, much of the existing workforce's knowledge and expertise will disappear and be replaced by a working age population that is increasingly characterized by high rates of immigration and low rates of educational attainment.

Immigration. California has long outstripped the rest of the nation in the absolute rate of immigration, and has experienced an immigration wave that crested earlier than in many other states. In addition to the high percentage of immigrants overall — 33 percent of the workforce in 2004, compared to 14 percent nationally — the chart below shows the share of the California workforce constituted by immigrants increasing in the 1980's and 1990's, as opposed to the more recent national growth.

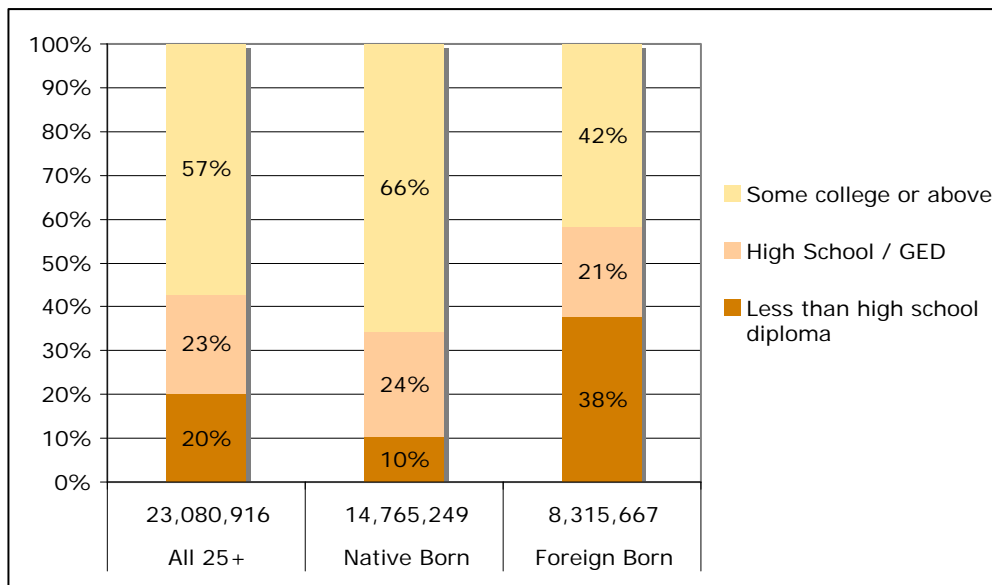
Figure 1. Percentage of foreign-born in total employment, 1960-2004.



Source: Peri, G., 2007²

On average, immigrants to California have lower levels of educational attainment than native-born residents. As shown in Figure 2, 66 percent of residents born in the state have at least some college education, compared to only 42 percent of foreign-born residents. Foreign-born residents are 4 times as likely to have less than a high school degree than are native-born residents. As this group constitutes approximately one-third of those over 25 years of age — 8.3 of 23 million — foreign-born residents’ educational levels have a significant impact on California’s educational profile, presenting challenges for the future of the economy.

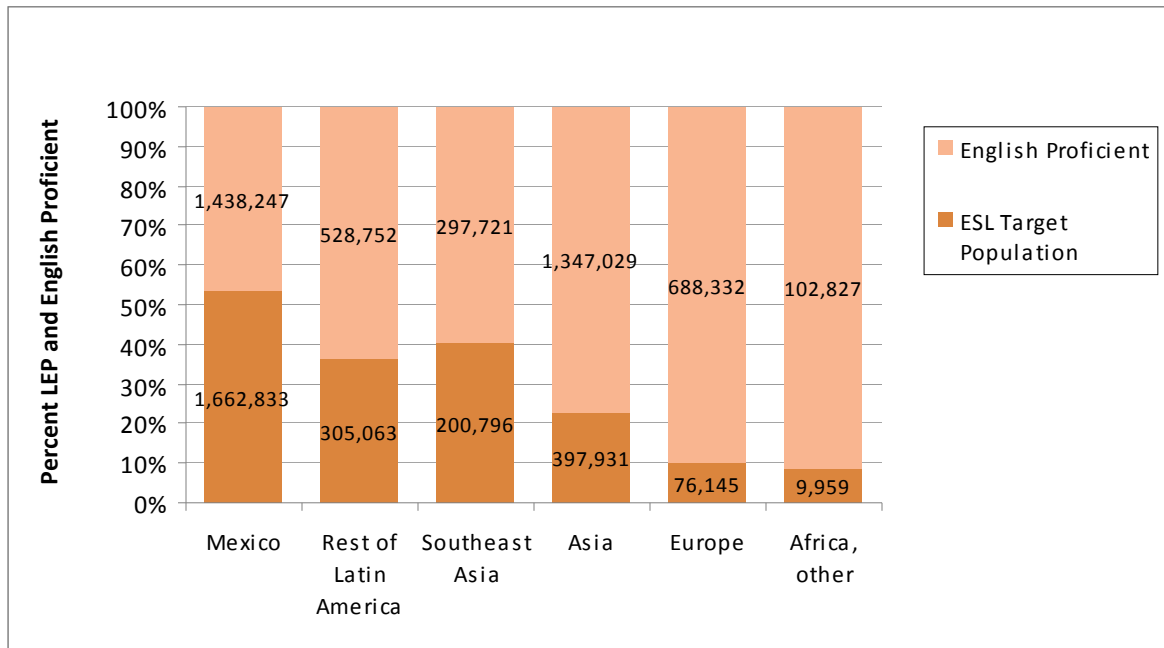
Figure 2: Educational attainment of California residents by U.S. versus foreign birth.



Source: American Community Survey, 2005-2007.

In addition to basic literacy needs, these immigrants have English language needs. Figure 3 shows the English language needs of immigrants by country of origin. Residents born in Mexico — by far the largest immigrant group — also have the highest proportion of need for English language instruction.

Figure 3. Countries and continents of origin with need for ESL.



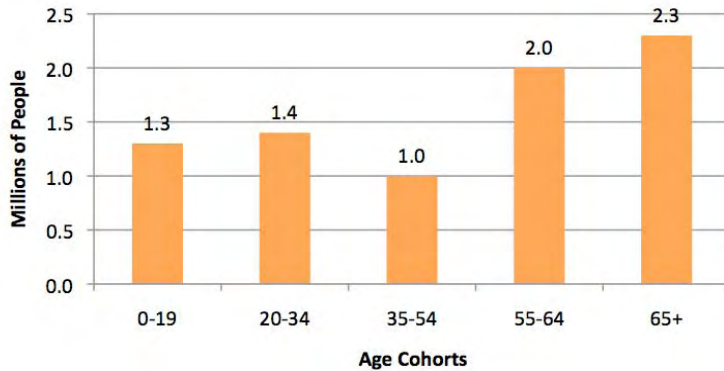
Source: Public Policy Institute of California, 2007.

Many will also seek citizenship or must otherwise be knowledgeable about immigration regulations that apply to them and their opportunities and responsibilities as residents. Adult Education has traditionally been the agency to provide this kind of information to immigrants.

In terms of the impact on California’s future, the critical fact is that immigrants and their children will account for all of the net increase in California’s workforce in the next 25 years.³ The educational opportunities that California provides these citizens and residents will determine the supply of labor that will support the state’s economic growth — or fail to support it.

Age. The highly educated “baby boom” cohort will begin exiting the workforce in 2011 as they reach retirement age. As seen in Figure 4 below, the growth in the population of those over 65 years old is projected to grow by 2.3 million — a greater number than any other group. By 2030, 20 percent of Californians will be over 65 years of age.

Figure 4. California population growth 2005 – 2020.



Source: California Department of Finance.

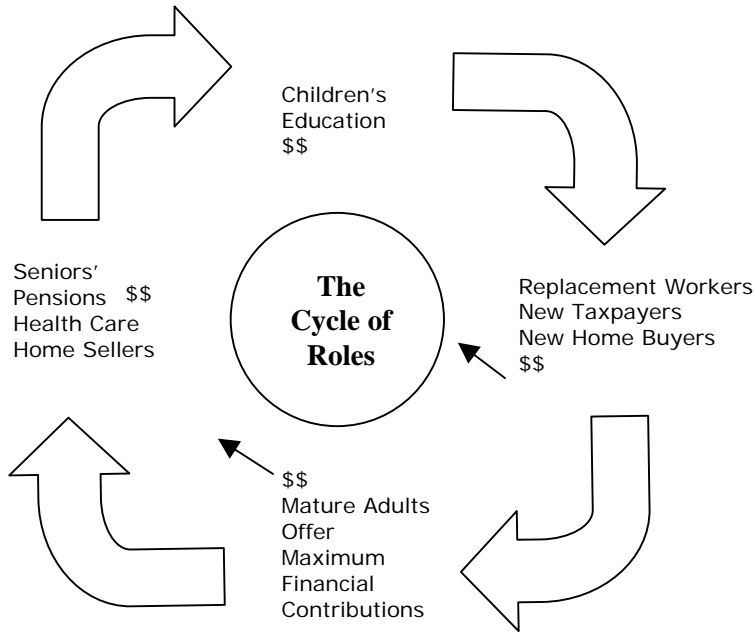
This has several implications for the redistribution of skills and experience.

- The boomers have more people with some college, associates and graduate degrees, on a percentage basis, while the younger cohort holds more bachelor’s degrees and fewer graduate degrees.
- 20 percent of the younger generation lack high school degrees/GEDs versus 17 percent of boomers. This means more than half a million people without a secondary credential would move into the 45-64 group.⁴

The interaction of age and immigration. The most important implication of the combination of an aging, highly educated cohort being replaced by a younger workforce with lower education skills is the impact on the workforce and on public finances. As described above, a highly educated workforce will be replaced with a less-well-educated workforce. Simultaneously, the size of the baby boom cohort will increase the “dependency ratio” — the number of people whose social security and medical costs must be supported by those in the workforce.

Figure 5 provides a graphic depiction of the intergenerational “social contract” — with young and mature adults contributing to the tax base and children and senior citizens benefiting from social and educational services.

Figure 5. The intergenerational social contract.



Source: Myers, D. (2007). *Immigrants and Boomers: Forging a New Social Contract for the Future of America*. New York, NY: Russell Sage Foundation.

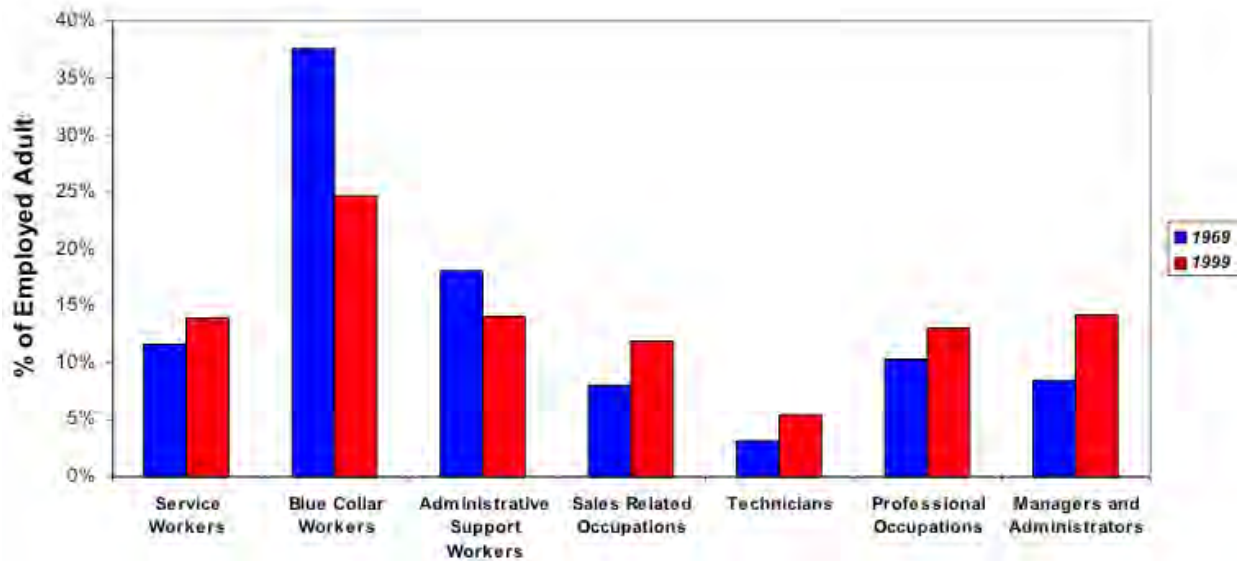
The interaction of these twin demographic shifts means that, unless the state increases adult education to improve the educational competencies of the workforce, a dramatically larger retiree pool will depend on a smaller workforce with fewer skills and lower wages; this reduced tax base will compromise access to vital services.

Driving Force #2: Workforce Demands

Changing workplace needs are requiring increasing levels of education, technical skill, and other workplace skills.

Changes in the workplace. Murnane and Levy describe “a moderate hollowing out of the occupational distribution” since 1969, with “some growth in the lowest paying service occupations, shrinkage in blue collar and administrative support (clerical) occupations, and then growth in all higher paid occupations including sales.”⁵ The chart below shows the shift in occupational distribution over the last three decades of the 20th century. Occupations are listed by increasing average pay.

Figure 6. The adult occupational distribution: 1969 and 1999.



Source: Levy, S. & Murnane, F. (2005) How Computerized Work and Globalization Shape Human Skill Demands.

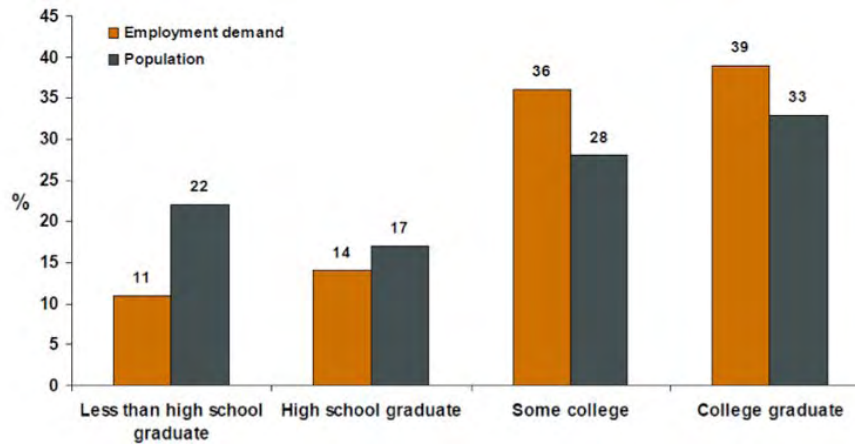
The patterns they discerned, however, were not only based on level of wage and skill, but also on the degree to which occupations could be computerized and thereby offshored. They explain as follows:

For example, the growth of Service Occupations (janitors, cafeteria workers, security guards) reflects the inability of rules to capture human optical recognition and many physical movements and the fact that many of these tasks must be performed in this country and so cannot be offshored. The growth of Sales Occupations (a broad category that runs from fast food clerks through bond traders) reflects an increased flow of new products — driven in part by computers — which increases the need for selling, and the inability of rules to describe the exchange of complex information that salesmanship requires. The growth of Professional, Managerial and Technical occupations reflects the inability to express high end cognitive activities in rules: formulating and solving new problems, exercising good judgment in the face of uncertainty, creating new products and services. In contrast, many Blue Collar occupations — particularly assembly line work — and Administrative Support (clerical) occupations can be described by deductive or inductive rules and this accounts in large part for the decline in these two categories through both direct substitution and computer-assisted outsourcing.⁶

In sum, while service professions have continued to grow, they are generally low-wage. Other low-wage, low-skill occupations are becoming less prevalent, while higher-skill, higher-pay positions are increasing in number. These higher-wage positions require higher levels of education and training, with some postsecondary education becoming increasingly necessary to employability and the ability to command a living wage in the global economy.

Need for postsecondary education and training. The Public Policy Institute of California projects that California will “under-produce” college graduates and people with some level of postsecondary training to meet growing workforce training demands. As seen in Figure 7, it projects that 75 percent of occupations will require at least some college (some college plus college graduate), whereas only 61 percent of the population will have this level of education.

Figure 7. Education projections for 2020: employment demand and population.



Source: "California's Future Economy," PPIC, 2008.

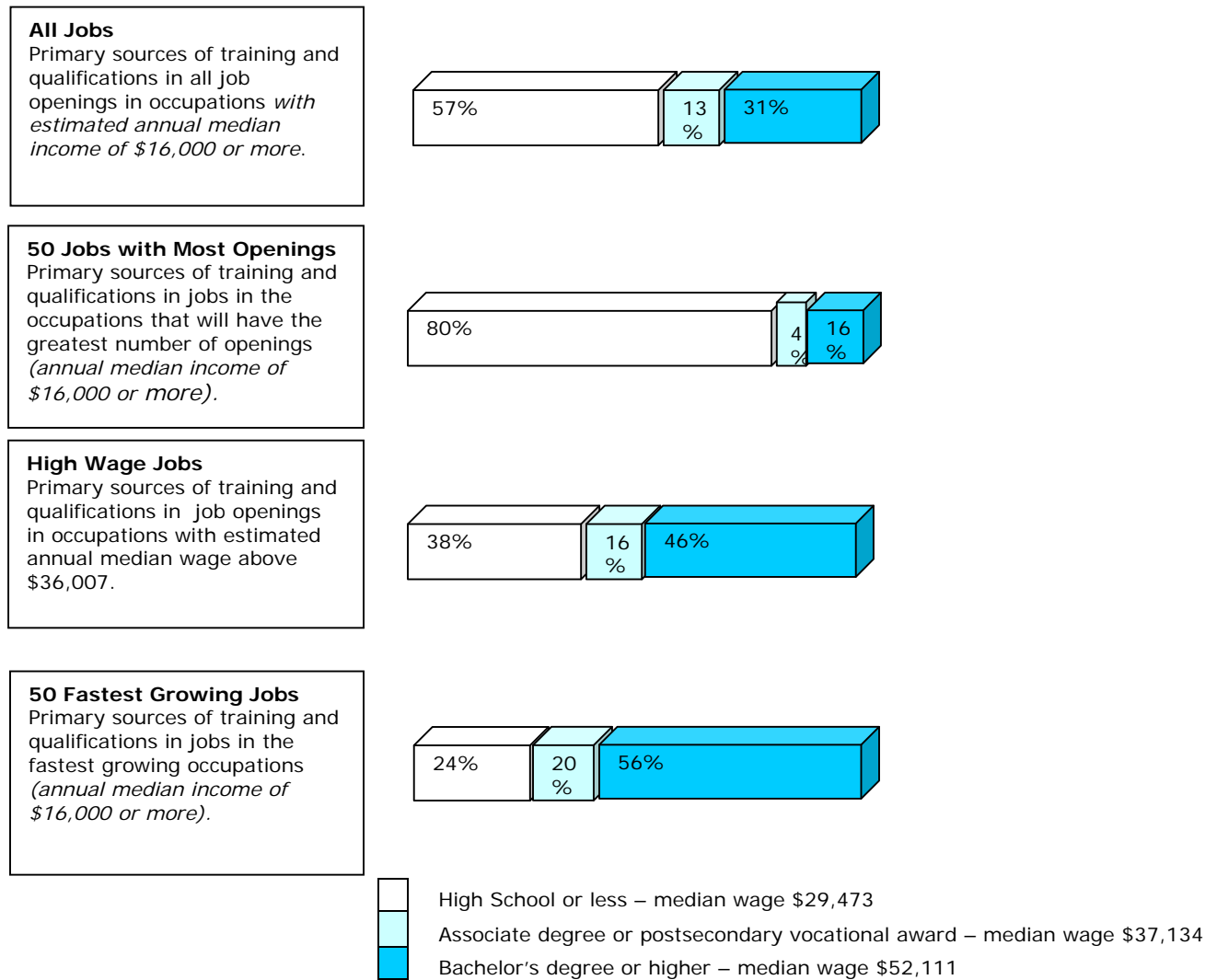
This is a matter both of individual relevance as well as of economic sustainability for the state. Adults age 18 and older with only a high school diploma earned only \$29,473 per year, according to tabulations by the California Postsecondary Education Commission. By contrast, graduates with a technical certificate or associate degree earned \$37,134 — over \$7,600 more per year — and those with a bachelor's degree earned an average of \$52,111 in 2008.⁷ Adult Education can directly address this gap by bringing students to the level of readiness where they can enter and advance in growing occupations or receive postsecondary training.

Most proposed solutions to narrow this gap between workforce need and projected supply involve reform in the state's K-12 and higher education systems. But reform of these systems, however successful, will not fully address the issue for the majority of California's workforce for the critical period of 2011 to 2031 — those who are already adults.

As the nation continues to shift from an industrial to a knowledge-based economy, individuals with no postsecondary education or training will find it difficult to move beyond subsistence-level jobs.⁸ Figure 8 below uses static U.S. Bureau of Labor Statistics (BLS) projections of the 2016 California labor market to provide some context for the wages and training levels associated with several occupational subsets. It is clear from the graph that while there are greater *numbers* of jobs in certain sectors, greater rates of growth and higher wages are correlated with higher levels of education and training.

Figure 8. Job openings by education level, 2006-2016.

It is important to interpret these data in the context of economic need. The federal poverty line for a family of 2 is \$14,570 and for a family of 4, the poverty line is \$22,050. In comparison, the median estimated wage level by primary source of training and qualifications (1) High school or equivalent: \$29,473; (2) associate degree or postsecondary vocational award: \$37,134; (3) Bachelor's degree or higher: \$52,111.



Source: Bureau of Labor Statistics 2006-2016 projections, as reported by the California Employment Development Department (EDD) in July of 2009. No occupations with estimated median annual earnings below \$16,000 were included in EDD occupational projections.

Need for technical skills. In addition to the need for high levels of education, industry seeks technical skills. Yet gaps in critical technical skills are apparent. Skilled trades have difficulty recruiting workers with technical proficiency. California businesses are now experiencing and foresee future critical shortages in technically-skilled workers. As the shortage of technically capable workers grows, businesses

will find it difficult to remain competitive in California and the state will have difficulty sustaining its historical leadership role in innovative technologies and other vital areas.

A number of respondents to the California Research Bureau’s 2009 survey of representatives of business and industry identified job shortages in their industries, mainly due to workers leaving the industry and the lack of replacement workers with the necessary skills and training. Almost two-thirds indicated that workers do not have the necessary skills to perform the jobs.⁹

This skills deficit was echoed in the Coalition for 21st Century Skills’ seminal 2006 report, “Are They Really Ready To Work?” which surveyed over four hundred employers nationally, representing a combined U.S.-based workforce of over 2 million individuals, to determine their workforce training needs and priorities.¹⁰ Respondents rated the preparation level of workforce entrants by educational attainment bracket.

Figure 9. Preparation level of workforce entrants.



Source: Casner-Lotto, J. & Barrington, L. (2006). Are They Really Ready to Work? Employers’ Perspectives on the Basic Knowledge and Applied Skills of New Entrants to the 21st Century U.S. Workforce. Washington, D.C.: The Conference Board, Inc., the Partnership for 21st Century Skills, Corporate Voices for Working Families, and the Society for Human Resource Management.

A category for “Less than high school education” was not even included in the survey, but as the graph above makes clear, career technical skill deficiencies are more prevalent in those with less education. The graph shows that preparation levels (and associated employability) increase measurably with educational attainment. Eleven percent of employers surveyed did not even hire individuals with less than an associate’s degree or technical certificate.

Additional skills needed across all populations. Beyond basic reading, writing and computation skills, additional transferable workplace skills are required to succeed in the workplace — especially in an environment of rapid change.

Murnane and Levy, writing in 1996, cited six “new basic skills” required for the 21st century workplace, including the ability to read at the ninth-grade level or higher; the ability to do math at the ninth-grade level or higher; and four new “soft skills” required for the workplace, including the ability to solve semistructured problems where hypotheses must be formed and tested; the ability to work in groups with persons of various backgrounds; the ability to communicate effectively, both orally and in writing; and the ability to use personal computers to carry out simple tasks like word processing.¹¹ In 2005 they presented additional, more complex skills — “expert thinking” (solving problems for which there are no

rules-based solutions) and “complex communication” (interacting with people to acquire information, understand what that information means and persuade others of its implications for action)¹² — skills that are not easily sent offshore.

In 2005, the CDE published the California Career Technical Education Model Curriculum Standards which included 10 “Foundation Standards” based on the Secretary’s Commission on Achieving Necessary Skills (SCANS) skills. These include:

1. *Academic Foundations*: Students understand the academic content required for entry into postsecondary education and employment within a selected industry cluster.
2. *Communications*: Students understand the principles of effective oral, written and multimedia communication in a variety of formats and contexts.
3. *Career Planning and Management*: Students understand how to make effective decisions, utilize career information and manage personal career plans.
4. *Technology*: Students know how to use contemporary and emerging technological resources in diverse and changing personal, community and workplace environments.
5. *Problem Solving and Critical Thinking*: Students understand how to create alternative solutions using critical and creative thinking skills, logical reasoning, analytical thinking, and problem solving techniques.
6. *Health, Safety, and Environmental Management*: Students understand health and safety practices, policies, procedures, and regulations, including equipment and hazardous material handling.
7. *Responsibility and Flexibility*: Students know and demonstrate the behaviors associated with responsibility and flexibility in personal, workplace, and community settings.
8. *Ethics and Legal Responsibilities*: Students understand professional, ethical, and legal behavior consistent with applicable laws, regulations, and organizational norms.
9. *Leadership and Teamwork*: Students understand effective leadership styles, key concepts of group dynamics, team and individual decision-making, and conflict resolution.
10. *Technical Knowledge and Skills*: Students understand the essential knowledge and skills common to all pathways within a specific industry cluster.

In sum, academic basic skills and job-specific technical knowledge are necessary, but not sufficient, for success in California’s fast-paced economy. Essential work readiness skills such as those cited above are also crucial components of workplace readiness.

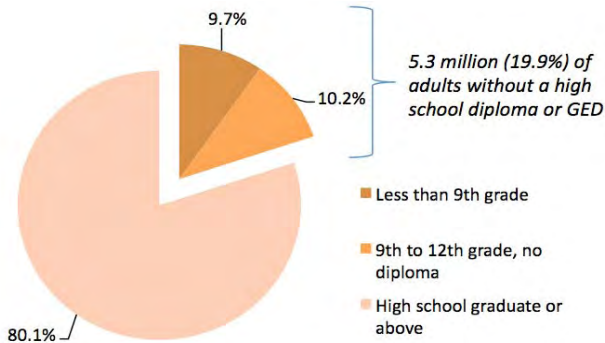
Driving Force #3: Educational Challenge

Twenty percent of Californians, 5.3 million people, lack a high school diploma or General Education Development (GED) certificate, and nearly half of those have educational attainment levels below 9th grade.¹³

According to the National Center for Higher Education Management Systems (NCHEMS), California’s performance numbers are generally lower than national averages, with more high school dropouts and lower rates of transition to college. Educational attainment rates are not evenly distributed across the population, with Hispanic and African American groups dropping out of high school at much higher rates.¹⁴

Low high school completion. In California, almost one-third of all students fail to graduate from public high schools within four years.¹⁵ All told, nearly one-fifth of California’s adult population, or 5.3 million people, lacks a high school diploma. The share of California’s population with less than 9th grade education (9.7 percent) is *more than twice the national average* (4.5 percent). Adult Education’s Adult Basic Education (ABE) courses are designed to help this population achieve the crucial basic literacy and numeracy skills they need to succeed in work and life.¹⁶

Figure 10. Educational attainment, Californians 18 years and older.

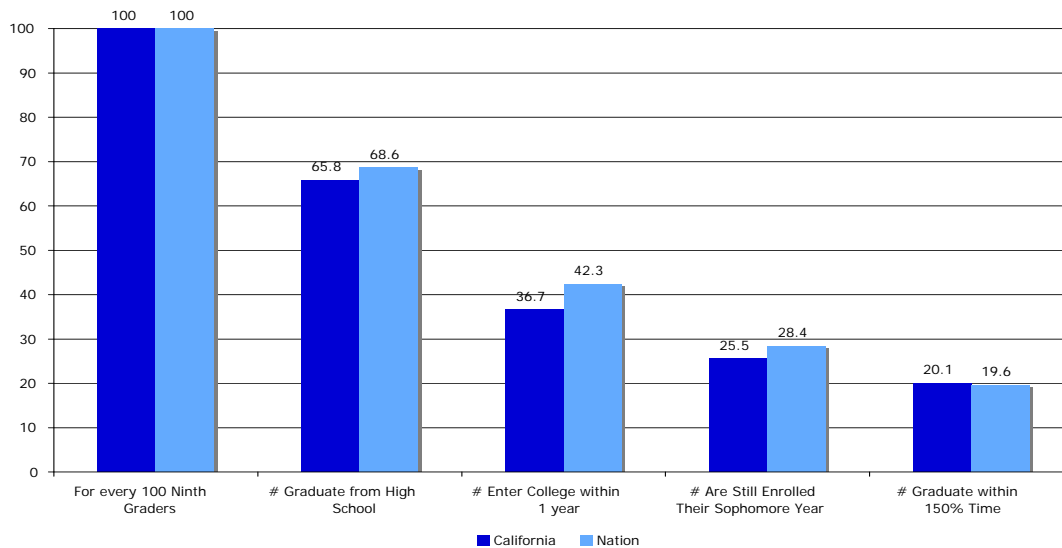


Source: US Census, American Community Survey, 2005-2007 (population 18 years and older).

The other 10 percent of California adults with no high school diploma — those who started but did not complete high school — Adult Education’s Adult Secondary Education (ASE) courses are targeted toward this population. ASE programs help these adults attain either high school diplomas or General Educational Development (GED) certificates.

A leaky pipeline. High school dropout rates are not the only concern. As seen below, students fail to persist at all stages of education.

Figure 11. The educational pipeline.



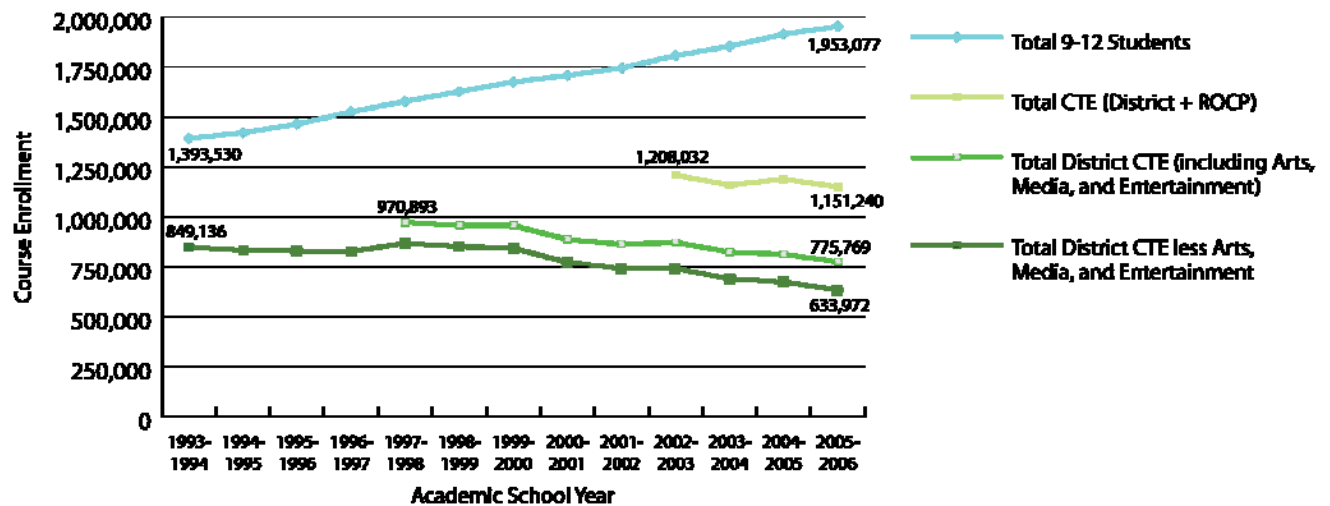
Source: National Center for Higher Education Management Systems.¹⁷

The numbers above show the educational “pipeline” and the many junctures at which students cease to persist. Overall, only one-fifth of entering high school freshmen complete any kind of postsecondary degree within a traditional time frame.¹⁸

One reason for the low completion rates at the postsecondary level may be that many students enter postsecondary education unprepared for college-level work. A survey of placement test results in California indicates that 70 percent of community college students place in remedial-level mathematics and 42 percent place in remedial-level English.¹⁹ The most recent (Fall 2007) results of California State University's (CSU) proficiency examinations indicate that even students eligible for the CSU are in need of remediation. Only 62.8 percent of entering freshmen were proficient in mathematics, and 53.7 percent were proficient in English.²⁰

Decreasing CTE enrollments. In addition to low completion rates, there has been a steady decline in students taking career technical education (CTE) courses in high school — courses that could both motivate students academically and prepare them for both transition to postsecondary education and future careers. As shown in Figure 12, although many high school students enroll in CTE, there has been a steady decrease in CTE enrollments since 1993.²¹

Figure 12. CTE course enrollment compared to total high school enrollment, 1993-2005.



Source: CBEDS 2005-06; ROCP 2002-05.

High-school CTE is also jeopardized in the current budget crisis by the placement of funding for Regional Occupational Centers and Programs (ROCPs), which conduct secondary and adult career technical education programs statewide, into “flexibility”. This means that if local educational agencies choose to use these resources for other programs fewer students will gain career technical skills while in the K-12 system, increasing the need for technical training opportunities once they exit the system.

Summary: California’s Perfect Storm

The intersection of these trends creates a major challenge to California’s policy makers and adult education system. The following quote from *America’s Perfect Storm* characterizes the dilemma.

...over the next 25 years or so, as better-educated individuals leave the workforce they will be replaced by those who, on average, have lower levels of education and skill. Over this same period, nearly half of the projected job growth will be concentrated in occupations associated with higher education and skill levels. This means that tens of millions more of our students and adults will be less able to qualify for higher-paying jobs. Instead, they will be competing not only

with each other and millions of newly arrived immigrants but also with equally (or better) skilled workers in lower-wage economies around the world.

The current and emerging federal priorities reflect the sense of urgency conveyed in *America’s Perfect Storm*. Federal policy makers recognize the severe skills gap that will be created if decisive action is not taken.

State-wide Needs for Adult Education in California

The external trends described above demonstrate the magnitude of the challenges facing the state stemming from the major demographic, economic, and educational shifts now underway. This section presents the implications of these trends for adult education in California. The focus is on three needs that California has related to adult education that must be addressed if the state is to maintain its economic competitiveness and associated social stability: (1) increasing the educational competency of the workforce; (2) closing the basic skills gaps of parents/caregivers of school-age children; and (3) preparing recent immigrants for citizenship.

A set of “foundational skills” address the core state needs. Foundational skills are the core competencies needed to address each state need. The same set of foundational skills addresses both the need to strengthen the educational competencies of the workforce and close the basic skills gaps of parents/caregivers of school-age children. The skills listed below reflect Murnane and Levy’s 1996 listing of “new basic skills” and take into account the need for preparation for some postsecondary education or training as suggested by the research.²² This is a “living list” that will be refined further during the strategic planning process.

Table 1. Core state needs and foundational skills.

State Need	Foundational Skills
A. Increase basic educational competency of the workforce	To support readiness for postsecondary education, immediate workforce participation and the education of children, the following are “foundational skills”: <ul style="list-style-type: none"> ▪ Reading to 12th grade level ▪ Writing to 12th grade level ▪ Computation to 12th grade level ▪ English Language ability ▪ Ability to solve semistructured problems where hypotheses must be formed and tested ▪ Ability to work in groups with persons of various backgrounds ▪ Ability to communicate effectively, both orally and in writing ▪ Ability to use personal computers to carry out simple tasks ▪ Other work readiness skills
B. Close the basic skills gaps of parents and caregivers of school-age children	
C. Prepare new Californians for citizenship	<ul style="list-style-type: none"> ▪ Citizenship skills

Increase Basic Educational Competency of the Workforce

Adults lacking English, high school diploma/GED, and basic literacy. Using data from the 2005-2007 American Community Survey, five primary areas of need are presented. The largest category of need is adults who speak English “less than well.” The next largest category is “adults 25 and above with less than 9th grade” educational attainment. The category of those who speak English “less than well” overlaps

to some extent with the other need categories; for example, some of those needing English language instruction do not have a high school diploma or GED. For this reason, the two totals are not combined.

Table 2. California adults lacking foundational skills.

Census Category: English Language Ability	Number	Corresponding Educational Need
18-64 Who Speak English "less than well"	3,059,677	English as a Second Language (ESL)
Total 18-64 Needing ESL	3,059,677	

Census Category: High School Diploma or GED	Number	Corresponding Educational Need
18-24 with less than 9 th Grade (no diploma or GED)	148,591	Adult Basic Education (ABE)
18-24 with 9 th to 12 th Grade (no diploma or GED)	563,251	Adult Secondary Education (ASE)
25 and above with less than 9 th Grade (no diploma or GED)	2,451,303	Adult Basic Education (ABE)
25 and above with 9 th to 12 th Grade (no diploma or GED)	2,173,741	Adult Secondary Education (ASE)
Total 18 and Above Needing ABE and ASE/GED	5,336,886	

The total adult population of California, as averaged over a three year period by the U.S. Census Bureau's American Community Survey, is 26.9 million. Therefore, even a conservative estimate of need as calculated above (based solely on the 5.3 million adults lacking a high school diploma, not counting those who need English language development), shows that 20 percent of adults, a fifth of all adults in the state, have a need for one or more adult education programs.

“The replacement generation” lacking skills. As noted above, the interaction of California’s aging population and high levels of immigration will have significant impacts on California’s economy. As the highly educated baby boom generation retires in the period 2011 to 2029, they will be replaced in the workforce by those who are currently 18-44 years old. As this group is more heavily drawn from first- and second-generation immigrants, especially people with lower levels of educational attainment, a skills gap is predicted to develop unless there is a focused statewide response. The table below shows the need characteristics of 18-44 year olds.

Of the 5,336,616 adults who lack a high school diploma, 2,836,564 (or 53 percent) are 18-44 years old — the critical population that will “replace” the baby boom population in the workforce over the next 20 years.

In addition, there are 3,774,611 Californians between the ages 18-44 whose highest level of educational attainment is a high school diploma or GED.²³ Many of these, though holding a diploma or GED, are not ready for college work. These individuals would also likely benefit from Adult Education. The California State University's (CSU) assessment system found that, of first-time freshmen entering the CSUs in 2008, 47 percent still required some level of English remediation and 37.2 percent need math remediation;²⁴ 27.1 percent of 2008-2009 CSU freshmen were not proficient in *either* English or mathematics. Further evidence is provided by estimates of the remedial need in the community colleges, which are higher — from 70 percent to 90 percent at some campuses.²⁵

Applying a very conservative number, such as the 27.1 percent of 2008-2009 CSU freshmen who were not proficient in *either* English or mathematics, to estimate the need for secondary-level education among

the population of adults with high school diplomas or GEDs but no postsecondary education, yields 1,022,919 adults who have high school diploma but are still not ready for postsecondary education, and, by extension, for many occupations.²⁶

Table 3. Educational needs of California adults ages 18-44.

Census Category: 18-44 High School Diploma	Number	Corresponding Educational Need
18-44 with less than 9 th Grade Without a High School Diploma or GED	1,137,996	Adult Basic Education
18-44 with 9 th to 12 th Grade Without a High School Diploma or GED	1,698,568	Adult Secondary Education / GED
Subtotal of 18-44 year Without a High School Diploma or GED	2,836,564	
18-44 population needing additional remediation beyond high school to be ready for postsecondary education [18-44 with a High School Diploma or GED and no postsecondary (3,774,611) x 27.1% estimate of need for English and math remediation]	1,022,919	Adult Secondary Education
Total "Replacement Generation" Needing ABE and ASE/GED	3,859,483	

Given a total 18-44 population of 14,476,385, this total number (3,859,483) represents 26 percent of the 18-44 "replacement generation" population.²⁷

The achievement gap. These needs are not evenly distributed across race/ethnic groups, school systems, and income levels. K-12 data on the achievement gap show African American and Latino students drop out at higher rates, as do students of lower socio-economic status and those who attend low-performing schools.^{28, 29} This achievement gap is an important matter of social equity. It also has direct economic consequences, as shown in a 2009 McKinsey study, which estimated that the GDP of the US would have been \$2.4 to \$4.2 trillion dollars higher in 2008 if these achievement gaps had been closed. Using the same percentage loss, California's GDP would have been \$300 - \$500 billion higher.³⁰

A note about the educational needs of incarcerated Californians and communities disproportionately affected by crime and incarceration. Californians who are incarcerated, on probation, or on parole have similar educational needs as the general population groups described above, though at much higher rates. The lower level of educational attainment and workplace skills of incarcerated adults limits their successful reintegration into society. This contributes to high levels of recidivism, resulting in high fiscal burdens on the state and economic and social burdens for communities, especially areas with high levels of poverty.

There are two correctional systems in California. Educational and administrative services are provided separately to each system, as detailed below.

- *County jails.* The CDE-administered Adult Education system provides services to incarcerated people in California's 124 locally-administered jails. People in jails are incarcerated for much shorter periods than people in state or federal prisons (an average of 23.4 days), and are generally awaiting trial or serving shorter sentences. The average daily population in 2007 was 83,184.³¹ The strategic planning

process will work to address the educational needs of this population and the unique challenges posed by such factors as the brief average duration of stay.

- *State prisons.* The California Department of Corrections and Rehabilitation’s Office of Correctional Education provides education to state prison inmates, including academic classes, vocational training, courses in English as a Second Language, and library activities. Accreditation for prison schools is provided by the Western Association of Schools and Colleges. Prison schools do not fall under the purview of the CDE.

The educational needs correlated with crime and incarceration are highly concentrated. Some communities have high levels of poverty and crime, low levels of educational attainment, and relatively high proportions of incarcerated community members. A strong adult education presence in these communities is necessary to proactively provide other options to disenfranchised adults, facilitate transitions from correctional systems back into the community, and help prevent recidivism.

Close the Basic Skills Gaps of Parents and Caregivers of School-Age Children

Adults must gain foundational skills not only in order to be productive in the workforce, but also to play key roles in their homes and communities. The magnitude of the challenges outlined in the section on educational challenges, above, indicates multiple needs in the areas of educational success and persistence. Parents and community members, including those not currently in the workforce, play an essential role in educating and motivating school-age children.

As shown in Chapter 5 (“Parent Education and the Connection to K-12) and in Appendix B, “The Benefits of Educating Adults,” parental educational attainment and literacy are significant factors in student achievement. Today’s adults are not only the workforce of today (and tomorrow); they are the parents of the students currently struggling in the K-12 system. Adult Education’s family literacy programs are specifically tailored to address adult and K-12 student learning in a holistic way.

Prepare New Californians for Citizenship

California is a major destination for immigration, and in 2002 received the largest number of immigrants in the nation (291,191 or 27.4 percent). In addition to the 4.4 million foreign-born residents who have naturalized (achieved U.S. Citizenship), an estimated 2.3 million current Californians are eligible to naturalize but have not yet done so.³²

To achieve citizenship, immigrants must not only meet a complex series of relationship, employment, and/or residency criteria, but must take and pass a naturalization test which includes a test of English language ability (reading, writing, and speaking), as well as a civics examination on U.S. history and government. Many adult citizenship applicants need educational help in order to navigate this process and successfully complete the examination. Immigrants not seeking citizenship may also need information about their rights and responsibilities as residents.

Other Need Areas

There are other areas of need that are distinct from the needs listed above. The needs occur in populations that also have relatively higher support service needs that fall outside the domain of education *per se*. These groups generally are the primary responsibility of dedicated agencies and covered by targeted legislation and regulation. For example, the Department of Aging has responsibility for older Californians, and the Department of Developmental Services and Department of Rehabilitation are responsible for services to adults with disabilities. As a matter of policy, the K-12 system over which the

CDE has oversight, has not been assigned the responsibility of developing a comprehensive response to the needs of these groups, though it has served many of their educational needs.

Table 4. Other needs.

Census Category: Other Need Categories	Number	Examples of Potential Corresponding Needs
65+ in poverty	317,807	Fitness, medical care
Adults with disabilities in poverty	664,450	Life skills

Sources: 2005-2007 American Community Survey; Delgado et. al., 2007; Public Policy Institute of California.

Need for Support Services

Many adult learners need support services to achieve their goals, especially those students who have not experienced success in traditional educational settings. Support services include advising and counseling, as well as referral services to address barriers to access, such as transportation and childcare. Some instructional and program design concepts such as career ladders/pathways and contextualization rely on effective counseling and advising to ensure the appropriate sequencing of courses.

Chapter 3. The CDE Adult Education System

Before discussing gaps in services, it is important to understand the current services delivered by California's adult education systems. This chapter describes the CDE's Adult Education system, in the context of adult education in California overall.

Context: Multi-System Delivery of Services to Adults

The CDE's Adult Education system is part of a larger network of providers who receive federal and/or state funding to provide educational services to adults. In many cases, the mandates of other providers are completely separate from that of Adult Education; the CSU and University of California (UC) systems provide services that are essentially different from those provided through Adult Education programs.

However, the community colleges, which serve nearly three million students, do have programs that overlap with Adult Education programs, although (as with the UC and CSU) the overall missions of the two organizations are distinct.³³ Community colleges have as their primary mission a mandate to "offer academic and vocational instruction at the lower division level for both younger and older students ... through but not beyond the second year of college," but may offer, in addition:

- Remedial instruction
- Instruction in English as a second language
- Adult noncredit instruction
- Support services which help students succeed at the postsecondary level
- Community services courses and programs ... so long as their provision is compatible with an institution's ability to meet its obligations in its primary missions.

The first three of these "additional services" involve potential areas of overlap with Adult Education programs. While an unenforced mandate exists for the creation of "delineation of function" agreements between Adult Education and community colleges providing the same instructional services, few such agreements have been enacted. In practice, the magnitude of the need for such services (as discussed in Chapter Four) has rendered such formal agreements unnecessary, though both systems engage in less formal collaboration and articulation efforts at the local level.

The CDE's Adult Education System

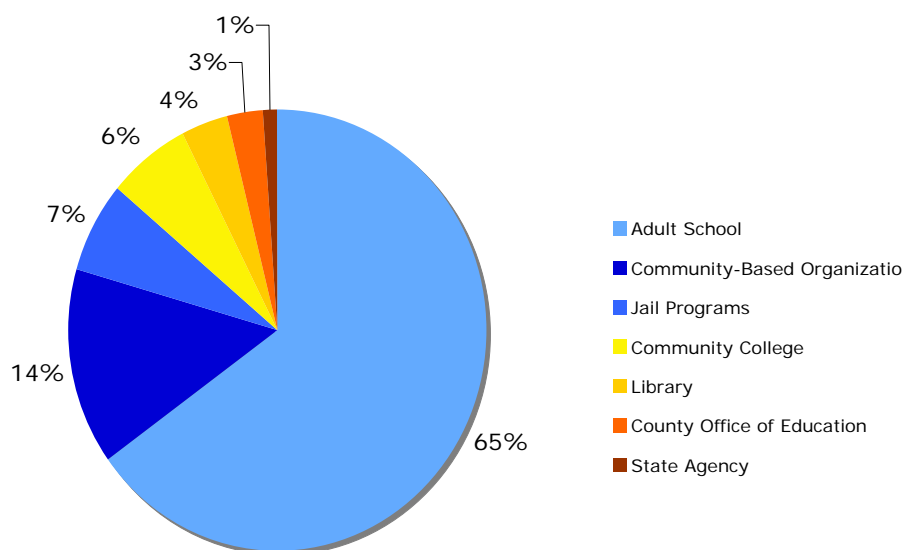
The CDE's Adult Education system provides a targeted set of services to the highest-need populations in the state. Because of Adult Education's unique understanding of adult learning theory and practice, accessibility, and focus on those adults most in need, Adult Education often serves a population unreached by any other system. Further, Adult Education is the only system in the state that has the foundational educational needs of adults as its core mission.

Service Delivery

Adult Education reaches approximately 1.2 million adult learners across California each year. It provides instruction in basic skills, English language, workforce preparation and career technical education, life skills, health and financial literacy, parenting, and other important topics to a wide cross-section of the state's residents, with the goal of helping Californians participate more successfully in the state's economy and society and in their own local communities.

Adult Education classes are held in K-12 district classrooms, community centers, community college classrooms, storefronts, churches, businesses, jails, and migrant camps. In 2007-2008, Adult Education classes were provided in 335 adult schools. Approximately two-thirds of the providers, representing 90 percent of the enrollments, received federal WIA funds as well as state Adult Education funding; the remaining providers delivered similar services but received only the state allocation.

Figure 13. Distribution of organizations delivering federally-funded (WIA Title II) adult education services, 2007-2008.*



Source: CASAS, California Annual Performance Report: Federally Funded Workforce Investment Act Title II Programs, Program Year 2008)

*Includes only agencies offering *federally-funded* adult education programs. Agencies receiving federal funds constitute approximately two thirds of all programs, and over 90 percent of all enrollments.

The population served by Adult Education programs is not representative of the population of the state as a whole. Because the services are targeted toward the hardest to serve and most in need, Adult Education's student body skews heavily Hispanic and heavily female, demographics overrepresented in high-need populations. As seen in Table 5 below, more than half of the adult learners served are between

the ages of 16 and 40, prime years for workforce entry and mobility. Because of the programs Adult Education offers, it has special relevance for immigrant populations, the unemployed, dropouts, and the working poor.

Table 5. Adult school learners' demographics, 2006-2007.

Race/Ethnicity		Age		Gender	
Hispanic	52.5%	16-20	18.6%	Female	60.3%
White	22.9%	21-30	23.3%	Male	39.2%
Asian	11.7%	31-40	19.5%		
Black	5.8%	41-50	13.9%		
Others *	3.8%	51-64	11.7%		
		65+	13.0%		

* "Others" includes American Indian, Alaskan Native, Native Hawaiian, and other Pacific Islander.
Source: CASAS, California Adult Education, Student Progress and Goal Attainment Report, 2007.

Table 6 below presents the distribution of programs and enrollments; ESL is the largest program, at almost 40 percent, followed by ASE, CTE, and Senior Programs, respectively.

Table 6. Program enrollment, 2006-2007.

English as a Second Language	478,217	39.62%
High School Diploma & GED	204,953	16.98%
Career Technical Education	168,535	13.96%
Senior Programs	144,572	11.98%
Adult Basic Education	63,626	5.27%
Parent Education	62,695	5.19%
Health & Safety Programs	31,270	2.59%
Adults with Disabilities	29,440	2.44%
Home Economics	18,813	1.56%
Citizenship	4,743	0.39%
Total	1,206,864	100%

Source: California Department of Education Adult Education Office, State Funded Adult Education Programs 2006-2007.

The Career Technical Education enrollments span all fifteen industry sectors, as shown below. The greatest percentage of them (41 percent) are in the Finance and Business sector, with almost another third in Health Science and Medical Technology and Information Technology.

Table 7. Adult Education 2007-2008 CTE enrollments, by industry sector.

Industry Sector	Total Participants	Percent
Arts, Media, and Entertainment	2,734	2%
Information Technology	28,018	16%
Building Trades and Construction	4,867	3%
Education, Child Development, and Family Services	4,706	3%
Transportation	3,583	2%
Hospitality, Tourism, and Recreation	5,158	3%
Marketing, Sales, and Service	11,258	6%
Health Science and Medical Technology	27,713	16%
Engineering and Design	559	0%
Agriculture and Natural Resources	1,909	1%
Energy and Utilities	2,396	1%
Public Services	4,481	3%
Fashion and Interior Design	1,899	1%
Manufacturing and Product Development	4,810	3%
Finance and Business	71,928	41%
Total	176,019	100%

Source: California Department of Education Adult Education Office, 2009. Total enrollment numbers differ from those listed in program enrollment table above because they are based on different program years; program enrollment data is cited for the previous year to be consistent with available data from other systems.

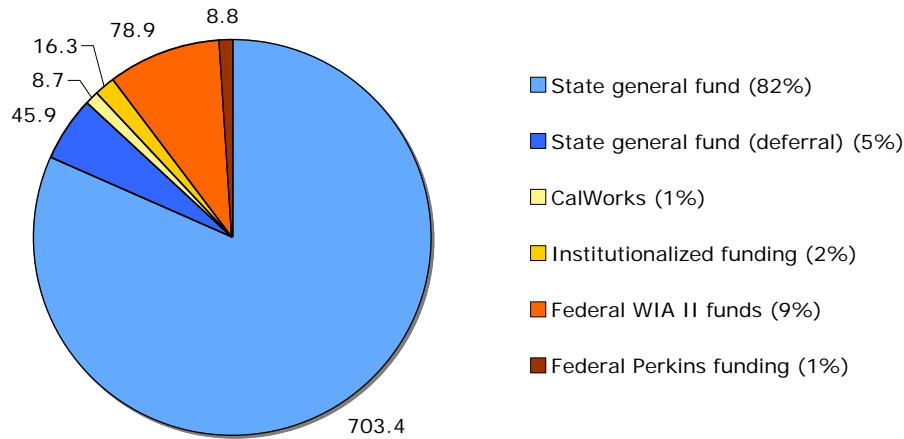
Through the concurrent enrollment process, Adult Education supports the K-12 system by helping struggling students who need to make up deficient credits needed for graduation gain required skills to pass the California High School Exit Examination (CAHSEE), or to gain career and technical skills beyond those attainable through the regular high school curriculum. Many students who would otherwise add to the dropout statistics are proactively helped through Adult Education; over 75,000 students in 2007-2008 participated in some form of concurrent enrollment.

Funding

Prior to the state's fiscal crisis (explored in greater depth in Chapter 6, "Challenges"), California Adult Education programs received dedicated funds from both state and federal sources. The state-to-federal funding ratio was the highest in the nation, at more than nine to one.

Figure 14 below presents the distribution of federal and state funds used to support Adult Education.

Figure 14. Adult Education program funds, in millions, 2006-2007.



Source: California Department of Education, Adult Education Office.

Federal Funding. Title II of the federal Workforce Investment Act (WIA, Title II) provides federal funding to supplement Adult Education programs in both public and private non-profit institutions. These funds supplement Adult Basic Education (ABE), English as a Second Language (ESL), and Adult Secondary Education (ASE) programs, and are allocated to states based on the state’s number of adults sixteen years and older who do not have a high school diploma or equivalent and are not enrolled in secondary school. The goal of the federally-funded program is to enable adults to become more employable, productive, and responsible citizens through literacy. In the past, the majority of these funds have been allocated to local providers based on competitive grant applications, but competition has been suspended for several years pending the reauthorization of WIA. Existing providers receive funding primarily based on federal WIA “performance points” (gained for student outcomes including learning gains, advancing two NRS levels, or graduating from high school/achieving a GED) from the previous year. Adult schools receive the majority of the state’s federal Title II funding.

As of the writing of this report, WIA is beginning the reauthorization process. The focus of the legislation and the types of funding it proposes to provide will be substantially similar to the Act of 1998, but it is expected that a greater emphasis will be placed on ensuring transitions to postsecondary education and linkages to workforce preparation efforts.

Adult Education programs offering career technical education may also draw on federal funds the Carl D. Perkins Career and Technical Education Improvement Act of 2006 (Perkins). The Perkins Act centers on the improvement of secondary and postsecondary courses and programs that are intended to build the knowledge, skills, attitudes, and experiences needed to enter and succeed in the world of work.

State Funding. State law authorizes adult schools to be reimbursed for use of state general apportionment funds for the for the following ten (10) adult program areas:

1. Parenting
2. Elementary and secondary basic skills (including diploma/GED)
3. English as a second language (ESL)
4. Citizenship for immigrants
5. Adults with disabilities
6. Short-term career technical education (formerly vocational education)

7. Older adults
8. Apprenticeship
9. Home economics
10. Health and safety programs

Approximately 62 percent of Adult Education enrollments are in the areas of adult basic education, ESL/citizenship, and adult secondary education (GED/high school diploma), consistent with federal priorities. The remaining 38 percent is allocated to other state priorities, though almost 14 percent of that goes to career technical education, which is aligned with federal Perkins priorities.³⁴

Key Partners

Adult Education is a natural partner for other educational systems and social services organizations.

K-12. As part of the K-12 system, there is an inextricable link between Adult Education's ASE and GED services and K-12 programs, with Adult Education positioned to support districts' dropout prevention and recovery efforts. In addition, Adult Education's ABE, ESL, and family literacy programs can be targeted to strengthen the literacy of the K-12 parent population, with benefits for the K-12 students as well (see Chapter 5, "Strengths of the CDE Adult Education System").

Other organizations. Adult Education is well situated to partner with other organizations, and in the case of the ROCPs (Regional Occupation Centers and Programs), had a mandate to do so prior to the current budget situation. Adult Education is also a mandated partner in the One-Stop centers operated by California's Workforce Investment Boards and funded through Title I of WIA. Adult Education also partners locally with apprenticeship programs — which are developed and conducted by program sponsors including individual employers, employer associations, or jointly sponsored labor/management associations — to provide "related and supplementary instruction" (RSI) to their registered apprentices on a contract basis. Adult Education's presence in the jails makes them a natural partner with local correctional and transition programs, as well as the Department of Corrections at the state level, in planning for transitional services for formerly incarcerated adults.

Because Adult Education serves the populations that are hardest to serve and/or most in need, it frequently has client overlap with, for example, workforce investment boards, vocational rehabilitation programs, Even Start programs, or social services. These partnerships can be leveraged in a variety of ways in order to broaden the scope of Adult Education services to meet local need, fill local demand for courses, and increase the pool of knowledge and resources available to the shared clientele.

Community colleges. With regard to its place in the larger state education system, Adult Education has an unenforced mandate to develop delineation of function agreements with community colleges in areas where both provide services. This mandate is not a matter of competing programs as the need for adult education exceeds the supply of available services in almost all areas of the state. Rather, collaboration and articulation between community colleges and Adult Education programs allow each to work within their own areas of strength to provide complementary services.

Foundational Skill Enrollments Across Systems

At the present moment, the foundational instruction (ABE, ASE, and ESL) offered by Adult Education is similar to that offered by the community colleges as part of their "additional services" mission. This overlap in service areas is neither linear nor clear-cut, making it difficult to look at total service statewide. The estimates below are based on conservative readings of the available data, and are intended to show *only* enrollments in foundational skill courses, ABE, ASE, and ESL. When these populations are added

together, they come to approximately 1.2 million enrollments annually in federal and state-funded ESL, ASE, and ABE courses (not to be confused with 1.2 million students served across all program areas by the CDE's Adult Education system).

The CDE's Adult Education System

Adult schools served 771,732 students in ABE, ASE, and ESL programs in 2007-2008. When the students served by other Adult Education providers such as jails, libraries, and CBOs are added, the number rises to over 800,000 ESL, ABE, and ASE students served through Adult Education in a single year, approximately 60 percent of all Adult Education enrollments.³⁵

Community Colleges

The community colleges served 393,004 students in non-credit Basic Skills, English as a Second Language, and adult instruction in 2006-2007, approximately 9.7 percent of total community college enrollments across subject areas. Almost 30 percent of these students were served through the six of the 72 community college districts in areas where the colleges themselves are the designated adult education providers, eliminating overlap in services in those districts.³⁶

Library Literacy Services Program

Libraries offered state-funded literacy and ESL instruction to more than 20,000 adults as well through the California Library Literacy Services program.³⁷ These enrollments are separate from the ESL and ABE enrollments funded through the CDE's Adult Education system delivered through libraries.

Chapter 4. Unmet Need for Adult Education Services

This chapter compares the estimated need for adult education to current service levels across the multi-provider network in order to estimate a level of unmet need or "gap" for foundational skills development.

Unmet Need for ESL and Basic Skills Services

Using the Census data presented in Chapter 2, Table 8 shows total need for ESL, Adult Basic Education and Adult Secondary Education. Because the populations overlap (those adults who speak English "less than well" are often those who have low levels of education), by the most conservative estimate of need (lacking a high school diploma or GED), over 5.3 million Californians need adult education services. As stated, this does not include the ESL population that may have a diploma but does not speak English well; nor does it include the large population of adults who receive diplomas but require remedial instruction in order to be prepared for postsecondary education or careers, as discussed in Chapter 2. Of the 5.3 million included in this estimate, only 1.1 million adults, roughly 21 percent, are receiving these services through adult schools and community colleges each year.

Table 8. Estimate of unmet need for ESL, Adult Basic Education, and Adult Secondary Education.

A	B	C	D	E	F = D+E	G = 1-(F/C)
Type of Service	Census (ACS) estimate of population, 2005-2007		Served by CDE's Adult Schools ⁱ	Served by Community Colleges ⁱⁱⁱ	Approx. Total Served Annually	Approx. UNMET NEED
ESL (English as a Second Language)	Adults 18-64 who speak English "less than well"	3,059,677	478,217	242,483 ⁱⁱⁱ	720,700 24%	76%
ASE (Adult Secondary Education)	Adults 18 and above with 9 th to 12 th Grade (no diploma or GED)	2,736,992	204,953	90,391 ⁱⁱⁱ	295,344 11%	89%
ABE (Adult Basic Education)	Adults 18 and above with less than 9 th Grade (no diploma or GED)	2,599,894	63,626	60,130 ⁱⁱⁱ	123,756 5%	95%
Total		> 5,336,886ⁱⁱ	746,796	393,004³⁸	1,139,800 (<21%)	> 79%

ⁱ These numbers represent the students served by adult schools only (not those served by the entire CDE Adult Education system through CBOs, jails, libraries, etc.) in 2006-2007. The total number of students served is higher.

ⁱⁱ 5,336,616 is the total number of individuals 18+ with less than a 12th grade education and no diploma or GED in California (2,736,722 + 2,599,894 = 5,336,616). This overlaps significantly with the population speaking English "less than well," so to avoid duplicate counts, this number is presented as the most conservative available estimate of need (i.e., excludes 3,059,677 ESL count).

ⁱⁱⁱ Community College service numbers were not available by program area; the total was divided according to the overall WIA II service provision breakout for approximation purposes.³⁹

^{iv} This is the sum of the unduplicated student counts for Adult Education and the community colleges in ESL, ABE, and ASE. Because student counts are unduplicated and contain no overlap, all three rows are included in this figure.

^v 5,336,616 – 1,139,800

Comparing the need for ABE and ASE/GED services presented in the table above, (5,336,886), with ABE and ASE/GED services provided by both the CDE's and the community colleges' adult ABE and ASE/GED programs (419,100), it can be concluded that only 8 percent of the need for these services is being met for this population each year.

Care should be taken in interpreting this table. Need does not directly translate into demand for services. Demand can be created through outreach and marketing, as well as word of mouth. Many of the adults represented in the census data may choose not to pursue adult education. Others are out of the workforce.

While calculations such as those contained in the table may be made using various need indicators, no comparable metrics exist for demand.

This table is also a snapshot of two sets of numbers: cumulative need and annual service provision. Through immigration and high school dropouts, need increases incrementally by several hundred thousand individuals each year; it does not decrease in equal proportion to the amount of service provided. Because education is a cumulative good, need is often not eliminated once an individual takes a course, but through many courses, over multiple years.

Table 7 is not intended to be a comprehensive picture of need and services. There are many complicating factors, and many other needs and services that are relevant to adult education and not represented in this table, such as CTE, parent education, and citizenship and civic education. But it does offer a useful tool for understanding the larger statewide context of adult education.

A Note about the Unmet Need for CTE Services

As described in Chapter 2, the need for CTE services is large if California is to maintain a strong economy that offers well-paying jobs to its residents. However, given the changing nature of the economy and regional variations, it is difficult to ascertain the need by industry in order to compare it to distribution of CTE course offerings across industry sectors. Field survey respondents and others expressed the view that CTE should be among the services provided to adults by the CDE's Adult Education system. However, it is not clear whether respondents were focused on general workplace preparation, including the development of basic academic and general, transferable work readiness skills such as those in the CTE "Foundational Standards" (which could be considered "new basic skills"), or technical skills, in such areas as automotive or hospitality, that would be part of a specific career pathway.

Courses designed to provide high-level technical skills have not historically been offered in great number in the CDE's Adult Education system; as shown in Chapter 3, they make up approximately 14 percent of course offerings. The CDE's Adult Education system provided CTE courses to 176,019 students in 2007-08. Regional Occupational Centers and Programs that sometimes operate through Adult Schools also offer CTE, but Assembly Bill 2448 has required a shift of services from adults to high school students, and ROCP funds are currently in "flexibility." By contrast, the community colleges serve approximately 2.4 million students in CTE programs across a wide variety of industries, reflecting a core mission for the community college system to provide technical training in preparing students for the workforce.^{40,41}

As presented in Chapter 3, the distribution of CTE course offering skews heavily toward Finance and Business, with 41 percent of the enrollment, and Information Technology, with another 16 percent of enrollment. Aside from Health Science and Medical Technology, 16 percent of enrollment, and Marketing, Sales, and Service at 6 percent of the enrollment, all of the other 11 industry sectors represent only 1-3 percent of enrollments each. It is not clear what level of preparation the business and information technology courses offer to students. Whether or not these courses are preparatory to career pathways in business and information systems, it should be noted that, while Murnane and Levy warned about the outsourcing of many administrative jobs, they also identified computer literacy as one of the "new basic skills" — one of the core transferable skills that all adults need in order to succeed in *any* workplace. These courses should therefore be examined in that light — as a possible component of any "foundational skill" base provided by Adult Education.

Regardless of the current role of Adult Education in the delivery of CTE services, the federal government is expected to encourage linkages to both postsecondary education and the workplace. To the extent that Adult Education can provide the foundational skills that all adults need in order to advance into

postsecondary education and careers — including basic computer literacy — it adds value to California’s overall education system and to the success of its students.

Geographic Gaps in Services

The estimated gap in services is not evenly distributed across the state. When California's funding allocation model was established, in 1979-80, funds were apportioned only to areas of the state that had adult education programs.

As a consequence, no funding was allocated to many portions of the state where no established adult education programs were operating. Subsequent population shifts due to immigration and development, particularly in the Central Valley and Inland Empire areas, changed the needs distribution in the state. The allocation model, which was based on 1979-1980 service levels, became increasingly misaligned with need around the state. The creation of a limited number of new adult schools in 1993 did little to redress the growing structural imbalance between funding and need in many areas.

To address this issue, the Senate Office of Research commissioned the Center for California Studies to conduct a detailed study of the equity of adult education funding. The resulting report, *Funding Adult Education: Does California Put the Money Where the Needs Are?* included an empirical analysis of whether California’s methodology for allocating funding matches the need for education.

For the purposes of analysis, the Center developed an estimate of need to examine the state's funding allocation. Consistent with the needs identified through this needs assessment process, discussed in Chapter 2, the Center's estimate of need was based on four factors:

- Percent of the population that speaks English “less than well”
- Percent of the population that lives in poverty
- Percent unemployed
- Percent age 25+ with less than a high school diploma

It is important to stress that the analysis presented in *Funding Adult Education* (FAE) presents relative need. The report makes this clear: “It should be noted that the calculation does not represent the need for adult education in any absolute sense, but is rather a method for estimating the relative need among the counties given their values on the selected indicators.” (p. 40)

Need does not translate directly into demand. If people who could benefit from services face financial, transportation or other barriers, they may not seek out adult education services. A related issue in the areas of high need identified in FAE is the difficulty of bringing people together for services in rural areas with low population densities. These issues would need to be addressed in planning at the state, regional, and local level so that underserved communities can be reached with appropriate service delivery strategies.

Funding Adult Education lists four conclusions:

- The state’s method for allocating state adult education funds is not responsive to the current needs in communities across the state.
- Wealthy, urban counties fare better under the current system than would be expected based on their needs.
- The inequities present in the current allocation method persist regardless of the relative weight placed on each of the indicators.
- The amount and distribution of federal Title II funds does not compensate for inequities in the allocation of state funds.

Participants in focus groups conducted as part of the needs assessment also identified needs-based funding as an issue requiring additional study and possible policy change. The focus groups included the Field Partnership Team, the Steering Committee, the AEO consultants, the Expert Panel, and participants at statewide conferences, all of whom shared concerns regarding the lack of a mechanism to adjust funding within the state. Additionally, interviews with key informants reinforced the need for change in this area.

During the request for input from the field, funding concerns emerged as the top priority to be addressed in the strategic planning process. While many of the comments received were concerned primarily with the current funding crisis, many others addressed the need to reconsider current methods of allocating state apportionment funding, including eliminating caps on service and growth in high-need areas.

Funding Adult Education notes that the ultimate process for allocating of funds needs to reflect the state's goals for adult education. The authors note that a range of values can inform the establishment of goals and any associated funding allocation model. In particular they note the value assigned to the "effectiveness of the various types of adult education programs" would have a bearing on how funding is allocated (FAE, p. 46). They conclude their report by recommending that California improve adult education by:

- better defining the state's goals in providing adult education services, particularly with respect to the ten program areas currently allowed the CDE's state-funded Adult Education programs;
- revising the method of allocating state funds to incorporate current needs, using indicators related to the state's goals and interests; and
- allocating the state's Title II funds geographically based on need, and letting providers within particular areas compete for the funds to serve their communities.

Chapter 5. Strengths of the CDE Adult Education System

The CDE Adult Education system stands ready to work as an integral part of the state's wider educational system to deliver the type of services needed to support the success of the state's workforce and population. Its core mission of focusing on the fundamental skills of adults complements the primary functions of the K-12 and community college systems in providing services that meet the full range of California's adult education needs. However, given the multiplicity of needs and overlaps in services, planning for the future role of the CDE's Adult Education system must consider the system's unique strengths — not only in content but in delivery. The system has many strengths, among them accessibility, strong internal capacity, a key "bridging" position between systems, innovative technology use, dynamic instructional strategies, cost-effectiveness, and adaptability.

The strengths listed below were identified based on extensive input from adult education administrators, field partnership team members, key informants, experts, and stakeholders.

Accessibility

Access is an important strength of the adult school system. The informants and focus groups mentioned, among other strengths, the physical location of sites, the affordability of courses, the flexible enrollment strategies, the cultural competence of staff, and the recognized image of adult schools within a community as an "approachable" learning environment.

Physical Location

There are 326 active adult schools in California, which are widely distributed within their communities. Many provide services in multiple community sites in close proximity to residences, business and industry, or public transportation. Some schools have co-located social and employment services, such as job search, childcare, or transportation.

Affordability

Most Adult Education programs are free of charge. The recent budget crisis, however, has forced some adult schools to charge fees for courses historically offered at little to no cost in order to continue offering a wide range of services. Nevertheless, fees are still low in comparison to other alternatives.

Flexible Enrollment Strategies

The enrollment policies of many adult schools are student-centered and flexible. In many, students can advance based on mastering competencies (as opposed to completing a prescribed curriculum). Some enrollment structures include immediate placement opportunities for students who seek to enter in the middle of an instructional session, allowing adults (many of whom face scheduling and transportation challenges) multiple opportunities to access services throughout the year.

Cultural Competence

A strong focus on culturally appropriate education is designed to increase the approachability of Adult Education programs for all students. Programs work with and within their communities, and cultural competence is key to their success and effectiveness.

Approachability

Adult schools have an image and reputation in the community of being welcoming and supportive of adult learners. Adult education students know they will be treated with respect and dignity, and trust the Adult Education system to help them meet their needs.

Strong Internal Capacity

Adult Education has a multi-layered institutional infrastructure and a variety of ways to promote ongoing professional development to help adult education professionals stay up to date with both teaching practices and the needs of students.

Collaborative Institutional Infrastructure

California's leadership has helped shape the national adult education policy discussion. Through the California Department of Education, statewide leadership projects, and a statewide credentialing system to ensure teacher quality, a strong, collaborative infrastructure at the state level helps to provide coherent and well-supported services throughout the state.

The CDE Adult Education Office. The California Department of Education's Adult Education Office (AEO) is a source of leadership and support for the field. Part of that direction is taking place in the form of the current needs assessment and strategic planning process. The AEO consultants of the CDE are the department's liaisons to each of the eleven AEO regions and work with the programs in the regions to provide quality educational programs and services to their adult learners. The AEO also works with the consultants hired as liaisons to the three leadership projects.

Leadership projects. Three programs established in the 1980s and 1990s and support with federal WIA Title II leadership funding, provide centralized services in the following three areas: data collection and accountability, technology, and professional development, respectively.

The Comprehensive Adult Student Assessment Systems (CASAS) handles the Adult Education system's assessment and accountability needs. CASAS manages the data collection and reporting for both California's federal and state programs, though state accountability requirements have been suspended under "flexibility". CASAS collects all required student demographic and learning outcome information for reporting to the National Reporting System (NRS).

The Outreach and Technical Assistance Network for Adult Educators (OTAN) serves as the primary web site for AEO communication with the field. Agencies file grant applications, complete and file federal deliverables, and track funding data through the system. OTAN facilitates technological training and supplies electronic educational resources and communication tools for adult educators throughout the state.

The California Adult Literacy Professional Development Project (CALPRO) is the organization designated to providing research-based professional development to California's adult educators. To support site-based professional development, CALPRO has developed tools that agencies use in assessing and prioritizing the professional development needs of their staff and the need for "turn-key" training events. CALPRO also provides direct professional development statewide by coordinating regional offerings and agency-based programs through the CALPRO network, conducting workshops at statewide and regional conferences, and engaging learners online through its Alternative Delivery Systems Initiative (ADSI).

Qualified teachers. California's credentialing process for Adult Education teachers is designed to maintain educational quality. Many other states do not require a specific adult education credential for their teachers, meaning that teachers are not required to have preparation in the unique educational needs of adult populations in order to teach them. Others rely on a volunteer corps that receives little to no professional development.

In contrast, the California Commission on Teacher Credentialing regulates all California teaching credential requirements, including those for Adult Education. Adult Education teachers must hold a valid credential issued by the Commission. Credentials include: Adult Education Designated Subject(s), Standard Secondary, Multiple Subjects Credential, and Single Subject Credential. Credentials are based on course work or work experience, and authorized subject areas are listed on the credential.

Opportunities for Professional Development

CALPRO supports local agencies to develop plans for site-based continuous improvement and professional development, including professional learning communities, and provides extensive professional development institutes and workshops statewide regionally, at agencies, and online through the ADSI initiative. The California Adult Education Research-to-Practice Initiative is a CALPRO project which disseminates current research on best practices and andragogy. It helps practitioners stay up to date on the latest research and to stay aware of opportunities and resources for further professional development.

In addition to facilitating system-wide communication, OTAN provides adult educators with professional development in the use of technology in instruction, both in a classroom-based setting and through distance learning. TIMAC — the Technology Integration Mentor Academy — provides a targeted

approach to build a professional corps of technology mentors. These mentors help adult educators use technology effectively and creatively in the classroom and beyond.

CASAS provides adult educators with extensive professional development in assessment, accountability and continuous program improvement through regional and online training and network meetings facilitated by program specialists. It provides agencies receiving EL civics funding with targeted resources and technical assistance to support civic participation and citizenship programs and identifies and disseminates promising practices.

The CDE also provides administrative support and professional development directly to the field through programs such as the Adult Basic Education Initiative. The Adult Basic Education Initiative helps teachers improve their delivery of adult basic skills by providing, among other supports, professional development in evidence-based reading instruction, measurement and analysis of learning gains, and the use of technology in the classroom.

Additional professional development in the state is conducted privately through professional organizations such as the California Adult Education Administrator's Association (CAEAA), the California Council for Adult Education (CCAEE) and the Association of California School Administrators (ACSA).

Positioning As a Critical Bridge

Adult Education's status as a categorical program administered through the K-12 districts situates it ideally as a provider of services to young people just out of — or struggling to complete — high school and as a provider of education to the parents of K-12 students. It also links to community college and other programs, and has a natural role in helping incarcerated adults transition from jail to school or the workforce.

Strong Transitional Support to Higher Education

Because Adult Education is administered through school districts, it is a natural "bridge" between the K-12 system and postsecondary education. The close relationship with K-12 makes Adult Education's CAHSEE preparation, GED courses, and high school diploma courses a natural option for students who would otherwise not complete high school. The involvement with jails also allows Adult Education to help incarcerated students transition into appropriate educational services upon release. And the services Adult Education offers are essential to the community colleges, where an estimated 80 percent of entering students will require some type of remedial instruction.

Many adult schools have articulation agreements with local community colleges, so that, for example, students completing 12 or more units in eligible courses through the adult school at an A or B level can have their articulated credit transferred to their community college transcript. Community Advisory Councils support articulation by meeting biannually to review and discuss CTE programs.

CALPRO supports workplace and postsecondary transition initiatives through professional development including the California College Transition Institute and Summit and workshop modules on contextualized workforce education in the ABE and ESL classroom. CASAS supports workplace and postsecondary transition initiatives through a workforce skills certification process that facilitates the coordination of services among WIA I and WIA II funded local program partners to better serve adults with workforce related goals.

Parent Education and the Connection to K-12

Education “trickles down” through the generations, making lasting impacts on children in the pre-K-12 system and helping to break cycles of generational poverty.⁴² One of the best indicators of a child’s academic success is the educational attainment of the mother, and Adult Education’s Community-Based English Tutoring (CBET) program is tailored specifically to tap into this double-impact effect by providing literacy training to the adult parents of school-age children, who then in turn commit to reading with and tutoring their children.

CBET has done its own data analyses to confirm that the program is having beneficial effects on the children of participants, as suggested in the research. Over two years of data analysis in the Sacramento City Unified School District (SCUSD) shows that the children of parents participating in the Adult Education CBET Program reduced the percentage of students at the lowest two performance levels (Below Basic and Far Below Basic) by seven percent, and during 2007-2008, CBET children were less likely to be at the lowest level, and more likely to be in the top two (Advanced and Proficient) compared to SCUSD students overall.

Further statistical evidence is provided by the Coleman Study, which conducted regression analyses involving 600,000 students in 4,000 schools. The study found that home-based factors — including parental education and the presence of reading materials — had a very significant impact on student learning.⁴³ Table 9 shows that family factors are positively correlated with school achievement for both black and white students at statistically significant levels.

Table 9. Regression coefficients for four family background variable.

Family Background Characteristic	Blacks			Whites		
	Grade 6	Grade 9	Grade 12	Grade 6	Grade 9	Grade 12
Reading material	1.4*	1.6*	1.0	2.7*	3.2*	5.0*
Economic well-being	2.2*	1.0	0.6	1.8*	1.6	-0.1
Structural integrity	0.6	1.1*	0.7	1.2*	1.9*	0.7
Education	1.0*	1.3*	2.4*	2.4*	3.7*	3.2*

*Statistically significant at .05 level.

Source: Coleman, J. (1966). Equality of Educational Opportunity Study. Washington, D.C.: United States Department of Health, Education, and Welfare.

The connection to the K-12 system also enables relationships between Adult Education and K-12 faculty — key to facilitating student transitions, curriculum sharing, and communication about dually-enrolled students — and provides the Adult Education system with access to K-12 facilities. The connections the K-12 system maintains to the community can also facilitate Adult Education's community interactions and vice versa.

Citizenship and Civic Education

Adult Education's citizenship program helps adults who are legal immigrants to the United States to make another kind of essential transition: the transition to becoming full U.S. citizens. To become citizens, residents not born in the U.S. must, among other requirements, pass a citizenship examination. Adult Education offers citizenship classes to assist immigrants in gaining the information they need to pass the test.

In addition, civic education on a broader level helps adults — whether immigrants or young people entering adulthood — to integrate into the fabric of American society. While increased levels of basic and secondary education are positively correlated with civic participation such as voting and volunteering, academic instruction alone is not sufficient to help young adults and immigrants understand how to

navigate civic society.^{44,45} Citizenship and civic education courses help facilitate this process. The Expert Panel highlighted this as an area of particular importance for Adult Education.

Innovative Uses of Technology

Another area highlighted by the Expert Panel as promising for the future development of the Adult Education system in California was its innovative uses of technology. California has been a national leader in creating web-based resources for adult education. OTAN creates online programs for adult students and teachers, and the work of the now-defunct California Distance Learning Project, as well as the work of LAUSD adult ESL programs, served as partial inspiration for the development of the national model USA Learns web site (www.usalearns.org), and contributed content.

A report published by the National Center for the Study of Adult Learning and Literacy at Harvard University highlights the relevance and potential for using online education to enhance access:

In the U.S. economy, education and training are keys to economic survival. Estimates of the number of adults who need educational services to secure a decent-paying job vary considerably, but it is widely claimed that existing classroom programs for adults reach only 3 percent to 5 percent of those in need. Although increasing the capacity of classroom programs might help, this will not meet the needs of many adults who are unable to attend classes because of constraints in their lives, such as their work schedule, transportation, and child care. Distance education is one way to meet their needs.⁴⁶

Dynamic Instructional Strategies

Multiple stakeholders and other groups providing input on the needs assessment process asserted that Adult Education providers use best practices such as competency-based advancement, and curriculum that integrates CTE and ESL with basic skills.

Support for these instructional strategies is provided to the field through CALPRO's "Instructional Competencies Self-Assessment," follow-up professional development, and facilitated and self-directed online courses. CALPRO also provides research digests and resource guides on innovative and research-based instructional practices.

Instructional Practices

Adults have different learning needs and learning styles than younger students. Adult educators know this, and use teaching methods that are appropriate for the age and learning maturity of the students they teach. Contextualized instruction — basic skills and/or English language in the context of a specific occupational field — is a particular strength of the system.

Performance-Based Assessment

The California Adult Education community helped develop the performance-based assessment model that is now used throughout the country. CASAS, now Comprehensive Adult Student Assessment Systems, was originally the California Adult Student Assessment System, a consortium of California Adult Education agencies. In the early 1980's, these agencies created research-based curriculum and testing materials to evaluate adult basic skills in a wide variety of workforce and academic programs.

Currently, Adult Schools and other providers use a range of techniques to measure educational progress using metrics that are more specific and incremental than traditional course-end tests. In addition to

CASAS pre- and post-tests, approaches have been developed locally through the Professional Learning Communities initiative.

The Adult Education community has a well-developed model of competency-based assessment and the elements of a reporting infrastructure to support it. Specifically, CASAS collects student, class, and program level data from WIA II funded agencies on a quarterly basis through TOPSpro, a student database system developed by CASAS. This database system, provided to all WIA II funded agencies, collects all required student demographic and learning outcome information required for reporting to the National Reporting System (NRS). It provides over 100 student, class, and program-level reports to assist agencies in improving program and instruction. It generates performance-level data that is linked to the WIA II performance-based funding process. The learner assessment instruments are approved by the U.S. Department of Education for use in reporting student learning outcomes for the NRS.

In 1998-99, a field based data and accountability team worked with CDE to initiate the development of a more robust data and accountability system for the CDE state apportionment funded adult schools. Efforts were made to identify outcomes across the other seven authorized program areas, in addition to the three programs that are a part of the federally funded system (ABE, ESL, ASE). Additional outcomes were identified and added to the TOPSpro Update Record and adult schools then began using this system to collect learner-level demographic and other data for the other seven authorized program areas to document learning outcomes. No assessment instruments were developed for these other program areas other than self-reported outcomes collected on the Update Record.

While Adult Education has a long history of leadership in competency-based assessment for federally funded programs, there are also some remaining challenges for assessing and documenting outcomes for all authorized program areas, as described in the following chapter.

Cost-Effective Delivery and Spill-Over Benefits

Adult Education collaborates with partners to leverage resources and build capacity, and provides affordable options to students. The Office of Budget and Management (OMB) has rated California's WIA II federally funded programs as "Effective" — the highest OMB rating, and one granted to only four percent of the U.S. Department of Education's programs.⁴⁷

Additional benefits of Adult Education services to individuals and the state include reduced recidivism, increased income and associated tax revenue, increased civic participation, improved health, "trickle-down" benefits to K-12, and reduced dependence on social services.^{48, 49, 50, 51, 52, 53, 54, 55, 56, 57}

For example, there is a strong correlation between low levels of education and criminal activity. A high-school dropout is five to eight times more likely to be incarcerated than a college graduate,⁵⁸ and a federal three-state study showed that attending school while in prison reduced the likelihood of re-incarceration by 29 percent.^{59, 60} Given that California has a relatively high recidivism rate (69 percent of released offenders return to jail or prison within three years, one of the highest rates in the nation) and the overcrowding of the jails, this outcome is of key concern to the state.⁶¹

These spill-over outcomes are related benefits which provide increased value above and beyond the educational value of the Adult Education programs. They are enumerated in greater detail in Appendix B, "The Benefits of Educating Adults."

Responsiveness and Adaptability to Changing Needs

Adult Education is a system that holds the needs of its students and its communities paramount. Adult schools and programs work closely with local partners to respond to the unique needs of the area and to provide students with the highest-quality and most relevant courses. A number of adult schools partner with local businesses to provide sequences of career technical education courses integrated with English language instruction and academic skills. Courses are typically reviewed annually by advisory committees comprised of local stakeholders familiar with the industry sectors in question. A program may also subcontract with the local workforce investment board to provide targeted workforce training.

Entrepreneurship

Adult Education has a proactive institutional culture. In part because of the lower revenue limit afforded Adult Education courses, adult educators have been creative in finding local partners with whom to collaborate. They also have been proactive about searching out and using funding effectively, leveraging resources to provide courses that best meet the needs of their students and communities. Programs share curriculum and tools they have developed, as well as best practices they have discovered, on a regular basis.

Local Determination

Local discretion in determination of priorities and implementation of programs allows local agencies to tailor programs to meet their areas' unique needs and institutional arrangements. Adult Education providers can respond more fluidly to changes in need than systems with different funding and governance structures. This ability to respond quickly helps adult education remain innovative, diverse in program offerings, and customer-friendly.

Chapter 6. Challenges

Adult Education's strengths are numerous, but multiple factors constrain the system in meeting California's needs. The strategic plan will need to address each of these challenges to fully capitalize on Adult Education's strengths and opportunities.

California Lacks Clear State Priorities for Adult Education

The lack of a clear focus and set of priorities for Adult Education programs is a prominent theme in the literature. It was echoed by every group and individual who gave input for the needs assessment, and emerged as one of the most frequent responses from the field to the question, "What key statewide issues do you think should be addressed in the planning process?"

The primary finding from the exploration of other state programs conducted by the Steering Committee was that the other states reviewed use a more focused approach in their adult education programs than does California. Most funded only the three federal program areas (Adult Basic Education, GED/diploma programs, and ESL/Citizenship), while others funded those three with the addition of work readiness skills or family literacy. Furthermore, those states with substantial state funding also allow use of state funds for a more focused set of programs than does California. The table below shows the funding allocation, need-based criteria, and funded program areas for nine states, as well as California.

Table 10. Funding, need criteria, and program areas across ten states.

	Funding Allocation	Need Criteria	Funded Program Areas
Arizona Federal 68% State 32%	By program area: * ELA: 60% ASE: 5% ABE: 35% * Prior to Prop. 300	Need Criteria 1. High school drop out rate 2. Immigration level	1. ABE 2. ASE (diploma / GED) 3. ESL/ citizenship
California Federal 10% State 90%	Federal: statewide competitive grant, performance-based funding State: by ADA	Federal program: competitive grant State program: no need criteria	1. ABE 2. ASE (diploma/GED) 3. ESL/citizenship 4. Vocational education 5. Adults with disabilities 6. Older adults 7. Parent education 8. Health and safety 9. Home economics
Florida Federal 10% State 90%	Federal: allocated geographically based on need State: to providers - Prior Year Base: 85% - Performance: 15%	Federal: 1. Adults 25+ with less than 8th grade education State: no need criteria	1. ABE 2. ESL/citizenship 3. ASE (diploma/GED) 4. Vocational education 5. Work readiness skills
Illinois Federal 40% State 60%	State and federal combined and allocated geographically: - Need based: 80% - Performance based 20% - \$25,000 small programs	1. Adults in poverty 2. Unemployment 3. Adults with < 9th grade 4. Adults on TANF 5. Population in households where English not primary	1. ABE 2. ESL/citizenship 3. ASE (diploma/GED)
Kentucky Federal 40% State 60%	State and federal combined: - Core grant is need based - Performance bonuses	1. Adults 18 or older without GED or HS diploma from US Census	1. ABE 2. ESL/citizenship 3. ASE (diploma/GED) 4. Family literacy 5. Workplace literacy/ employability skills
Maryland Federal 75% State 25%	State and federal combined and allocated geographically based on need	1. Adults without GED or HS 2. Adult population scoring at the lowest level of literacy	1. ABE 2. ESL/citizenship 3. ASE (diploma/GED) 4. Workplace education
Minnesota Federal 14% State 86%	Federal: LEAs paid on percentage of the contact hours (e.g., 5% of contact hours = 5% of funding) State: allocation to LEA's based on school district size; prior year contact hours; district LEP students; district population over 21 without a high school diploma.	Federal: [TBD] State: 1. District LEP students 2. District population over 21 without high school diploma	1. ABE 2. ASE (diploma / GED) 3. ESL/citizenship/civic education 4. Work readiness 5. Family literacy

	Funding Allocation	Need Criteria	Funded Program Areas
New York Federal 25% State 75%	Federal: Allocated geographically based on need; competitive process within local area. State: funds go to any school district or school district consortium (BOCES) that meets Employment Preparation Education program criteria based on contact hours	Federal 1. Unemployment rate 2. Adults over 21 without high school diploma State: No need criteria	1. ABE 2. ESL/citizenship 3. ASE (diploma/GED) 4. Occupational education 5. Work experience 6. Employability skills
Pennsylvania Federal ___ State ___ (Data not available)	Tied to WIBs and controlled by local priorities.	1. Adults functioning below 5 th grade using TABE measurement	1. ABE 2. ASE (diploma/GED) 3. ESL/citizenship 4. Family literacy
Texas Federal 75% State 25%	Geographically by school district lines - 25% need based - 75% prior year contact hours	1. Population 16 and over without a high school diploma and not in school (WIA Title II definition)	1. ABE 2. ASE (diploma/GED) 3. ESL/citizenship 4. Family literacy

The governance structures, funding allocation formulae, need criteria, credentialing requirements, and balance of state versus regional/local control varied widely across the nine states reviewed. The nine states explored in this process and the two others (Connecticut and Washington) who gave presentations to the Field Partnership Team face many of the same problems California is facing, albeit on a smaller scale. A better understanding of their approaches to addressing these key issues was a key element in understanding what options California might have for future direction.

Funding Challenges

The budget crisis that struck the state in 2009 demanded a large-scale re-evaluation and redistribution of Adult Education funding. While federal funds remain relatively secure (for the moment), state funding was put in an unprecedented state of flux.

In February 2009, Governor Schwarzenegger signed legislation giving school districts governing boards complete discretion over state apportionment funds for a number of categorical programs, including Adult Education. The State used 2007-2008 as the base year for the apportionment amount sent to the district, less an approximate 20 percent cut. Districts will receive the allocation whether or not Adult Education programs are offered, though they will be required to track Adult Education expenditures. This "flexibility" will be in place through 2012-2013.

Many districts, understanding the value of their Adult Education programs, have chosen to maintain their adult education programs, or to redirect only a portion of it. Others, caught between the pressures of high-stakes accountability on the one hand and diminished resources on the other, have re-directed the funds from their adult programs to focus on the K-12 students who form their primary mission. When asked about the key statewide issues that must be addressed by the strategic plan, respondents to a field survey cited the funding crisis as their primary concern.

Gaps in Funding

Until the recent "flexing" of categorical programs, state funding for Adult Education was allocated based on Average Daily Attendance (ADA), a measure of the student attendance for each program. Each 525 hours of student attendance is equal to one "ADA," which in turn is equal to a specified amount of money (the "revenue limit"). Each Adult Education agency had a "cap" on how many ADA they could generate in a given fiscal year. Revenue was specifically designated for Adult Education. Providers that did not use their full allocation or "cap" of ADA had that money returned to the general pool, where it was re-distributed to other providers through an application process in March of each year.

The ADA caps were instituted after the 1978 passage of Proposition 13, which limited growth in property taxes, and the subsequent reduction in revenue to school districts. They were based on the number of students served in each district in 1979-1980, and have remained static, with the minor addition of a 2.5 percent annual growth allowance, ever since.

The population growth in the state, however, has not increased at an even 2.5 percent annual rate in all areas. Population growth and associated need in the intervening three decades since the institution of the caps mean that some districts are now faced with far more demand than they can meet under the caps, whereas others are funded beyond demand for services. This gap in funding has been recognized by the adult education community and the legislature as a critical challenge for the system. In 1992, the California legislature passed legislation to address the funding inequities (AB 1321, AB 1891, and AB 1943) that had emerged. The legislation included funding for additional districts to establish adult schools. Approximately 160 new adult schools were added, yet inequities in the basic allocation of funds persist.

Unintended Incentives

The funding mechanism for Adult Education is flat regardless of program costs. A California Postsecondary Education Consortium (CPEC) report notes that this formula creates incentives to cross-subsidize expensive programs with lower-cost programs; however, differential funding concepts have been unpopular with the legislature as such approaches tend to increase budget requests.⁶² Key informants and focus groups suggested that some of the complaints about the value of some offerings were related to the unfortunate effects of this unintended incentive.

Inadequate Assessment, Accountability and Data Systems

All groups and individuals who provided input agreed that the lack of alignment among data collection, accountability, and funding was a serious issue for Adult Education. In order to motivate performance and demonstrate its full potential, Adult Education needs assessments that are aligned to *all* expected outcomes, and expected outcomes that are aligned to funding.

The performance outcome data collected for adult schools is not sufficiently robust to show improvements over time for all individuals or for all programs. In particular, providing evidence of employment gains, postsecondary transfers and other benefits of Adult Education services has been identified by focus groups as a key area for improvement.

Students could be tracked longitudinally across program years if a consistent student ID were assigned, but because California does not assign a state issued ID to all students across agencies and programs, it is challenging to track students across systems and document transition to postsecondary education or into

the workforce. There is no performance accountability for meeting state goals or responding to state priorities across all ten authorized program areas.

Despite the limited nature of the outcomes reported, California is nonetheless a leader in its commitment to assessment and has a long history of developing competency-based curriculum and testing tools. The student level information is reported on a quarterly basis and final end-of-year reports.

Low Policy Awareness of Adult Education as a Critical State Need

The education of adults facing literacy or other challenges receives fragmented and inadequate attention within California. There is a risk in the current economic and budget environment that the education of low-skilled adults will further recede from policy attention, with major consequences for the state.

A Senate Office of Research Report noted the high priority given to K-12 educational reform and higher education issues but stated “equally important — but drawing far less attention — has been a need to provide educational assistance to adults who may not longer participate in the ‘formal’ education system but lack skills needed to adequately sustain themselves in our socioeconomic system.” This population is often said to be the “hardest to serve,” but in policy terms, it is often also the “hardest to see,” due to low rates of civic participation and economic contribution. However, the return on investment for service provision to these adults is high (see Appendix B: “The Benefits of Educating Adults.”)

This lack of attention to the needs of adults with lower skills is reflected in the secondary role Adult Education plays within the K-12 system, which has younger students as its primary mission and concern. Several of the groups which gave input during the needs assessment process identified adult basic skills education as being a secondary focus both within the community colleges and within the K-12 system.

Chapter 7. Moving Forward

The challenges facing adult education in California are significant, but the system has weathered major “perfect storms” of change in the past. In fact, one of the core purposes of adult education is to help the state meet the challenge of change.

As shown throughout this report, there is an unmet need for adult education in California. The needs assessment process has revealed several findings that must be addressed:

1. To support sustainable economic growth and equitable social conditions, California must directly focus on closing the foundational skills gaps in its current working-age adult population.
2. However, the state’s revenue formula for adult education does not determine funding according to the core needs; California must align funding and accountability to need.
3. Federal policy priorities emphasize the core literacy challenges faced by California and are evolving to include new priorities, with major implications for California’s ability to gain federal matching funds.
4. To meet the state’s long-term needs, a revamped California adult education system must include a focus on work readiness skills and alignment with career-technical education (CTE), whether provided by Adult Education providers or other agencies. While there is a high degree of regional variation in Adult Education’s role in CTE, this linkage must be achieved to gain the benefits of contextualized instruction and to meet state needs for a skilled workforce.
5. The K-12 Adult Education system has unique strengths and attributes that can help the state meet its core literacy, language, and workforce preparation needs.

6. The K-12 Adult Education system can — and must — demonstrate its relevance to the long-term needs of the state.
7. A needs-based approach can be combined with partnerships and additional or alternative funding to support important efforts that are outside the core needs, such as health promotion for seniors, financial literacy, and personal interest.

In particular, a clear demonstrated need and gap in services was identified in the core areas of adult basic education (ABE), adult secondary education (ASE), and English as a second language (ESL) instruction. Millions of adults lacking in one or more of these foundational skill areas remain unserved by current adult education offerings. Focusing on the multiple roles of adults — workers, parents and family members, and citizens — the strategic planning process will work to optimize the Adult Education system in addressing this critical gap between need and services, which, if left unaddressed, could jeopardize the fundamental economic and social well-being of the state. It will address the need for work readiness skills, family literacy, and civic engagement embedded within ABE, ASE, and ESL, and examine the delivery systems themselves, including instructional practices, use of technology, and linkages to K-12 and postsecondary education, to other partner organizations, and to industry, to ensure coordination and maximize outcomes.

Creative solutions will be needed to address the core basic skills gap. For example, approaches will be explored for delivering basic literacy and language services to the rural areas of the state with low population densities that are currently underserved or unserved. Such approaches may include delivery and outreach innovations to meet these needs. Further, innovations may be needed to provide literacy and language services to groups with particular needs. For example, there could be a role for “universal design” concepts to facilitate access for people with disabilities to literacy and language programs, and special considerations will undoubtedly be necessary for incarcerated adults.⁶³

The planning process will also address needs beyond the critical basic skills gap. As noted above, there are needs within specific population groups such as older adults, adults with disabilities, and incarcerated adults. Part of their need is for basic skills and English language, and would be served by strategies to address the basic skills gap. But there are other needs that may not fall within the basic skills gap, some of which have been addressed historically by the CDE K-12 based adult education system. Some of these populations have significant health and support needs that lie outside the realm of education proper.

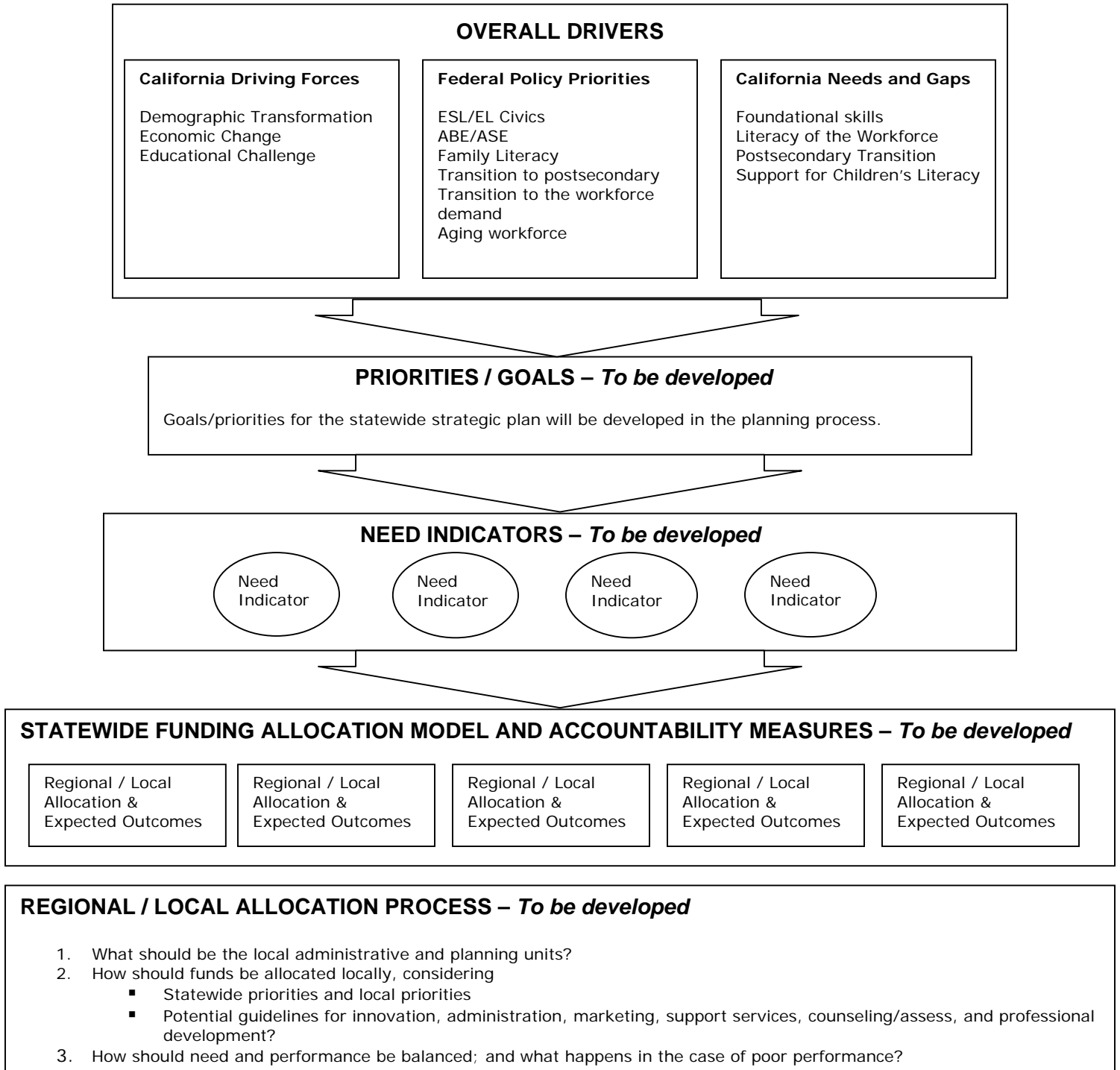
The planning process will take on the challenge of developing creative new and transitional strategies to address these needs. Participants in input sessions conducted during the needs assessment suggested a range of possible strategies. Strengthening state agency partnerships between the CDE and the Departments of Social Services and Aging, respectively, was seen as an important possible step for ensuring that critical statewide needs that transcend education are met. Similarly, a suggestion was made that other services could be funded by other state programs; for example, adult schools could establish agreements with other agencies to provide services. Other funding approaches to be considered include differential funding and fee-based approaches. As recommended by the Steering Committee and field input, local and regional partnerships with public, private, and community-based organizations will also be explored.

The strategic planning process will offer the opportunity for this effort of creative and critical thinking about options to best serve the state’s long-term needs with limited resources. The process will take place over the next nine months and will work to develop a plan which:

- addresses the long-term needs of the state for adult education,
- builds on the existing strengths of the CDE’s Adult Education system, and
- works to effectively mitigate the challenges facing the system.

The planning process will develop a model for linking the findings of this document to new directions for the future. The following graphic presents an approach for linking driving forces and needs to local implementation and service delivery. As is shown on the graphic, the specific priorities, need indicators, allocation formulas and accountability measures to be employed are yet to be developed. Taking the next steps forward to define these key elements is the work remaining for practitioners, stakeholders, and policy makers together, define. It is critical work for the future of adult education, for the future of California, and for the future of the individuals who need these services to succeed in our changing world.

Figure 15. Linking Need to Outcomes and Accountability.



Appendix A: The Needs Assessment Process

Process Overview

The needs assessment process was intended to be as in-depth and inclusive as time and resource constraints permitted, and involved, among other activities, a review of research reports and data; research on adult education programs in other states; and key informant interviews with leaders at the CDE as well as external leaders in postsecondary education, technology, assessment and accountability, and professional development, researchers, policy analysts and the Legislative Analyst's Fiscal and Policy Office. An online survey of the field was also conducted.

Early needs assessment activities included field participation at statewide professional organization conferences (California Adult Education Administrators' Association [CAEAA], California Council for Adult Education [CCAEE]) in order to get an initial perspective on “driving forces” and their potential implications for the future of adult education. Driving forces, in this exercise, were defined as contextual elements that had a strong current or potential impact on the scope or direction of Adult Education’s future.

In addition, a number of groups were convened and consulted in order to obtain a wide variety of stakeholder and expert opinions throughout the process. These groups included:

- *The Project Team (PT)*. A small group of representatives from the AEO and WestEd which meets weekly to deal with logistics and planning issues related to the needs assessment and strategic planning process.
- *The Steering Committee (SC)*. A group of practitioners from the field and the PT members which conducts, reviews and helps synthesize primary and secondary research, as well as providing substantive input on the needs assessment and plan.
- *The Field Partnership Team (FPT)*. A CDE-mandated committee, comprising regional representatives, professional associations, and the CDE leadership projects, that serves as the vehicle for information dissemination and input and is the catalyst for action and change initiatives and policy that strengthens adult education.
- *The Expert Panel*. A group of strategic thinkers with expertise in policy, organization, measurement, and evaluation; workforce development; literacy, higher education and leadership; K-12 education; postsecondary education, and transition to adult living. The Expert Panel will meet again to provide targeted input on governance and funding issues.
- *The Stakeholder Panel*. A list of sixty-eight individuals from relevant agencies, organizations, or educational systems that have a vested interest in the educational attainment, workforce skills, issues related to aging, and independent living skills of adults. The role of this panel is to provide stakeholder input and review at key junctures in the assessment and planning process.

Input from all these groups, as well as from the field via professional conference activities and a field input survey, has been incorporated into the needs assessment and will inform the strategic plan.

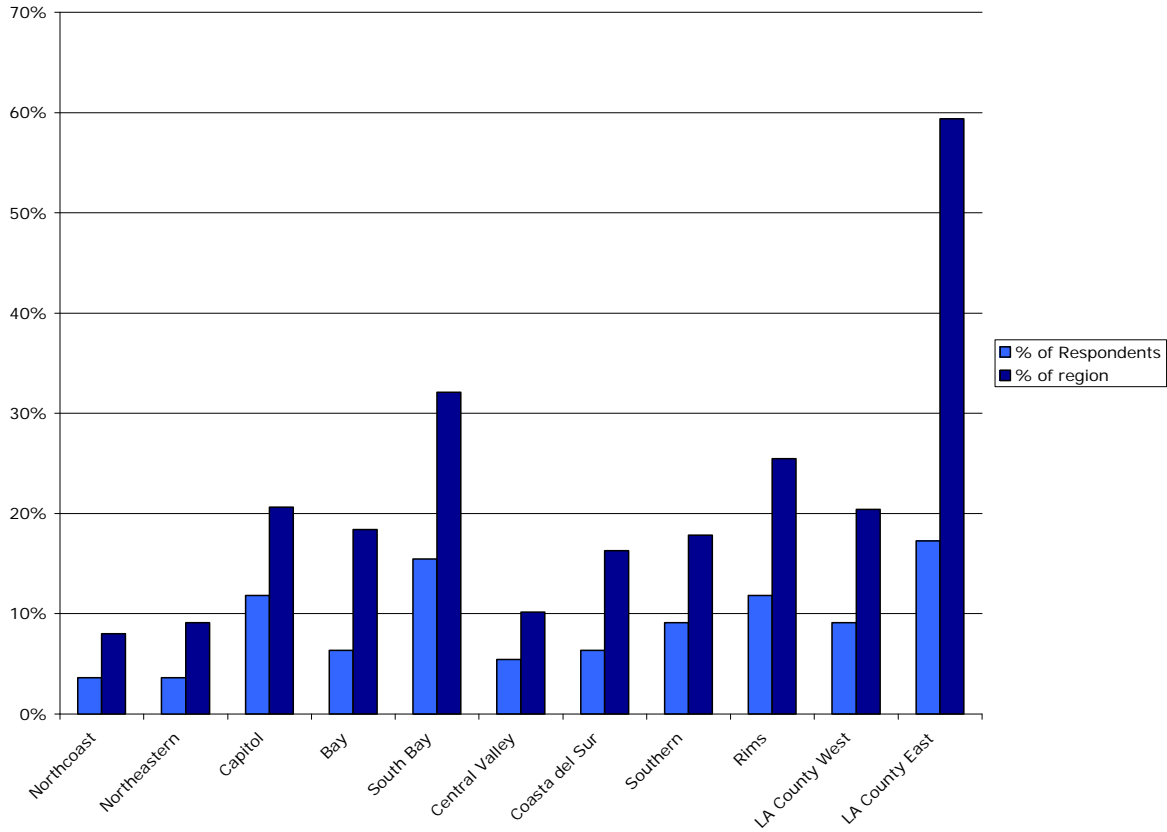
The field input survey took place in July of 2009 and received 110 responses from adult education administrators statewide (a 20 percent response rate). Input from the field was consistent with much of the previous input and provided future direction for the Adult Education strategic plan.

Adult Education program administrators were asked to respond to the questions "What are the key statewide issues do you think should be addressed in the planning process?" and " What directions do you think should be considered at both the state and local level in planning for the future of adult education?" They were also provided with an open-ended opportunity to provide input on other issues, and asked to

rate a list of functional skills based on what they felt would be the most important in meeting the future needs of learners in the area served by their agencies on a four-point Likert scale.

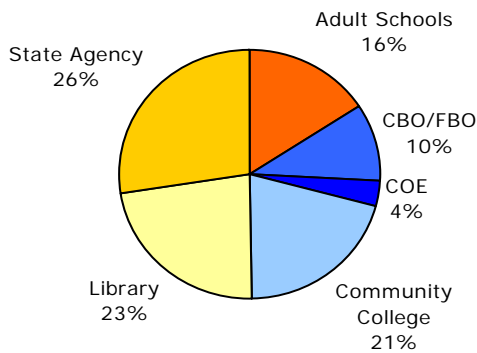
All regions and types of providers were represented in the group that provided input, as shown in Figure A below.

Figure A. Field input respondents by region.



Source: California Adult Education Strategic Plan Field Input Survey, July 2009.

Figure B. Field input respondents by type, statewide.



Source: California Adult Education Strategic Plan Field Input Survey, July 2009.

The issues raised by the respondents are reflected in this needs assessment report; the input on potential future directions will also inform the strategic planning process.

Next Steps

Immediately upon the completion of this needs assessment, development of the strategic plan will begin.

The planning stage will focus on the crafting of a new vision/mission for Adult Education and the goals that will enable Adult Education to realize this vision. During the planning stage, WestEd will work closely with the Leadership Team and reconvene the Expert Panel to further address issues of cross-system governance and funding. The Field Partnership Team will be called upon to review and approve the draft vision/mission/goals created by the Steering Committee, and a summary report.

WestEd will draft a strategic plan that incorporates both the needs assessment and additional information generated through a rigorous participatory planning process; the plan will be research-based and reflect the views of the AEO, participating leadership teams and resource groups, practitioners, and other stakeholders. The Steering Committee, Stakeholder Panel, and Field Partnership Team will be given an opportunity to read and review a draft of the plan and provide feedback. One public hearing will be conducted in northern California in 2010 to solicit public input on the plan.

A final draft of the plan, with all input incorporated, will be reviewed by Joint Advisory Committee for Career Technical Education (JACCTE) or other entities before a final version of the plan is submitted to the CDE Leadership Team in September of 2010.

Appendix B: The Benefits of Adult Education

The benefits of education to individuals and to society are numerous, and include social, intellectual, and economic dividends.

The best-known benefits of adult education to the individual come in the form of an average increase in earnings. The average high school graduate (or equivalent) earns \$9,364 more per year than a high school dropout, but there are other benefits as well, to individuals and their families, that are less well-recognized.⁶⁴ For example:

- High school graduates are twice as likely to vote as people with an eighth grade education or less.⁶⁵
- High school graduates are less likely to be incarcerated than individuals who do not obtain a diploma or GED, and those who obtain a diploma or GED while incarcerated are less likely to re-offend.^{66, 67}
- High school graduates live longer than people who do not complete high school, and they (and their families) tend to be healthier.^{68, 69}
- Children of parents with higher educational attainment have demonstrated higher academic achievement; the best predictor of a K-12 student's academic success is the educational attainment of the female parent.⁷⁰

There are also clear benefits to the state and to society, in terms of both increased positive outcomes and decreased negative outcomes. These benefits are both financial and social.

Employment and Earnings

Education does not only provide positive economic returns; it also prevents certain economic drains, such as public assistance, remediation costs, health care costs, and costs associated with administration of the criminal justice system. A 2008 study by the Pacific Research Institute estimated that the annual indirect and direct costs of inadequate education for a single cohort of (two and four year) college freshmen in California equals more than ten billion in increased costs and reduced tax revenue for the state.⁷¹

The table below shows the mean fiscal return of various educational levels to the state. "Tax Payments" are, of course, the average income taxes paid by an individual in that educational attainment bracket. "Cash and In-Kind Transfers/Inst. Costs" are the sum of the average costs in aid (Medicaid, food stamps, housing assistance, etc.) that are returned to the individual.

As seen, every upward move in educational attainment nets the state another five to ten thousand per person in revenue from decreased costs and increased revenue. The final column shows that a person without a high school diploma is close to an economic draw for the state, contributing only \$159 more in taxes than they draw down in financial aid and other social costs, whereas an individual with a high school diploma nets the state \$5,308 on average, and a person with an associate's degree or certificate \$10,327.

Table A. Annual net fiscal contributions of adults (16-64) by educational attainment, 2004-2005 averages, California.*

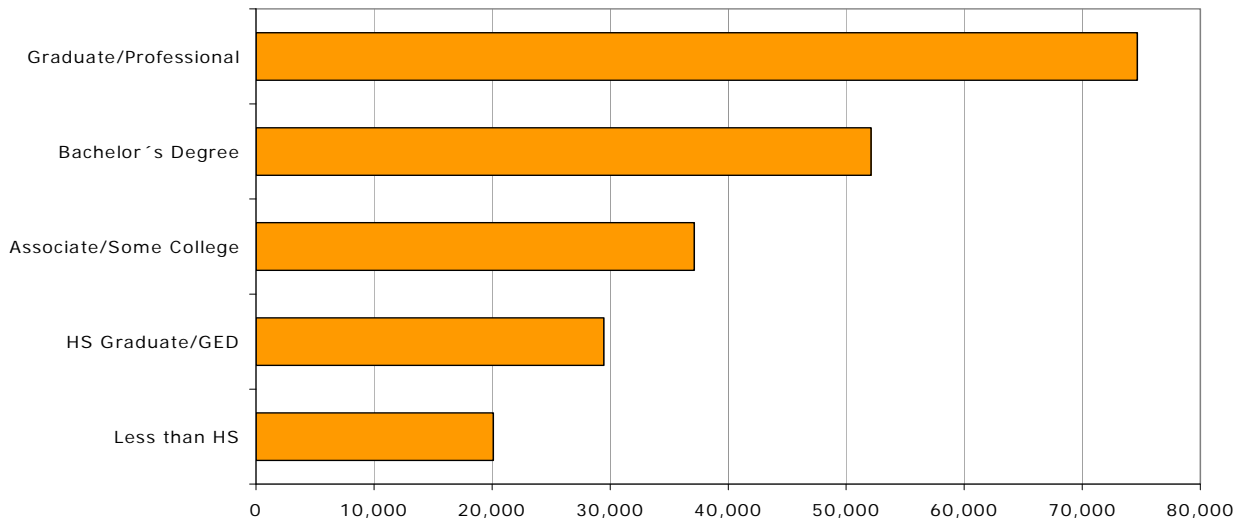
Educational Attainment Level	Tax Payments	Cash & In-Kind Transfers/ Inst. Costs	Taxes - Transfers & Inst. Costs	Ratio of Taxes to Transfers & Inst. Costs
<12 or 12, No H.S. Diploma	\$4,573	\$4,414	\$159	\$1.036
H.S. Diploma/GED	\$8,857	\$3,548	\$5,308	\$2.496
Associate's Degree or Technical Certificate	\$13,111	\$2,784	\$10,327	\$4.709
Bachelor Degree	\$21,125	\$1,365	\$19,760	\$15.472
Master's or Higher Degree	\$30,529	\$1,200	\$29,329	\$25.431
All	\$13,676	\$2,865	\$10,811	\$4.773

Source: March 2005 Current Population Survey, U.S. Census Bureau. Analysis by the Center for Labor Market Studies at Northeastern University.⁷²

* It should be noted that the above estimates of large gaps between the net fiscal contributions of adults by schooling level are likely quite conservative since they exclude the public costs of educating the children of these adults, and their differential use of health care services not paid by health insurance plans.

In 2007-2008, the Adult Education system helped more than 22,991 individuals get a diploma or a GED. Assuming these individuals are engaged in full-time employment, the annual increased personal income for a single cohort of these individuals would be approximately \$215 million, according to the earnings estimates in Figure C, below.

Figure C. Median income by educational attainment level in California, 2008.



Source: California Postsecondary Education Commission, 2008.

Using the revenue calculations in Table A, above, this same cohort would net the state approximately \$118 million in savings and increased revenue annually; more than enough to pay for the cost of the current ABE and ASE programs being run through the CDE's Adult Education system.

In FY 2006, 38,429 adult learners enrolled in Adult Education reported that they had gained employment. Another 103,571 reported having acquired workforce skills or meeting work-based project goals. Using minimum wage data for those gaining employment and a conservative year (1,928 hours), job gains for that single year would have resulted in nearly \$600 million in additional income. Calculating a 3 percent gain in wages for those adult learners reporting that they acquired workforce skills or met work-based goals provides at least \$45 million more, for a total of approximately \$640 million in additional personal income. Associated tax revenue to the state, at a conservative taxation rate of 1.5 percent, would equal more than nine million dollars annually.

Postsecondary Transfer and Success

California adults age 18 and older with only a high school diploma earned on average only \$29,473 per year, according to the California Postsecondary Education Commission. By contrast, graduates with a technical certificate or associate degree earned \$37,134 and those with a bachelor's degree earned an average of \$52,111 in 2008.⁷³

Two Washington State studies found that the "tipping point" for students to experience a substantial earnings payoff from postsecondary education was about a year of postsecondary education plus a credential.⁷⁴ This finding underscores the importance of Adult Education as a bridge program to the community colleges. It also emphasizes the potential utility of developing a "workforce readiness" skills certificate or credential, a step suggested by multiple groups and individuals consulted in the needs assessment process.

Incarcerated Adults

There is a strong correlation between low levels of education and criminal activity. A high-school dropout is five to eight times more likely to be incarcerated than a college graduate,⁷⁵ and a federal three-state study showed that attending school while in prison was associated with a 29 percent reduced

likelihood of re-incarceration.⁷⁶ These lower recidivism rates held true regardless of post-release employment, indicating that the education itself has value, regardless of its individual economic returns.⁷⁷ Given that California has a relatively high recidivism rate (69 percent of released offenders return to jail or prison within three years, one of the highest rates in the nation) and the overcrowding of the jails, this outcome is of key concern to the state.⁷⁸

If only 20 percent of the 23,000 incarcerated Californians enrolled in jail adult education programs in 2005-2006 are not re-incarcerated, this would save the state of California almost \$100 million per year in annual incarceration costs.⁷⁹ The three-state study estimated that for every dollar spent on educating the inmate population, two dollars were returned to the state in reduced incarceration costs. Florida conducted a more detailed analysis and found a \$1.66 return for every dollar invested in inmate education as a whole, and a \$3.53 return on the dollar for those inmates completing an academic program and receiving a diploma or GED.⁸⁰

Health

Academic educational attainment levels are also strongly correlated with health outcomes.⁸¹ High school graduates live up to seven years longer than high school dropouts.⁸² Increased schooling reduces the risk of heart disease and diabetes. Better-educated individuals are more likely to access preventative health care, self-report themselves as being in good health, and are less likely to lose work days due to illness. Less educated people are more likely to have a wide variety of unhealthy behaviors or conditions (smoking, excessive drinking, obesity, illegal drug use). The health benefits correlated with education extend to the children and even the spouses of the individuals receiving the education.⁸³

In addition to the impact on the individual, these outcomes have implications for the public interest. Less educated individuals are more likely to be uninsured, at significant public cost in public health benefits, missed days of work, emergency room costs, and personal bankruptcies.^{84,85} Low health literacy is estimated to cost the US hundreds of billions of dollars annually, more than the entire cost of the controversial government health care bill currently being debated in Congress.^{86,87}

Other Benefits

Increased levels of education also have beneficial effects for families and communities.

Intergenerational Benefits

Education “trickles down” through the generations, making lasting impacts on children in the pre-K-12 system and helping to break cycles of generational poverty.⁸⁸ One of the best indicators of a child’s academic success is the educational attainment of the mother, and Adult Education’s Community-Based English Tutoring (CBET) program is tailored specifically to tap into this double-impact effect by providing literacy training to the adult parents of school-age children, who then commit to reading with and tutoring their children in turn.

CBET has done its own data analyses to confirm that the program is having beneficial effects on the children of participants, as suggested in the research. Over two years of data analysis in the Sacramento City Unified School District (SCUSD) showed significant improvement among the children of parents participating in the Adult Education CBET Program, and in Oakland Unified School District, students of CBET parents averaged 19 percent higher CELDT gains and 11.19 higher scale points than other EL children in both 2006-07 and 2007-08. In fact, CBET has a presence in 65 percent of the Oakland elementary schools demonstrating a 10 percent or greater increase in CST English Language Arts proficiency.

Community Benefits

There is also a community spill-over effect that is directly positively affected by increasing the education levels of some community members. Cities with larger percentages of college graduates have higher average wages for those with lower education levels, as well as increased manufacturing plant productivity, as compared to those with smaller percentages of college graduates.⁸⁹ Economic growth, both locally and at the state level, is heavily linked to this sort of spill-over effect; as individuals improve their circumstances, the community is improved, and a positive cycle is created for all residents.

Civic Participation

The percentage of adults reporting having voted in the 2004 presidential election varied by educational attainment level, with those who had postsecondary degrees or higher more than twice as likely to vote than those lacking high school diplomas, and half again as likely as those with only a high school diploma or GED and no postsecondary schooling.⁹⁰

Immigrants who lack a high school diploma or GED are 15 percent less likely than those with a high school degree and 31 percent less likely than those with a postsecondary degree to become naturalized citizens.⁹¹ Increased education also makes adults more able and more likely to volunteer time for a wide variety of non-profit philanthropic organizations and ventures.⁹²

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