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L E G I S L A T I V E A N A L Y S T ' S O F F I C E

LAO 
75
YEARS OF
SERVICE

Overview of Adult Education

Presented to:

Senate Budget and Fiscal Review Subcommittee No. 1

On Education

Hon. Marty Block, Chair





Objectives and Providers



Adult Education Intended to Improve Civic and Workforce Engagement

- Primary purpose is to provide adults with the precollegiate knowledge and skills they need to participate in civic life and the workforce.
- Instruction includes basic (elementary and secondary) English and math, citizenship and English as a second language, vocational skills, and courses for adults with disabilities.
- Instruction also may include enrichment classes for older adults and courses on effective parenting techniques.



Key Elements of Former System

- School Districts and Community Colleges Primary Providers of Adult Education, Typically With Little Coordination**

- State Funded School District Adult Programs Separately From Community College Adult Programs**
 - The state had a categorical program to fund district programs.
 - The state funded community college programs through apportionments.

- Policies Differed Between Segments**
 - Assessments, student identifiers, fees, and instructor qualifications.



State Chartered New Course for Adult Education in 2013-14



Eliminated Adult Education Categorical Program and Folded Funds into Local Control Funding Formula

- Included initial maintenance-of-effort requirement. Specifically, required school districts to spend at least as much on adult education in 2013-14 and 2014-15 as they spent in 2012-13.



Provided \$25 Million in Planning Grants for Regional Adult Education Consortia

- The California Department of Education (CDE) and California Community Colleges (CCC) Chancellor's Office jointly awarded grants to school districts and community college districts to form regional consortia.
- Participants could include other providers (such as local libraries and community-based organizations).
- With input from other providers, consortia used planning monies in 2013-14 and 2014-15 to document existing services, identify unmet needs, and develop regional plans to coordinate and deliver adult education in their regions.
- Legislation indicated intent to provide program funding to regional consortia beginning in 2015-16.



Adult Education Block Grant Created in 2015-16



\$500 Million in Dedicated Proposition 98 General Fund for Adult Education

- Funds allocated to 71 regional consortia (with boundaries that largely coincide with community college district service areas).
- Formal membership in consortia is limited to school and community college districts, county offices of education, and joint powers agencies.
 - Each formal member is represented by a designee of its governing board.
 - Each consortium determines its governance structure and submits plan to CDE and CCC for approval.



Requires Regional Plans to Guide Consortium Activities

- As a condition of funding, each consortium must submit to the state a three-year plan for delivering adult education in its region.
- Plans must include all public funding (regardless of source) for adult education within the regional boundaries.
- Each consortium must decide whether its providers are to receive state funding allocations through the consortium's fiscal agent or directly from CDE or CCC.



Requires CDE and CCC to Report Annually

- Report must include a summary of each consortium's plan, allocation schedule, and types and levels of service. Report must be submitted to Department of Finance, State Board of Education, and Legislature.



Adult Education Block Grant Funding



Funding Provided to Regional Consortia in Two Parts in 2015-16

- **Hold harmless funding.**
 - Up to \$375 million for school districts and county offices of education that operated adult education programs in 2012-13 and subsequently became members of regional consortia. Each of these providers received the same amount of funding in 2015-16 as it spent on adult education in 2012-13.
- **Need-based funding.**
 - At least \$125 million based on each region's "share of the statewide need" for adult education. In determining need, statute requires CCC and CDE to consider measures related to adult population, employment, immigration, educational attainment, and adult literacy.



Different Funding Rules Beginning in 2016-17

- Beginning in 2016-17, CCC and CDE are to distribute block grant funding based on (1) the amount allocated to each consortium in the prior year, (2) the consortium's need for adult education, and (3) the consortium's effectiveness in meeting those needs.



Other Funding Continues to Support Adult education



State Funding for CCC

- CCC adult education instruction is funded through apportionments.
- We estimate that CCC currently spends \$2.1 billion on adult education.



Federal Funding

- CDE administers Title II of the Workforce Investment and Opportunity Act (WIOA), the federal adult education program.
 - In 2015-16, WIOA provided CDE with a total of \$90 million in Title II funding.
- CDE and CCC administer the Carl D. Perkins Career and Technical Education Act, the federal career technical education program.
 - In 2015-16, Perkins provided agencies with a total of \$121 million, a portion of which went to adult education.



Adult Schools and CCC May Charge Fees

- Student fees vary by provider and program type:
 - Fees range from none to full cost of instruction at adult schools.
 - Beginning in 2015-16, adult schools may not charge fees for English as a second language or citizenship courses.
 - No fees for CCC noncredit courses.
 - \$46 per unit for CCC credit courses.
- Estimated fee revenue previously in low tens of millions of dollars for school districts, about \$150 million for CCC.



Seven Specified Adult Education Areas



State Law Authorizes Consortia to Use Block Grant Funds in Seven Instructional Areas

- Elementary and secondary reading, writing, and mathematics (basic skills).
- English as a second language and other programs for immigrants.
- Workforce preparation for adults (including senior citizens) entering or re-entering the workforce.
- Short-term career technical education with high employment potential.
- Preapprenticeship training activities coordinated with approved apprenticeship programs.
- Programs for adults with disabilities.
- Programs designed to develop knowledge and skills that enable adults (including senior citizens) to help children succeed in school.



Time Line for Required Adult Education Block Grant Activities

Action	Deadline
Funding Allocation Decisions	
One Time	
CCC Chancellor and SPI, with advice of SBE, certify 2012-13 spending for existing district and COE adult education programs.	July 31, 2015
Chancellor and SPI apportion funds to districts and COEs based on certified spending.	August 30, 2015
Chancellor and SPI, with concurrence of SBE, approve allocation of remaining funds to consortia.	October 30, 2015
Chancellor and SPI apportion remaining funds to consortia.	30 days after allocation approval
Ongoing^a	
Chancellor and SPI, with advice of SBE, approve preliminary allocation to consortia for next budget year.	February 28 annually
Chancellor and SPI, with advice of SBE, approve final allocation to consortia.	15 days after budget enactment
Chancellor and SPI apportion funds to consortia.	30 days after allocation approval
Planning and Reporting	
One Time	
Consortia develop initial adult education regional plans.	Completed March 2015
Chancellor and SPI report on progress toward developing consistent data policies and data collection procedures.	November 1, 2015
Chancellor and SPI identify metrics they will use to measure consortia's performance.	January 1, 2016
Chancellor and SPI submit plan to distribute funds from federal adult education programs to consortia.	January 31, 2016
Commission on Teacher Credentialing and CCC Academic Senate submit recommendations for establishing reciprocity standards for adult education instructors.	July 1, 2016
Ongoing	
Chancellor and SPI report on status of consortia.	September 30 annually ^a
Consortia update regional plans with available data.	Annually ^b
Consortia revise adult education regional plans.	Every three years
^a Beginning 2016-17.	
^b Beginning 2015-16.	
SPI = Superintendent of Public Instruction; SBE = State Board of Education; and COE = county office of education.	



Issues for Legislative Consideration

- Recommendations on Key Policy Issues Have Fallen Short**
 - CDE and CCC recommendations on aligning assessment instruments and policies, adopting a common student identifier, and developing consistent fee policies across providers have not adequately responded to Legislature's direction.
 - CDE and CCC have indefinitely delayed recommendations on coordination of federal adult education funding through consortia.

- Some Consortia More Effective Than Others in Redesigning and Coordinating Services**

- Unclear How Adult Education Block Grant Fits Into State's Larger Workforce Vision**