

California Department of Education

Report to the Legislature: End-of-Year 2010–11 Progress Report: Implementation and Impact of the Workforce Investment Act, Title II Adult Education and Family Literacy Act



Prepared by:

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

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End-of-Year 2010–11 Progress Report to the Legislature

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

Submitted by the
California Department of Education, Adult Education Office

August 2012

This report was prepared by the Comprehensive Adult Student Assessment Systems for the California Department of Education, Adult Education Office. The data in this report was collected during the 2010–11 program year. The Comprehensive Adult Student Assessment Systems activities are funded by a contract under Public Law 105-220 and are administered by the Adult Education Office.

California Department of Education

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Implementation and Impact of the Workforce Investment Act, Title II
Adult Education Program Year 2010–11

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List of Acronyms

Please refer to the list below for acronyms used in the report.

Acronym	Definition
ABE	Adult Basic Education
AEFLA	Adult Education and Family Literacy Act
AEO	Adult Education Office
ASE	Adult Secondary Education
CALPRO	California Adult Literacy Professional Development Project
CASAS	Comprehensive Adult Student Assessment Systems
CBOs	Community-based Organizations
CCDs	Community College Districts
CDCR	California Department of Corrections and Rehabilitation
CDCR-DJJ	CDCR-Division of Juvenile Justice
CDDS	California Department of Developmental Services
CDE	California Department of Education
COE	County Offices of Education
CPEC	California Postsecondary Education Commission
EFLs	Educational Functioning Levels
EL Civics	English Literacy and Civics Education
ESL	English as a Second Language
ESL-Cit	ESL-Citizenship
GED	General Educational Development
NCAP	National Career Awareness Project
NCLB	No Child Left Behind
NCTN	National College Transition Network
NRS	National Reporting System
OTAN	Outreach and Technical Assistance Network
OVAE	Office of Vocational and Adult Education
P2P	Policy to Performance
PD	Professional Development
PPIC	Public Policy Institute of California
SPL	Student Performance Level
ED	United States Department of Education
WIA, Title II	Workforce Investment Act, Title II
WIB	Workforce Investment Board

California Department of Education
End-of-Year Progress Report:
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Adult Education Program Year 2010–11

Executive Summary

The 2009 Budget Act requires the California Department of Education to report on specific aspects of the implementation of the federal Workforce Investment Act (WIA), Title II. This report responds to these requirements. Report highlights are as follows:

California’s Adult Education Workforce Investment Act, Title II System

- Served 598,486 students
 - 57 percent English as a Second Language learners
 - 27 percent Adult Secondary Education learners
 - 16 percent Adult Basic Education learners
- Funded 250 agencies:
 - 167 Adult Schools
 - 31 Community-Based Organizations
 - 17 Community College Districts
 - 9 Library Literacy Programs
 - 6 County Offices of Education
 - 20 County Correctional Facilities

California Federal Performance

- The California WIA, Title II agencies exceeded all 11 state performance goals.
- Over 22,000 adult students obtained a high school diploma or General Educational Development certificate.
- 44.6 percent of students advanced one or more federal reporting levels.
- The persistence rate of students in all Educational Functioning Levels improved, and California achieved a total persistence rate of 71.2 percent.

California’s Initiatives

- Points of Entry is a foundation grant to facilitate ex-offenders access to career pathways and supportive services.
- Policy to Performance is a federal initiative to increase transitions to postsecondary pursuits.
- Teaching Excellence in Adult Literacy grant supports evidenced-based practice.
- Adult Basic Skills Pilot supports workforce skills certification.

- Administrator's Forum promotes the sharing of best practices.
- National Career Awareness Project is designed to support adult education teachers and counselors.
- English Literacy and Civics Education assesses and measures student achievement of civic objectives as well as citizenship testing.

You will find this report on the California Department of Education Web page at <http://www.cde.ca.gov/sp/ae/ir/lrprtesaeo11.asp>. If you need a copy of this report, please contact Myra Young, Education Programs Consultant, Coordinated Student Support and Adult Education Division, by phone at 916-323-4312 or by e-mail at MYoung@cde.ca.gov.

Introduction

The Federal Workforce Investment Act (WIA), Title II: Adult Education and Family Literacy Act (AEFLA) provides funding for states and territories to provide instruction in English as a Second Language (ESL), Adult Basic Education (ABE), and Adult Secondary Education (ASE) to adults in need of these literacy services. California State Budget Act language for fiscal year 2010–11 (Item 6110-156-0890, Provision 3) requires the California Department of Education (CDE) to report on the implementation of the WIA, Title II:

On or before March 1, 2012, the State Department of Education shall report to the appropriate subcommittees of the Assembly Budget Committee, the Senate Budget and Fiscal Review Committee on the following aspects of Title II of the Federal Workforce Investment Act:

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

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

Fiscal year 2010–11 represents the twelfth year of WIA, Title II implementation. Two major implementation goals are to: (1) increase performance outcomes and (2) increase student success in transitions to postsecondary education and to the workforce. The WIA, Title II multiyear grants are funded on a pay-for-performance basis. California's federal funding allocation plan is based on documented student performance and goal attainment in educational programs. It requires all agencies to collect the following information on all students for whom they receive federal funding:

- Demographic and educational program information.
- Individual student progress and learning gains in the literacy skill levels of reading, writing, and speaking the English language; numeracy; English language acquisition; and other literacy skills.
- Student outcomes, including the completion of a General Educational Development (GED) Test certificate, attainment of a high school diploma, acquisition or retention

of unsubsidized employment, and entered postsecondary education or training. (See Appendix A for further information about data collection issues.)

Each year California uses the student performance data to negotiate performance goals with the U.S. Department of Education (ED), Office of Vocational and Adult Education (OVAE) for 11 literacy levels within the program areas of ABE, ASE, and ESL, and the four core follow-up outcome measures of: (1) entered employment; (2) retained employment; (3) entered postsecondary education or training; and (4) attained a GED certificate or high school diploma. The literacy level performance goals are based on the percentage of all enrollees who complete a literacy level within the program year. The core follow-up outcome measures are based on the percentage of adult learners who identify specific goals for their enrollment and achieve their goals after exiting the program. For specific information, refer to the California's Performance section and to Appendix B for the summary of California Core Performance Results from 2004 to 2011.

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

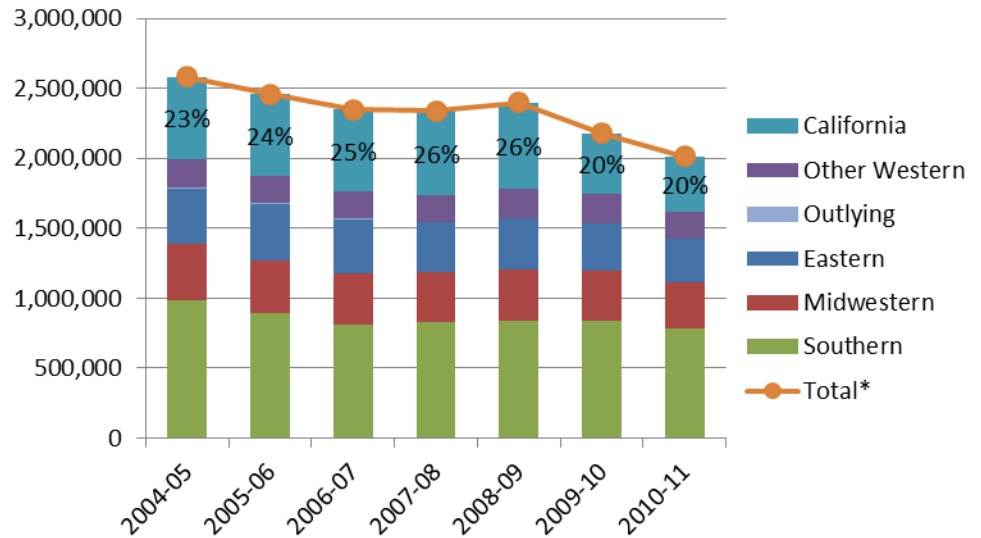
The use of State apportionment funds for ABE, ESL, and ASE programs enables local agencies to address diverse and emerging needs. This level of funding supports state-of-the-art programming, use of technology, and facilities.

Under the current California budget, state apportionment funding for the adult schools has shifted to the local school district. This has created unprecedented pressures on the adult education system. Because of the redirection of adult education funding, many agencies were forced to make deep funding cuts to their programs. At a time of increasing global competition, the implications of a decline in adult education funding will be serious, both for the state's economic future and for the well-being of its residents.

California and the Nation

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

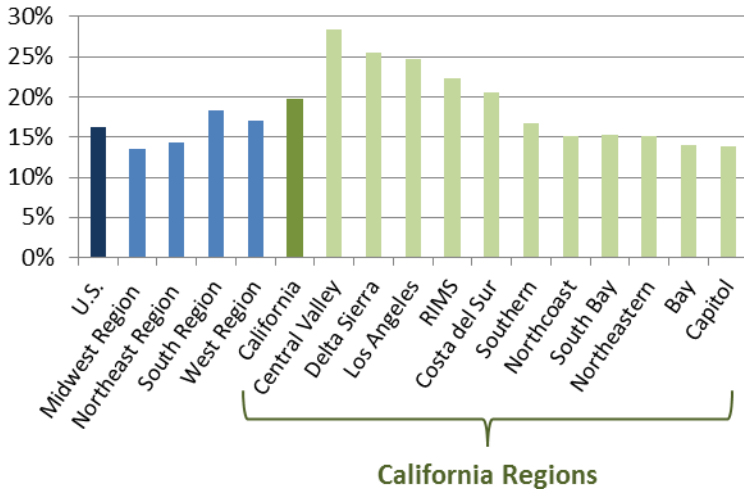
WIA, Title II Enrollment



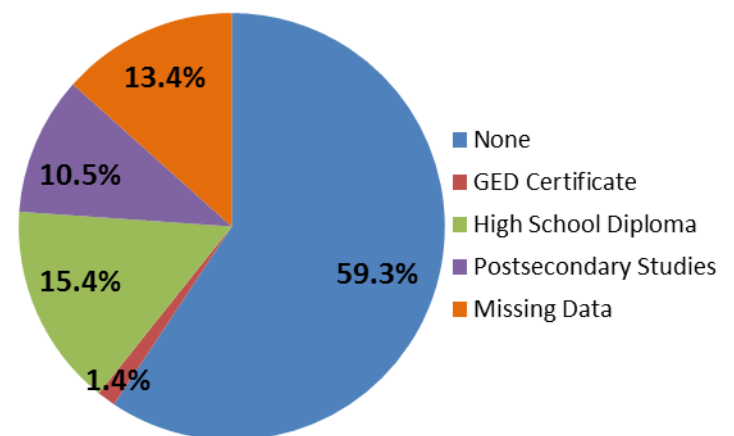
Across the United States, the profile of literacy needs varies among regions due to significant differences in the distribution of adults of different races and ethnicities, educational backgrounds, the unemployment rate, poverty levels, and other factors.

- California has the highest percentage of adults ages eighteen years and older who do not have a high school diploma according to the U.S. Census. More than 60 percent of learners enrolled in the WIA, Title II programs are adults without a high school diploma.

U.S. Census Data

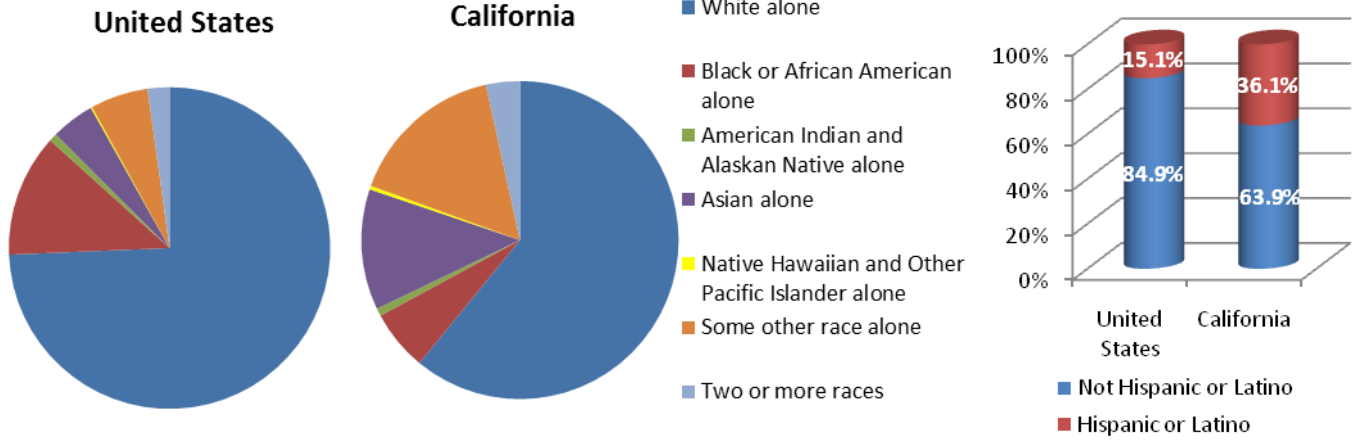


California WIA, Title II Enrollment 2010-11

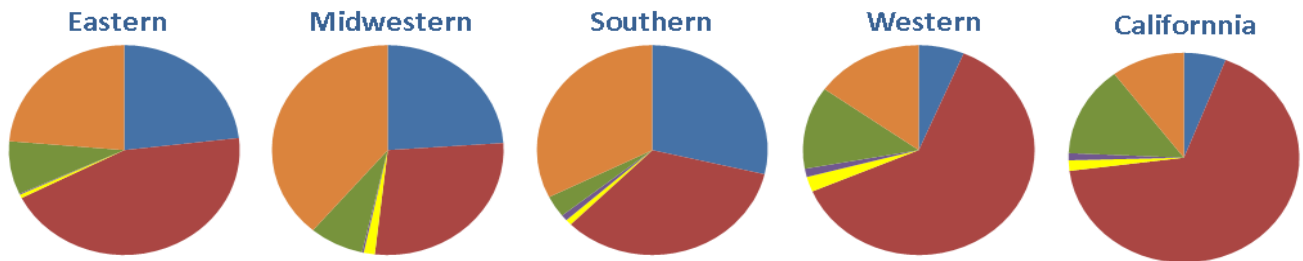


- California is home to the most diverse population in the nation. California has a larger percentage of Hispanics, Asians, and other races compared to the national average.

U.S. Census Data



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

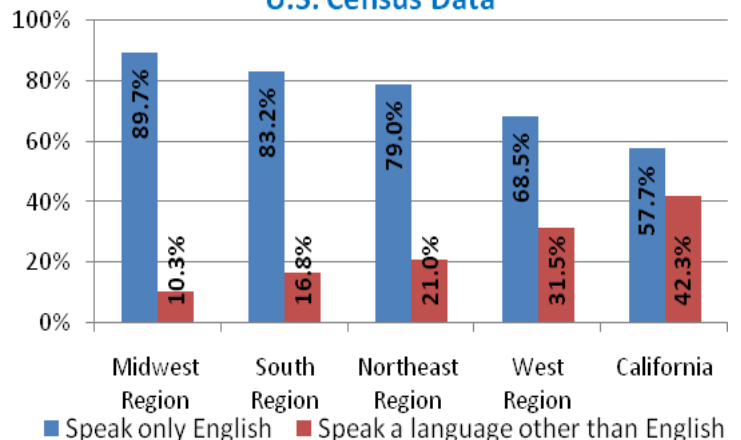


WIA, Title II Enrollment

- Hispanic
- White
- Black or African American
- Asian
- American Indian or Alaskan Native
- Native Hawaiian or Other Pacific Islander

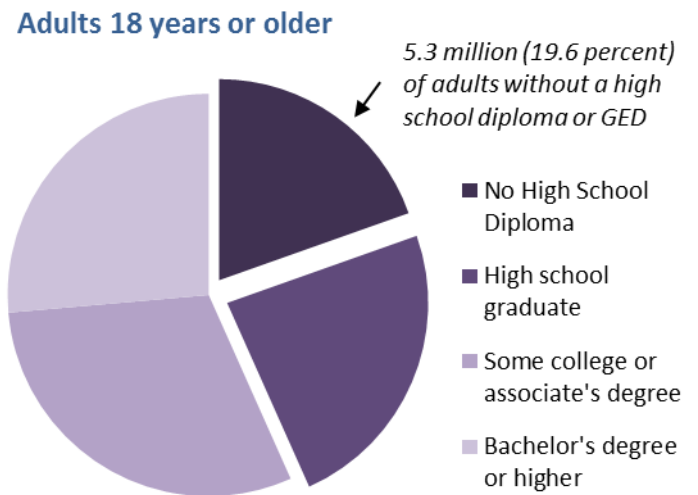
- California leads the nation in its proportion of adults speaking a language other than English in the home. This proportion is four times larger than in the Midwest region of the country. More than 70 percent of learners enrolled in the WIA, Title II programs speak a native language other than English.

U.S. Census Data

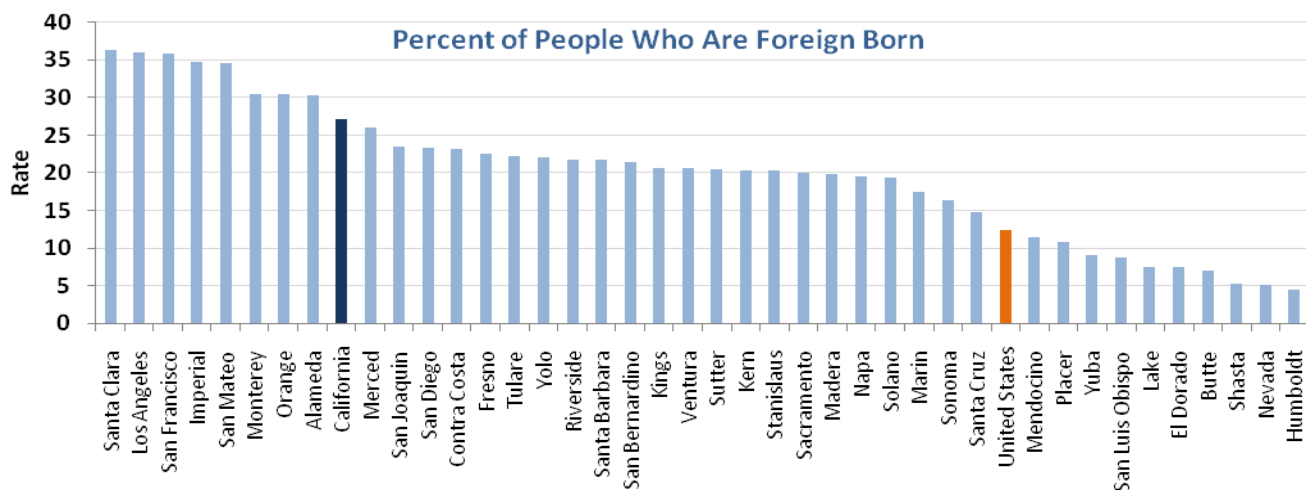


Addressing California's Literacy Needs

- Statistics regarding adults who lack a high school diploma or postsecondary education are sobering. In California, one out of five adults who is out of school and over the age of eighteen (more than 5.3 million adults) does not have a high school diploma, according to the 2000 U.S. Census American Community survey. More than six million adults with a high school diploma or GED will require some remedial coursework to even apply to college. High school dropout rates have increased from 11 percent in 2000–01 to 15.3 percent in 2008–09 according to the No Child Left Behind (NCLB) data. There are also significant graduation gaps among student subgroups.

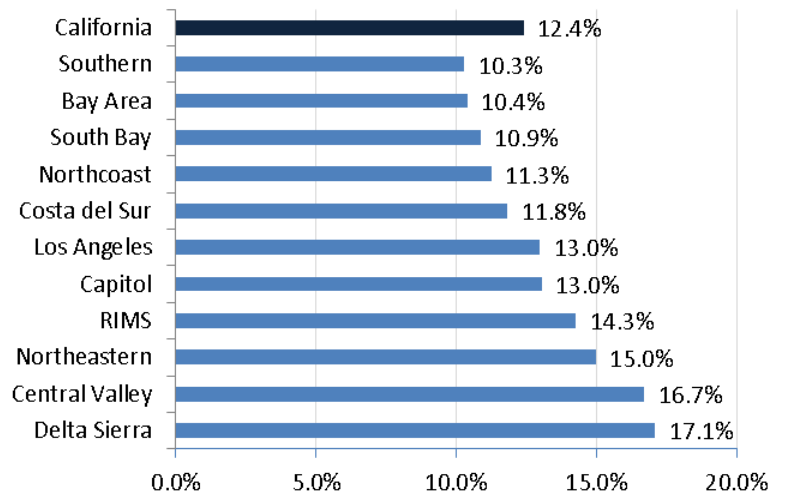


- California is home to the most diverse population in the nation. More than **3.3 million** adults ages eighteen through sixty-four years old **speak English “less than well.”** Approximately 14 million (42.3 percent) California residents speak a language other than English, compared to an average of 19.6 percent nationwide. One third of the national non-English-speaking population lives in California. More than 27 percent of the total population in California is foreign born. Many of these individuals need English literacy skills and basic education to secure employment, obtain citizenship, pursue postsecondary or higher education, and participate in their children’s education.



- More than 1.2 million California residents of labor-force age are unemployed. The current unemployment rate is at an all-time high of 12.4 percent. The need for workplace readiness is significant. Employers report that in addition to basic reading, writing, and computation skills, many job candidates lack job-readiness skills such as time management. This is in addition to the communication and critical thinking skills that are increasingly required. Refer to Appendix B tables for a list of counties comprising each region.

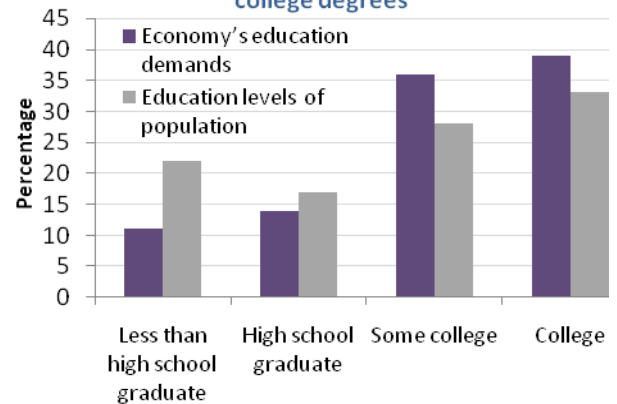
California Unemployment Rate by Geographical Regions



California Employment Development Department, Labor Market Information Division, REPORT 400 C, Monthly Labor Force Data for Counties.

Skills Gap: Projections of the state’s economy show that it is continuing along a trajectory of steadily increasing demand for a highly educated workforce. But the state is unlikely to meet this demand. Recent studies ([Public Policy Institute of California \[PPIC’s\] 2025 report](http://www.ppic.org/main/publication.asp?i=489), which is located on the PPIC Web site at <http://www.ppic.org/main/publication.asp?i=489>) comparing the number of degrees awarded with the job market needs of the coming decade have indicated that California will not have enough college graduates to meet labor market demands. According to the [California’s Forgotten Middle-Skill Jobs report](http://www.workforcealliance.org), which is on the National Skills Coalition Web site at <http://www.workforcealliance.org>, middle-skill jobs represent the largest share of jobs in California—some 49 percent—and the largest share of future job openings. Only 38 percent of California workers have the education and training required to fill those positions, thus creating a huge shortage in the supply of middle-skill workers.

California’s troubled future: too few with college degrees

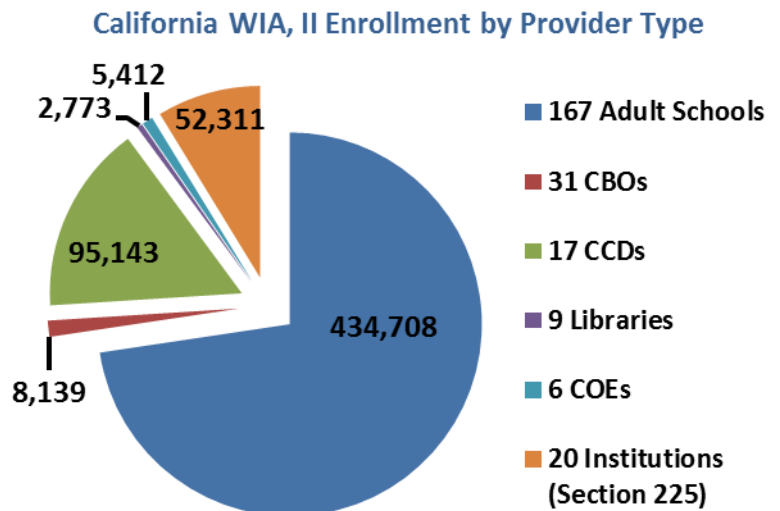


Source: PPIC’s California 2025 report

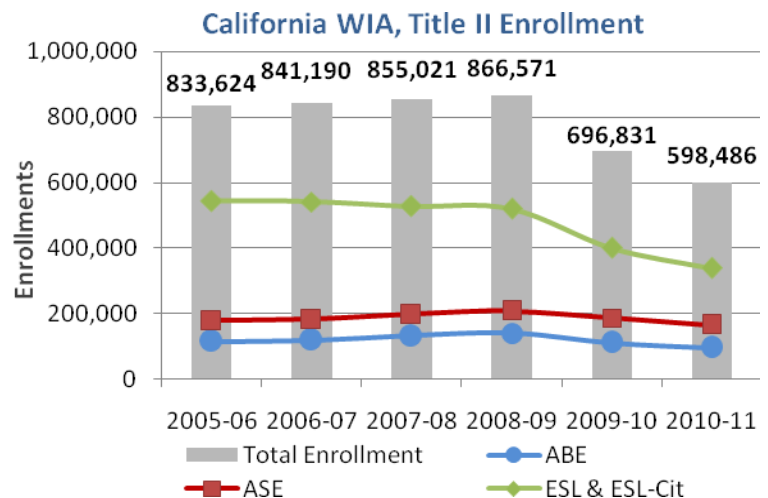
California’s Adult Education Program provides critical support to the literacy needs of the adult population described above through basic skills, English language education, and attainment of high school diploma or GED programs. However, Adult Education has experienced deep funding cuts in recent years.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

California’s Enrollment: Adult education providers serving adult learners under Workforce Investment Act, Title II grants by provider type, program, agency size, and geographical region.

In 2010–11, **250** local agencies served **598,486** learners in the WIA, Title II, AEFLA programs under Section 225, Section 231, or English Literacy and Civics Education (EL Civics). Agencies that were funded in 2004–05 could reapply for the WIA, Title II funding. Adult schools comprised the majority of the WIA, Title II agencies that applied for and received funding. Other adult education providers include community-based organizations, (CBOs), community college districts (CCDs), library literacy programs, and county offices of education (COEs). Section 225 includes state and local institutions, such as county jail education programs and state agencies serving institutionalized adults. Of the 20 agencies receiving Section 225 funding to serve institutionalized adults, 17 were jail programs, and the remaining three were state agencies: California Department of Corrections and Rehabilitation (CDCR), CDCR-Division of Juvenile Justice (DJJ), and the California Department of Developmental Services (CDDS). Adult schools served over 70 percent of the learners enrolled in the WIA, Title II programs.

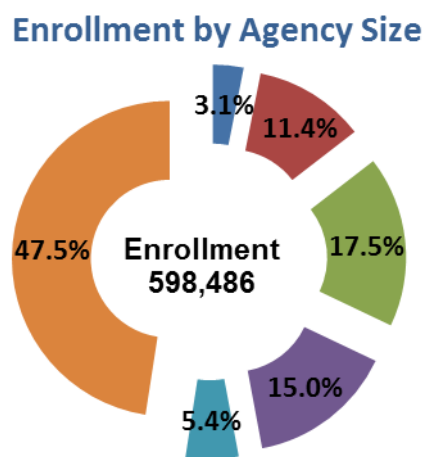
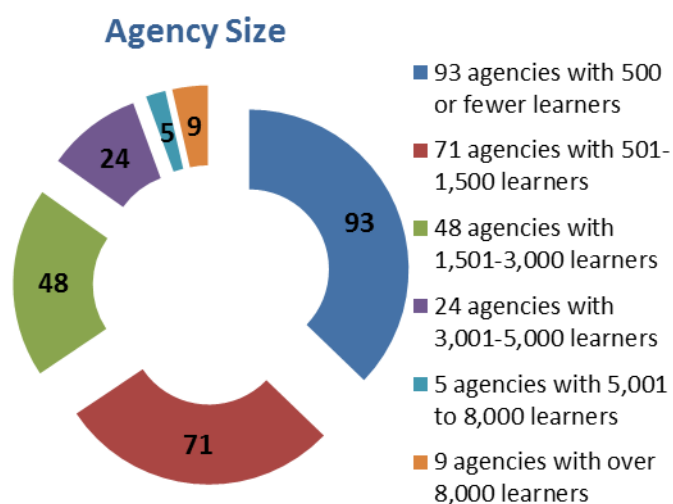


Enrollment in the WIA, Title II programs had increased steadily until 2008–09 to meet local needs for better basic skills, English proficiency, and to help achieve high school diploma/GED and postsecondary preparation. California’s WIA, Title II programs saw a significant decline in enrollment (19.6 percent) in the 2009–10 and (14.1 percent) in the 2010–11 program years. The California budget crisis that resulted in the significant reduction of the education funding and shifting of the state apportionment fund for adult schools to the local school district has created unprecedented pressures on the adult school system. As in prior years, the ESL programs served the majority of the adult learners (56 percent). The ASE served 27.6 percent, and the ABE served 16 percent of the

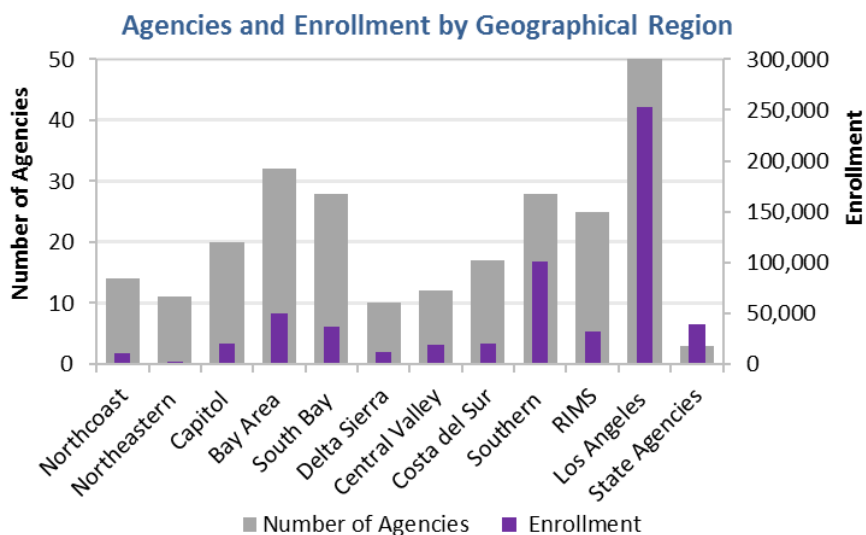


total learners enrolled. Enrollment in all three WIA, Title II programs—ABE, ESL, and ASE—saw significant declines. The ESL Program decreased more than 15 percent compared to 2009–10, and the ABE and the ASE programs decreased more than 10 percent. Enrollment in adult schools dropped by more than 17 percent. Jail programs also served a significantly lower number of learners: 15 percent less compared to 2009–10.

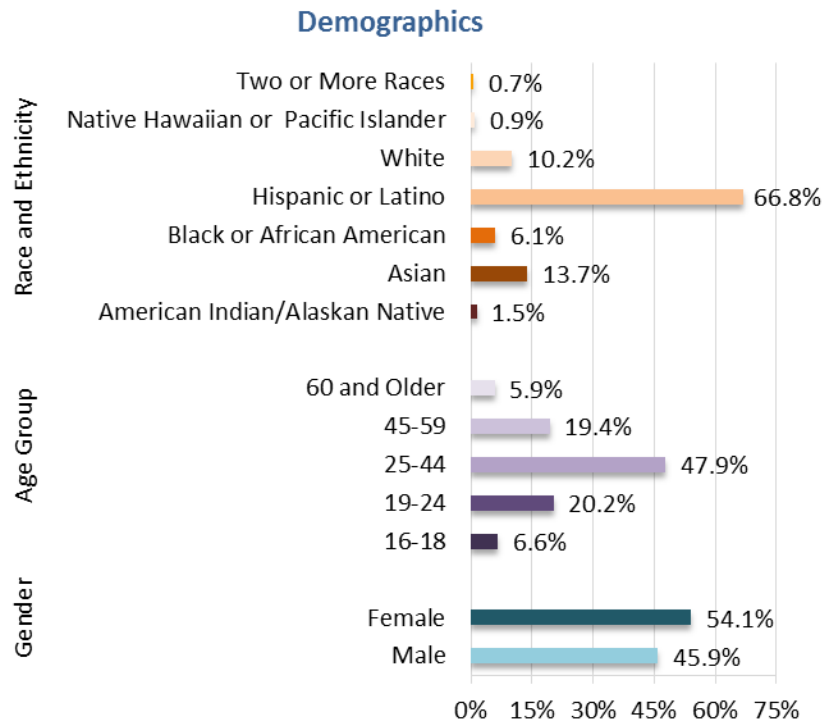
In the charts below, agencies are categorized by the number of enrollments. Nine large agencies with annual enrollments of more than 8,000 learners served 47.5 percent of the WIA, Title II learners, while smaller agencies (93) served only 3.1 percent of the enrollees in the 2010–11 program year. In 2010–11, there were only 14 agencies that served more than 5,000 learners compared to 2009–10 when there were 25 agencies serving more than 5,000 learners.



The CDE classifies California into 11 geographic regions. The Los Angeles area has the highest number of agencies (50) and the largest enrollment (42 percent). Refer to Appendix B tables for a list of counties comprising each region. Enrollment in 2010–11 dropped in all regions compared to 2009–10. The Los Angeles area saw the highest drop in enrollment numbers.

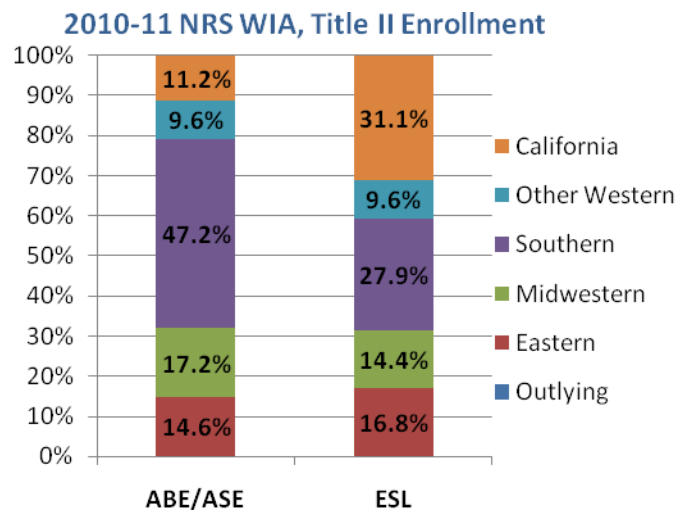


Adult learners in California reflect the diversity of the state. The largest ethnic groups of learners enrolled in the WIA, Title II programs are Hispanic (66.8 percent) and Asian (13.7 percent). Less than one percent of the adult learners selected their ethnicity as two or more races. Adult learners are more likely to be female (54.1 percent) than male (45.9 percent). The largest group of adult school learners (47.9 percent) is between the ages of twenty-five to forty-four.



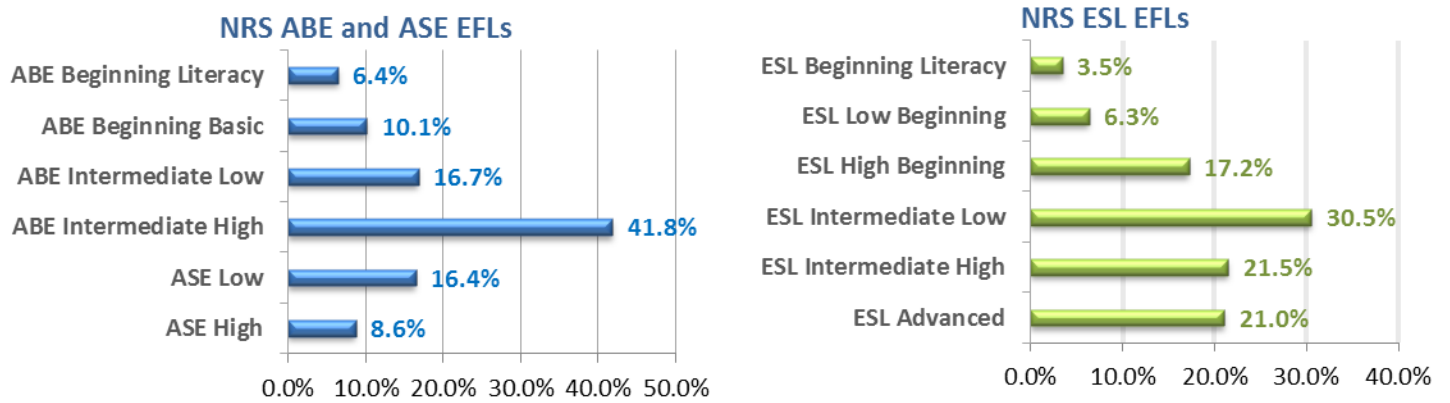
California’s Performance: The extent to which participating programs were able to meet planned performance targets

In 2010–11, 392,918 students (65.7 percent) qualified for the National Reporting System (NRS) federal reporting. The NRS requires that states restrict the student data reported to the ED to only those learners who persisted in program for more than 12 hours, were not concurrently enrolled in kindergarten through twelfth grade (K–12), and were sixteen years and older. According to the NRS federal data, California serves **one-fifth of the nation’s adults** enrolled in the WIA, Title II programs—11 percent of the total ABE/ASE learners and 31 percent of the ESL learners.

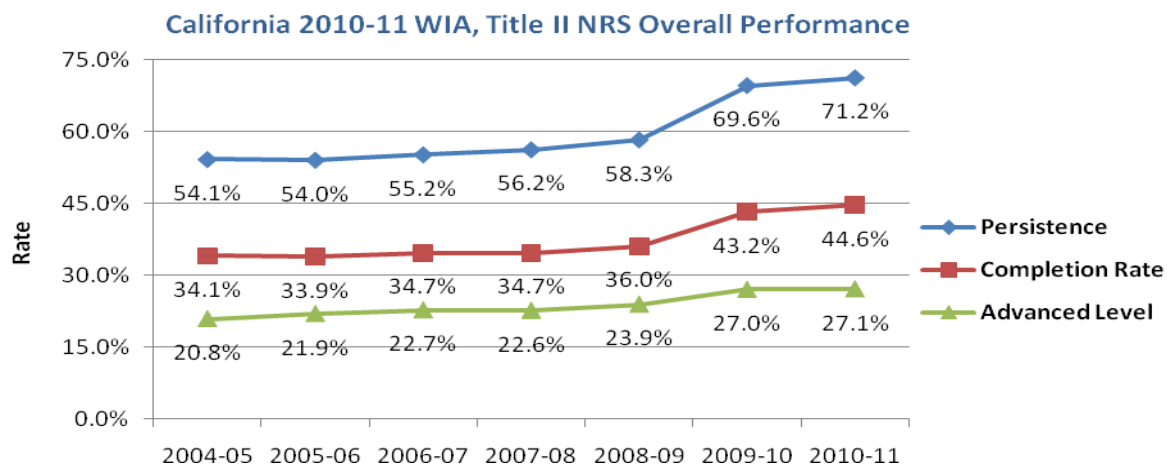


In reports submitted to the NRS, student performance is measured through completion of federally defined Educational Functioning Levels (EFLs). The majority (58.2 percent) of the ABE and the ASE learners entered programs at the ABE intermediate high and the ASE low instructional levels. The ASE learners entered programs predominantly at the advanced instructional levels. The highest percentage of ESL learners (30.5 percent) entered

programs at the ESL intermediate low level. See Appendix A for specific information, Comprehensive Adult Student Assessment System (CASAS) scores, and relationship to the NRS EFLs for ABE, ASE, and ESL.

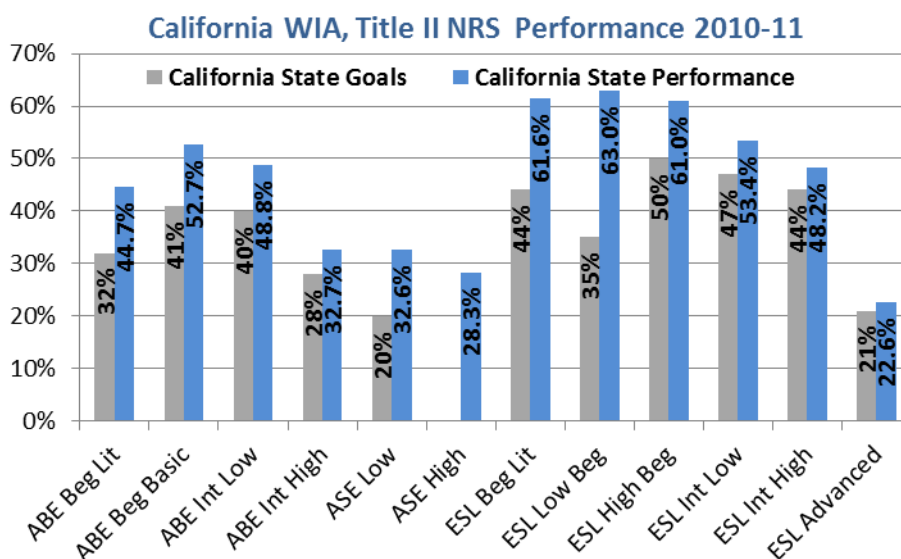


There were 392,918 WIA, Title II learners who qualified for NRS federal reporting. On average, these learners received 187 hours of instruction. Learners who persisted in the program (279,800) and were administered a pre- and post-test received more than 200 hours of instruction. **The persistence rates in 2010–11 improved for all 12 EFLs compared to 2009–10.** California achieved a total persistence rate of 71.2 percent.

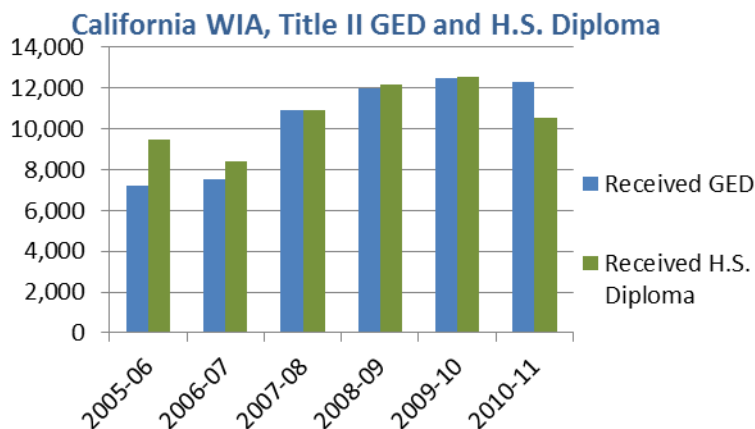


The completion rate for all 12 EFLs improved or stayed the same in 2010–11 compared to 2009–10. Of those 392,918 WIA, Title II learners who qualified for NRS federal reporting, 175,066 learners (44.6 percent) completed an EFL and 27.1 percent advanced one or more levels. More than 60 percent of the learners who persisted completed an EFL, and 38.1 percent advanced one or more levels.

California has steadily improved performance on persistence, EFL completion, and advancement of one or more levels over the past six years. In 2010–11 California exceeded the national average in eight areas of EFL performance, including five ESL and three ABE levels. California also exceeded the overall national performance. The NRS federal report data documents California’s continued success in addressing the state’s basic skills needs by improving student persistence and learning gains outcomes. In 2010–11 the California WIA, Title II agencies exceeded all 11 negotiated state goals in NRS EFLs.



California exceeded the state goal for the core follow-up measures of obtaining a GED or secondary school diploma. California shows a steady increase in the number of learners who obtained a GED or secondary school diploma from 2006–07 to 2009–10. In 2010–11 the decrease in high school diploma and GED recipients (8 percent) was less than the decrease in enrollment (14 percent).



California uses a Student Follow-Up Survey to track results for those learners who entered employment, retained employment, and entered postsecondary education or training. Response rates are typically low. The CDE had implemented new policies starting in the 2008–09 program year to improve the Core Performance Follow-Up Measures Survey. In addition to mail, agencies can now e-mail the surveys or administer the surveys via telephone. California improved the response rate of surveys in the last two program years. These additional options likely increased the rate of response from learners. California failed to exceed the state goals for the core follow-up measures of entering employment, retaining employment, and entering postsecondary education. More than 40 percent of the learners who responded to the entered employment survey found employment, 93.1 percent of the learners who responded to the retained employment survey stayed employed, and 46.6 percent who responded to the postsecondary survey entered postsecondary education or training.

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

California has made data quality a top priority. The CDE provides online and regional training and targeted technical assistance to increase understanding of accountability requirements and to improve data collection. Agencies submit data to the CDE on a quarterly basis, permitting continuous analysis and early identification of incomplete or inaccurate data. At the end of the program year the statewide NRS EFL completion goals and performance are compared with agency-level performance. The longitudinal data is also analyzed to track improvement in persistence and performance and to identify for the CDE staff and the CASAS regional program specialists those agencies that need targeted technical assistance.

California's Initiatives and Priorities

The CDE contracts with three agencies to provide state leadership activities: (1) California Adult Literacy Professional Development Project (CALPRO); (2) CASAS; and (3) Outreach and Technical Assistance Network (OTAN). These projects facilitate a collaborative approach in addressing the 11 activities set forth in the California State Plan and in the WIA, Title II legislation under Section 223 for adult education and literacy activities. Leadership Project activities relate to each of three high priority state plan goals: (1) Establish and implement professional development programs to improve the quality of instruction provided; (2) Provide technology assistance, including staff training, to eligible providers of adult education and literacy activities; and (3) Provide technical assistance to eligible providers of adult education and literacy activities. The goal of these collaborative efforts is to maximize resources and provide support to the WIA, Title II funded adult education providers in California.

Policy to Performance Initiative: The Policy to Performance (P2P) initiative (policy2performance.org) was launched by the ED OVAE and is designed to support Transitioning Adults to Opportunity. California is one of eight states participating in the initiative. The initiative supports the broad goals of The American Recovery and Reinvestment Act of 2009 and also aligns with the President's American Graduation Initiative. California's goals and objectives for participating in this initiative are:

¹ A five-point CASAS scale score gain for learners with a pretest score of 210 or below, or a three-point gain at post-test for learners with a pretest score of 211 or higher.

- To increase the transfer rates of eligible students from adult education programs to postsecondary education programs.
- To foster an institutional climate supportive of the success of adult education students.

The CDE AEO is conducting a pilot project for the 2011–12 school year. The AEO has selected 10 pilot programs that have the capacity to strengthen an existing or build a new comprehensive student support services component of their current postsecondary transition program. The P2P Pilot Project is focusing on a selected population of ASE students who have expressed interest in transitioning to postsecondary education. Through data collection, analysis, guidance, and support, the 10 pilots will provide the AEO with essential data regarding successful partnerships, support services, student assessments, literacy levels, student tracking, and transition outcomes. Based on the results, the 10 pilots will serve as model programs for the establishment of statewide educational policy regarding services for transitioning students to postsecondary education.

National Career Awareness Project: California was one of eight states selected to participate in the National Career Awareness Project (NCAP) launched by the ED OVAE. This project is designed to support Adult Education Instructors and Counselors (two per pilot site). California selected five pilot programs that have the capacity to initiate or strengthen a career planning and awareness component for their current postsecondary transition program. The pilot project focused on integrating a given NCAP curricula for ESL, ABE, and ASE students. Participating adult education agencies include Bakersfield Adult School; Contra Costa COE/Parolee Education; Los Angeles Unified School District; Proteus, Inc.; and Vallejo Adult School.

The career planning and awareness component serves as one of the many supports needed for our adult students to transition to postsecondary education and employment. In December 2011, California’s AEO completed a State Dissemination Plan derived from feedback and suggestions from the pilot school principals and instructors/counselors. The plan included expected NCAP goals, partners, communications, trainers, content, strategies, and long-term outcomes.

Adult Basic Education Initiative: Last year the CDE completed a statewide ABE initiative to address program improvement strategies in California ABE-funded programs and classrooms. Twenty-six agencies participated by completing improvement plans, sending participants for two professional development events, and communicating through an online community in groups on topics such as curriculum and instruction, increasing enrollment and persistence, learning disabilities, transition, and support for student and technology. Current data show that over 70 percent of participating agencies have increased in ABE student persistence and completion rates as reported through the NRS in 2009–10 and 2010–11. California’s ABE Program on the whole has also shown improvement for all its EFLs compared to 2008–09 and 2009–10.

Transitions to Postsecondary and Workforce: Statewide priorities include a focus on transitions to the workforce and postsecondary training. California is facing a serious shortfall in its supply of college-educated workers. According to the *PPIC 2025* report, there

will be a potential mismatch between the level of education the future population is likely to possess and the level of education that the future economy will demand. The CALPRO developed and piloted Postsecondary Transitions, a Communities of Practice training in which agency teams plan to establish or expand bridging or articulation programs based on best practice and collaborative approaches. In the pilot program, 19 educators representing eight different agencies participated.

English Literacy and Civics Education Grants: The EL Civics continues to have a positive impact on the delivery of English language instruction in California. In the 2010–11 WIA, Title II survey, 85 percent of EL Civics agencies reported enhanced or improved instruction, 74 percent reported improved teacher and staff collaboration, and 73 percent reported increased student attendance and participation. In 2010–11, the CDE funded 170 agencies to provide EL Civics educational services to 140,980 adult learners. Of those 140,980 learners, 18,421 were enrolled in Citizenship Preparation and 129,404 were enrolled in Civic Participation. California assesses EL Civics students using performance-based additional assessments that measure student attainment of civic objectives as well as standardized assessments for citizenship preparation. More than 8,000 (8,249) learners passed the CASAS Government and History for Citizenship test, and 2,247 passed the oral CASAS Citizenship Interview Test. The Civic Participation programs assess students using performance-based additional assessments that measure student attainment of civic objectives. More than 80,000 students throughout the state took Civic Participation performance-based additional assessments, and more than 90 percent passed one or more of them. The design and implementation of the EL Civics programs provide an opportunity for the EL Civics students to apply what they learn in the classroom to have a positive impact on their lives and in their communities.

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

Adult Basic Education Pilot for Workforce Skills Certification: The CDE is continuing to partner with CASAS, local One Stops Systems and Workforce Investment Boards (WIBs), local Chambers of Commerce, parolee programs, and adult education programs to implement a workforce skills program leading to a National Workforce Skills Certification. Learners enrolled in vocationally focused ABE and ESL programs are administered CASAS assessments that measure readiness for work and are composed of the applied academic skills of reading, math, problem solving, and critical thinking. Learners are also assessed on employer-defined soft skills including 14 effective personal behavior and customer service skills. Learners are able to receive a Workforce Skills Profile that outlines their workplace-related skills and can be used by potential employees and job training programs to evaluate candidates effectively. Learners are also able to receive the Workforce Skills Certificate as a culmination of their participation in this program. Adult education programs provide instruction and support needed and, based on the profile, work with the One Stops Systems and employers to link participants to available jobs matching their skill profile. This project has been able to provide the resources and support necessary for California agencies to provide meaningful and effective workplace-based instruction and to give learners the opportunities to use their new skills to obtain employment. Fifteen sites are currently participating in the pilot.

Points of Entry: The Points of Entry Project was launched in partnership with the ED OVAE and the Open Society Foundation. The objective of the Points of Entry Project is to demonstrate innovative approaches for facilitating adults' access to career pathways services and supportive services. Approaches include behavioral change interventions and the integration of pre- and post-release services to facilitate adults' pursuit of education, training, and employment. In California, two sites were chosen for their innovative approaches for education and training services that lead to employment and strategies that will allow each program to sustain Points of Entry services after the project has ended. The project review is planned for 2012 and will contribute to the literature base on evaluation of services for adults in reentry and low-skilled adults.

One-Stop Systems: As in previous program years, agency size (by enrollment) reflected patterns in relationships. Large agencies were most likely to interact with One-Stop systems (77.8 percent), followed by medium-sized (69.6 percent) and small agencies (50.5 percent). A majority (84.3 percent) of agencies reported receiving or providing student referrals, 52.2 percent indicated they provided classes or training for their local One-Stop system, and 41.4 percent stated they had assigned a staff liaison to the One-Stop system. In addition, 40.1 percent of these agencies reported interaction with One-Stop systems by conducting workshops, conferences, or informational meetings.

Workforce Investment Boards: When asked about involvement with their local Workforce Investment Board (WIB), 48.8 percent of agencies indicated some type of involvement. Agencies also reported specific ways they interacted with their local WIB. The most frequently cited responses included: (1) developed a Memorandum of Understanding (MOU) with the local WIB (53.7 percent); (2) staff attended WIB meetings (48.8 percent); (3) provided local representation through a consortium (33.3 percent); and/or (4) an administrator served on the local WIB board (33.3 percent).

Legislative Recommendations for Improving Implementation of a Performance-Based Funding System

The following legislative recommendations for improving implementation of a performance-based funding system come from field-based surveys, regional focus groups, data review groups, and a field evaluation team.

- **Transition to Postsecondary Education and Training**—Continue to facilitate the process of successful transition into postsecondary education while maintaining a strong, functional program of ABE, ASE, and ESL instruction. Recent studies (*PPIC's California 2025* report) comparing the number of degrees awarded with the job market needs of the coming decade have indicated that California will not have enough college graduates to meet labor market demands. According to the California Postsecondary Education Commission's (CPEC) College-Going Rates report, about 26 percent of California's high school graduates enroll at four-year public and private universities shortly after completing high school. California's college-going rate for four-year colleges is lower than in most other states (California ranked nineteenth among the 20 largest states in 2004). California has serious inequities in access to higher education. College-going rates vary greatly

depending on students' ethnicity, gender, and the type of neighborhood where the student's high school is located.

- Provide intake, planning, support, and transition services.
 - Encourage collaboration with community colleges and workforce partners.
 - Encourage the leveraging of resources.
 - Develop MOUs and Articulation Agreements.
- **Integrated Service Delivery**—Actively consider and fund the implementation of integrated service delivery models to facilitate the transition of learners in basic skills and ESL to postsecondary education and training. The effective use of integrated service delivery models may contribute to mitigating a culture of poverty by preparing learners for viable employment in the future. Such integrated service delivery models consider and contain some of the following characteristics: career pathways; stackable credentials; dual enrollments in basic skills instruction simultaneously with vocational training; basic skills combined with workforce training; basic skills and ESL instruction with a strong applied vocational context; accelerated learning methods incorporating intensive instruction with clear measurable entry and exit criteria; and managed enrollment strategies. The structure for an integrated service delivery model may provide for the following:
 - Coordination of resources and service delivery
 - Curriculum alignment
 - Transition into credit-bearing coursework
 - Earning of credits that count toward a college credential
 - Earning of occupational certificates
 - Linking of pathways to initiatives
 - Focused intake, planning, and support
- **Data Match**—Develop a data match system for adult education programs in California to capture core performance outcome measures (entered employment, retained employment, entered postsecondary education or training) and thereby provide reliable, current, and comprehensive information that:
 - Accurately reflects program successes and challenges;
 - Meaningfully demonstrates return on investment;
 - Enables targeted program improvement for outcomes directly related to employment; and
 - Supports effective state level policy decisions.
- **Collaboration with Workforce Investment Boards and One-Stop Systems Centers**—Continue to provide resources and support to increase and strengthen the collaborations of local literacy providers and employment-related agencies that:

- Offer basic skills and literacy instruction in combination with job training to adults most in need (employed and unemployed);
- Identify and share information related to effective programs and program practices;
- Identify models of effective collaboration; and
- Provide incentives for strengthening local collaborations.

Appendices

Progress Measures

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

The CASAS tests, used nationally, are the standard measures for determining student success. The CASAS measures also align with the NRS that the ED uses to report performance of adult education programs to the Congress of the United States.

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

The CASAS has developed more than 100 assessment instruments that measure and document improvement in English literacy, reading, writing, listening, speaking, problem solving, and numeracy on a common national reporting scale. These instruments correlate to learner skill levels, measure learner improvement within each level, and document level completion.

Comprehensive Adult Student Assessment Systems Competencies

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

Comprehensive Adult Student Assessment Systems National Skills Level Descriptors

The CASAS National Skill Level Descriptors (See Appendices C and D) identify skills for ABE, ASE, and ESL learners from beginning literacy to advanced adult secondary levels. The levels show a continuum of employability and life skills from A (beginning literacy) to E (advanced adult secondary). Student Performance Level (SPL) designations correlate to ESL levels. The CASAS levels correspond to all NRS EFLs.

Relationship of CASAS levels to NRS for ESL

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

Relationship of CASAS levels to NRS for ABE and ASE

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

Workforce Investment Act, Title II Success Measures

The WIA, Title II requires all eligible agencies to establish and meet performance measures that include core indicators of performance and additional, optional performance measures (Section 212). The core indicators must include:

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

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

- Placement in, retention in, or completion of postsecondary education, training, unsubsidized employment or career advancement.
- Receipt of a secondary school diploma or its recognized equivalent.

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

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

Other performance measures:

- Receipt of a secondary school diploma or its equivalent (GED)

- Placement in postsecondary education, training, or unsubsidized employment
- Career advancement

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

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

Workforce Investment Act, Title II Enrollments and Performance

Workforce Investment Act, Title II Funded Agencies by Provider Type over Eight-Year Period

Agency Type	2003-04		2004-05		2005-06		2006-07	
	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%
Adult Schools	174	59.7	180	59.2	177	61.3	175	64.1
Community-Based Organizations	54	18.6	54	17.8	47	16.3	40	14.7
Community College Districts	18	6.2	19	6.3	18	6.2	18	6.6
Library Literacy Programs	13	4.5	13	4.3	12	4.2	11	4
County Offices of Education	9	3.1	9	3	8	2.8	8	2.9
California Conservation Corps	1	0.3	1	0.3	1	0.3	N/A	--
Institutions (Section 225)	22	7.6	26	8.5	25	8.6	21	7.7
California State Universities*	N/A	--	1	0.3	N/A	--	N/A	--
County/City Government**	N/A	--	1	0.3	1	0.3	N/A	--
Total	291	100	304	100	289	100.0	273	100.0

Agency Type	2007-08		2008-09		2009-10		2010-11	
	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%
Adult Schools	173	65	174	66.4	172	67.2	167	66.8
Community-Based Organizations	38	14.3	34	13	32	12.5	31	12.4
Community College Districts	17	6.4	17	6.5	17	6.6	17	6.8
Library Literacy Programs	10	3.8	9	3.4	9	3.5	9	3.6
County Offices of Education	7	2.6	7	2.7	6	2.3	6	2.4
California Conservation Corps	N/A	--	N/A	--	N/A	--	N/A	--
Institutions (Section 225)	21	7.9	21	8	20	7.8	20	8
California State Universities*	N/A	--	N/A	--	N/A	--	N/A	--
County/City Government**	N/A	--	N/A	--	N/A	--	N/A	--
Total	266	100.0	262	100.0	256	100.0	250	100.0

CASAS 2011

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

The California Department of Education Geographic Regions and Counties

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

CASAS 2011

Workforce Investment Act, Title II Applicants and Agencies Funded by the California Department of Education Geographic Region for 2010–11

CDE Geographic Region	Received Funding		Total Enrollment	
	<u>N</u>	%	<u>N</u>	%
Northcoast (1)	14	5.6	10,937	1.8
Northeastern (2)	11	4.4	2,944	0.5
Capitol (3)	20	8	20,556	3.4
Bay Area (4)	32	12.8	50,419	8.4
South Bay (5)	28	11.2	36,575	6.1
Delta Sierra (6)	10	4	12,184	2.0
Central Valley (7)	12	4.8	18,893	3.2
Costa del Sur (8)	17	6.8	20,697	3.5
Southern (9)	28	11.2	100,979	16.9
RIMS (10)	25	10	32,603	5.4
Los Angeles (11)	50	20	252,819	42.2
State Agencies	3	1.2	38,880	6.5
Total	250	100.0	598,486	100.0

CASAS 2011

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

Workforce Investment Act, Title II Funded Agencies by the California Department of Education Geographic Region and Provider Type for 2010–11

Geographic Region	Adult Schools	CBO	Community Colleges	Library Literacy	COE	Institutions (Section 225)
	<u>N</u>	<u>N</u>	<u>N</u>	<u>N</u>	<u>N</u>	<u>N</u>
Northcoast (1)	10	1	1	1		1
Northeastern (2)	7		1		2	1
Capitol (3)	12	1		1	2	4
Bay Area (4)	18	10	1		1	2
South Bay (5)	21	6				1
Delta Sierra (6)	8	1				1
Central Valley (7)	10				1	1
Costa del Sur (8)	10	3	2			2
Southern (9)	17	3	5	1		2
RIMS (10)	19	1	2	2		1
Los Angeles (11)	35	5	5	4		1
State Agencies	--	--	--	--	--	3
Total	167	31	17	9	6	20

CASAS 2011
Note: State includes CDCR, CDCR-DJJ, and CDDS

Workforce Investment Act, Title II Funded Agencies by Size and Provider Type for 2010–11

Enrollment Size	Adult Schools		CBO		Community Colleges		Library Literacy	
	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%
500 or fewer	45	26.9	26	83.9	2	11.8	7	77.8
501–1,500	54	32.3	5	16.1	4	23.5	2	22.2
1,501–3,000	41	24.6			3	17.6		
3,001–5,000	19	11.4			3	17.6		
5,001–8,000	4	2.4			1	5.9		
Over 8,000	4	2.4			4	23.5		
Total	167	100.0	31	100.0	17	100.0	9	100.0

Size	COE		Institutions (Section 225)		Total Agencies		Total Enrollment	
	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%
500 or fewer	4	66.7	9	45.0	93	37.2	18,763	3.1
501–1,500	1	16.7	5	25.0	71	28.4	68,251	11.4
1,501–3,000			4	20.0	48	19.2	104,874	17.5
3,001–5,000	1	16.7	1	5.0	24	9.6	89,682	15.0
5,001–8,000					5	2	32,369	5.4
Over 8,000			1	5.0	9	3.6	284,547	47.5
Total	6	100.0	20	100	250	100.0	598,486	100.0

CASAS 2011

Workforce Investment Act, Title II Funded Agencies by Size and the California Department of Education Geographic Region for 2010–11

CDE Geographic Region	500 or fewer		501-1,500		1,501-3,000		3,001-5,000		5,001-8,000		Over 8,000	
	N	%	N	%	N	%	N	%	N	%	N	%
Northcoast (1)	8	8.6	2	2.8	4	8.3						
Northeastern (2)	10	10.8	1	1.4								
Capitol (3)	9	9.7	5	7.0	4	8.3	2	8.3				
Bay Area (4)	11	11.8	10	14.1	7	14.6	3	12.5			1	11.1
South Bay (5)	11	11.8	9	12.7	5	10.4	2	8.3	1	20.0		
Delta Sierra (6)	4	4.3	4	5.6	1	2.1	1	4.2				
Central Valley (7)	6	6.5	3	4.2	2	4.2					1	11.1
Costa del Sur (8)	7	7.5	6	8.5	3	6.3			1	20.0		0.0
Southern (9)	8	8.6	7	9.9	5	10.4	3	12.5	2	40.0	3	33.3
RIMS (10)	6	6.5	11	15.5	5	10.4	3	12.5				
Los Angeles (11)	13	14.0	13	18.3	10	20.8	10	41.7	1	20.0	3	33.3
State Agencies	--		--		2	4.2	--		--		1	11.1
Total	93	100.0	71	100.0	48	100.0	24	100.0	5	100.0	9	100.0

CASAS 2011

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

**Workforce Investment Act, Title II Funded Agencies Enrollment by Provider Type
over Eight-Year Period**

Provider Type	2003–04		2004–05		2005–06		2006–07	
	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%
Adult Schools	693,588	82.3	687,055	81	661,179	79.3	662,635	78.8
Community-Based Organizations	11,271	1.3	12,113	1.4	10,040	1.2	8,035	1
Community College Districts	76,647	9.1	79,172	9.3	79,313	9.5	82,441	9.8
County Offices of Education	5,740	0.7	5,177	0.6	5,263	0.6	4,986	0.6
Library Literacy Programs	2,865	0.3	3,168	0.4	2,889	0.3	2,369	0.3
California Conservation Corps	1,391	0.2	562	0.1	1,134	0.1	N/A	--
California State Universities*	N/A		74	0	N/A	--	N/A	--
Institutions (Section 225)	50,962	6	60,771	7.2	73,776	8.9	80,724	9.6
County/City Government**	N/A		128	0	30	0	N/A	--
Total	842,464	100.0	848,220	100.0	833,624	100.0	841,190	100.0

Provider Type	2007–08		2008–09		2009–10		2010–11	
	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%	<u>N</u>	%
Adult Schools	666,935	78	671,228	77.5	525,573	75.4	434,708	72.6
Community-Based Organizations	7,737	0.9	7,205	0.8	6,935	1	8,139	1.4
Community College Districts	82,841	9.7	93,451	10.8	94,990	13.6	95,143	15.9
County Offices of Education	5,685	0.7	5,217	0.6	5,297	0.8	5,412	0.9
Library Literacy Programs	2,424	0.3	2,388	0.3	2,492	0.4	2,773	0.5
California Conservation Corps	N/A	--	N/A	--	N/A	--	N/A	--
California State Universities*	N/A	--	N/A	--	N/A	--	N/A	--
Institutions (Section 225)	89,399	10.5	87,082	10	61,544	8.8	52,311	8.7
County/City Government**	N/A	--	N/A	--	N/A	--	N/A	--
Total	855,021	100.0	866,571	100.0	696,831	100.0	598,486	100.0

CASAS 2011

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

Enrollment by Instructional Program for Workforce Investment Act, Title II Learners over Six-Year Period

Instructional Program	2005-06		2006-07		2007-08		2008-09		2009-10		2010-11	
	N	%	N	%	N	%	N	%	N	%	N	%
ABE	113,610	13.6	118,865	14.1	130,710	15.3	139,816	16.1	110,309	15.8	95,793	16.0
ESL	538,480	64.6	535,284	63.6	522,034	61.1	515,838	59.5	396,676	56.9	334,062	55.8
ESL-Cit	4,508	0.5	6,047	0.7	5,871	0.7	3,901	0.5	3,837	0.6	3,579	0.6
ASE	177,026	21.2	180,994	21.5	196,406	23.0	207,016	23.9	186,009	26.7	165,052	27.6
Total	833,624	100.0	841,190	100.0	855,021	100.0	866,571	100.0	696,831	100.0	598,486	100.0

CASAS 2011

Workforce Investment Act, Title II Funded Agencies Payment Points by Program Type over Four-Year Period

Program Year	231 ABE/ESL/ VESL/ESL-Cit RSC Code - 3905	225 ABE/ESL/ASE RSC Code - 3940	231 ASE/GED RSC Code - 3913	EL Civics RSC Code - 3926
	2005-06	228,417	27,317	25,152
2006-07	226,186	32,270	26,571	135,491
2007-08	225,613	35,338	35,687	138,969
2008-09	236,983	39,061	41,220	153,400
2009-10	208,293	24,845	42,606	140,956
2010-11	189,204	30,055	41,357	128,811

CASAS 2011

Workforce Investment Act, Title II California Learner Enrollment with National Reporting System Restrictions for 2010–11

	<u>N</u>
Total WIA Learners with Entry Records	598,486
NRS criteria for excluding students from Federal Tables	
Learners < 16 years old	5,791
Learners with fewer than 12 hours of instruction	98,746
Learners concurrently enrolled in HS/K-12	38,048
Missing Gender	352
Missing Ethnicity/Race	6,609
No Accurate Pretest	49,157
No Entry/Update Record	168
Work-based project learner	6,697
Learners included in NRS Federal Tables	392,918

CASAS 2011

The National Reporting System Educational Functioning Level for Workforce Investment Act, Title II Learners for 2010–11

Instructional Level	ABE		ASE		ESL/ESL-Cit	
	N	%	N	%	N	%
ABE Beginning Literacy	7,117	10.8	1,299	2.0		
ABE Beginning Basic Education	10,413	15.7	2,854	4.4		
ABE Intermediate Low	14,216	21.5	7,807	12.1		
ABE Intermediate High	28,051	42.4	26,964	41.9		
ASE Low	4,484	6.8	16,203	25.2	935	0.4
ASE High	1,872	2.8	9,188	14.3	331	0.1
ESL Beginning Literacy					9,079	3.5
ESL Low Beginning					16,479	6.3
ESL High Beginning					44,926	17.1
ESL Intermediate Low					79,699	30.4
ESL Intermediate High					56,037	21.4
ESL Advanced					54,964	20.9
Total	66,153	100.0	64,315	100.0	262,450	100.0

CASAS 2011

Summary of California Core Performance Results

Entering Educational Functioning Level	2004–05		2005–06		2006–07		2007–08		2008–09		2009–10		2010–11	
	Performance Goal	Performance (Against all Enrollees)	Performance Goal	Performance (Against all Enrollees)	Performance Goal	Performance (Against all Enrollees)	Performance Goal	Performance (Against all Enrollees)	Performance Goal	Performance (Against all Enrollees)	Performance Goal	Performance (Against all Enrollees)	Performance Goal	Performance (Against all Enrollees)
	%	%	%	%	%	%	%	%	%	%	%	%	%	%
ABE Beginning Literacy	25.0	25.1	25.0	24.2	26.0	27.3	25.0	26.4	28.0	30.7	27.0	31.8	32.0	44.7
ABE Beginning Basic	37.0	43	42.0	41.4	44.0	40	43.0	39	43.0	39.5	41.0	46.7	41.0	52.7
ABE Intermediate Low	39.0	37.6	38.0	33.5	38.0	34.1	36.0	35.3	36.0	39.4	37.0	45.5	40.0	48.8
ABE Intermediate High	30.0	30.4	31.0	27.4	31.0	25.8	31.0	25.6	29.0	27.1	26.0	30.7	28.0	32.7
ASE Low	32.0	24.7	26.0	21.5	26.0	15.4	25.0	16.9	22.0	19	19.0	31.7	20.0	32.6
ASE High	31.0	26.2	30.0	24.8	27.0	25.2	--	25.2	--	26.9	--	24.3	--	28.3
ESL Beginning Literacy	34.0	38.7	36.0	40.1	40.0	41	41.0	41.6	42.0	43	43.0	61.6	44.0	61.6
ESL Low Beginning	31.0	32.6	32.0	34.3	34.0	29.7	35.0	31.1	35.0	34.1	33.0	62.1	35.0	63.0
ESL High Beginning					34.0	47.3	36.0	47.2	48.0	49.3	48.0	58.2	50.0	61.0
ESL Intermediate Low	41.0	42.9	43.0	43.3	44.0	43.5	44.0	44.2	44.0	45.8	46.0	51.8	47.0	53.4
ESL Intermediate High	43.0	43	44.0	42.3	44.0	42	44.0	41.6	43.0	43.1	43.0	47.4	44.0	48.2
ESL Advanced	25.0	22.2	24.0	21.7	23.0	19.1	23.0	19.8	22.0	20.5	21.0	22.4	21.0	22.6
Core Follow-Up Outcome Measures	%	%	%	%	%	%	%	%	%	%	%	%	%	%
GED/HS Completion	30.0	27.9	30.0	26.5	30.0	32.4	30.0	36.2	35.0	39.2	38.0	38.8	40.0	41.2
Entered Employment	55.0	50.2	56.0	49.9	56.0	52.7	53.0	56.9	53.0	53.4	59.0	44.0	59.0	44.6
Retained Employment	83.0	87.0	83.0	91.4	88.0	92	91.0	92.9	91.0	92.0	95.0	90.8	95.0	93.1
Entered Postsecondary Education	55.0	57.2	56.0	47.3	58.0	47.8	57.0	42.4	60.0	41.7	44.0	43.1	44.0	46.6

Comprehensive Adult Student Assessment System Skill Level Descriptors for Adult Basic Education and Adult Secondary Education

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

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

Comprehensive Adult Student Assessment System Skill Level Descriptors for English as a Second Language

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

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