

## **Report on AB 2098 March 15 Work Group Meeting Sacramento CA; SCOE - Mather Room; 10:00 a.m. - 3:00 p.m.**

Internal Report for Work Group Members Only; Not for Distribution

Zoom Work Group attendees: Sasha Feldstein, Sofia Ramirez Gelpi, John Werner

Zoom guest attendees: Catrina Doxsee and Margie McHugh (Migration Policy Institute)

Sacramento Work Group attendees: Neil Kelly, Janeth Manjarrez, Bob Harper, Liza Becker, Carmen Martinez-Calderon, Jennifer Hernandez, Marcela Ruiz, Laura Chardiet, Carolyn Zachary, Santosh Seeram-Santana, Javier Romero

Sacramento guest attendees: Michael Hotard and David Laitin (Stanford Immigration Policy Lab) , Pat Rickard (CASAS), Randy Tillery (WestEd)

Facilitators: Paul Downs, Jacques LaCour

### **Opening**

Paul opened by recapping the February 20 meeting and explaining that after Pat Rickard's EL-Civics presentation, he would present a draft model for metrics recommendations based on the input of the Work Group and designed to capture linguistic as well as real world outcomes.

To frame and preview the proposed preliminary approach for metrics development, Paul offered the following reminders:

- Metrics are discretionary, not mandated
- Metrics should allow for tailoring to regional differences
- There won't be a single, universal set of statewide metrics
- There is opportunity for experimentation in the development of new approaches
- The metrics should contribute to sustainable change process

### **EL-Civics Presentation**

Pat Rickard's presentation provided information on EL-Civics:

- assessments have developed from 700+ unique items into 70+ COAPPS that reflect the themes that emerged from the original 700+
- topics and assessments must be based on local needs as identified by students and community and approved by CDE and may still be added by the field
- all COAPPs are freely available to any agency via the CASAS web site
- persistence rates of students in EL Civics programs exceeds those of students in other programs

- some COAPPS currently capture application of knowledge or skills in the community in addition to capturing linguistic learning
- OTAN and CASAS are partnering starting July 1 to create an EL Civics repository for sharing EL Civics curricula

### **EL Civics Presentation - Discussion Highlights**

- Lag time is too great an obstacle for agencies to be able to follow up and document students' passing of the US Citizenship test.
- With the WIOA shift to workforce and postsecondary transitions, it was noted that those areas are already reflected in COAPPS and that the field would like more COAPP choices in those areas.
- How can we build in a plan for greater dissemination to increase the accessibility/penetration/use of COAPPs, especially for smaller and non-WIOA agencies?
- There is concern that some of the newer objectives focusing on low skilled jobs align with students who arrive with higher degrees and address the goal of assisting students in gaining family-sustaining wages, and a reminder that all COAPPS are submitted by field based on the needs of the local populations served. A community that serves higher educated learners can and should create a higher-level objective.
- There is no requirement to develop a curriculum manual per COAPP, only to offer 30 hours of related instruction.

### **Proposed Metrics Recommendations Framework**

1. Use enhanced EL Civics metrics for engagement and outcomes
2. Explore "hard data" metrics
3. Promote agency responsiveness
4. Consider supplemental measures of immigrant integration
5. Support effective implementation and regular renewal
6. Explore cross-agency uses of immigrant integration metrics

Paul described the structure and content of a proposed metrics recommendation, focusing first on strategic use of current EL Civics COAPPs and identification and development of COAPPs measuring use of newly learned skills and information in the community as a means of expanding metrics beyond measures of linguistic progress.

Survey use would be more challenging initially to integrate consistently statewide but could be done locally for multiple measures; hard data is considered most challenging

because of the complexities of multi-agency coordination; and agency effectiveness recommendations can be developed and offered at least in part by the Work Group.

EL-Civics is meant to be a pragmatic starting point for metrics development, is not meant to be limiting, and not considered comprehensive.

Laura showed a two-minute video of EL-Civics in action at LAUSD, documenting a culminating activity from a COAPP created for navigating the LA Public Library; 5,000 EL Civics students have visited the library and received library cards, an example of making and tracking students' application of knowledge and skills in the community.

Bob gave a report on a project involving the use of the ALLIES framework to measure the capacity of consortium/partner service providers. Campbell AE partnered with Catholic Charities, Sacred Heart Community Services, and Gardner Health. They built a system for referrals with data captured in a spreadsheet to be uploaded into Community Pro Suite to track individual outcomes. Campbell assessed students using Stanford's Immigration Policy Lab Survey with additional local questions such as "Do you have/want health insurance?" Based on the assessment results, Campbell built a deeper connection with Gardner Health, selected a health-related EL-Civics COAPP, and built extended curriculum specifically around Gardner and how to get insurance in the county. Gardner presented to multiple classes re: accessing insurance and trained staff re: insurance. 400 students expressed interest; 150 met with Gardner; 40 got insurance. 60% through Primary Care Access Program (lower costs, available to undocumented) and the other 40% through MediCal. Gardner can report hard outcomes re: who got insurance. Now students' family members and neighbors are coming to Gardner through word of mouth. Stronger interrelationships were developed among partners through the project.

### **Review Metrics Development Approach - Page 6-7 of Lavender Handout**

Paul reviewed the page 6-7 broad recommendations indicators - areas that would need to be built out.

### **Feedback from Guests**

Margie recognized the overlapping interests of MPI and CAEP and noted that MPI's English Plus programming has a different purpose and vision, with a starting point of

thinking of immigrant integration as a trajectory occurring over 10+ years. MPI focuses on a longer-term view, while the CAEP charge is more clearly school/course/program-related. MPI also focuses more intently on digital literacy and navigation skills; assessment occurs after program completion. All the COAPPS look sound; however, for more thorough integration measurement, students would need a well-rounded set of measurements implemented over time and not just the individual assessments given after 30 hours of instruction. MPI is working with seven states to implement their model. They have observed that little attention seems to be paid to setting up performance measures that are universal in nature and factor in underlying levels of literacy and education. The great need is for a growth model across indicators rather than specific outcomes for students in programs.

Katrina shared that New York's system is setting up individual goal plans for students to identify objectives and track progress toward them. She suggested consideration of recommendations for tracking integration progress in alignment with Individual Learning Plan.

### **Discussion Highlights**

- If student has many important goals and some cannot be achieved within school, how can activities be organized so cross sector tracking can occur? Are there state level coordination plans going on?
- Imagine creating an I2 pathway for students, and the plan can travel with them from agency to agency.
- Community Pro Suite can serve as a smaller scale version of tracking that follows student.
- MPI has also used the collective impact model in conducting research on intergenerational integration. Promise Neighborhoods have the best model - they are required to use demographic and poverty data as part of setting up their services. They identified partner agencies needed to serve clients and included data associated with the other agencies.

### **David Laitin - Stanford IPL Survey**

David noted that CAEP's work is in accord with IPL's work, which has resulted in development of a useable measure of integration in terms of ability to succeed in the host country. The survey has construct validity and features questions with clear

directionality and scaffolding representing what integration really means. There is no presumption that cultural repertoires of the dominant groups in the host society are the models for integration. The survey can be successfully employed across societies and over time, can be administered through different media, and can be answered by all subjects. The survey could be used as a complementary measure by schools or consortia. Stanford IPL can provide advice re: surveying.

Six dimensions of the survey:

1. Psychological
2. Economic
3. Political
4. Social
5. Linguistic
6. Navigational

David suggested investing in continued learning about what works in terms of effective metrics and routinely searching for innovations - can we scale up COAPPS, for example? He also cautioned against measuring only outputs because to glean value, comparative and contextual data are required.

David suggests more expert review of data and the introduction of randomized control trials of innovations to figure out what works. He suggested that RCT is the only way to learn what the actual ROI is in our programs.

### **Discussion Highlights**

- To measure impact against other populations, we must work with other organizations.
- Could we use ABE students (non EL-Civics students) as a control group within adult ed?
- Inexpert ROI analyses could be used against the field, which highlights the importance of comparative/control groups and contextualized data.
- How do we capture qualitative data and transfer it to quantitative?
- A 2% change is significant in public policy.
- Operationalizing RCT may require depriving some students of services/programs in the service of figuring out what works; it must be done in a strategic, localized manner.
- The Poverty Action Lab at MIT is running RCTs in some programs and has already proven to influence policy.
- It is strategic to educate our legislators. First give them what they want and then seek opportunity to provide additional win-win solutions.

- The LAO seems open to discussions about methodologies that tell about programs without capturing data for every student. Scaling of control groups is challenging but worth doing. There is no mandate to report on every student.
- DOF and LAO seem open to any reasonable data option. The Work Group should look at the charge not only as compliance to the legislation but also as an opportunity to improve our system.

### **Discussion of Expansion of EL Civics and Other Metrics Possibilities**

The facilitators wish to recognize that there were reservations among some Work Group members regarding proceeding with the part of the plan for the day calling for experimentation within the matrix designed to develop ideas for making EL Civics an even more robust and effective vehicle for capturing immigrant integration data. The complexity and multi-dimensional nature of immigrant integration across the state and the narrower CAEP metrics recommendation charge of the AB2098 Work Group make it challenging to identify recommendations. The facilitators want to make it clear that:

- our intent was to package the many emerging recommendations from the Work Group into a scaffolded set of metrics ranging from the pragmatic to the aspirational, and reflecting the collective expertise and perspectives of the Work Group
- the day's focus on EL-Civics was based on the notion of taking advantage of the current system strictly as a starting point for the set of recommendations, clearly responsive to the legislation, but by no means as an exclusive or static measure
- Our aim is to work toward consensus for a comprehensive set of recommendations that address both the narrow scope of the task as relates to the CAEP system per the legislation, and the broader task of immigrant integration metrics as it pertains to students, agencies and society beyond the CAEP system. (See the 6-part framework at the bottom of page 2 of this report.)

At the next Work Group meeting on Monday, April 15, we plan to approach the task in a manner that better reflects the multi-dimensional nature of a set of recommendations rather than focusing so intensively on one that the others appear secondary or less worthy of our attention.

The following highlights from the afternoon discussion reflect a diversity of perspectives and reinforce the observation that a more encompassing approach is needed to support progress toward consensus on a set of recommendations:

1. Members who are not regular users of EL Civics expressed feeling somewhat disadvantaged because of the difficulty of appreciating exactly how it works and the context in which it is used.
2. What can we do to create something new and perhaps more effective/efficient than EL Civics? We can start from scratch if we want to.
3. It does not have to be an all or none solution. Proponents of EL Civics pointed out that because it already exists and yields good data, it should remain a consideration, especially for those already in the system.
4. We have an opportunity to expand our options beyond EL Civics; let us not be limited.
5. 100% of LA students get EL Civics. It is robust and comprehensive. If programs have to implement another system, it could be expensive and unnecessary. Practitioners will appreciate starting with EL Civics.
6. Our job is to recommend something progressive to go forward and then see what else we need. Let's take a solid, deeper look at EL Civics not just dismiss it.
7. Access should be a major focus - go beyond EL Civics classes and programs; reach all students in all agencies.
8. Build upon EL Civics partially because the legislature was convinced of its usefulness and supported its continued use as one metrics option.
9. What about immigrants in other AE programs? And what about expanding adult ed to pre-flexibility service levels so that needs can be met with resources that are more reasonable?
10. The field needs to conduct outreach to those needing services but not coming through our doors.
11. Schools and consortia should commit more time to try to connect students to partner agency programs. There is a variety of programs offered in many places with various schedules. We should capitalize on supports/agreements with partners and expand on them.
12. How can we scale what LA does statewide?
13. Reinstate the EL-Civics Making a Difference awards to help market and reinforce best practices.
14. It seems as if we are having two different conversations, one about overarching goals and the other about specific tools to address recommendations tasks.
15. EL Civics is deep w/30 hours of instruction and authentic assessments. It may prove difficult to scale that up - it may be too resource intensive and not sufficiently applicable in all programs. But the Stanford survey would work for all students.

16. EL Civics is a phenomenal tool but in spirit of group's expressed goals, let's look at other types of platforms, aspirational and practical. Multiple measures is the key.
17. There is no intent to drive everyone into EL Civics.
18. Looking at objectives, I would say that self-sufficiency is core. In workforce training let us not settle for low level employment skills for students - let's not pigeonhole them as unable to achieve more.
19. COAPPs must be seen as a comprehensive set, not limiting students but targeted to students' current levels and needs whatever they may be from basic to advanced.
20. Let us not lose the idea of using individual learning plans in the recommendations.
21. We can expand agencies' access to COAPPS online, curricula, and educational planning processes.
22. We can address the full range of occupational skills through an EL Civics upgrade project.
23. Start by finding what we can realistically measure well, like getting a library card. Not measurable: did they go back to the library? Did they bring their family?
24. Let's include research/navigation planning so individuals know how to continue planning their own pathways and build personal capacity to navigate and transition.
25. A longitudinal approach is needed to track well; let's set ourselves up to match EL Civics to longitudinal tracking opportunities.
26. SSID starts July 1 and will help with longitudinal data.
27. Let us be explicit about the importance of personal agency in the recommendations.
28. How can we help streamline the integration process for our students? Let's adhere to a student-centric perspective.
29. EL Civics is already a labor-intensive process. Now we will be putting out call to the field to help capture outcome data, too. Think of stakeholders: what improvements would we like to see?
30. Extend learning through blended learning, which is better than seat time alone or distance learning alone. Why not COAPPS that use blended learning? Mobile phone delivery, for example, which is available throughout our classrooms and to people who are not our students.
31. The EL Civics process is flexible enough to address gaps by submitting a new COAPP.
32. Learnings from the experiential nature of assessments stay with students beyond the course



33. Consider recommending the use of digital badges as used in Riverside to track accomplishments and progress. CASAS is working with Riverside so that badging can be entered into and tracked by TE.
34. Take each COAPP and look at what additional measures can be added. Build on what is already measured.
35. Let's remember that we don't need to measure everyone in order to have useful, meaningful data. Use a variety of data to say, "this is how we're making a difference across the state." Conduct an in-depth statewide analysis of the EL Civics data and create a variety of ways to show/explain/analyze the data. Are we meeting broad-based outcomes?
36. To be more realistic about workforce integration for immigrants, can we go beyond 30 hours as we already do for digital badges? Consider more flexibility in time for measuring student progress.
37. For those with less than an eighth grade education level, we need to have a shared understanding of their needs. Study statewide needs and make recommendations re: what to prioritize.
38. Digital badges good from a student perspective and create a warehouse of data.
39. What additional process needs to happen to ensure there are not gaps? Let us stop thinking of EL Civics in a limiting way. Let's start with the 70 objectives. Use pilot projects to support alignment with other agencies for hard data and use the pilot results to help decide next best steps.
40. We should get clarity on the immigrant integration definition before identifying the gaps.
41. A July 1 recommendation to CAEP and Gina da Silva might include a broken front approach: here is what's doable now, do-able short term, do-able later for overarching aspirations. Approach them each differently.
42. Re: extending measurements to include effect on family and friends (multiplier effect) is very difficult.
43. An important recommendation would be the establishment of a budgeting and statistical oversight committee to evaluate measurement strategy to ensure accurate measuring.
44. There are complex inferential issues - some students hide from us.
45. Re: the digital badge idea...how to better value integration values and skills? Can it be valued now in CA if demonstrated in language other than English? State is currently using language acquisition model - not reflective of whole population.
46. We have some things in place: COAPPS. We have the Stanford survey ready for use. We have opportunity to expand COAPPS. Concrete and familiar feels right - COAPPS for starters. Looking at a blended is where we can go in next steps.
47. Build on existing programs. Use more sophisticated data for internal self-study, not necessarily to report to state.

48. Meet the legislative intent with COAPPs as the base and build on it.
49. Identify existing policies that are complementary: need for co-enrollment across agencies, need for coaches, for ELL pilot project. Minimum viable product - identify what we can do now, then what we can do later.
50. Perhaps what's included in the recommendations is what's short-term and long-term.
51. Let's take a holistic approach. Put what we're doing into context alongside what others are doing. We're education but we're not responsible for everything.
52. I2 is bigger picture than the education part but we get saddled with the task of figuring the metrics out seemingly for all.
53. Recommend a state cabinet level body needed to grapple with I2 metrics, partnerships, collaborations, etc. Aggregate efforts across all agencies.
54. Don't be limited to educational perspective so that we don't inadvertently exclude or impede cross-agency collaborations.

The group was mixed re: moving toward next steps without having come to clear agreement on the immigrant integration definition.

Tentative agenda for next meeting (April 15):

- Review Definition for Clarity, Comprehensiveness and Consensus
- Work on next iteration of proposal to be developed using today's input/feedback
- Address gaps, resources, lack of resources - Implementation implications, pilot project possibilities