

Redesigning California's Adult Education Funding Model

Response To the LAO report by Cliff Moss:

The LAO report clearly has stated the historical goals and objectives of the California Adult Education Program. However the "restructuring" that took place in 2013 due to the *"longstanding concerns with a lack of coordination among providers,"* which I assume means between the K-12 and the Community College programs, had its incubation in 2008-09 when flexibility was dropped onto the K-12 Adult Education system. Flexibility, not only cut funds 20% from the program's line item budget, it also took away untouchable funding for the K-12 Adult Education programs. Thus setting up 325 active adult schools to now focus on scouring for dollars to cover the expenses of their already well developed programs, approved budgets, and teacher contracts. It also set up the K-12 Superintendents in a "Sophia's Choice" situation. Faced with their own 20% cut, and yet **still** required to meet the educational goals and objectives mandated by the state, they were forced to make difficult fiscal decisions. Flexibility dollars, predominately from the Adult Education program with unfettered state requirements, would go a long way **to** ease the painful choices that **now** had to be made.

By 2013, as stated in the report, expenditures in the K-12 Adult Education programs had shrunk to \$337 million. This is a far cry from the \$750 million budget for the program that California was spending before the Great Recession. One could actually say that from 2009 until 2013 the K-12 Adult Education expenditures were reduced by over a billion dollars. It **is** no wonder that, by the time the DOF and the state legislature made another attempt at their lifelong dream of merging the K-12 Adult Education programs and the Community College non-credit programs into a single system, they would have to create a protected funding process for K-12 Adult Education. Otherwise the 160 year old program would continue its downward trajectory into extinction.

The LAO report outlines the state's effort over the last ten years to

combine the K-12 Adult Education program and the Community Colleges' non-credit courses into a seamless Adult Education System. As stated in the report, the state provided \$500 million dollars (now up to \$600 million) for the system with administration responsibility equally divided by both agencies. This is a fixed amount that has to be used for the adult

education program, and can not be expended or transferred over to other programs at the whim of the school districts or the community colleges.

As the report shows, the annual budgeted funds were given to the CCCCO to administer. The CDE annually has to go through the process of requesting the funds through an interagency agreement in order to distribute them to their adult schools. The report shows that the funds each school district receives, as originally calculated by the DOF, is based upon 2015 expenditures by the adult schools and can only grow with the state COLA, not local need. The adult schools under the CDE, which built and have been administering this program for over 160 years, including building a multi-billion dollar infrastructure, now receive 88% of the funds. Yet the CDE still must go to the CCCCO to document and request the funds annually. This is a bureaucratic waste of time and money preventing the free flow of funds to keep the system running smoothly. And this does not bode well for the stated goal of administering jointly.

There are other issues around working jointly outlined in the report, followed by a series of recommendations. However the overriding proposal of a joint and uniform funding model, could possibly make these issues irrelevant and they could be rectified as systems evolved. Presently the CCCs operate on an enrollment and census ADA system, and the CDE sends a designated amount of funds to each of its agencies as determined by expenditures in 2013-14, when the agencies were at their lowest point of operating and offering services. Also, as clearly outlined in the report, there is not a mechanism to make adjustments in the funding formula that can correct and balance the funding to provide comprehensive services equally statewide and also meet local changing needs.

RECOMMENDATIONS:

1. Provide uniform base rates. This is ideal especially if the rate is established by the community college non credit system. It is not enough to just base funding on students served. there are too many variables in needs **of** the students and the **cost** to deliver services **across** program areas and curriculum. To implement this there also needs to be added a student performance measurement to the funding formula. For this to have any chance in working, an agreement on the course identification and common curriculum with performance outcomes has to be established. Because **of** the vast years of

experience it is recommended that the CCCCCO and the CDE combine resources and come up with a list of courses, placed in approved categories and subject areas, and establish a common rate. Maybe a couple of different rates could be agreed upon identifying cost as a determining factor. Not every school and college needs to offer everything on the list, however every consortium should offer the same comprehensive catalogue of programs. For a uniform **base** rate to work, the curriculum and programs must have a coordination and commonality easily identifiable, otherwise the legislature will continue to question what the rate covers and who monitors the process. Finally, the courses and programs must keep the needs of the students in mind. They must provide the students with roadmaps and transition pathways for the easy transference between systems and the possibility of attending programs in both systems simultaneously if that leads to best results. Clear goals and objectives, along with expected outcomes and performance measures, must be the goal of this unification process. **If** that is successful, then a uniform base funding rate can be established.

2. Calculate ADA funding using attendance and performance. This

will be extremely difficult to accomplish unless #1 above is implemented. Both agencies have extensive data collection systems. **It** would take effort and funds **to** combine each and establish and implement an **across** the board statewide system. This system will need to track students' attendance by census, daily attendance, **course** completion and performance assessment. The idea of funding by a combination of attendance and performance has been desired and pushed by the state

legislation for 40 years. It is time to sit down and do it. Seventy percent attendance and 30% performance, using the Title II AE literacy program formula as one method, would be a start. Again, the only way this works is if the systems have a coordinated delivery and data collection methodology. "All students - all programs - all the time," was the recommendation the CDE adult education program made in 1999. Twenty four years later it still seems to be the desired goal in order for a joint program to really work.

3. Eliminate Fees. If the funding per student was raised, to the noncredit funding level as established for the CC's, fees could be eliminated. However the fees collected by the CDE schools are only there to cover the cost of operation above generated income. Maybe establishing a school or district application and approval process, monitored by each state agency, would be better than the blanket elimination. And why must all career tech. and vocational classes be 100% free. There can be fee waver systems and sliding scales to eliminate barriers for students that can not afford the fees. Especially **for** those courses leading to outcomes most desired by the state. So if the program of no fees at all results in the demise of the programs existence, and there are students that can afford and are willing to pay **for** the education than fee based **courses** should continue. For this report, I see this as a minor issue or a recommendation looking for a problem; and a solution that could have ramifications **on** the availability of programs in some areas of the state. Once again in violation of the equal access process that the state is constantly focused on rectifying.

4. Adjust CAEP Funding allocation based upon performance and demographics. The role of the CAEP, which in some cases may have evolved into another layer **of** bureaucracy, certainly needs to be addressed. The CAEPs should have a program executive committee set up to **work** on curriculum and student enrollment and transition issues. No more than 5% **of** the total funds, provided to the Adult Education programs in an individual CAEP, would be used by this executive committee for the administration and coordination **of** programs within a CAEP. This 5% should also come directly from the state agencies and not dependent on local agencies

to transfer funds from their budgets. This will take inter-CAEP funding issues off the table and meeting focused on execution of the interagency programs. As for funding allocations based upon performance and demographics, this should be a part of the funding formula and a CAEP **issue**.

5. Adjust funding allocation annually and phase in over Several

Years. If done right, three years should be enough time to execute any changes. Adult Education programs, especially under the K-12 system, are operating businesses with, too often, one person wearing multiple hats as opposed to the district which often has a team of people responsible for it to work. The adult program must have set budgets and funding in order to plan and program for the coming year. Five year phase in is too disruptive and will create more confusion and waste. The infrastructure is already in place it just need coordination.

The first year is to set up the structure, the second year implement it, the third year hold harmless to work out the bugs. The fourth year - no funds for slow adaptors. Annual adjustments can be worked into the funding formula discussed in #1 above. Especially if it is set up correctly.

Points to Consider.

1. It is a myth to think that the amount of funding for the program would not need to change if the LAO recommendation are implemented. **If** the number of students pre COVID show up, which is most likely, then the cost to run the program will be substantially more than presently required.
2. The legislature is not interested in addressing the issues of funding without a clear commitment to work together and a coordinated proposal from the CDE and the CCCCCO. They will just tell you to go work it out and go away until you do.
3. The CDE needs to show that this is a win win for the CCCCCO if the CDE program can be a feeder system **for** the CCCs and a junior college to the junior college system.

GOVERNMENTAL RELATIONS UPDATE – ADULT EDUCATION COUNCIL

MAY 17, 2023 – SERETTE KAMINSKI, LEGISLATIVE ADVOCATE

OVERVIEW

The Legislature passed a major deadline to have all bills with fiscal impacts move out of their assigned policy committees at the end of April. The next major deadline is at the end of May, for all bills to reach the floor of their house of origin to be voted on by the full Senate or Assembly before crossing over to the next house.

The Governor's May Revise for the 2023-24 Budget was released May 12 and provided updated revenue projections and a revised spending plan from his initial proposal released in January. The Legislature has until June 15 to respond with their budget plan for the Governor's signature. Top of mind issues include slowed economic growth and how to manage lower than expected revenues over possibly two to three budget cycles.

ACSA ANALYSIS 2023-24 STATE BUDGET REVISION

Revenues have continued to decline since the release of the governor's January budget proposal, increasing the state budget deficit to \$31.5 billion compared to the previously anticipated \$22.5 billion. The governor noted further economic uncertainty impacting the state budget planning process, including the federal debt ceiling debate, a likely out-year recession and the delayed tax collection from 55 counties due to natural disasters.

The governor prioritizes maintaining commitments to public education, including proposing to fully fund the statutory cost-of-living adjustment (COLA) for the Local Control Funding Formula. Outside of K-12 education, the governor prioritizes housing and homelessness investments; health care affordability and mental health; climate and disaster resilience; and public safety.

- ACSA's May Revise Analysis is [here](#)
- ACSA's May 12 Special Edition Lunchbreak is available [here](#)
- Budget Summary Document [here](#)
- Department of Finance Trailer Bill Language [here](#)
- Legislative Analyst's Office Budget Brief [here](#)

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Senate Appropriations Committee Subcommittee on LHHS

[President's Fiscal Year 2024 Funding Request and Budget Justification for the Department of Education](#)

Thursday, May 11, 2023

HEARING NOTES

Opening Statements

Chairwoman Baldwin (D-WI) opened by highlighting the importance of non-defense discretionary investments to support student learning and development and the need to build a stronger economy. She noted her commitment to working together, but shared her disappointment in the House Republican debt ceiling bill that would force deep cuts to education and training programs. She said that the Administration's budget rejects that approach and widens support for students, saying that addressing education is critical to workforce and economic success. She closed by saying that she hopes USED can help support states and districts by providing all students with the high-quality support and education they need for success.

Ranking Member Capito (R-WV) opened by saying that education is the key to success and a vital part of maintaining strong communities. She noted that the president's FY24 budget proposal is a carbon copy of FY23 and noted that universal preschool and free community college is already being accomplished in some states without unwanted federal oversight. She went on to say that she had no faith that an increase to the Student Aid Administration Account would be used appropriately. She said that we need to prioritize funding that supports opportunity for all students – supporting core formula grant programs like Title I and IDEA that provide flexibility to districts and should continue to invest in CTE programs as well as work-based training including expanding PELL short-term programs. She closed by saying that there are numerous areas where the parties disagree, but there are areas for collaboration to support high quality outcomes for all students.

Witness Testimony

Sec. Cardona testified that the president's budget proposal provides a journey through education from cradle to career that builds a strong foundation for learning right away by expanding the budget for high quality preschool for more 4-year-olds and additional funding for students with disabilities. He noted that the budget provides \$2.2 billion in additional funding for Title I schools to focus on the fundamentals of reading, writing, and math. A student will feel included and with a safe and supported school climate for learning with teachers who look like the demographic of the students with a talented and diverse pipeline of teachers. Additional funding for mental health services for all schools and wraparound supports for full-service schools sets up students to compete and succeed in a strong economy. Additional funding for CTE and career connected high schools as well as the opportunity to make postsecondary inclusive and affordable is included in the budget. He closed by saying that if we work together, we can raise the bar for education in this country and I know we can and we will.

Member Questions

Senator Baldwin discussed the Republican House measure passed that she said would have devastating impacts on the educational system. She asked Secretary Cardona to briefly add any insights on what a \$17.5 billion cut might mean for educators, students, and families. He said that we agree that there is a level of urgency to achieve higher levels and that Title I and IDEA funding would be impacted most significantly and those are the students that have been most impacted by the pandemic. He noted that education budgets are human resources budgets with the bulk of cost coming from paying teachers. A significant cut would limit the number of teachers we would have to support students. Senator Baldwin said that studies show that students that take CTE courses are more likely to graduate high school and that she wants to ensure Perkins supports state and local communications and the innovation that is happening at that level. She asked Sec. Cardona to expand on career connected high school programs and how those resources are being leveraged to which he responded that the common theme for career programs is their high level of engagement. He noted the need to ensure they are connected to the two-year schools and pathways to a career so that upon graduation, students have options. Senator Baldwin asked about innovative ways that Perkins funding has been used when states are given flexibility for CTE, work-based learning, and registered apprenticeships to which he responded that the current trend is moving positively from pockets of success to a systematized plan with industry workforce boards that work with higher education and K-12 to coordinate and develop curriculum focused on the skills needed for workforce success.

Senator Capito asked about the student loan pause and the department's commitment to restart repayments for student loans to which Sec. Cardona stated that the Department is committed to resuming payment. Senator Capito asked if USED is clearly communicating with borrowers and servicers regarding the restart to which he noted that borrowers need accurate information and a long on-ramp. He said they are confident that the Supreme Court will rule in favor of targeted debt relief and that it is important that borrowers get accurate information. Sen. Capito shared concern with the requested increase in the Student Aid Administration Funding Formula and how the money would be used. Sec. Cardona noted that FSA is focused on fixing the broken system on public service loan forgiveness and ensuring the simplification of FAFSA and other program implementation to ensure higher education is accessible to more students. He closed by saying that is FSA isn't funded adequately; USED won't be able to provide the services needed to students.

Sen. Reed (D-RI) asked about the annual facilities investment shortfall asking what steps USED is taking to ensure facilities (and technical expertise) are upgraded for student success. He indicated that he and Rep. Bobby Scott (D-VA) are prepared to reintroduce legislation on the issue of facility and infrastructure needs of schools. Sec. Cardona said much must be done to make schools conducive to learning and noted two competitions to make schools healthier. Sen. Reed noted that we are also facing a crisis and that it impacts productivity and everything we do. He noted that more people are being disqualified for military service because they are unable to pass a basic test, saying that Rep. Grijalva and he are introducing the Right to Read Act to provide training and resources for school libraries. Sec. Cardona noted that despite the importance of ensuring safe buildings for learning, we need to focus on academics, increase STEM, civics, and more – we have a plan for that in the Raise the Bar strategy. Sen. Reed asked how a 20% cut in the budget would impact these needs to which the Secretary said there are serious concerns not only for students that struggle with reading and disabilities, but also those that

need mental health supports. COVID funding helped with recovery and cutting funds would move us backwards.

Sen. Murray (D-WA) applauded the push to regular order and the responsibility to work in a timely, bipartisan way to pass bills and ensure our nation doesn't fall behind. She said this work has to be done correctly, and we cannot afford to shortchange these issues, especially if we want to stay ahead of our competitors, noting the need to support the next generation of researchers. She said that COVID funding provided support for overall student wellbeing, and it is important to build on those investments, address barriers to implementation, and give states the tech assistance they need. She asked the Secretary how USED will prioritize how students will be helped by this budget to which he responded that lifting up practices that help students succeed is important, highlighting that last summer was likely the most engaged summer school in our history. Sen. Murray also asked about the 15% budget increase for homelessness asking how USED deals with that for students. Sec. Cardona noted that housing insecurity and homelessness has increased due to COVID and the funds have been used for wraparound supports to ensure students have what they need for success.

Sen. Hyde-Smith (R-MS) asked about the ways in which USED and Congress can assist in promoting and broadening the reach of career and tech programs in both K-12 and community colleges (especially rural areas). Sec. Cardona noted the importance of early exposure to careers and creating a rural community of practice on career pathways. He then went on to discuss examples across the country of these communities of practice while noting the need to account for specific challenges that some rural areas face (broadband and lack of industry). Sen. Hyde-Smith asked how we could incentivize industry groups to train students for high skilled tech jobs to which Sec. Cardona highlighted the recent creation of a rural strategy in action team who is tasked with the role of focusing on rural need and ensuring those students have the same opportunities as others. Sen. Hyde-Smith asked about why charter schools have not seen an increase since 2019 despite high demand across the country. Secretary Cardona noted that charter schools provide options for families and that funding has not been reduced. He closed by saying that the budget is focused on increasing areas with woeful underperformance.

Sen. Shaheen (D-NH) asked about concerns regarding using COVID funding by the obligation deadline. What has USED done to ensure the flexibility to complete projects that have been started. Secretary Cardona noted that USED is working with those to ensure they can continue using those dollars. Sen. Shaheen Asked if guidance had been issued on what is allowable and if information passed to states is getting disseminated to districts. Senator Shaheen said whatever clarity can be provided is very important. She then asked about high school mental health programs and the connection to drug use, specifically fentanyl. She encouraged Secretary Cardona to work with the DEA and with campaigns and other communications regarding fentanyl.

Sen. Schatz (D-HI) Asked about native Hawaiian education programs and the Department of Education's obligation to carry out trust responsibility. Senator Schatz then asked about PELL grants for incarcerated students and if USED is working to ensure a smooth transition of PELL restoration for those students to which Sec. Cardona responded that they continue to support them. He also asked about armed guards in schools, noting that guards would cost an estimated \$36 billion which does not currently exist in the budget. He also asked about book bans to which Sec. Cardona noted that libraries should be a unifying opportunity where students can learn about history, cultures, and more.

Sen. Boozman (R-AR) shared concerns about the teacher shortage and how FY24 funding would be spent to ensure rural districts are not left behind with regard to hiring teachers to which Sec. Cardona noted that there are pathways for teachers and recruitment programs along with a rural education program to be focused on rural education and Title I and IDEA to ensure support for students. Sen. Boozman asked about student athletes and their pressure to succeed both academically and in their sport, and how USED is working with that unique populations with mental health issues and the demands of success.

Sen. Baldwin asked about how USED is coordinating with the HHS to increase student access to school based mental health services, noting constituent frustrations with difficulty finding mental health assistance for their children. Sec. Cardona noted that he is in regular communication with Sec. Becerra and that having a shared model and lifting up great examples of success are critical.

Sen. Britt (R-AL) pointed to the lack of improvement in educational success across the country since the Department of Education was established in 1980. She noted frustration that there are so many pockets in the country that lack the ability to give children an opportunity to move forward. She also discussed that earlier this week when discussing the debate on the debt ceiling it was noted that if you buy a car or own a home, you are expected to pay your monthly payment to fulfill your debt. She said that this logic should also be applied to student loans and asked for the Secretary's perspective to which he said that USED is preparing to start repayment, but that the HEROES Act provides the opportunity to create a waiver from the pandemic's impact. Sen. Britt asked the Secretary if any of the following repayment steps were being considered by the administration: not charging interest until September, delaying payment start date until October 1, and the implementation of a safety net period once repayment begins. Sec. Cardona said that they recognize the repayment restart is an important step and are confident that the targeted debt relief will address concerns of loan holders and committed to follow up with Sen. Britt separately regarding strategies USED is considering.

Sen. Capito echoed Senator Britt's questions, noting that they weren't getting specific answers and noting that clear communication is critical and she hopes the administration is more specific in the future for those that need to repay their loan. She then asked Sec. Cardona about short-term PELL grants noting that there is no funding in the budget to assist with short term certificate programs to which he replied that we need to be malleable and think outside the box, saying that he is in favor of exploring short-term PELL while ensuring high quality programming and accountability and recognizing that if we are going to meet demand, flexibility is a must.

**House Committee on Education & the Workforce
Subcommittee on Higher Education and Workforce Development**

Hearing:

Examining America's Workforce Challenges: Looking for Ways to Improve Skills Development

May 11, 2023

Witnesses

- Ms. Lydia Logan, Vice President for Global Education and Workforce Development, IBM, Washington, D.C.
- Mr. Bruce Ferguson, CEO, CareerSource Northeast Florida, Jacksonville, Florida.
- Dr. Harry J. Holzer, John LaFarge Jr. SJ Professor of Public Policy, Georgetown University, Washington, D.C.
- Mr. John Pallasch, Founder and CEO, One Workforce Solutions, Aiken, South Carolina.

Opening Statements

Chair Rep. Burgess Owens (R-UT) opened the hearing. Rep. Owens discussed the following topics:

- The challenge in the workforce system is the skills gap - the system has failed to provide skills to workers, which could lead to a “skills canyon.”
- Private sector involvement is essential.
- Employee-led and work-based learning must be a focal point in this work to reauthorize WIOA. Employers must be in the drivers’ seat.
- The priority of WIOA must be to connect job-seekers with employers.

Ranking Member Rep. Frederica S. Wilson (D-FL) then presented an opening statement, focusing on the following:

- Workers need skills and credentials and employers need access to a dedicated and skilled workforce – the tool to meet these needs is WIOA.
- Increasing investment in workforce development is the only way to stay competitive with other world leaders.
- The fundamental goals in a meaningful reauthorization of WIOA include expanding job seekers’ access to workforce programs and also meeting the needs of businesses.
- There is a need for other services, including child care – Congress must invest in critical support services to empower job seekers to achieve their full potential and succeed in the workforce.

Testimony

Ms. Lydia Logan, Vice President for Global Education and Workforce Development, IBM, Washington, D.C.

Ms. Logan discussed the following policy recommendations:

- Align higher education and workforce development laws to focus on skills.
- Dedicate individual training accounts for workforce development – remove barriers that limit skills attainment within WIOA, including dedicated funding towards ITAs, increasing funding limits on incumbent worker programs, and enhancing work-based learning programs.
- Reform eligible training provider list – must directly connect the list to employers within in-demand and growing jobs.
- Focus on transparency and outcomes – job seekers need complete, accurate, and quality data on program measures, including information on completion and employment rates, credential attainment, and earnings. This includes the development and coordination of an open interoperable data infrastructure with strong privacy and security measures to better align and share digital credentials.

Mr. Bruce Ferguson, CEO, CareerSource Northeast Florida, Jacksonville, Florida.

Mr. Ferguson discussed the following:

- As Congress considers reauthorizing WIOA, Congress needs to address the importance of work-based learning, as well as regulatory flexibility and reduction of administrative waste.
- Enhancing WIOA legislation to be even more integrated and flexible can be “difference-maker”.
- Systems require extensive data collection and reporting – customer experience take back seat to reporting requirements – this must be addressed as part of reauthorization.

Dr. Harry J. Holzer, John LaFarge Jr. SJ Professor of Public Policy, Georgetown University, Washington, D.C.

Dr. Holzer focused on these four main points:

- Americans without postsecondary training or credentials would have higher productivity and higher earnings if they received more training; further, more vacant skilled jobs would be more easily filled.
- Relative to American skill needs, relative to industrial countries, and relative to earlier decades in US, levels of spending on workforce training are extremely low.
- The impacts of training on participant productivity and earnings are limited by these very low funding levels.
- Besides increasing funding, there should be increased dedicated dollars for highly effective sectoral training mode programs; more funding should be provided for apprenticeships and work-based learning; funding should be provided for career guidance and support services; quality and accurate data is needed.

Mr. John Pallasch, Founder and CEO, One Workforce Solutions, Aiken, South Carolina.

Mr. Pallasch focused on the following:

- Congress should acknowledge and incentivize state and local boards to overcome real and perceived challenges to innovation.
- The US Department of Labor, state workforce agencies, and local boards should be held accountable for poor performance across workforce programs.
- Changes to WIOA should ensure skills development aligns with the needs of employers.

Questions

General Workforce Development-Related Issues

- *Chair Rep. Burgess Owens (R-UT)* discussed changes needed to tackle workforce issues facing the nation. Mr. Pallasch discussed focusing on measures within WIOA, specifically focusing on measures that hold states accountable and encouraging higher performance targets, for example through negotiated levels of performance measures.
- *Rep. Glenn Grothman (R-WI)* discussed key factors contributing to successful workforce development programs. Mr. Pallasch noted this starts with leadership at the state level. States must coordinate funding coming from the federal government and leverage that funding for the targeted intent.
- *Rep. Kathy E. Manning (D-NC)* discussed removing hurdles to participation in workforce development programs. Dr. Holzer discussed communicating opportunities to communities, schools, and colleges, as well as providing a variety of forms of training and various platforms to provide training, including digital forms and brick and mortar.
- *Rep. Bob Good (R-VA)* discussed developing partnerships between states and locals and challenges that may prevent employers from working with the public workforce system. Mr. Ferguson noted the key is knowing the business community in order to invest money into areas that are growing.
- *Rep. Tim Walberg (R-MI)* discussed encouraging engagement from employers. Ms. Logan noted connecting employers to programs offered locally and ensuring the needs of employers are identified and opportunities are available.
- *Rep. Mark Takano (D-CA)* discussed how WIOA can play a role in long-term career paths. Mr. Ferguson discussed the need to participate in continued engagement with employers and continued employee training.

Federal Role in Workforce Development/WIOA

- *Rep. Glenn Grothman (R-WI)* questioned whether the federal government should have a role in workforce training. Mr. Pallasch noted there are advantages to having the federal government as a partner in this work.
- *Rep. Bob Good (R-VA)* discussed what would happen if the Department of Labor was less involved. Mr. Pallasch noted the key is placing responsibility on the Department of Labor to work to foster an environment where employers are working with the local workforce to find solutions that are best for their communities.

Reauthorization of WIOA

- *Chair Rep. Burgess Owens (R-UT)* discussed what changes need to be made to WIOA to make employer-led programs a greater force in work-based learning areas. Ms. Logan discussed how WIOA can offer flexibility to align what employers need with the skills programs offered.
- *Rep. Nathaniel Moran (R-TX)* discussed broad issues that should be addressed through changes to WIOA. Input from witnesses focused on the following issues: no portability of experiences, lack of data and information on outcomes, insufficient accountability, not

enough flexibility in current law to allow local stakeholders to do what is needed in their own local communities.

- *Rep. Kathy E. Manning (D-NC)* focused on how to bolster employer engagement and through WIOA authorization attract good employers. Ms. Logan noted the need to ensure there are opportunities to connect to workforce boards and providing transparency in data.
- *Rep. Erin Houchin (R-IN)* discussed supporting employers in reskilling workers as part of the reauthorization of WIOA. Mr. Ferguson noted that this currently exists, but may want to make it more explicit and encourage it in some way.

Accountability, Data, & Transparency

- *Rep. Nathaniel Moran (R-TX)* discussed the need for additional accountability to ensure funding under WIOA is used appropriately. Mr. Pallasch noted sanctions provided in the law: for more than 5 years while WIOA was in place, the Department of Labor failed to issue guidance on how to administer the sanctions provision and ensure accountability.
- *Rep. Glenn Grothman (R-WI)* questioned how to get better data. Ms. Logan noted the importance of ensuring data is publicly available.
- *Rep. Virginia Foxx (R-NC)* discussed funding that goes towards training v. funding that goes to administrators. Mr. Pallasch discussed that this is why he created the Department of Labor website to increase transparency. The site still lacks basic performance data.
- *Rep. Mark Takano (D-CA)* discussed importance of transparency. Dr. Holzer noted how the right data must be available. There must be resources to support collection of quality wage data.

Funding & Short-Term Pell Grants

- *Rep. Robert C. "Bobby" Scott (D-VA)* questioned how funding for local boards is being spent, as studies show only 22% of money is spent on actual training services. Dr. Holzer explained that funding is also spent on staff and data collection, as well as some money going to core/intensive services. But generally, more funds are needed.
- *Rep. Robert C. "Bobby" Scott (D-VA)* also discussed how individuals with no money and no current job can come up with money for their own training. Dr. Holzer confirmed this is very difficult and encouraged creation of a short-term Pell grant with the appropriate guardrails, to help individuals in these situations.
- *Rep. Kathy E. Manning (D-NC)* questioned how much the US should be investing in workers. Dr. Holzer noted there is no magic number, but that number currently is too small.
- *Rep. Brandon Williams (R-NY)* discussed federal partnerships with community colleges in this work. Ms. Logan noted the importance of offering short-term Pell grants, specifically to close the gap in offering quality opportunities to learn skills that are needed.
- *Rep. Joe Courtney (D-CT)* discussed funding as the biggest issue. Dr. Holzer described how we must be honest about the level of demand the need for funds available relative

to the resources available. Not all candidates can meet basic requirements, so Title II programs are vital.

- *Rep. Virginia Foxx (R-NC)* discussed dedicated WIOA funding for individualized education accounts and work-based learning. Ms. Logan noted more funding dedicated to skilling programs would help skill more people to prepare for additional jobs.
- *Rep. Alma S. Adams (D-NC)* discussed how WIOA funding is not mandatory and funding may fluctuate and may be reduced during times of heightened demand for services. Dr. Holzer noted how the pandemic was unusual in that it limited supply and demand. Congress should seek to improve the automatic stabilizer role with WIOA dollars. Extra resources could make the system better to serve underrepresented communities.

Individual Training Accounts

- *Rep. Brandon Williams (R-NY)* questioned how to use Individual Training Accounts to ensure individuals are able to afford minimum tuition payments to seek critical skills to advance themselves in the workforce. Dr. Holzer agreed that funding levels are currently too low and staff at workforce centers must have knowledge to help individuals coming in searching for jobs and skills training. Ms. Logan noted the importance of ensuring individuals are aware of opportunities available to improve skills.
- *Rep. Alma S. Adams (D-NC)* discussed dedicated funding for individual accounts, as well as wrap around services. Ms. Logan discussed other short term programs that may be available, in addition to opportunities to start with WIOA, earn credentials, and get employment. There are upskilling opportunities that allow workers to get more dollars per hour, which is why incumbent workers should be included in ITAs.

Administrative Waste

- *Rep. Glenn Grothman (R-WI)* discussed administrative waste issues. Mr. Ferguson discussed experience in Florida, where they must train staff across multiple programs all related to workforce development. Mr. Ferguson noted importance of federal government involvement, but it would help to simplify this under one program.
- *Rep. Virginia Foxx (R-NC)* discussed cutting down on administrative waste in the system to allow local boards to truly focus on skills development. Mr. Ferguson confirmed that consolidating similar workforce programs would make the system more efficient and empower leaders to achieve better results.

K-12 Students

- *Rep. Kathy E. Manning (D-NC)* discussed the age we should start approaching workforce development. Dr. Holzer noted that we are approaching this too late – we must begin discussing with children earlier, which may motivate students more to seek out training.
- *Rep. Virginia Foxx (R-NC)* asked about the IBM Pathways in Technology Program, an early college high school model.

Community Colleges

- *Rep. Brandon Williams (R-NY)* discussed community colleges and partnerships with employers. Ms. Logan noted several areas that IBM has focused on, including offering content to community colleges, assisting with creation of pathways, and offering digital credentials.
- *Rep. Lucy McBath (D-GA)* discussed new legislation (Train for Better America Act) that would assist community colleges and technical schools to connect with employers and fill workforce shortages and would include permanent funding. Dr. Holzer confirmed that community colleges are the only institution that could deliver job training at a scale remotely close to the what the labor force and economy needs. Funding for career guidance and teaching capacity is needed.

Apprenticeships

- *Rep. Robert C. “Bobby” Scott (D-VA)* discussed apprenticeships. Dr. Holzer noted that apprenticeships are effective because they are customized for the employer, so employees are receiving training for the exact skills that are needed. These skills should also be portable beyond the individual job in question.
- *Rep. John James (R-MI)* questioned the repeal of industry-recognized apprenticeships. Mr. Pallash did not agree with this decision – IRAP was a great pathway for individuals and it tried to take the Department of Labor out of the decision-making process and push that responsibility down to states, to those who know what is needed in their local workforce.
- *Rep. Joe Courtney (D-CT)* discussed apprenticeships with Ms. Logan focusing on the importance of work-based learning and ensuring apprenticeship experienced is recognized by majority of employers when individuals change jobs.
- *Rep. Suzanne Bonamici (D-OR)* discussed apprenticeships and how to lower barriers to entry and other policies that should be considered. Dr. Holzer discussed how there seems to be broad agreement that registered apprenticeship entry requirements need to be streamlined.
- *Rep. Tim Walberg (R-MI)* discussed apprenticeships, noting one barrier to entry is individuals looking at apprenticeships as something less than. This is a proven model, but must get past the stigma.

Career Counseling

- *Rep. Glenn “GT” Thompson (R-PA)* discussed expanding awareness of career counseling programs to increase participation. Mr. Pallasch discussed encouraging this as a best practice.

Sectoral Training Programs/Customized Training

- *Ranking Member Rep. Frederica S. Wilson (D-FL)* discussed sectoral training programs in WIOA. Dr. Holzer noted that sectoral approaches work for similar reasons as apprenticeship programs – training dollars go to employers who can offer good jobs and workers who can meet the needs.

- *Chair Rep. Burgess Owens (R-UT)* focused on the cost-effectiveness of WIOA customized training compared to other skills development programs. Mr. Ferguson noted that customized training involves employers contributing to the cost of the training.
- *Ranking Member Rep. Frederica S. Wilson (D-FL)* discussed customized training. Mr. Ferguson noted that customized training requires buy-in from key partners and can be a highly effective program for companies.

Tiered Tax Credits

- *Rep. Erin Houchin (R-IN)* discussed tiered tax credits for employers who are retaining employees. Mr. Ferguson discussed the need for tax credit programs to be simple to use.

Foster Children & Disconnected Youth

- *Rep. Robert C. “Bobby” Scott (D-VA)* discussed youth employment opportunities for disconnected youth. Dr. Holzer discussed how disconnected youth often need more help as they very often have no postsecondary training and their current level of skills often does not enable them to get good jobs.
- *Rep. Erin Houchin (R-IN)* discussed foster children aging out and how to engage that demographic in the workforce. Dr. Holzer discussed the importance of showing these children what the opportunities are in the labor market and introducing potential training programs.
- *Ranking Member Rep. Frederica S. Wilson (D-FL)* discussed how Congress should hold a hearing focused on youth workforce investments. We must invest in drop-outs and out-of-school youth – this would be crucial in dismantling the school to prison pipeline and reducing crime in communities.

Reentry grants

- *Rep. Suzanne Bonamici (D-OR)* discussed reentry grants. Dr. Holzer explained that many Americans come out of the criminal justice system and are disconnected and need supports. They may need basic literacy programs and other services. There needs to be a goal of preventing recidivism. In some cases subsidized jobs may be needed if these individuals are not ready for demands of the private sector.

Artificial intelligence

- *Rep. Jim Banks (R-IN)* discussed the elimination of jobs by artificial intelligence. Ms. Logan discussed how it is important for WIOA to focus on making sure individuals are gaining skills that are the skills of today and tomorrow.

Cybersecurity

- *Rep. Glenn “GT” Thompson (R-PA)* discussed the importance of creating opportunities to provide training on skills relating to cybersecurity. Ms. Logan discussed the importance of teaching students and teachers about cybersecurity and their role in keeping information safe on the internet, as well as the role of CTE programs.

Immersive Technology for American Workforce Act

- *Rep. Walberg (R-MI)* discussed introduction of the Immersive Technology for American Workforce Act, which would work to help individuals gain skills through programs that utilize virtual reality or immersive technology. Bill would enable rural and underserved to utilize immersive technology to access job development courses. Logan – IBM partnering with education providers.

Immigration

Rep. Bob Good (R-VA) noted concerns with how the incidents occurring at the border will impact the labor market.

Closing

Chair Rep. Burgess Owens (R-UT) closed the hearing.



Leading adult education through support for and the effective application of technology

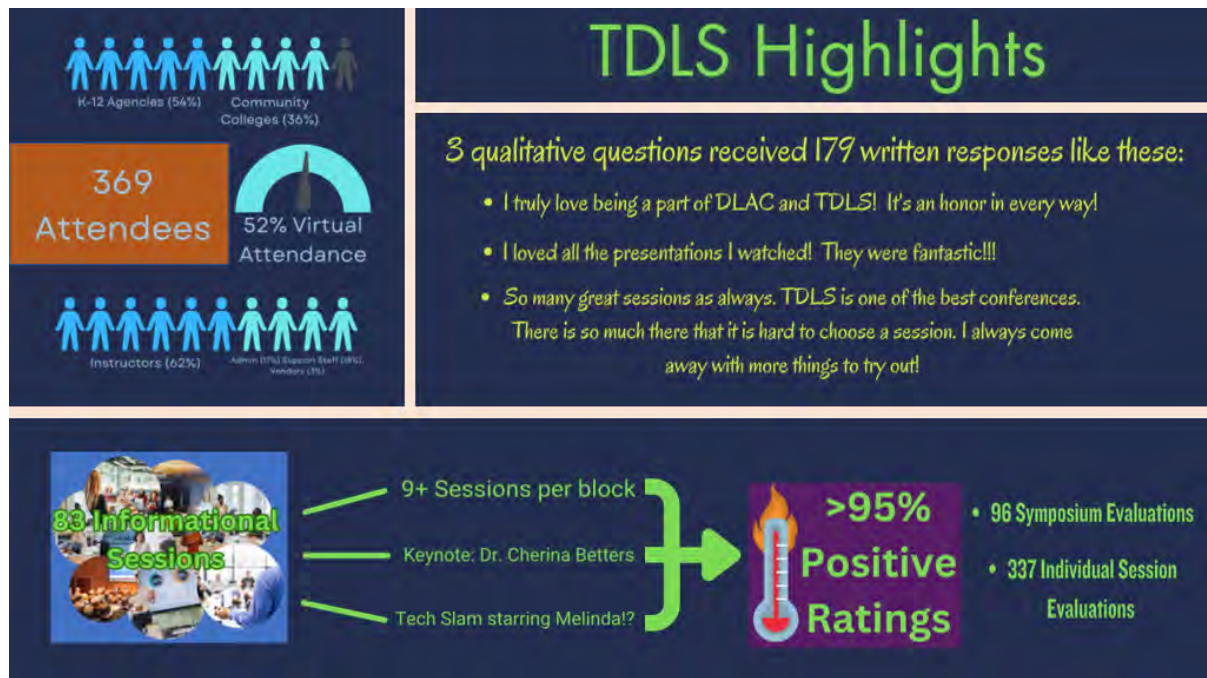
ACSA Adult Ed. Council Update: May 2023

Student Succeed: We have reviewed and selected 4 students; 2 will be honored at CAEP Summit and 2 at the ACSA Leadership Summit. We are following up with the honorees before an official announcement is made. Do you use the Student Succeeds site?

<https://adulthoodlearners.org/>

Digital Leadership Academy (DLAC): Wrapping up year one! Mid-Project Reports are this Friday - Interested in joining? Contact Neda for the invite and Zoom meeting details.

The Technology and Distance Learning Symposium: Save the Date - March 1-2, 2024, at Fremont Adult and Community Education.



CA Digital Guidance: Facilitator's Guide and Course coming soon! Promo videos for each chapter: Chapter 2: [Ensuring Equity and Access](#) & Chapter 3: [Foundations of AE and Digital Learning](#)

Rural Coaching: A new project! Technology in rural coaching expands access to resources, learning, and bridges the gap between rural and urban areas, fostering equitable opportunities, and empowering students to thrive. Agencies Participating: Palo Verde College & Corcoran Adult School

Course Approval: Updates: CTE course codes and pathway/course names as well as education code references and related guidance. Training for the AE field on August 10 at 12pm. A review of the Course Approval System (often referred to as the A-22) & content updates that have been made to the system.

Adult Ed. History Site: Updates and redesign scheduled for 2023/24

Training: Technology, DL, and Accessibility: Request a training, coaching session, or support call; email support@otan.us

Canvas LMS: OTAN will cover the costs of creating the specialized instance for the agency and provide 50 licenses. CANVAS contact aecanvas@scoe.net

Broadband for All Update:

CDE and OTAN met with a researcher from the CA Department of Technology – Dr. Zachry and team shared what adult is doing around digital equity and access.

The Broadband Equity, Access, and Deployment (BEAD) workshops are happening throughout CA. OTAN attended the Sacramento and Grass Valley workshops. Have you attended?

<https://broadbandforall.cdt.ca.gov/events/#sdep>

Take the survey - [Digital Equity Ecosystem Mapping \(DEEM\) tool](#)

Get Involved: [Digital Equity Partner Toolkits](#)

OTAN Presentation: [Adult Education Digital Learning Approach.pptx](#)