

Executive Summary

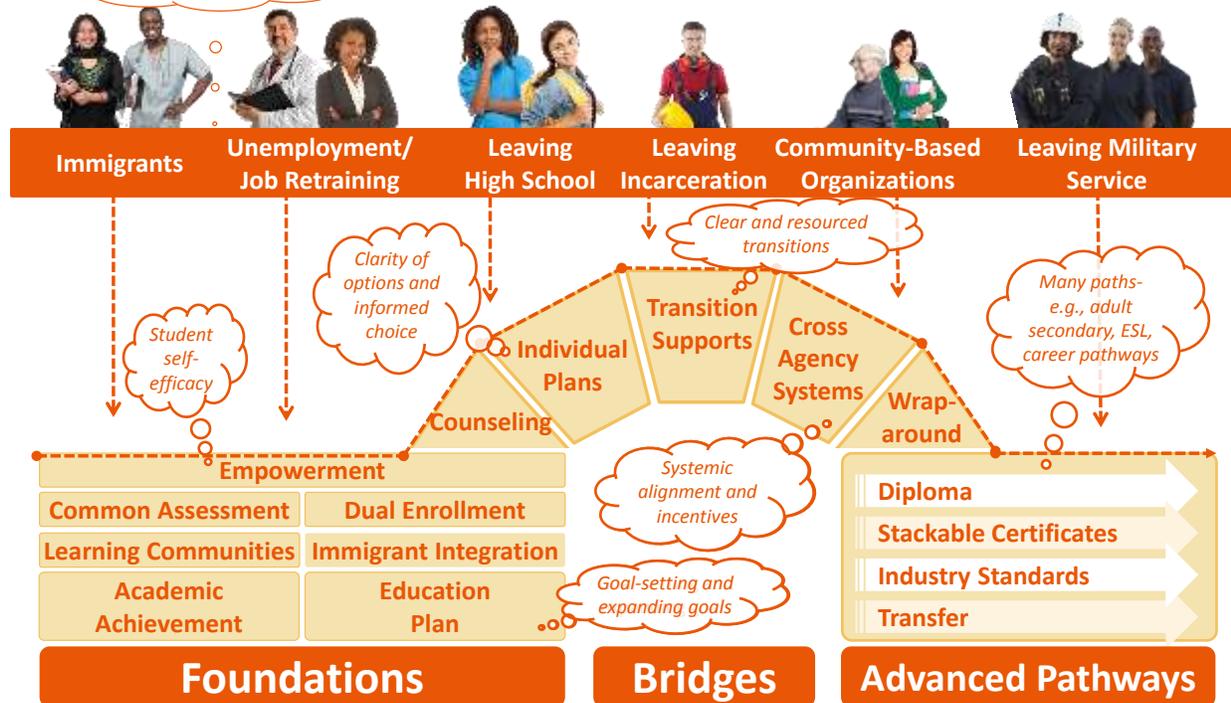
Vision and Mission for the Region

The South Bay Consortium for Adult Education (SBCAE) is a collaboration of two Community College Districts (San Jose/Evergreen and West Valley/Mission) and five Adult Schools (Campbell, East Side, Milpitas, Santa Clara and Silicon Valley). This collaboration is the third largest AB86 Consortium in the State and in 2013-14 served a total of 44,574 adult learners in the five Program Areas defined by AB86.

The SBCAE **Vision** is to ensure that there is **“No Wrong Door”** for South Bay adults who wish to advance their educational and career goals, and that **all** residents can meet their goals regardless of income, prior education and personal circumstances.

Emerging Model – Universal pathways linking Adult Education and Community Colleges Principles

“No Wrong Door” - Multiple points of entry to the path to a better career



The SBCAE **Mission** is to build the Emerging Model (above) and thereby to dramatically improve adult learner educational and career outcomes. Achieving this Mission begins with maintaining the capacity of the current adult education system which has been decimated by funding cuts during the recession. This model will operationalize our “No

Wrong Door” philosophy and will provide adult learners with the support they need to succeed.

Building the System of Services

The Emerging Model holds a number of core principles and practices that are characteristic of high quality adult education. We believe that these principles apply to Adult Schools, Community Colleges and our other partners in this work – including community agencies, libraries, industry and the workforce development system. Strategies of the model include:

- Develop systems that are responsive to students’ needs and foster student agency
- Facilitate students’ individual plans to map accessible pathways across the educational systems as guides for their academic and career advancement
- Ensure that Adult Schools, Community Colleges and community partners use common, multi-dimensional student assessment, placement practices and align curricula among all consortium members
- Support faculty to use effective instructional approaches to enable the success of students with low basic skills and multiple barriers (e.g., contextualized basic skills courses, career technical education preparation courses, differentiated instruction, peer-support learning communities, blended instruction, etc.)
- Build clearly defined and structured pathway transitions, with classes that prepare students for postsecondary success in noncredit or credit, and help students’ access effective and sustainable transition supports
- Provide wraparound support services for all students to address academic and personal barriers including accessing community-based resources
- Collaborate with community and business partners to leverage resources in order to assure the Consortium’s programs align to regional needs

The new pathway model (above) implements a “No Wrong Door” philosophy – that is, an adult learner will be able to begin their educational process no matter which SBCAE member’s services they access first. They will be welcomed, and their goals and needs will be understood and used to personalize service. There will be a common system to identify the student’s level of academic functioning and comfort zone when it comes to instructional setting. The contact will be culturally sensitive and respectful, and the optimal setting will be found for that individual.

The bridge above graphically presents the “No Wrong Door” philosophy. The adult students we serve need to access services through multiple on-ramps which connote motion and choice as the adult learner begins to cross the bridge – whether they are entering adult education from a correctional facility or a family literacy program at the local library. A universal, well-coordinated assessment process will then be used to determine what skill acquisition is needed to meet the adult learner’s personal, education and employment goals and dreams.

Some elements of the proposed dynamic and aligned adult education system in our region will include:

Foundational services that facilitate immigrant integration, development of individual learning and career plans, goal setting, effective basic skills and CTE courses (literacy through 8th grade), high school diploma and equivalency programs, 21st Century skills, and basic career planning.

Bridge services will build on the aforementioned foundational services, but strong focus on transition and preparation for postsecondary education and career training. Bridge services will include transitional counseling, individualized education plan development/refinement, understanding and addressing learning difficulties and providing wraparound services as needed. Additional targeted instruction may be needed to ensure students are college and career ready.

Advanced Pathways will be driven by career and college readiness standards and afford the adult learner the opportunity to solidify their career direction and achieve key benchmarks in their academic lives. It is important to note, however, that an adult learner may enter this articulated system at any stage and may quickly obtain a certificate and exit the adult education system in order to achieve their employment goals.

The SBCAE Consortium recognizes that the Vision and Mission are ambitious, and, as such, they have the potential to transform the adult education system in the South Bay. However, there is an overwhelming need for adult education in the region, and SBCAE proposes that a coherent system of educational and support services is the appropriate response to the region's needs. SBCAE has built the collaborative infrastructure necessary to provide the transformative services adult learners deserve. The Consortium stands ready to rebuild and advance the adult education system in the South Bay with the guidance, frameworks and resources made available by the State of California.

The Process to Develop the Vision, Mission and Operational Plan

Early on the SBCAE formed a Steering Committee representing all member institutions to guide the overall process. . To date, all Consortium decisions reflect the mutual understanding and trust that has been built over the past two years as consistent with the Guiding Principles and the Project Management Plan (See Appendix 21) established by the Steering Committee:

- “Maintenance of current capacity” in all member organizations
- Mutual respect for the professionalism and efficacy of both systems and a deep understanding of the principle of “No Wrong Door” for adult learners
- Student-centered practice that accepts the student at his or her current level of performance, while opening doors of opportunity that challenge and inspire students to achieve more than they may have initially anticipated
- Seamless transitional pathways to optimize student success and enhance adult learners’ ability to achieve their educational and career goals (e.g., articulation

agreements, dual enrollment and enhanced non-credit community college programs)

- The shared vision of the Consortium is to serve the adult learner needs, including adult education programs and transition pathways into careers or postsecondary education
- The Consortium operates by consensus of the two systems (K-12 & community college districts) as outlined in the Project Management Plan

To gather data and address the seven AB86 objectives, the Consortium convened a faculty focus group, a key partner focus group, 18 faculty Work Group meetings, three faculty and Steering Committee retreats, four faculty/staff Leadership Group meetings, five key informant interviews and a follow up meeting with key partners.

Collaboration and Engagement

Adult School and Community College faculties were enthusiastic about collaboration across their systems. Community Partners expressed their strong desire to work with the Adult Schools and Community Colleges to ensure that all adult learners have access to high quality and robust service systems. Both faculty and partners also expressed a strong desire to improve communication, network with each other and with industry and rebuild the adult education system with a new vision, new technology and a strong focus on results.

The Partnership Network graphic (see below) provides a preliminary notion of the structure that will be necessary to build out a robust education and support system in the region. The SBCAE expects that these proposed changes and enhancements will take time and is committed to building on the successes of the process used to produce this plan.

The structure of the SBCAE planning process will inform how the plan will be implemented:

The **Steering Committee** is the operational hub for the work, ensuring that the SBCAE plan is implemented as promised. It will have the task of prioritizing the regional use of AB86 resources depending on the actual funding allocations made available per the directions from the State.

The **Leadership Group** is comprised of leaders of Academic Senates and/or Bargaining Units to help facilitate communication to faculty/staff across the region and to optimize faculty engagement, input and buy in to regional plans. It will continue to meet jointly with the Steering Committee to review the SBCAE's strategic direction and progress.

The **Partner Advisory Group** brings together key partner organizations and institutions (partial listing in A3 of the appendix) that have major influence on the AB86 target populations (e.g., immigrants, incarcerated/formerly incarcerated, low-income, etc.) and/or

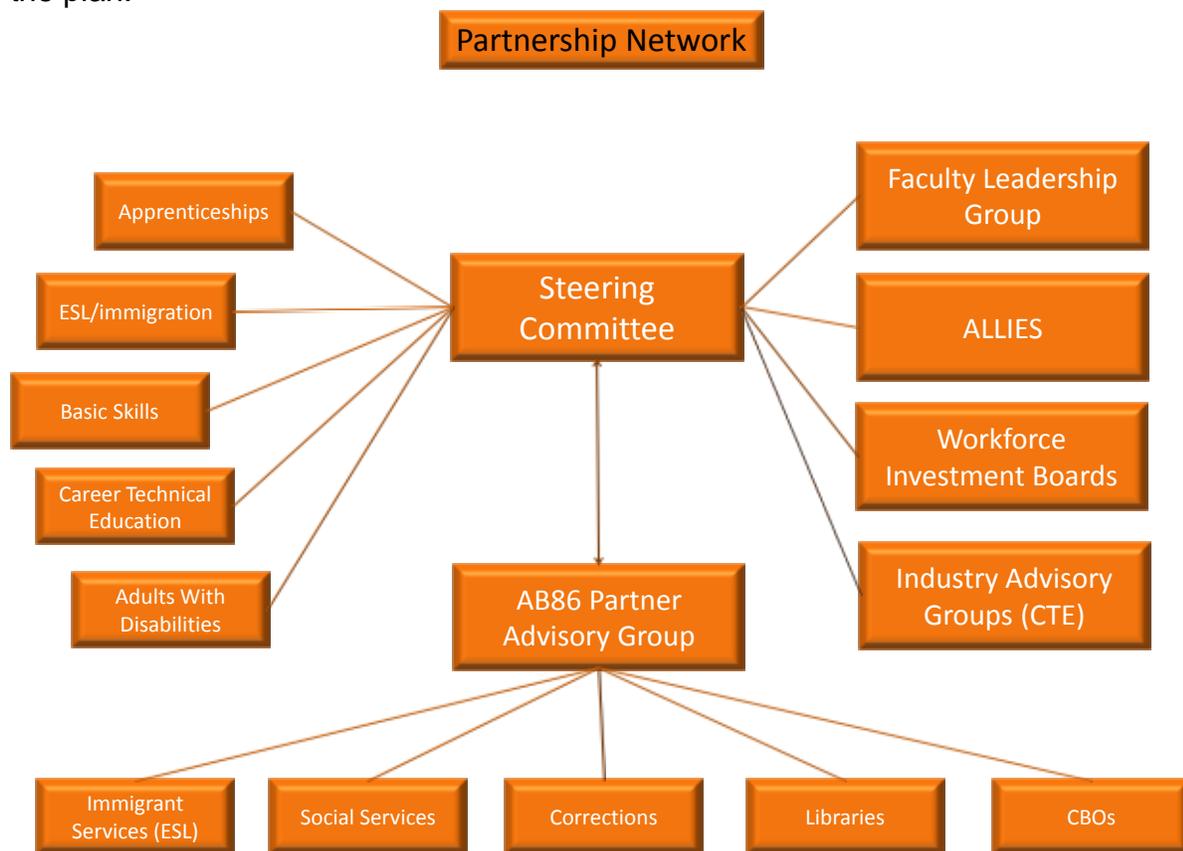
that can bring resources and services to bear on challenges faced by AB86 target populations.

The five Program Area **Work Groups** will continue to be comprised of faculty who are willing to commit their time and attention to developing program infrastructure such as curriculum alignment, developing/adapting personalized Education Plans, articulation agreements and professional development. Other community partners may have more visible roles in supporting the Consortium’s plan.

Adult education is already a mandated participant on **WIB Advisory Boards**. It is likely that SBCAE will enter into contractual arrangements as a consortium with the two local WIBs on behalf of its members – thereby streamlining the contracting and outcome measurement processes and ensuring greater coordination of efforts.

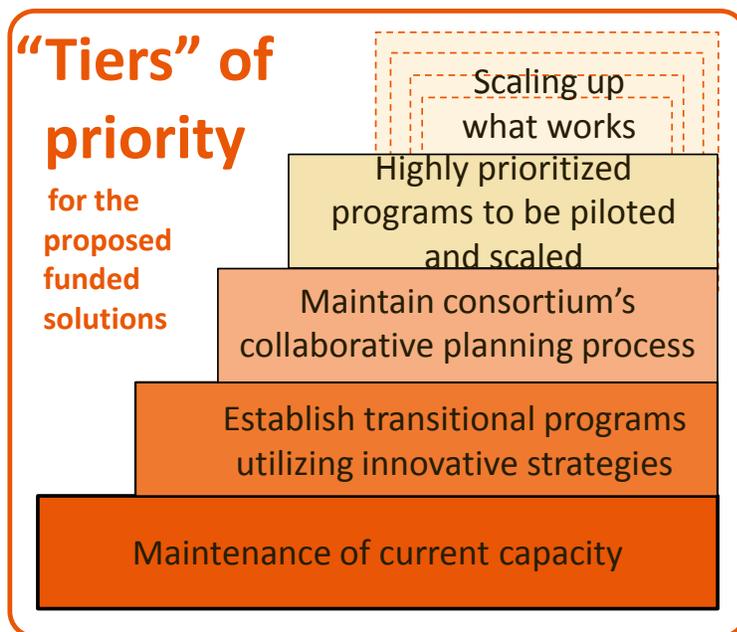
Industry Advisory Groups (CTE) will bring together regional teams to engage industry in developing, resourcing and evaluating career pathways and the variety of student and faculty learning opportunities such as internships, externships; access to facilities and equipment; advising, etc.

The **ALLIES** collaboration connects workers requiring English language acquisition, work-readiness, and career-technical training to career pathways. The relationships and practices of the ALLIES work will be foundational to ESL pathways as described in the plan.



Conclusion

SBCAE has spent the past two years examining the current delivery and context of adult education in the South Bay responsive to the parameters established by AB86. On the basis of archival data and information provided by faculty, staff, key informants and partners, the SBCAE Steering Committee has established the following priorities for future investment in order to better meet the demand for adult education and to improve the quality and adequacy of the services provided.



SBCAE believes that the plan has to be designed for the long term and that the first order of business is to ***maintain*** the region’s current capacity to serve adult learners. Hence the first tier priority is maintenance of current capacity in all the consortium’s institutions, with particular awareness of the adult schools’ reliance on this new funding. The Steering Committee will continue to discuss and apply this principle consistent with what direction the state may provide.

The second tier is to create seamless transitions and curriculum options that support adult learners to transition from Adult Schools to Community College and from the adult education system to employment or career advancement. The strategies that support seamless transitions include contextualized Basic Skills instruction in both systems, expanded use of noncredit courses at the Community Colleges, mapping curriculum and identifying pathways, counseling, individualized education plans, and other supports such as tutoring and mentoring.

The third tier is further developing the regional system infrastructure. This means supporting the continued work of the Steering Committee, the faculty Work Groups, the Leadership Group, the Partners Group and other collaborative efforts. Goals of this priority are to align curriculum, establish articulation agreements between Adult Schools and Community Colleges, leverage resources from partners to provide wraparound services for adult learners, and to provide coordinated professional development across the region.

The fourth tier is development and testing of pilot programs to better meet the academic and career goals of adult learners. During the planning process many innovative strategies were discussed such as hybrid classrooms, I-BEST, Reading Apprenticeship and so forth. These strategies are designed to improve quality and adequacy of services so that the needs of adult learners in the South Bay are met.

Finally, tier five calls for the adult education system to scale up what works. This requires SBCAE to thoughtfully measure our results, improve programs, create new programs and expand quality services as feasible. We have established aggressive goals to serve many more adult learners in the region, and the SBCAE is committed to meeting those quantitative goals with the highest quality programs possible.

Enrollment Supply vs. Demand

As has been reported above, there has been a substantial decline in funding and enrollment, especially in the Adult Schools, since 2008-09. At the same time, unemployment and underemployment have increased, especially for the least educated part of the population. Our region is noted for jobs that remain unfilled because of the lack of trained workers. This supports SBCAE’s urgency to scale up educational services in the South Bay.

SBCAE will use FY 13-14 as the baseline against which to measure change since it is the most recent year for which we have complete data. The following table, Current Supply vs. Demand, summarizes the planning work on Objective 2. Targeted demand is the percentage of total demand that SBCAE proposes to achieve in the next three years. Current supply is the number of unduplicated enrollments reported by all consortium members in all program areas. Based on this we were able to calculate supply as a percentage of total demand and targeted demand.

Table S: Current Supply vs. Demand⁷¹	ABE/ASE	ESL	AWD	CTE/ Apprenticeship	Total
Total Demand	223,619	357,924	112,500	353,650	1,047,693
Targeted Demand	44,724	71,585	11,250	35,365	162,924
Current Supply	22,305	18,320	446	3,503	44,574
Supply as Percent of Total Demand	10.0%	5.1%	0.4%	1.0%	4.3%
Supply as Percent of Targeted Demand	49.9%	25.6%	4.0%	9.9%	27.4%

⁷¹ It is important to note that the Total Demand estimates were made based on demographic and incidence data from reliable sources such as the U.S. Census and the Centers for Disease Control. Therefore, SBCAE established its Program Area targets individually. However, it is likely that students may utilize services from more than one Program Area in any given year. Therefore, the 1,047,693 is a duplicated count and in excess of the total demand for the region.

Based on these data we are currently meeting only 4.3% of the total demand for adult education in the South Bay.

The SBCAE plan (see Table T below) calls for increasing the supply of adult education over the next three years. In the table below, we assume that total demand remains flat over the planning period, which is a very conservative assumption. SBCAE calls for increasing the supply of services from 4.3% of demand to 10.8% of demand by 2017-18, which, while very aggressive, is only beginning to address the needs of the region.

Table T: Projected Supply vs. Demand⁷²	FY 08-09	FY 12-13	FY 13-14	FY 14-15	FY 15-16	FY 16-17	FY 17-18
Total Demand	1,047,693	1,047,693	1,047,693	1,047,693	1,047,693	1,047,693	1,047,693
Targeted Demand	162,924	162,924	162,924	162,924	162,924	162,924	162,924
Supply- Current and Projected	72,475	47,817	44,574	44,574	60,274	72,374	113,224
Supply as Percent of Total Demand	6.9%	4.6%	4.3%	4.3%	5.8%	6.9%	10.8%
Supply as Percent of Targeted Demand	44.5%	29.3%	27.4%	27.4%	37.0%	44.4%	69.5%

Maintenance of Capacity

Our first priority when it comes to funding is to ensure that the consortium institutions are able to maintain their 2013-14 capacity in 2015-2016, i.e. the ability to serve the same number of adult learners in the AB86 program areas through the same or similar programs and services that they currently offer. We need to prevent creating additional gaps in service because of the ending of Maintenance of Effort (MOE) funding levels in the K-12 system.

One step in estimating the level of funding required by SBCAE to maintain this capacity in what may be called a transition year, Table U documents the various Adult School funds that will no longer be available as of July 2015:

1. MOE apportionment funds that will go away in FY 15-16.
2. Fees that may no longer be collected in FY 15-16, anticipating the state’s emerging policies as mandated by SB173.
3. Reserves that Adult Schools have been spending to maintain service levels and that will be fully exhausted in FY 14-15.

⁷² Under Objective 4, every program area has a target to be met expressed as a percentage of total demand for the region, i.e. ABE-ASE 20% of total demand, ESL 10% first year, 20% second year, 30% third year, AWD 10% and CTE/Apprenticeships 10%. However, in order to show continuous increases against targeted demand, this analysis keeps the target for ESL constant at 20% of total demand across the planning period.

4. Any known sources of funds (such as designated donations received for AWD programs) which will no longer be available in FY 15-16.

As part of the exercise in estimating costs to maintain capacity, the SBCAE Steering Committee has agreed to an across-the-board factor of 5% to account for salary and benefit adjustments. In FY 15-16, SBCAE will need \$14,780,363 just to maintain the current capacity.

Table U. Maintenance of Capacity Costs— Adult Schools⁷³	SCAE	CACE	ESAE	MAE (Ayer)	SVAE	Total
Discontinued Funds	-	-	-	-	-	-
Apportionment FY 13-14	\$967,565	\$2,606,163	\$5,804,384	\$535,864	\$1,733,570	\$11,647,546
Fees	\$462,494	\$137,651	\$120,000	\$50,000	\$128,703	\$898,848
Depleted Reserves	\$357,109	-	-	-	\$1,054,567	\$1,411,676
AWD Donations	\$38,397	-	-	-	-	\$38,397
AWD Staffing	\$80,069	-	-	-	-	\$80,069
Total	\$1,905,634	\$2,743,814	\$5,924,384	\$ 585,864	\$2,916,840	\$14,076,536
Inflation factor at 5%	\$2,000,916	\$2,881,005	\$6,220,603	\$615,157	\$3,062,682	\$14,780,363

Scale Up, Quality Improvement and Regional Infrastructure

More than maintaining capacity, SBCAE proposes to in each program area in the following three categories using tiers of priority:

1. To scale up the capacity (the enrollment) provided by the SBCAE Consortium consistent with our goals in Objective 4.
2. To implement strategies to create seamless transitions (Objective 3), increase student success (Objective 5) and provide professional development to support all of the other Objectives (Objective 6).
3. To maintain and develop a regional infrastructure that supports the work:
 - (a) Assigned roles and responsibilities consistent with our guiding principles
 - (b) comprehensive regional website for course selection; consistent assessments
 - (c) Personalized education plans commonly used by all member institutions
 - (d) Curriculum alignment and articulation

⁷³ Specific to AB86 Program Areas

- (e) Continued consensus-based decision making process at the Steering Committee level
- (f) Meaningful input from faculty, classified staff, partners, Academic Senate and Bargaining Units, and adult learners – building upon the capacity already developed

Table V below summarizes the plan’s estimated costs for each Program Area, and for all AB86 programs consortium-wide. For a detailed breakdown by Program Area and strategy see A18 of the Appendix.

Table V. Scale-Up Capacity Costs⁷⁴

Program Area	FY15-16	FY16-17	FY17-18
ABE/ASE	\$8,101,329	\$14,632,240	\$33,409,986
ESL	\$11,199,900	\$20,301,739	\$42,627,999
AWD	\$1,682,928	\$3,413,319	\$4,346,321
CTE/Apprenticeships	\$6,700,302	\$12,761,078	\$19,751,346
Total SBCAE Program Area Costs	\$27,684,459	\$51,108,376	\$100,135,652

Regional Infrastructure

At this time, the costs involved in maintaining and leveraging regional infrastructure are embedded in the Program Area strategies and budgets.

Key Commitments Arising from the Planning Effort

From multiple sources of information (e.g. the Work Groups, partners, surveys, focus groups, key informants...) the Steering Committee has identified the following Key Commitments:

- The nine SBCAE member institutions are unified by our guiding principles of collective impact and success. Not only have we committed to working together to coordinate and align a delivery system to bring unprecedented benefits to adult learners, but we have also dedicated ourselves to supporting the well-being and success of every member of the SBCAE consortium.
- We commit ourselves to preserving and growing the current capacity of all consortium members to maintain and increase their adult education course and service offerings in both systems.

Although the estimated costs for the implementation of the SBCAE plan presume a higher level of funding, the Consortium is prepared to demonstrate outcomes and innovations to warrant the investment. Still, in all AB 86 program areas, there is far greater demand for programming than our current capacity to deliver. We intend to develop and agree upon a set of shared criteria to use in prioritizing our efforts, for example:

⁷⁴ Ibid

- Reducing the gap between need and capacity in AB86 program areas
- Striking an effective balance between regional and local investments in organizational capacity to increase the number of adult learners served, professional development to improve the quality of services and instruction, and development of key partnerships with community agencies, government and industry
- Seeking opportunities to innovate; filling programmatic gaps as well as supply gaps
- Building on and optimizing the skills and capabilities of the member organizations

The SBCAE consortium is committed to establishing a system of regional resources to be shared by all member institutions, as exemplified by the following:

- Common assessments – preferably adopting statewide systems
- Shared resources and expertise to serve adult learners with disabilities
- Regional real-time “catalogue” of courses and services
- Information systems to share student data and track student progress
- Single interface with industry advisory groups for CTE/apprenticeships
- Single contract with WIBs and other entities for all SBCAE member institutions
- Transition specialists/counselors across all program areas
- Articulation planning and agreements across all program areas
- And others including expanded use of technology and development of digital literacy outcomes for all learners

SBCAE is committed to enhancing and developing seamless transitions from Adult Schools to college and career. We must, therefore, create an effective matrix of transitional programs that will prepare and support our adult learners and result in a dramatic improvement in their success in making these transitions. Transitional programs may take many forms, including but not limited to:

- Improved course articulation and alignment between Adult School and Community College classes;
- Better utilizing the range of course offerings at Adult Schools and the Community Colleges to accelerate student transitions and to minimize negative economic impact on students, especially those who need basic skills development prior to pursuing transfer, diploma and/or CTE certificate level course work. Examples include:
 - Noncredit courses being offered by Community Colleges
 - Co-located courses
 - Dual-enrollment courses
 - Contextualized basic skills courses (e.g., I-BEST, Math for CTE, Reading/Writing Readiness for college-level courses etc.)
 - Assessment, academic and career counseling, and wrap-around services

Last, the SBCAE Consortium will need new outreach, marketing and other communication strategies to enhance community awareness and value perception for our coordinated/aligned and enhanced delivery system.

The SBCAE's data-driven planning approach (based on research, evaluation and accountability for results) will continue to engage multiple stakeholder groups (e.g., faculty, staff, partners, students, subject matter experts, etc.). The Work Group planning, and the collaborative decision making by the Steering Committee and faculty/classified Leadership Group, will continue to produce creative ideas/strategies and energize the participants from both systems in the process. At the same time, it has become clear that much more planning and collaborating will be required in the next several years. Continued resources will be needed to maintain this forward momentum. The process to date has confirmed the collective will to continue collaborative work in order to better serve adult learners in the South Bay. SBCAE waits with anticipation for the state's support for our mission and vision.