

OREGON SHINES!
*ADULT EDUCATION
& LITERACY
IN OREGON
COMMUNITY
COLLEGES*

BY SHARLENE WALKER
& CLARE STRAWN

for a project of the
Council for Advancement of Adult Literacy

Working Paper 6
October 2004



OREGON SHINES!
Adult Education & Literacy
In Oregon Community Colleges

By Sharlene Walker and Clare Strawn

Working Paper 6
CAAL Community College Series
October 2004



Council for Advancement of Adult Literacy
1221 Avenue of the Americas – 46th Floor
New York, NY 10020
(212) 512-2362
<http://www.caalusa.org>

© Council for Advancement of Adult Literacy

Published by Council for Advancement of Adult Literacy
[Amy Rothman & Gail Spangenberg, Ed.]
1221 Avenue of the Americas – 46th Floor
New York, NY 10020
<http://www.caalusa.org>

CONTENTS

FOREWORD

| | |
|-------------------------------------------------------------------------------------------------------------------------------------------------|-----------|
| EXECUTIVE SUMMARY | i |
| INTRODUCTION | 1 |
| I: DEMOGRAPHICS OF NEED AND SERVICE | 3 |
| A. Geographic Diversity | 3 |
| B. Distribution of Services Across the State | 4 |
| C. Ethnic Diversity | 5 |
| D. Variations in School Completion Rates by Ethnicity | 6 |
| E. Education Attainment of Oregonians 25 Years and Older | 7 |
| F. Program Participation by Ethnicity and Age | 8 |
| G. Participation in Federally Funded Programs by Instructional Program and Functional Level | 10 |
| H. Notes on Interpreting NRS-Based Tables | 13 |
| I. Participation by Employment Status | 14 |
| J. Participation of People on Public Assistance or Incarcerated | 15 |
| K. Policy and Funding Setbacks | 16 |
| L. Oregon Title II Performance Outcomes | 17 |
| II: BUILDING AN INTEGRATED STATEWIDE SYSTEM | 20 |
| A. Statewide Community College Governance Mandated (1960) | 20 |
| B. Oregon Literacy, Inc. Founded (1965) | 21 |
| C. Advances In Welfare to Work: The Birth of Interagency Collaboration (1984) | 21 |
| D. Building a Collaborative Volunteer Tutoring System (1985 on) | 23 |
| E. Oregon Joins the CASAS Consortium (1986) | 24 |
| F. Office of Community College Services Created (1987) | 25 |
| G. Oregon Shines and the Oregon Progress Board (1989, 1997) | 25 |
| H. Responsibility for Inmate Services Shifted to Department of Corrections (1991) | 28 |
| I. Council of Adult Basic Skills Development Restructured (1991-1992) | 29 |
| J. Department of Community Colleges and Workforce Development Created (1994) | 30 |
| K. The Gore Reinventing Government Options Program (1994) | 31 |
| L. Planning Gains Due to the Workforce Investment Act (1998 on) (including Oregon Workforce Investment Board and Building a One-Stop System) | 32 |
| M. Reorganizing CCWD to Improve Effectiveness (2002) | 34 |
| N. Upcoming Initiatives | 37 |

| | |
|----------------------------------------------------------------------------------|-----------|
| III. THE COLLEGE PERSPECTIVE | 38 |
| A. Instructional Programs and Services | 38 |
| 1. Integrating Adult Education and Literacy Programs into the Community Colleges | 38 |
| 2. Types of Instructional Programs | 41 |
| 3. Developmental Education | 41 |
| 4. Instructional and Administrative Staff | 44 |
| 5. Volunteer Tutoring | 47 |
| 6. Transitions to Postsecondary Education | 48 |
| B. Collaborative Management and TQM | 51 |
| 1. Application and Use of TQM | 51 |
| 2. Collaboration with Local Industry | 53 |
| 3. Collaboration with Other States and the Federal Government | 53 |
| 4. Managed Enrollment | 55 |
| C. The Funding System | 56 |
| 1. The Importance of FTE Reimbursement | 56 |
| 2. Funding Based on FTE | 56 |
| 3. Other Sources of College Adult Education Funding | 59 |
| 4. The Role and Impact of Title II Funding | 60 |
| 5. Fees for Service Funding | 61 |
| | |
| IV. A CLOSER LOOK AT SOME ELEMENTS OF THE OREGON STORY | 62 |
| A. Oregon's Framework for Collaboration | 62 |
| B. Data Development by OCABSD Task Force | 63 |
| C. Implementing a Continuous Improvement Model | 66 |
| D. Access for Under-Prepared & Under-Employed Adults | 68 |
| E. Program Design: Orientation, Managed Enrollment, & Instruction | 72 |
| F. State Policy Re Adult Education & Literacy Skills Assessment | 75 |
| | |
| Appendix A: Persons Consulted or Contributing to This Report | 79 |
| Appendix B: Supplemental Reading | 81 |
| Appendix C: CCWD Strategic Targets, 2003-2005 | 83 |
| Appendix D: Oregon Regional Data by College and District | 84 |

FOREWORD

This report is a story of enlightened state government, remarkable vision, and astonishing collaboration and commitment. Who, in this day and age, would imagine that something as wonderful as *Oregon Shines* is possible, that government could be so truly democratic in impulse, that a process, top to bottom, could be so all-inclusive? As a story within a story, an inspiring account is given of the state's successful adult education and literacy system and the central role of community colleges as the governing agent and primary provider of adult education services.

Statewide policy and planning in Oregon have been developed over the years in a way that is systemic, ambitious, and creative. It is based on goals directed toward sustaining and building a high quality life for all citizens. In all areas of state government responsibility, a total quality management, continuous improvement approach is followed, one of many features that sets Oregon apart. The environment is thoroughly supportive of adult education in all its aspects – despite some recent temporary setbacks due to state budget losses and unexpected changes in federal legislation. All major players at the local and state level are involved in a true partnership effort that has been in the making for decades and continues to evolve. It is an exciting story with important messages for other states to consider.

OREGON SHINES: Adult Education & Literacy in Oregon Community Colleges is CAAL's Working Paper 6 in a series on the role and potential of community colleges in adult education and literacy. Its authors are Sharlene Walker and Clare Strawn. Ms. Walker was state professional development coordinator from 1988 to 1994 and state director of adult education and literacy from 1994 to 2003. She held earlier positions as a basic skills teacher and a college dean (where she helped establish adult basic skills programs). She has held various national leadership roles, and is experienced in the design of programs in workforce development, high school articulation, welfare reform, professional development curriculum, GED, credit articulation systems, and other aspects of adult education and literacy. Ms. Strawn is assistant professor in the Department of Applied Linguistics at Portland State University. She has a varied research background and is presently project manager and analyst of a Longitudinal Study of Adult Literacy, a project of the National Center for the Study of Adult Learning and Literacy.

CAAL's community college study and publication of this paper are made possible by funding from the Ford Foundation, Household International, Lumina Foundation for Education, the Nellie-Mae Foundation, the McGraw-Hill Companies, Verizon, and several individual donors. CAAL deeply appreciates their support. The Council is also indebted to writer and editor Amy Rothman for helping to make the highly complex Oregon story an interesting read.

CAAL's web site (www.caalusa.org) lists task force members and goals for the community college project. It also offers in PDF form all publications in this series as well as other CAAL publications.

Gail Spangenberg
President

EXECUTIVE SUMMARY

Oregon is of special importance for anyone interested in the relationship between adult education and literacy and community colleges for several major reasons.

FIRST. *Community colleges and adult education and literacy programs operate within a state governance context of total quality management (TQM) and continuous improvement, and there is a true partnership of effort involving the executive branch, the legislature, education and non-education state and local agencies, colleges and adult education officials, and the general public. Moreover, the state's education and non-education goals are pursued and judged in the framework and vision of Oregon Shines, which aims to: create better paying jobs and a more competitive workforce; halt shrinkage of the middle class by decreasing the number of Oregonians living in poverty; stabilize and stimulate economic opportunity in all regions of the state; improve quality of life for all Oregonians; and, as an explicit goal, increase literacy, math, and other functional living and working skills.*

SECOND. *In Oregon, adult education services are provided almost entirely by community colleges, a network of 17 institutions that are mandated by state law to reach communities everywhere in the state and at all educational skill levels. Primary responsibility for service delivery is concentrated in a relatively small number of institutions. (The Department of Corrections is presently charged with responsibility for literacy and educational services for criminal offenders, a role it carries out in close cooperation with the community colleges. Community based organizations and voluntary tutoring groups also provide some instruction, often in partnership with the colleges.)*

THIRD. *Oregon's state policy is based on the premise that adult education and literacy should be considered on a par with all other community college programs. Every community college in Oregon has a comprehensive educational service mission, in both rural and urban areas. It includes serving under-prepared adults in ASE-GED, ABE, ESL, and transitions to two-year and four-year postsecondary education and training. People on welfare and in correctional institutions figure prominently in state policy and adult education service delivery (although a recent downturn in the state's economy has produced temporary loss of some service to both groups).*

FOURTH. *State financial support for adult education is provided almost exclusively in the form of full time equivalency (FTE) reimbursement funding to colleges. Oregon is one of the few states in which this is the case. Moreover, it is one of only a few states in which colleges are reimbursed by the state for providing adult education service at the same FTE rate as for serving credit students. This fact creates a large, reliable source of funding. State support for adult education by FTE reimbursement is about five times that of the Title II adult education funding received from the federal government. The FTE reimbursement system in Oregon provides a strong incentive for colleges to serve*

adult education students, beyond the policy incentives growing out of state governance philosophy and practice.

FIFTH. In 2002, adult education accounted for about 8 percent of all community college enrollments (14 percent when developmental education is added). Adult education FTE funding accounted for about 25 percent of all community college FTE reimbursements. Thus, *adult education is in some degree helping to fund other college programs* at some colleges.

SIXTH. Based on federal Title II criteria (in the National Reporting System-NRS) and Oregon's own Education and Workforce Shared reporting system, *Oregon meets or exceeds the performance goals of Title II*. However, NRS measures do not completely capture the full range and depth of achievement in Oregon adult education and literacy programs.

SEVENTH. Concentrating adult education service in 17 institutions (and the Department of Corrections) simplifies state management and accountability in many ways. But Oregon *community colleges are highly autonomous* – even as they are required to work collaboratively with the state on service, reporting, and accountability. The state has taken a unique combination of strategies and joint planning to meet the challenge. The collaborative path developed has taken many years to evolve, but has proven to be highly effective and extremely durable, despite leadership changes in the colleges, the governor's office, and the legislature. Oregon's collaborative approach, across state agencies and between state agencies and local programs, has ensured the "buy-in" of colleges and all other parties involved in the state's adult education enterprise. Education, economic, and workforce development occurs on the basis of an organic inter-connectivity from top to bottom in the system.

EIGHTH. Oregon's prior open-entry/open-exit policy has been replaced by a community college model of *managed enrollment* – in which students enter classes at specific points in time rather than on a continuous basis. Managed enrollment has produced multiple benefits for both the adult education teachers and the students, and learner retention and persistence have increased.

NINTH. The federal Workforce Investment Act provides important support to Oregon colleges as they work to develop seamless transitions to postsecondary education and training programs and to employment.

TENTH. In the provision of their adult education services, community colleges and their adult education faculty work closely with business and industry at the local level and are active participants in all important state and federal planning groups.

ELEVENTH. Not only is Oregon's adult education system highly cost-effective, but community colleges themselves have been strengthened by being made responsible for adult education and literacy and for transition programs to further study.

TWELFTH. An organic, deeply collaborative approach like Oregon's is time consuming, complex, and requires more time and resources than a more "top-down" approach would take, but the outcome has been well worth the effort in Oregon.

CURRENT CHALLENGES

A major current challenge in Oregon is the negative impact that federal grant and reporting requirements are having on the ability of voluntary and CBO programs to join in consortia teaching and administrative partnership arrangements with the colleges. This reality tends to discourage cooperation and sharing of resources although both parties could benefit; it also reduces indirectly the funding available to the voluntary/CBO groups.

A dramatic increase in Hispanics as a percent of the total population and the extremely high Hispanic high school dropout rate are other recent trends in Oregon that pose special challenges to the delivery system. Along with this, there have been significant workforce dislocations and business closures where large numbers of non-English-speaking Oregonians held jobs. The need for a whole new level and range of ESL service has emerged as a major issue.

Oregon has a longstanding, strong commitment to providing adult education and job-related skills services to welfare clients and incarcerated persons. Recent federal and state legislative and funding problems have eroded some services to these two important groups. Oregon intends for this setback to be temporary, but it is not presently clear when a full restoration of service will be possible.

INTRODUCTION

Oregon is one of only thirteen states¹ that place primary responsibility for adult education and literacy services with the community college or postsecondary system. In fact, by legislative mandate going back decades, Oregon's community colleges – now a network of 17 institutions – provide nearly all adult education services offered in the state. They reach a geographically dispersed population in most rural and urban areas of the state. The community college/adult education structure is a mix of community college governance at the state level and local autonomy among the individual colleges that make up the service system.

The present community college network in Oregon has been in the making for about 45 years. In the 1960s, when the first college was established, the legislature created a framework for community college operation and mandated that they operate as a “comprehensive services” model for all communities in the state at all levels of educational need. At the same time, the legislation provided for locally elected governing boards for the colleges as well as the local taxing authority.

From the outset, provision of services to under-prepared adults has been central to the colleges' missions. Programs range from the most basic ABE level, to ESL, to GED and high school diploma work, to postsecondary and job training transitions. In 2002-2003, the state served about 25,000 adult literacy students (by the NRS measure of 12 hours of instruction or more) on a budget of \$30 million (slightly less than \$5 million in federal funding and some \$25 million in state funding).²

This paper examines the governance structure in Oregon; forms of collaboration among state and local partners; the need for adult education and literacy services; the nature of the services provided; participation and performance outcomes; special characteristics of the community

¹ The states are Alabama, Georgia, Idaho, Illinois, Iowa, Kansas, Kentucky, Michigan, New Mexico, North Carolina, Oregon, Washington, and Wisconsin.

² Acronyms used in this paragraph and throughout the paper are: ABE=adult basic education, ESL=English for speakers of other languages, GED=graduate equivalency diploma, NRS=federal National Reporting System.

college instructional programs and services; information about the funding system; and other aspects of the Oregon story.

Part I (beginning on p. 3) gives information on geography, diversity, and demographics of service in Oregon. Part II (p. 20) gives a detailed historical account of steps Oregon has taken over the years to build an integrated statewide system, with particular attention to *Oregon Shines*. It also looks at statewide governance and philosophical issues bearing on community college governance of adult education and literacy. From a college perspective, Part III (p. 38) discusses adult education instructional programs, related support services, forms of college collaboration, developmental education, volunteer tutoring, collaborative management and total quality management as applied to college settings and adult education services, collaboration between adult education programs and other entities in the state including business, and the funding system.

Part IV (p. 62) discusses selected issues of high importance from Parts I, II, and III of the report. It is designed for the reader who wants to understand in more detail some of the key issues treated in those sections. It gives a closer look at such elements of the Oregon story as the state and local framework for collaboration; data development; gains, problems, and challenges faced along the way to the present system; and lessons learned in implementing Oregon's continuous improvement model.

Four appendices provide supplementary information of various kinds. Appendix A (pp. 79) lists persons interviewed or otherwise contributing to the report. Appendix B (p. 81) provides a suggested list of supplemental reading. Appendix C (p. 83) contains a figure laying out interconnections in the numerous strategic targets of the Department of Community Colleges and Workforce Development for the period 2003-2005. Appendix D (p. 84) provides regional data by individual college and district. The data illustrate the varied economic and education regions of the state that go beyond the urban/rural divide.

PART I: DEMOGRAPHICS OF NEED AND SERVICE

A. GEOGRAPHIC DIVERSITY

Oregon is the 26th largest state with a population of approximately 3.5 million persons. The state covers 97,073 square miles, nearly 20 times the area of Connecticut, which has about the same population. There is diversity in geography, population density, economics, and employment opportunities, all of which vary greatly by region.

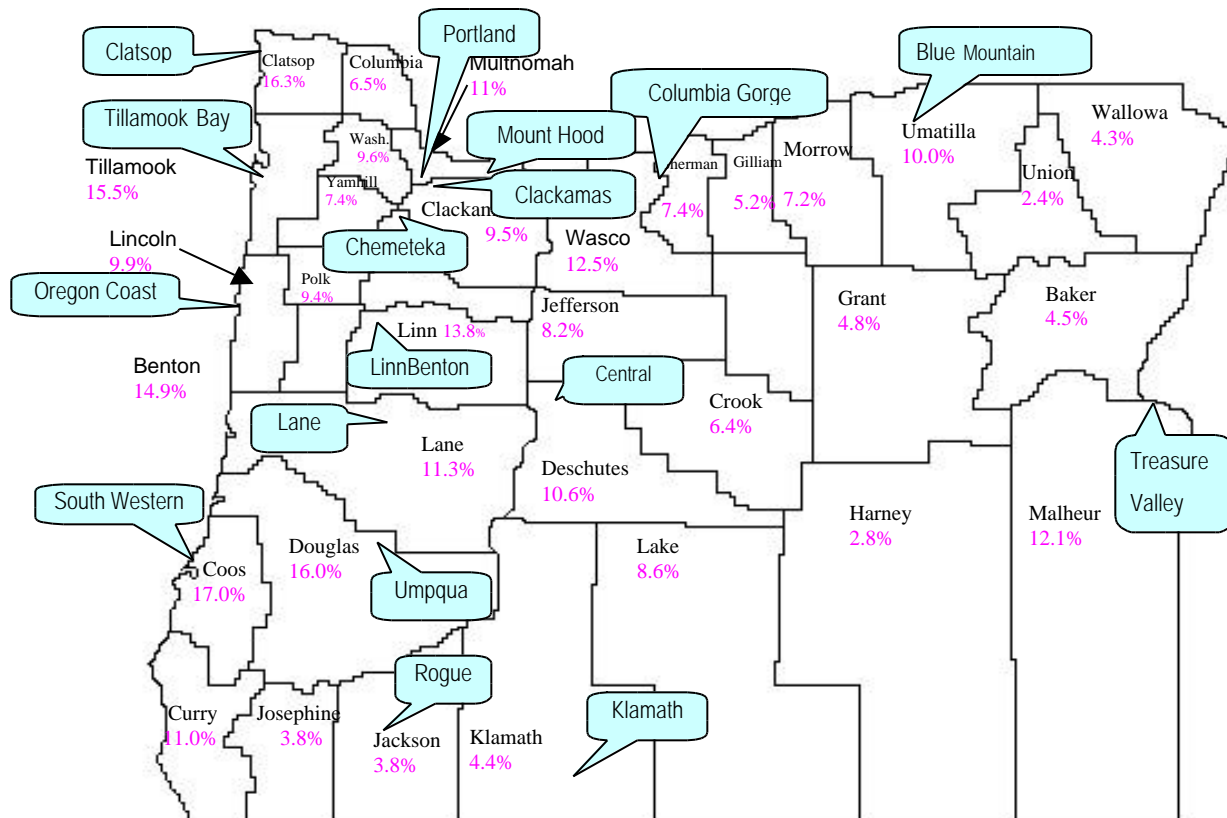
- Approximately 80 percent of the population resides on 20 percent of the land in Oregon. This major urban and valley region is located between the Oregon Coast Range and the Cascade Mountains. It extends about 100 miles to the east from the Pacific coast and 150 miles to the south from the Washington state border. Manufacturing, hardware and software technology, nursery stock, agriculture, and food processing are the predominant industries. Three large universities and five large community colleges are located in this region.
- About 20 percent of Oregon's population resides on 80 percent of the state's land area, divided generally among four regions: One region is made up of small residential populations along the Oregon Coast. The local economies there are dependent upon timber, fishing, and tourism. Four small community college districts are located in this region. Timber and fishing have been declining industries in recent years for many reasons. The other three regions are Eastern Oregon, Central Oregon, and Southern Oregon. They have as their major industries timber, ranching, wheat, and recreation (i.e., skiing, camping, fishing). The timber industry has declined dramatically in recent years, and many mills have closed. Although some communities in these three regions are growing and becoming more economically diverse, most are relatively small and separated from one another by great distances. Eight medium or small community colleges serve these regions.

This diversity poses major challenges for education policy and planning in Oregon in terms of service provision, access, and balancing state authority with rural and urban politics and authority.

B. DISTRIBUTION OF SERVICES ACROSS THE STATE

Community colleges in Oregon are geographically located in districts as shown in the bubbles below, so as to serve the largest number of students seeking postsecondary education. The percentage of the population enrolled in community college services is noted by county. (Also see Table 20, p. 69.) Rural areas not located in a community college district contract with appropriate community colleges for services, some in the form of distance learning programs.

Figure 1: *Distribution of Community College Services Across the State*



C. ETHNIC DIVERSITY

Although Oregon is generally thought to be an ethnically homogenous state, the state is on a path to increasing diversity in its population mix (see Table 1).

- The population grew by 553,036 from 1990 to 2000, and it has continued to increase. While whites still make up a large majority of the overall population, their percent of the total during the decade leading to 2000 decreased by 4.9 percent, while the Hispanic population more than doubled – from 4 percent in 1990 to 8.4 percent in 2000. The increase of “all other” segments of the population grew from 1.8 percent to 6.4 percent.
- The largest non-white group is Hispanic and has come primarily from Mexico. Hispanics are transforming from a migratory agriculture population to a permanent residence workforce.
- During the economic recession of the past few years, Oregon has experienced one of the highest unemployment rates in the nation. Correspondingly, the percentage of limited English proficient (ESL) adults has emerged as a major issue along with business closures and worker dislocations. In the Chemeketa Community College area, for example, two large food-processing plants closed, and 75 percent of the workers there had limited English proficiency. Forty percent of the Portland Area Workforce Investment Act (WIA) Title I dislocated worker enrollees in the past two years were ESL workers. Moreover, 15 percent of the National Emergency Grants received by Oregon are for services for adults with low ESL proficiency.

Table 1: Oregon Population by Ethnicity, 1990-2001

| Ethnic/Racial Groups-All Ages | 1990 | | 2001 | |
|-------------------------------|------------------|-------------|------------------|---------------|
| | Population | Percent | Population | Percent |
| White – non Hispanic | 2,636,787 | 88.8% | 2,983,172 | 79.5% |
| Hispanic | 112,707 | 4% | 283,882 | 8.4% |
| Black | 46,178 | 1.6% | 54,988 | 1.6% |
| American Indian | 38,496 | 1.4% | 27,257 | 0.8% |
| Asian | 69,269 | 2.4% | 111,635 | 3.3% |
| All other | 51,591 | 1.8% | 218,305 | 6.4% |
| Total | 2,842,321 | 100% | 3,395,357 | 100.0% |

Source: US Census Bureau, Supplementary Survey 2001

D. VARIATIONS IN SCHOOL COMPLETION RATES BY ETHNICITY

As Table 2 shows, the majority of high school dropouts in Oregon are black and Hispanic. But the Hispanic high school drop out rate is more than three times that of blacks, at 67 percent in 2001. (Note: The small number of American Indians is a misrepresentation because many American Indians in Oregon never enter high school.)

The high non-completion rate among Hispanics and blacks has serious implications for economic, adult education, and workforce development policy and planning. Responsible agencies and officials find themselves challenged to provide a wider variety of ESL services to address the growing need. As the gap between worker skill levels and the requirements of jobs continues to widen, so do economic and workforce strategies and goals. Policy makers and planners understand that Oregon needs to develop new strategic initiatives and collaborative activities, including cultural awareness training, if they are to meet workforce needs.

Table 2: Oregon High School Drop Out Rate by Ethnicity, 2001

| | Number and Percent of Students in Grades 9-12 Who Dropped Out |
|----------------------------------|---------------------------------------------------------------|
| White | 408 (5%) |
| Hispanic | 5,467 (67%) |
| Asian | 408 (5%) |
| Black | 1,550 (19%) |
| American Indian/Alaskan Native | 245 (3%) |
| Native Hawaiian/Pacific Islander | 245 (3%) |
| Total Population | 8,323 |

Source: Oregon Department of Education

E. EDUCATION ATTAINMENT OF OREGONIANS 25 YEARS AND OLDER

As will be discussed later, Oregon operates with an established, widely-implemented system of statewide benchmarks (within the context of a total quality management system). In terms of quality and performance, there is a widespread perception that the adult education and literacy system is meeting the state’s educational goals. The comparison of 1990 and 2000 census data in Table 3 reveals a picture that is both encouraging and validating.

One of Oregon’s adult education benchmarks is the extent to which the state record improves in moving adults to a secondary credential. As the table shows, the state has made progress toward that goal. Adults (aged 25 or more) holding only a high school diploma or GED dropped from 29 percent in 1990 to 26 percent in 2000. Adults with an attainment of ninth-to-twelfth grade level made up 16 percent of the age group in 1990 and only 10 percent in 2000, while those having less than a ninth-grade attainment changed from 6 percent in 1990 to 5 percent in 2000. However, while the total number/percentage of adults without a high school diploma or equivalent has dropped, nearly 15 percent of the cohort is still without a secondary credential, representing a significant number of people in need of adult education and literacy services. This number is almost certainly larger now because of the recent growth in the Hispanic population and the large Hispanic high school dropout rate.

Table 3: Education Attainment - Numbers & Percent of Persons 25 Years and Older, 1990 & 2000

| | Total - 25 Years & Older | Less Than 9 th Grade | 9 th -12 th Grade, No Diploma | High School Graduate/ GED | Some College, No Degree | Associate Degree | Bachelor Degree | Graduate or Professional Degree |
|----------------------------------------|--------------------------|---------------------------------|-----------------------------------------------------|---------------------------|-------------------------|------------------|-----------------|---------------------------------|
| Oregon - 2000 Census | 2,250,998 | 111,705 (5% of total) | 223,106 (10%) | 591,229 (26%) | 610,753 (27%) | 149,639 (7%) | 369,252 (16%) | 195,314 (9%) |
| Oregon - 1990 Census | 1,855,369 | 114,724 (6% of total) | 288,885 (16%) | 536,687 (29%) | 464,420 (25%) | 128,482 (7%) | 252,626 (14%) | 129,545 (7%) |
| Increase/Decrease In Number Since 1990 | 395,629 | (3,109) | (5,779) | 54,542 | 146,333 | 21,157 | 116,626 | 65,769 |

Source: US Census Bureau 1990, 2000

F. PROGRAM PARTICIPATION BY ETHNICITY AND AGE

Tables 4-6 provide information on adult literacy enrollments in Oregon by ethnicity and age.

In all ethnic population groupings except white, Oregon's adult literacy service percentages exceed each group's percentage in the general population. This is especially true for Hispanics who account for 43 percent of the enrollments in adult education and literacy programs, but make up only 8.4 percent of the population. Moreover, most Hispanics are registered in the three lowest levels of ESL. Many of these people were pre-literate in their native language.

Increasingly, they are reportable as ABE students for federal purposes because of low level reading skills. It should be noted that there has been a large influx of immigrants from Eastern Europe in recent years, increasing the pool of white participants enrolled in ESL.

With the exception of California, Oregon enrolls by far the highest percentage of Hispanics in its adult education programs when compared to other states that collect data on a comparable basis (California, Iowa, Hawaii, and Connecticut).

The majority of Oregonians enrolled in federally-funded adult education and literacy programs in 2001-2002 range in age between 19 and 44, reflecting a policy emphasis on that age group as part of the state's intent to encourage adult re-entry into postsecondary education.

As noted above, community colleges provide nearly all (about 90 percent, based on approved local grant applications)³ of the adult education and literacy service in Oregon. Some 60 percent of them have waiting lists for ESL services. For example, Portland Community College averages 500 per term, while Chemeketa has 800. All programs in the state serve multiple native language students. To take the same two colleges, Portland reports having 15 major languages and 55 other languages and dialects. Chemeketa reports eight major language populations and numerous others.

Table 4: Oregon Adult Education and Literacy Participants by Ethnicity, 2001-2002

| | 1998-1999 Number (%) | 2001-2002 Number (%) | Group's Percentage of Population 2001* |
|--------------------------------|-------------------------|-------------------------|-------------------------------------------|
| White – non-Hispanic | 12,257 (44.9%) | 11,026 (41.9%) | 79.5% |
| Hispanic | 10,647 (39.0%) | 11,359 (43.1%) | 8.4% |
| Asian | 2,456 (09.0%) | 1,771 (6.7%) | 3.3% |
| Black | 1,147 (04.2%) | 1,089 (4.1%) | 1.6% |
| American Indian | 710 (2.6%) | 842 (3.1%) | .8% |
| All Other | 82 (.3%) | 227 (1.1%) | 6.4% |
| Total Population Served | 27,299 | 26,314 | 100% |

Source: Annual Report (CCWD 1990, 2002).

*Source: US Census Bureau, Supplementary Survey 2001 (see Table 1 above)

³ The balance of service is provided by the Department of Corrections and by voluntary and community based organizations.

Table 5: Ethnicity Distribution in Federally Funded Adult Basic Education Programs, 2001-2002

| State | AI/AN | Asian | Black | Hispanic | NH/PI | White | Other* | Total |
|------------------------------------|------------|------------|------------|-------------|------------|-------------|------------|--------------|
| CA – CCD | 0.7 | 18.8 | 1.6 | 66.5 | 0.6 | 11.8 | n/a | 100.0 |
| CA – Other Provider | 2.7 | 14.1 | 5.0 | 63.4 | 4.4 | 10.4 | n/a | 100.0 |
| California Total Population** | 0.5 | 10.8 | 6.4 | 32.4 | 0.3 | 46.7 | 2.9 | 100.0 |
| Oregon | 3.2 | 6.7 | 4.1 | 43.2 | 0.9 | 41.9 | n/a | 100.0 |
| Oregon – Total Population** | 1.2 | 2.9 | 1.6 | 8.0 | 0.2 | 83.5 | 2.6 | 100.0 |
| Iowa | 1.8 | 5.7 | 9.8 | 19.1 | 0.4 | 63.2 | n/a | 100.0 |
| Iowa – Total Population** | 0.3 | 1.2 | 2.1 | 2.8 | 0.0 | 92.6 | 0.9 | 100.0 |
| Hawaii | 0.9 | 39.3 | 1.9 | 7.8 | 34.6 | 15.5 | n/a | 100.0 |
| Hawaii – Total Population** | 0.2 | 40.8 | 1.7 | 7.2 | 9.0 | 22.9 | 18.2 | 100.0 |
| Connecticut | 0.5 | 6.9 | 20.7 | 41.6 | 0.2 | 30.1 | n/a | 100.0 |
| Connecticut – Total Population** | 0.2 | 2.4 | 8.7 | 9.4 | 0.0 | 77.5 | 1.8 | 100.0 |

* The Other category includes all persons not Hispanic or Latino who are classified as two or more races or some other race.

** Source: 2000 U.S. Census Data

Source: Table from *Adult Basic Education & Community Colleges in Five States*, Report from the Comprehensive Adult Student Assessment System (CASAS), Council for Advancement of Adult Literacy, September 2003

Table 6: Age Distribution in Federally Funded Adult Basic Education Programs 2001-2002

| State | 16-18 (%) | 19-24 (%) | 25-44 (%) | 45-59 (%) | 60+ (%) | Total (%) |
|--------------------|-------------|-------------|-------------|------------|------------|--------------|
| California – CCD | 5.8 | 23.0 | 52.9 | 13.0 | 5.4 | 100.0 |
| California – Other | 9.9 | 23.6 | 49.8 | 11.8 | 4.9 | 100.0 |
| Oregon | 15.5 | 26.2 | 47.5 | 9.0 | 1.8 | 100.0 |
| Iowa | 16.9 | 29.5 | 39.8 | 10.4 | 3.4 | 100.0 |
| Hawaii | 21.7 | 18.4 | 34.2 | 16.4 | 9.3 | 100.0 |
| Connecticut | 17.7 | 25.3 | 43.2 | 11.0 | 2.8 | 100.0 |

Source: Table from *Adult Basic Education & Community Colleges in Five States*, Report from the Comprehensive Adult Student Assessment System (CASAS), Council for Advancement of Adult Literacy, September 2003

G. PARTICIPATION IN FEDERALLY FUNDED PROGRAMS BY INSTRUCTIONAL PROGRAM AND FUNCTIONAL LEVEL

In Tables 7-10 below, participation rates by program type and learner proficiency level are shown for 2001-2002.

In general, the data in Table 7 shows that nearly half (48 percent) of Oregon’s adult education and literacy service provision, using federal classifications, is for ABE students. Some 45 percent is in the area of ESL. Only seven percent is in ASE-GED, although because of variations in the way the state and federal data is collected and applied (as will be explained later), Oregon’s ASE-GED service is in fact significantly higher than shown here.

Table 7: Adult Education Participants in Oregon by Federal Level, 2001-2002

| Level | 2001-2002 | Percent |
|--------------|---------------|-------------|
| ABE | 12,663 | 48% |
| ASE-GED | 1,746 | 7% |
| ESL | 11,905 | 45% |
| Total | 26,314 | 100% |

Source: Oregon Department of Community Colleges and Workforce Development, 1999-2002

Table 8 indicates that 32 percent of the state’s ABE service is to adults at the beginning levels – i.e., those with lowest skills proficiency (and Oregon appears to be serving a much larger percentage of students at the ABE Beginning Basic level than the four other states with which it is compared).

Table 8: Entry Educational Functioning Level Distribution for ABE Learners 2001-2002

| Educational Functioning Level | Percent ABE Learners | | | | | |
|-------------------------------|----------------------|----------|-------|-------|-------|-------|
| | CA -CCD | CA-Other | OR* | IW | HW | CT |
| ABE Beg Literacy | 3.3 | 9.8 | 11.4 | 20.2 | 34.2 | 11.5 |
| ABE Beg Basic | 8.6 | 14.8 | 20.4 | 9.7 | 9.2 | 11.4 |
| ABE Intermediate Low | 18.0 | 22.8 | 33.0 | 25.9 | 28.8 | 31.6 |
| ABE Intermediate High | 70.1 | 52.6 | 35.2 | 44.2 | 27.8 | 45.5 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

* In Tables 8, 9, and 10 Oregon’s numbers are from a special data analysis conducted by CASAS in July 2003. That data also used test scores to determine functioning levels. Therefore, reading is used more frequently than writing to determine functioning levels and level completion. While this methodology is more closely aligned with that of the other states included in the table (because they collect statewide data on a comparable basis), differences still exist.

Source: Table from *Adult Basic Education & Community Colleges in Five States*, Report from the Comprehensive Adult Student Assessment System (CASAS), Council for Advancement of Adult Literacy, September 2003

Table 9 shows the entry-level distribution for ESL learners. Nearly 60 percent of ESL students entered in programs at the most basic levels (and Oregon appears to be serving a larger percentage of beginners than the comparison states).

Table 9: Entry Educational Functioning Level Distribution for ESL Learners, 2001-2002

| Educational Functioning Level | Percent ESL Learners | | | | | |
|-------------------------------|----------------------|----------|--------------|-------|-------|-------|
| | CA - CCD | CA-Other | OR* | IA | HI | CT** |
| ESL Beginning Literacy | 3.8 | 6.4 | 26.9 | 20.2 | 26.2 | 11.2 |
| ESL Beginning | 24.7 | 32.5 | 31.9 | 33.6 | 29.1 | 28.0 |
| ESL Intermediate Low | 31.6 | 29.1 | 18.9 | 20.3 | 20.3 | 29.3 |
| ESL Intermediate High | 16.7 | 14.5 | 11.8 | 13.4 | 10.1 | 16.5 |
| ESL Low Advanced | 20.0 | 15.2 | 8.7 | 10.3 | 9.2 | 15.1 |
| ESL High Advanced | 3.1 | 2.3 | 1.8 | 2.2 | 5.2 | — |
| Total | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

* In Tables 5a, 5b, 6, 7, 8, 9a, and 9b Oregon's numbers are from a special data analysis conducted in July 2003. This data also uses test scores to determine functioning levels. Therefore, reading is used more frequently than writing to determine functioning levels and level completion. While this methodology is more closely aligned with that of the other study states, differences still exist.

** Connecticut does not report on the ESL high advanced level since students at that level are not considered to be in need of basic education in the English language.

Source: Table from *Adult Basic Education & Community Colleges in Five States*, Report from the Comprehensive Adult Student Assessment System (CASAS), Council for Advancement of Adult Literacy, September 2003

Table 10 shows that about 80 percent of Oregon's adult education and literacy service in 2001-2002 were at the federal ASE Low level (on a par with the four comparison states).

Table 10: Entry Educational Functioning Level Distribution for ASE Learners 2001-2002

| | Percent ASE Learners | | | | | |
|----------|----------------------|----------|--------------|-------|-------|-------|
| | CA - CCD** | CA-Other | OR* | IW | HW | CT |
| ASE Low | 71.0 | 74.4 | 79.3 | 80.0 | 70.4 | 84.7 |
| ASE High | 29.0 | 25.6 | 20.7 | 20.0 | 29.6 | 15.3 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

* Oregon's numbers are from a special data analysis conducted by CASAS in July 2003. This data also used test scores to determine functioning levels. Therefore, reading is used more frequently than writing to determine functioning levels and level completion. This methodology is more closely aligned with that of the other study states, but differences still exist.

** For California, ASE High was adjusted by removing the data from two agencies with incomplete data.

Source: Table from *Adult Basic Education & Community Colleges in Five States*, Report from the Comprehensive Adult Student Assessment System (CASAS), Council for Advancement of Adult Literacy, September 2003

H. NOTES ON INTERPRETING NRS-BASED TABLES

In interpreting tables used above and elsewhere in this paper that are based on National Reporting System (NRS) data, it should be understood that ABE/ASE adults in Oregon are placed in programs on the basis of assessment in reading, math, and writing, as geared to federal NRS criteria. ESL students are placed according to an assessment of their speaking, listening, and reading skills; in about 50 percent of programs, initial assessment in writing is also done.

Assessment in this range of skills is more extensive than required by the NRS, but Oregon needs it to ensure accurate placement and program design and to enable informed judgments about goal-related state outcomes. When Oregon conducted longitudinal studies of participants in the Oregon workforce and in social service programs, it found that at entry into literacy programs, only 35 percent of participants assessed below secondary level if reading was the only skill assessed, but 65 percent were at or below secondary level when also assessed in math and/or writing. Thus, the state adopted a policy that required multiple skills assessment as standard practice.

For NRS reporting purposes, students are placed according to their lowest assessed skill. This results in federal data that is at some variance with actual experience in Oregon. For instance, a significant number of people who achieve a GED or adult high school completion during a program will be reported on federal tables as ABE students because their math and/or writing skills at program entry are low, even though they have secondary level reading skills.

Further, high functioning speaking/listening ESL students may actually be enrolled in an ESL program although they are placed for federal reporting purposes in the three lowest levels of ABE because of the reading and writing assessments. ESL instructional staff may well deliver their reading and writing instruction; however, the trend is for higher-level functioning speaking/listening students to receive transition with ABE students, i.e., they are co-enrolled in ESL and ABE classes. Thus, while the preceding tables indicate that Oregon does not have a large ASE program, it does. The NRS data do not fully describe the Oregon adult basic skills system.

For effective state and local planning in Oregon, the NRS' educational functioning level measure is supplemented with many other kinds of state data. For example, the state (through local programs) conducts individual assessments in student goal planning, enrollments in workforce/workplace programs, co-enrollment in other education programs, and transitions to job training and postsecondary education. Level certification by individual skills appears to enable students to benchmark their progress better and build skill portfolios, as well as transition to education and workforce programs. Individual skill level assessment also allows for cross alignment with K-12 skill-area assessments, GED subtests, proficiency-based community college program entrance and assessment systems, and entrance proficiency into the university system.

I. PARTICIPATION BY EMPLOYMENT STATUS

State economic policy in Oregon requires linkage between skills upgrading and workforce development programs. It also requires that services be provided on a collaborative, non-duplicative basis. For these reasons, the employment status of adult education and literacy students is critically important information for state, regional, and local planning.

In the last year for which verifiable data is available (2002), some 41 percent of the state's adult education enrollees were in unemployed status as compared to a general statewide unemployment rate of 6.2 - 6.4 percent. This high percentage represents a significant increase from just a few years ago.

Table 11: *Adult Education Participants by Employment Status 2001-2002*

| Status | Number | Percent |
|-----------------------------|--------|---------|
| Employed | 9,905 | 37.9 % |
| Unemployed (in labor force) | 10,840 | 41.4 % |
| Not in Labor Force | 5,569 | 20.7 % |
| Total | 26,314 | 100% |

Source: Oregon Department of Community Colleges and Workforce Development, 2002
(www.Oregon.gov/CCWD/index.html)

Table 12: Unemployment Rates for the Total Population – July 2001-2002

| Unemployment Rate | California | Oregon | Iowa | Hawaii | Connecticut |
|-------------------------|------------|--------|------|--------|-------------|
| Not Seasonally Adjusted | 5.7 | 6.2 | 2.9 | 4.7 | 3.8 |
| Seasonally Adjusted | 5.3 | 6.4 | 3.4 | 4.5 | 3.5 |

Source: Bureau of Labor Statistics 2002

J. PARTICIPATION OF PEOPLE ON PUBLIC ASSISTANCE OR INCARCERATED

People on welfare and those in correctional institutions also figure in state policy and adult education service delivery. (The connection will be fully explained in a later section of this report.) The number/percentage supported by the federal Temporary Assistance to Needy Families (TANF) program is small, about 1.3 percent of the total state population. But TANF recipients make up about 8 percent of those served by adult literacy programs. Oregon has a long history of allocating Title II resources for education services for incarcerated adults. In 2001-2002, 16.6 percent of the total adult education and literacy enrollments were incarcerated individuals,⁴ although this group makes up only .07 percent of the total state population.

Table 13: Participation by TANF Recipients & Incarcerated Adults

| Status | Number in Total Enrollments | Group As Percent of Total Enrollment | Group As Percent of Total State Population |
|----------------------|-----------------------------|--------------------------------------|--------------------------------------------|
| On public assistance | 2,052 | 7.8 % | 1.3% |
| Correctional setting | 4,384 | 16.6 % | .07%* |

Source: Oregon Department of Community Colleges and Workforce Development, 2002 Title II Federal Report; Oregon Bureau of Justice Statistics, Oregon Department of Corrections.

* Includes Oregon state prison and county jails.

⁴ Until 1991, adult education services for correctional education were provided primarily by community colleges. In 1991, state legislation was passed that required the Oregon Department of Corrections to implement adult basic skills programming replicating the community college model. Services are now provided by community/county correctional education institutions or by the colleges under contract to the Department of Corrections.

Table 14: TANF Participants in Federally Funded Adult Basic Education Programs

| State | Adult Basic Education Public Assistance 2001-2002 (% Total Enrollment) | TANF Recipient Rates* 1999 (% Total Population) |
|--------------------|---------------------------------------------------------------------------------------|----------------------------------------------------------------|
| California - CCD | 3.1 | n/a |
| California - Other | 6.9 | n/a |
| California - Total | 6.4 | 5.4 |
| Oregon | 7.8 | 1.3 |
| Iowa | 8.9 | 2.1 |
| Hawaii | 7.5 | 3.8 |
| Connecticut | 2.6 | 2.5 |

* Total state population results are from U.S. Department of Health and Human Services and the U.S. Census Bureau. The most current data is from 1999.

Source: Table from *Adult Basic Education & Community Colleges in Five States*, by the Comprehensive Adult Student Assessment System (CASAS), Council for Advancement of Adult Literacy, September 2003

K. POLICY AND FUNDING SETBACKS

While past support of welfare recipients and incarcerated individuals has been relatively extensive, it should be noted that recent and anticipated federal policy changes,⁵ coupled with a poor state economy, are making it necessary for Oregon to reprioritize many state education services. The state's ambitious target goals in some areas of adult education service provision are undergoing temporary modification in light of the financial realities.

One result is that the state has begun to experience a reduction of resources for adult education generally on a region-by-region basis. This is occurring despite the fact that numerous independent studies⁶ have strongly affirmed that individuals in an integrated program for basic skills and workforce readiness (like those Oregon developed and implemented statewide from

⁵ Among other changes in federal thinking, the U.S. Department of Human Resources is anticipating changes in federal legislation and regulations that will alter their support of adult basic education and GED attainment as supported services in the states.

⁶ Among the studies are *Oregon's Steps to Success* by the Manpower Development Research Corporation, a longitudinal comparative study of welfare participants by Portland State University's Steve Reder, and a joint study by the Center for Law and Social Policy (CLASP) and the National Council of State Directors of Adult Education.

1988 to 2002) result in better job placement, job retention, and wage progression; more and more successful transitions to community college education and training; and reduced dependence on public assistance/welfare.

For TANF recipients, the situation is quite serious. Due to loss of funding, the state has been forced to move more toward “referral” of services and, at least for the time being, curtailment of crucial childcare and transportation costs.

Programs for incarcerated adults have been especially hard hit. Since 1991, the legislature has mandated that the Department of Corrections (DOC) provide basic skills services for inmates (usually working with community colleges under contract), and they have been required to use assessment and performance measures geared to Title II accountability. Yet the DOC has had a recent major reduction in the resources needed to meet this charge. At this writing, three correctional facilities have been eliminated or have had to cut back dramatically their basic skills programs (despite federal/state ratings of excellent). The DOC is still conducting initial basic skills assessment as part of the intake process for all offenders. And it is trying to adapt to changing economic circumstances by assigning inmates with basic skills needs to institutions that still have good instructional programs.

Of course, under the best of economic circumstances, performance and accountability requirements for community and county corrections programs are a challenge for Oregon’s city and county correctional institutions because of how non-instructional issues affect instruction – such as length of incarceration, suitability of space in the facilities, intensity of instruction, and provider access to inmates.

L. OREGON TITLE II PERFORMANCE OUTCOMES

Adult education and literacy performance is judged in the state according to two major reporting systems, federal Title II criteria and Oregon’s own Education and Workforce Shared Performance System. As a condition of federal Title II funding, performance goals must be “negotiated” with the Division of Adult Education and Literacy of the U.S. Department of

Education (USDAEL). Thus, both systems are based on the categories of measure used in the Title II regulations, which require states to provide information on students' performance according to whether they have:

- Increased their skill levels in ABE, ASE, and ESL programs
- Completed high school
- Moved into postsecondary education or job training programs (for students who specified either as a goal)
- Secured employment (for students specifying employment as a goal who were employed at the end of the first quarter after program completion)
- Retained employment (for students specifying employment retention as a goal on enrollment, who found work by the end of the first quarter, and who were still employed at the end of the third quarter following program exit).

Oregon uses the CASAS Tracking of Programs and Students (TOPSpro) software to generate performance reports for colleges and for the state, based on the standard national measures. (Additional information on certifying and analyzing data is given later in this report.)

The data in Table 15 indicates that in the areas of ASE-GED, meeting high school completion or ABE goals, and getting and keeping a job, Oregon's performance rate was between 46-58 percent in 2001-2002. About a third of students with the goal of entering postsecondary education did so. In all categories except English Language Literacy (ESL), Oregon exceeded its negotiated federal performance goals quite substantially. ESL performance goal achievement signals an area in need of special attention. However, the actual performance of ESL students, 21 percent, exactly matched the percent negotiated with USDAEL, so the goal was in fact met.

Table 15: Adult Education and Literacy Performance Rates, 2001-2002

| | Performance Goal Negotiated with USDAEL | Percent of Adults Meeting Performance Goal | Points Above Target | Number of Adults Meeting Performance Goals |
|------------------------------------------------------------------|------------------------------------------------|---------------------------------------------------|----------------------------|---------------------------------------------------|
| Measure 1: Demonstrated Improvement in Literacy Skills. | | | | |
| Adult Basic Skill Development * | 37% | 46% | 9 | 5,937 |
| Adult Secondary Education * | 39% | 56% | 15 | 876 |
| English Language Literacy * | 21% | 21% | - | 3,085 |
| Measure 2: High School Completion.** | 40% | 46% | 6 | 2,653 |
| Measure 3: Entered Postsecondary Education or Training ** | 20% | 32% | 12 | 503 |
| Measure 4: Entered Employment ** | 28% | 51% | 28 | 869 |
| Measure 5: Retained Employment ** | 39% | 58% | 19 | 345 |

* ABE, ASE, and ESL performance outcomes (in Measure 1) are determined with assessment instruments, data collection software, and federal reporting programs that are all products of CASAS.

** Performance for Measures 2-5 is generated by data matching with state agency databases managed at either the Department of Community Colleges and Workforce Development (CCWD) or the Oregon Department of Employment.

Source: Department of Community Colleges and Workforce Development, 2002

PART II. BUILDING AN INTEGRATED STATEWIDE SYSTEM

Since the 1960s, with the establishment of community college formation law, adult education and literacy has been integrated into the mission of all community colleges in Oregon. But to fully understand the adult education enterprise, it is necessary to see it and community college administration within the context of several important governing principles and actions – some adopted to support effective state governance as a whole, some specific to achieving desired goals in adult education, and all linked in an ongoing effort to maximize outcomes in light of state economic, community, and environmental goals. This section of the report gives a historical account of how the present governance structure for adult education came about, discussed principles underlying various elements of that structure, and shows what the combined effort aims to achieve.

A. STATEWIDE COMMUNITY COLLEGE GOVERNANCE MANDATED (1960)

In 1960, the Oregon state legislature mandated that community colleges operate on a “comprehensive services” model to reach communities everywhere in the state and at all skill levels. Included in this mandate was responsibility for services in adult education and literacy. Community college districts were formed and elections were held at the local level. Within the districts, each college had a locally-elected governing board and a local taxing authority. To date, as indicated earlier, 17 community colleges have been formed. (Several counties in rural Eastern Oregon and Southern Oregon have not yet been annexed into the 17 college districts. They receive state general fund resources to contract with an existing community college for locally-identified community college services.) For the next 20 years, the Oregon State Department of Education had responsibility for administering both the community colleges and the K-12 system.

B. OREGON LITERACY, INC. FOUNDED (1965)

Oregon Literacy, Inc. was formed in 1965. It is a nonprofit statewide organization dedicated to providing voluntary tutoring services; building awareness in the state; fostering effective advocacy and marketing of adult basic skills services; making referrals to small community-based service groups, community colleges, and job training programs; and providing tutor training, materials, and support services. It also operates a statewide tutor HelpLine.

Significantly, the role of Oregon Literacy and its collaborative interaction with state adult education and literacy entities over the years has been strengthened through provisions in state legislation.

C. ADVANCES IN WELFARE TO WORK: The Birth of Interagency Collaboration (1984)

In 1984, the legislature formed a new JOBS Task Force to study the welfare system and make recommendations for reforming and remodeling its services. Not only were welfare agencies and personnel involved, but also participation was required by community colleges, adult education and literacy programs, officials responsible for the state's Job Training Partnership Administration (JTPA), and the Oregon Employment Department.

The task force found that the basic skills levels of welfare clients were not being assessed consistently across welfare offices. In addition, if assessment was done by other local agencies, such as community colleges or JTPA programs, no two partners or communities used the same assessment tools. Welfare assessment had to be made more meaningful. No conclusions could be drawn about the skills profile for individuals or the efficacy of adult education programs for welfare recipients (or any other group in the system for that matter) because of inadequacies in the system of assessment. A multi-agency task force was created to explore other approaches to assessment.

The task force sought to identify assessment instruments that might be appropriate for common use across welfare agencies and programs. It concluded that for proper placement in job-related skills programs, the state should use assessment tools that are contextualized, criterion-

referenced, and developed for adults, rather than norm-referenced tools. As a result, Oregon contracted with the highly regarded Comprehensive Adult Student Assessment System (CASAS) to help with test development and implementation.

State agency partners defined how implementation would take place. Resources were bundled; agency assignments were made on the basis of agency expertise. State adult education and literacy staff were chosen to acquire the assessments, build the training system, provide local technical assistance (to eight local pilot sites), and collaborate with the Employment Department to create a state data collection system for basic skills assessment in reading and math. Client demographics, very similar to elements of the NRS system, were also collected.

This was the beginning of Oregon's move to a common interagency system for adult education and literacy programs of all sorts all over the state. Quite literally, concern about outcomes for one population group – people on welfare – provided the spark.

The JOBS Task Force also recommended that because local welfare offices were primarily compliance agencies, they were not to develop and offer the new program components but should instead partner with local agencies having the needed expertise. The state welfare office, state JTPA, and Office of Community Colleges were to build the program models collaboratively, jointly administer the pilots, and develop strategies to eliminate federal-state barriers to service delivery. At the local level, the welfare office manager, community college staff, community college basic skills directors, and local JTPA staff were to construct a local plan for submission to the state team for funding. Instructional services were provided by the community colleges. This was the birth of interagency collaboration in Oregon, really interagency integration.

Finally, although the new welfare adult education programs were well funded, basic skills instruction had to be 20 hours per week and most community college programs lacked the intensity of service needed to meet that requirement. Many were still using individualized instruction on an open-entry/open-exit basis. Thus began a major transition to group instruction, the use of technology, and contextualized learning – to include family, work,

and community applications in reading, writing, and math in addition to the GED-preparation focus of the colleges.

Despite many remarkable breakthroughs during this period, adult education services for welfare recipients have been curtailed recently because of unexpected changes in federal welfare legislation and reductions in state resources due to the economic recession. State officials intend this to be a temporary phenomenon.⁷

D. BUILDING A COLLABORATIVE VOLUNTEER TUTORING SYSTEM (1985 on)

In 1985, inspired by Project Literacy Plus, a national television-based public awareness campaign, Oregon began to consider collaborative approaches to volunteer tutoring. In 1989-1990, the state director of adult education and literacy and Oregon Literacy joined together and, with State Leadership funds, developed a statewide basic program of tutor training, called Training Effective Literacy Tutors (TELT). TELT consists of 10 to 18 hours of training. Training sessions were (and are still) given throughout the state at different locations and times of year. The training includes modules on the Learner, Techniques for ESL, Techniques for Literacy, Putting It All Together, and Math. Title II professional development funds provide training for some 1,000 volunteer tutors every year using TELT, working collaboratively with Oregon Literacy, Inc. and others.

Oregon community colleges had already established volunteer literacy instruction as part of their adult education programming, and Oregon Literacy had for nearly 25 years built up a network of community-based volunteer tutoring programs across the state. But the college and local CBOs had separate training systems for tutors and duplicated local administration, which the state considered to be not only inefficient but a drain on resources. Moreover, in many rural areas at the time – about 80 percent of the state – there was limited access to volunteer tutor trainers and training.

⁷ In some regions of the state, DOC community college contracts for adult education services have had to be terminated altogether. In the current welfare-to-work environment, adults are referred to any adult education programs within reach, but few have access to needed childcare and transportation support services. Welfare adult education programs for the present are more a referral system than a supported basic skills program component.

It was decided that small federal adult education and literacy grants would be made for consortia applications in order to bring about integration and streamlining of services. And state adult education and literacy professional development resources were redirected to achieve three things: forging of a combined teacher training program that met criteria both entities believed were critical, spreading training to all regions of the state, and identifying a cadre of master trainers drawn from both CBOs and community colleges (who would be paid as part of the Oregon Professional Development Training system).

The consortia grants worked particularly well for a number of years because the colleges already had fiscal infrastructure and the ability to do federal reporting. However, as new federal legislation (the Workforce Investment Act, 1998) began to require certain forms of assessment and performance accountability – which community-based organizations can seldom afford – direct access to federal adult education and literacy funding became increasingly difficult for non-college community providers to tap into. The voluntary instructional role began to diminish, except that access to state certified tutor training has remained available to all entities in the state regardless of affiliation, organizational status, or program type, and volunteer/CBO groups continue to provide various support instructional support services both in the colleges and in outside communities.

E. OREGON JOINS THE CASAS CONSORTIUM (1986)

In another step forward, in 1986, Oregon joined the Comprehensive Adult Student Assessment System (CASAS) policy consortium. The California-based CASAS is a nationally recognized and highly experienced authority in research and assessment of functional context adult basic skills. It works with a national consortium of members from 28 states and the Pacific Rim, and, according to a publication by the Council for Advancement of Adult Literacy,⁸ it maintains regular communications and a collaborative network with a vast array of domestic and international adult education programs.

⁸ Foreword to *Adult Basic Education & Community Colleges in Five States*, Council for Advancement of Adult Literacy, September 2003.

Membership benefits Oregon in many important ways. As noted earlier, it enables a comparison of service and performance variables with four other states that collect data on a comparable basis. In addition, membership allows partnering with other states to develop standardized data for reports, spreads the cost of developing and applying assessments with other member states, and gives Oregon a voice in shaping assessment reports. It also makes it possible for Oregon to link student outcomes with institutional reporting, through the use of CASAS' TOPSpro program.

F. OFFICE OF COMMUNITY COLLEGE SERVICES CREATED (1987)

In 1987, the legislature decided that the state's educational priorities would be better advanced by separating community college administration from the K-12 system. The Office of Community College Service was formed to assume complete responsibility for community colleges. At the same time, the Oregon State Board of Education (SBE) was established to oversee the two independent educational systems. To direct this new structure, which still exists today, the SBE selected a new Commissioner of Community Colleges, elevating this position to the same level as all other state agency heads.

Creation of the SBE was designed to bring about fuller engagement between the governor's staff and education officials so as to assure integrated attention to economic, workforce, and educational strategic planning at the highest level of government. Because the commissioner was responsible for Oregon's federal adult education and literacy grant program, basic skills educators acquired a more important voice. From the outset, the commissioner has worked closely with the SBE and with a separate State Board on Higher Education to build connectivity between the state's two postsecondary systems.

G. OREGON SHINES AND THE OREGON PROGRESS BOARD (1989, 1997)

Beginning in 1989, at the end of a serious recession suffered by the state in the late 1980s, the legislature created *Oregon Shines*, a framework and a vision for managing Oregon's economic

destiny over the following two decades. The state's overarching goal was to "build an advanced economy that provides well paying jobs to the maximum number of our citizens."⁹

At the same time, the legislature created the Oregon Progress Board, an independent planning agency to identify, monitor, and report on achievements in attaining a variety of specific benchmarks (or indicators) that were established. The Board is made up of leaders reflecting the social, ethnic, and political diversity of the state. It is chaired by the governor.

With the help of some 16 committees (representing business, labor, education, and government), the creators of *Oregon Shines* – in a process that extended over four years – developed a plan for the future which envisioned a well-managed economic development plan, innovation and creativity in state affairs, pride in the state's natural heritage, quality education for all citizens, individual energy and spirit, and strong ethical leadership. Goals were adopted in numerous areas that bear on the quality of life in Oregon and the state's ability to compete in an international economy – e.g., industrial diversification, education at all levels including workforce literacy, tourism, civic engagement, family and child development, retraining for displaced workers, equitable distribution of income, and quality of the environment.

To achieve this vision, six broad goals were set down as follows:¹⁰

- **Raise the state per capita income to the extent that it equals or exceeds the national average.** The incomes individual Oregonians earn represent one of the most significant measures of well being. By increasing labor and industry productivity, we propose to raise income levels during the 1990s.
- **Decrease the number of Oregonians in poverty.** One of the most disturbing trends in the United States during the 1980s is the shrinkage of the middle class. It is important to reduce the number of Oregonians forced into low-paying jobs.
- **Stabilize employment levels in all regions of Oregon.** Stimulate economic opportunity in all areas of the state and minimize further decline of rural economies.
- **Stimulate sufficient job expansion to accommodate increases in labor force participation and modest employment growth.** Modest growth in jobs remains an

⁹ Oregon Progress Board web site (http://egov.Oregon.gov/DAS/OPB/os_1.shtml)

¹⁰ Ibid.

important statewide goal. However, Oregon's success in economic development should not be measured entirely by the number of jobs created. In the decades ahead, a significant growth in jobs accompanied by modest growth in the labor force would create in-migration, which is a mixed blessing for the state.

- **Maintain and enhance Oregon's livability.** The livability of a region is...a matter of subjective judgment. However, it is possible to develop a battery of measures to gauge Oregon's quality of life. These include such indicators as crime rates, air and water quality, parks, libraries, housing costs, and commute times. On each indicator, we want to see stability or improvement over time.
- **Increase literacy, math, and science skills among Oregonians as well as functional workplace skills in listening, communicating, solving problems, and working cooperatively with others.** In order to achieve the goals stated above, it will be critical to make sure that Oregonians have the capabilities to work in an advanced economy. A measurably superior work force with a range of productive skills is critical to the achievement of this vision and strategy.

Using the National Adult Literacy Survey (NALS I) as a model, in the early 1990s the Oregon Progress Board established several dozen high-quality-of-life indicators (90!) against which to measure progress toward the strategic vision of *Oregon Shines* and it established baseline data for the system.¹¹

The indicators – in economics, education, civic participation, social support, public safety, community development, and the environment – provided the foundation for solving economic, social, and educational problems of the future. They are still in use today. Policymaking and budgeting activities were (and are) informed by them. Oregon's state-level agencies are required to link their key performance measures to them. And organizations at the regional and local level must use the benchmarks to help measure their own progress. Community colleges have the primary responsibility for achieving the adult education benchmarks. Student achievement indicators are one measure of success in Oregon's educational reform initiatives. Adult literacy for reading and math at an intermediate level and completion of high school or high school equivalency by age 25 are two others.

¹¹ Oregon Progress Board, *The Oregon Literacy Survey*, 1991.

By the mid-1990s, Oregon's economy was riding the wave of the nation's technology boom, necessitating an update of *Oregon Shines*. In 1997, *Oregon Shines II* was adopted – retaining the original goals but strengthening quality of life goals focused on community and environmental issues. *It is highly significant to note that Oregon Shines has remained in place now through four governors and twenty legislative sessions.* Its long-term vision provides stability at the state level and allows collaborating agencies to work together without the disruption of political agendas. The adult education infrastructure is both a beneficiary of and a participant in the overall statewide process. Interestingly, the accountability implied by the *Oregon Shines* framework goes hand in hand with the use of a (business model) total quality management (TQM) approach adopted by government in Oregon which, as already noted, vigorously seeks continuous improvement in all state systems.

H. RESPONSIBILITY FOR INMATE SERVICES SHIFTED TO DEPARTMENT OF CORRECTIONS (1991)

In 1991, state legislation was enacted that shifted implementation responsibility for basic skills and vocational education in prisons from the prisons themselves to the Oregon Department of Corrections (DOC) contracting with local community colleges. The DOC was directed to create an education and workforce department and hire a state education manager. The legislation stipulated that all inmates entering the state corrections system would be assessed for basic skills in reading and math, using the CASAS tests discussed before. Exact cut scores were identified for mandatory adult education and literacy services for inmates in Oregon state prisons.

The prisons were not allowed to build independent instructional programs, but had to contract with the local community colleges for services. State general funds were allocated to the DOC for that purpose. Some prisons already had basic skills instructors on payroll; they were retained but integrated into the community college delivery system.

A basic skills program quality review at the state's maximum security prison turned up certain program design and instructional delivery problems. To address these, DOC's state education manager and a staff curriculum specialist joined the Council of Adult Basic Skills Directors (see item I below) and began to meet quarterly with state-level adult education and literacy staff. All

teachers in the state correctional facilities were subsequently required to attend Oregon professional development training workshops, and many continue to participate in special projects or committees managed by the state. In short, DOC, working with the state and the community colleges, has been an active collaborator in efforts toward non-duplication and integration of services and sharing of resources – in keeping with an important policy value established by the state.

I. COUNCIL OF ADULT BASIC SKILLS DIRECTORS REFORMED (1991-1992)

In 1991-92, the Oregon Council of Adult Basic Skills Directors (OCABSD) – originally formed in 1971 to address federal and state compliance issues – was reconstituted to address policy development and program implementation. Its membership consists of directors of local community college adult education program directors, staff of the Department of Corrections (as just noted), state adult education staff, and other agencies. Its primary purpose is to identify strategic issues and problems from the program perspective. Its aim is to facilitate collective problem solving – in order to further Oregon’s human resource and workforce development goals. Council members work together to monitor state and federal compliance issues and to bring forward legislative and policy matters.

State and federal compliance issues are a central part of OCABSD’s agenda, but state staff have responsibility for bringing forward federal and state issues and emerging changes in legislation or state policy that will affect adult education local service provision. Local program administrators identify and add strategic issues from the local program perspective.

Each year, the Council selects and prioritizes several issues and forms a short-term task force to work through the issues with state-level staff. In 1994, an accountability task force was formed to help define and implement a program-level assessment and reporting system. It provided the foundation for implementing Oregon’s National Reporting System (NRS). Other OCABSD task forces have been established for professional development, workforce education, technology, limited English proficiency, and secondary standards. In 2003, the focus was on transition to postsecondary programs.

J. DEPARTMENT OF COMMUNITY COLLEGES AND WORKFORCE DEVELOPMENT CREATED (1994)

In 1994, the governor moved the Job Training Partnership Administration (JTPA) into the Office of Community Colleges. The legislature followed by making the merger official and renaming the agency the Department of Community Colleges and Workforce Development (CCWD). The idea was to create a more effective environment for developing new strategies for linking adult education and workforce development programs. The change presented enormous challenges to the CCWD because it now had responsibility for integrating grants from two different federal agencies – the U.S. Department of Labor and the U. S. Department of Education – each with its own culture and regulatory requirements.

The agency took immediate steps to develop links between adult basic skills services and the JTPA out-of-school youth programs. It also created improved service models for dislocated workers (many of whom were limited English speakers) and connected the community college training system to state and local job services. Additional JTPA funding from the Department of Labor was used to support the state adult education and literacy assessment training system and other projects that benefited both systems. The commissioner's leadership role expanded beyond the distribution of state general fund and federal resources; the commissioner became the liaison between the colleges and the state board, the governor, and the legislature.

A new CCWD organizational structure was put in place in 2002. Currently, CCWD distributes federal and state funds, including both federal adult education and literacy grants, postsecondary Perkins grants to community colleges, and Workforce Investment Title IB resources to local workforce areas. It also approves new programs and courses and adopts rules for the general governance of community colleges.

CCWD is organized to provide the most effective support for adult education programs and initiatives. To give just one example, CCWD's commissioner is hired by the Oregon Board of Education and serves as a state agency head on the governor's Education and Workforce Cabinet. As part of the cabinet, the commissioner is an advocate for adult education, participating in policy development and decision making at the highest level. The commissioner

also works with the Oregon Workforce Investment Board, connecting education and workforce policy. To give another example, CCWD Title II staff administer the WIA-funded state grants for adult literacy, have responsibility for developing the Oregon adult education and literacy state plan, and participate in Oregon's unified planning process as the state's adult literacy advocacy voice. In part, because of its location and Title II responsibilities, the staff can collaborate with other agencies, colleges, and related organizations to address common problems, respond to new initiatives, and stimulate innovation.

K. THE GORE REINVENTING GOVERNMENT OPTIONS PROGRAM (1994)

In 1994, Oregon was chosen to be a pilot state for Vice President Al Gore's "Reinventing Government" initiative. In that program, the U.S. Departments of Labor, Education, and Health and Human Services were to work with mirror agencies in selected pilot states on collaboration issues and strategic planning.

This was Oregon's first attempt at integrated state planning. It had to define challenges and opportunities for the creation of regional plans to be developed by local planning teams and recommend suitable models of multi-agency technical assistance to the teams. The effort was a genuine collaboration among a federal team assigned to the project and state and local teams in Oregon. The state director of adult education was a member of the state planning team because the stated mission of the Oregon project was "to develop by the year 2000 an education and workforce system that was the best in the world."

The work done in this pilot program provided the foundation for Oregon's Unified Workforce Investment Act state plan submitted in 2000. The project defined challenges and opportunities to unified regional plans and recommended models for multi-agency technical assistance to local teams.

L. PLANNING GAINS DUE TO THE WORKFORCE INVESTMENT ACT **(from 1998 on)**

When the federal Workforce Investment Act (WIA) became law in 1998, Oregon already had an established history of collaborative public planning for adult education and workforce development. The WIA provided support for unified planning, further collaboration, and strategic initiatives. To implement the WIA and comply with its requirements, Oregon was required to create a workforce board that would develop aggressive policy requirements, shared performance indicators, and training systems. It also had to develop a unified plan for its WIA activities, and build a One-Stop system. CCWD assumed a leading role in implementing many of the requirements.

Oregon had been planning to submit a five-year state plan under Adult Education and Family Literacy of Title II, but because the U.S. Department of Education required that its state plan be submitted a year prior to submission of its Department of Labor Title I application, the CCWD staff team for adult education and literacy submitted a one-year transition plan instead, knowing that Oregon would be sending in a unified WIA application.

Development of the unified WIA plan was a major accomplishment of state agency collaboration. Several steps were taken to achieve this.

The Oregon Workforce Investment Board. The governor formed a new state board, the Oregon Workforce Investment Board (OWIB), as required under WIA. OWIB members were drawn from government agencies, business, industry, and education institutions. An OWIB staff liaison and a One-Stop coordinator were housed at the CCWD. Funding for the positions was (and is) shared by the Oregon Employment Department and CCWD. Local WIBs were also put in place, and connectivity between workforce training and education was enhanced at all levels.

The unified plan itself included all mandatory partners named in WIA – CCWD, the Department of Education, the Employment Department, and human resource agencies (representing welfare, senior services, and disability services). A state planning group was organized, coordinated by

the workforce coordinator under the shared direction of the agency heads and the governor's office. The group's plan was presented in turn to two state boards: the State Board of Education (SBE) and the new OWIB. The OWIB approved portions of the plan having to do with WIA administrative requirements and Title I services for youth, adults, and dislocated workers. SBE reviewed and approved the Title II and postsecondary Perkins sections. The governor submitted the plan to the federal government. The state director for adult education and literacy served on the planning group.

One of the OWIB's first charges for a unified education and workforce system was to develop a "shared performance accountability" system across agencies and programs, in a way that integrated the *Oregon Shines* benchmarks. Among the thirteen indicators chosen were *adult skill gain, achievement of a secondary credential, and transition to postsecondary education and job training*. Interagency teams were created to work on each of the indicators.

Today in Oregon, all agencies allocate resources for the development of a common data collection and reporting system. It is housed at the Employment Department where data can be aggregated and reported out so as to show how each agency contributes to the attainment of the indicator. Because all agencies are responsible for achieving the state's education and workforce indicators, these results are reported to the local Workforce Investment Boards, the community colleges, SBE, and OWIB. Adult education and literacy staff lead the adult skill gain indicator work and participate in work on the secondary credential and transitions programming. Of even greater importance, the staff are integrally involved in development and definitions for the data collection system, ensuring that Title II skill gain information is reliably represented in the state's performance system and that data from other systems for adult basic skills follow Title II criteria.

To stimulate local level collaboration, money from the Governor's Discretionary Fund was directed to WIA current workforce activities – demonstrating in still another way that state-level commitment supports local participation and integrates business and industry in creative projects.

Building a One-Stop System. Finally, as an integral part of the unified plan, a One-Stop system was put in place that provides for Workforce Development Centers in various regions of the state. The centers – there are presently 36 – provide services to job seekers (training, testing, and screening) and support the human resource needs of business. Community college Title II programs are partners in the planning and delivery of One-Stop services. Eleven colleges offer ABE, GED, and/or ESL classes in the centers, some on campus, and some in off-campus locations.

Oregon required each local workforce region to submit a unified WIA local application. Because of different regulatory requirements of the federal funding agencies, it was not easy for the various local agencies involved to work together, and they have had to adopt many strategies to deal with the challenge. But there have been many benefits from the active participation of local colleges and workforce agencies.

For example, because of local input the unified state plan prepared for the federal government included an element for education needs assessment beyond the JTPA plans that favored workforce and economic development data. The local basic skills directors ended up with talking points when it came to planning service and their role in the One-Stop system, and they knew that Title II requirements would have to be a part of the planning by local Workforce Boards. In short, it became necessary for workforce agencies to pay attention to basic skills gains, secondary school completion, and transitions to postsecondary education and training. A whole new level of local dialog began to occur.

M. REORGANIZING CCWD TO IMPROVE EFFECTIVENESS (2002)

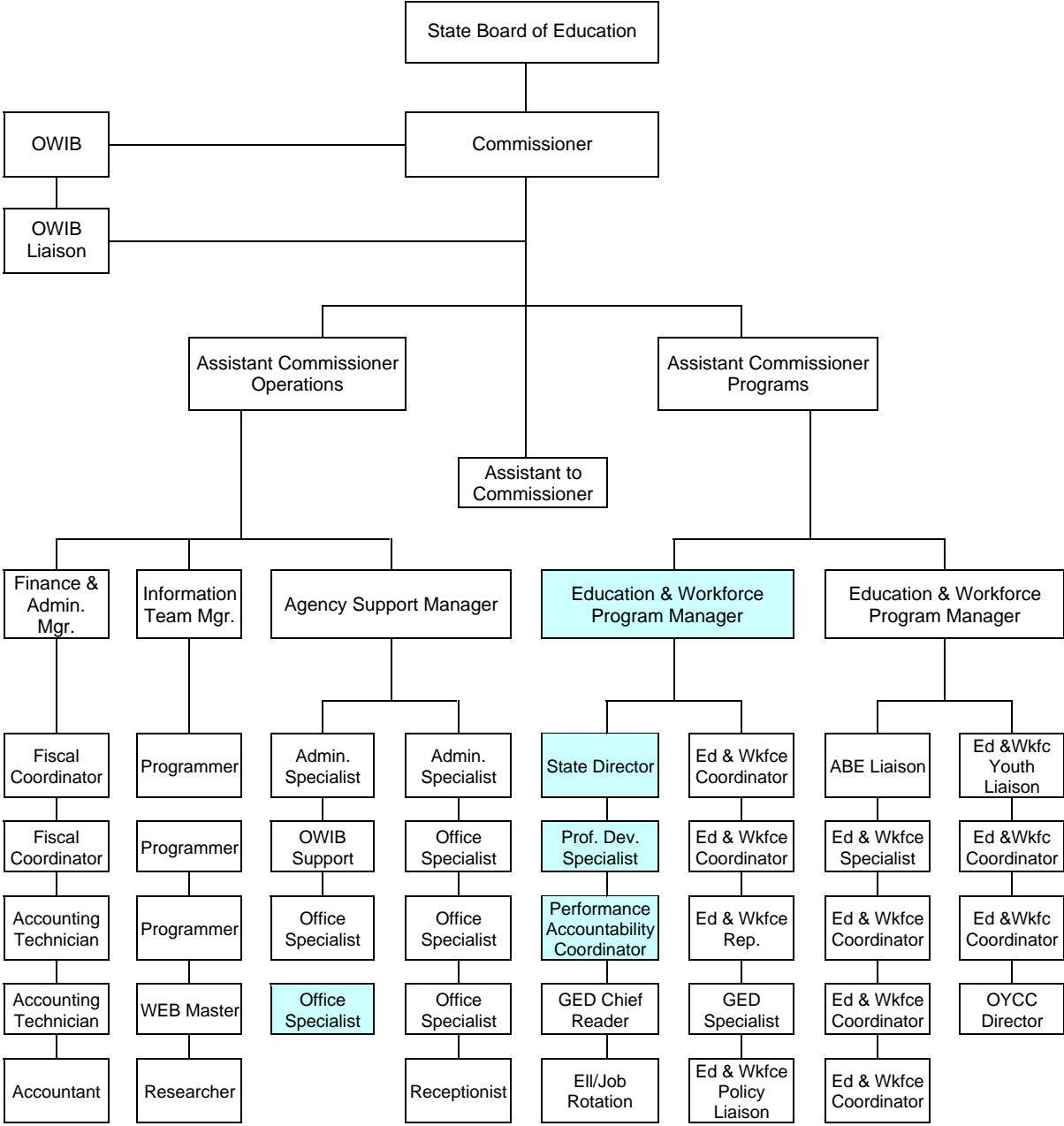
The organizational structure put in place when CCWD was formed in 1994 was found in time to be unsuited to the new WIA-generated climate. Thus, in 2002, the CCWD was streamlined and reorganized into its current form (see Figure 2 below). The revised structure provides separate deputies for programs and operations, both reporting to the commissioner. Two strategic managers, called Education and Workforce Program Managers, report to the deputy commissioner for programs. Program specialists and coordinators report to the strategic

managers. They do different work because federal programs are so different in expectation and culture. Given the agency's multiple education and workforce purposes, this streamlined structure is still a work in progress. (See Appendix C for a chart of functional, strategic targets.)

Figure 2 highlights the four staff positions devoted to the adult education and literacy unit. The current strategic manager of this unit has taken great care to get to know and understand applicable sections of Title II. Among other things, she has attended a new training program for state directors conducted by USDAEL in Washington and taken part in local program review activities. She meets regularly with staff of the adult education unit, which includes a state director, state leadership specialist, and a data collection and federal performance coordinator.

It is important to note that the entire CCWD operations team provides support to the adult education unit. Fiscal, research, database programming, website development, computer and technology maintenance, and technical assistance in other areas are just a few of the services provided.

Figure 2: Department of Community Colleges and Workforce Development Organizational Chart



State staff primarily responsible for adult education and literacy
 Source: Department of Community Colleges and Workforce Development 2004

N. UPCOMING INITIATIVES

Currently, two new system-building initiatives are being developed in Oregon. In one, Oregon's governor, Ted Kulongoski, is organizing the state education and workforce cabinet agencies around a "Knowledge Workforce" policy agenda – one of the strategic targets for the CCWD. It is expected that adult education and literacy and community colleges will participate in and be affected by this new development.

The other initiative has to do with the health care system in Oregon and development of qualified workers for it. About two years ago, it was recognized that there was a growing mismatch between health care services and workers qualified to work in health care jobs. The state intends to work on this problem area as a new priority. In particular, strategies will be implemented by which limited English speakers can acquire the English speaking, reading, and writing skills needed for current and upcoming jobs. CCWD recently established "Healthcare Workforce" as a formal strategic target. (See Appendix C, p. 83.)

PART III. THE COLLEGE PERSPECTIVE

This section of the report covers a variety of topics that relate in one way or another to the conduct and funding of adult education and literacy program services in Oregon's community colleges. It looks at issues of instructional assessment, data collection, college and program administration, support services for students, staffing patterns, use of technology in instruction, developmental education as a service of the colleges, and other details of operation.

A. INSTRUCTIONAL PROGRAMS AND SERVICES

1. Integrating Adult Education and Literacy Programs into the Community Colleges

Oregon's state policy is based on the premise that adult education and literacy should be considered on a par with all other community college programs. Because of this top-down pressure, as well as district needs assessments done by the colleges, adult education and lifelong learning are incorporated into the mission statements of all colleges and are priorities for college administrators and for communities.

It is a well-articulated expectation at the local community college level that the colleges will meet district adult education needs. All colleges offer ABE, ESL, high school completion, vocational training and certification, and programs leading to transitions to four-year colleges and universities. Each college also maintains community education programs, business and industry training programs, and small business development centers (many have WIA One-Stop centers on their campuses).

An additional component of the lifelong learning paradigm across the colleges is that district residents are *never* expected to be *one-time customers*; rather, they will re-engage with the college's services many times over their lifespan. Presidents and college administrators consider adult education and literacy programs to be the *first enrollment* with the college – the main reason that internal links between programs and support services, including basis skills, are so strong in the Oregon community college system. Moreover, transition to two- and four-year

postsecondary education and training is a strategic priority for all colleges. Of course, community colleges have an extra incentive to value these goals because the governor and the legislature control more than half of all community college funding.

Accountability to the Community. It is significant that the *Oregon Shines* benchmarks are measured and reported at the regional level as well as an aggregated state level. This enables the colleges to keep their constituencies informed about how they are doing on key benchmarks – in adult literacy, high school completion, transitions into college study, labor force skills training, computer and Internet use, and other areas. The Oregon Progress Board actually conducts a customer satisfaction survey of the general population every two years. The community colleges are an entity in that report and, since 1990, have never had less than a 90 percent approval rating. The ratings are, in turn, a good public relations tool and help the colleges maintain their local tax base.

Equal Status for Adult Education and Literacy. In the colleges' organizational charts, the adult education and literacy programs are placed on a level equal to academic programs. In 12 of the 17 colleges making up the system, the basic skills division is under the college dean of instruction who reports directly to the college president or to a vice president of instruction. Within the institutions, leadership roles are defined so that adult education directors can make significant contributions to the institution, in part as management teams involved in college administration. Moreover, the diversity of students enrolled in adult education and literacy programs, especially ESL students, provides a rich knowledge base from which adult education programs can positively influence understanding and behavior throughout the colleges.

Equality in Chain of Command: While there is great variation among the colleges in chain-of-command practices, adult education personnel enjoy the same status in the organizational hierarchy as other personnel. For instance, at Central Oregon Community College, which serves a large district area, the director of adult basic skills and the director of community education both report to the dean of distance learning. At Linn-Benton Community College, the director of adult basic skills and credit developmental skills reports to the dean of student services, as do the directors of enrollment management, student life, and financial aid. The Southwestern Oregon

Community College director reports to the associate dean of workforce development, who was formerly the basic skills director. At Chemeketa Community College, the director manages adult education and credit developmental education and reports to the dean of regional education who reports directly to the vice president/chief academic officer. At Klamath Falls Community College, the director reports jointly to the college dean of instruction and the K-12 superintendent for public schools.

All 17 colleges have full-time directors. In 10, the same individual manages both adult basic skills and developmental education. In all of the colleges, the director also manages the alternative school contracts with K-12 schools in their district. In one large school (Lane), co-directors manage all programs for under-prepared students. In some of the smaller colleges, the director also manages some additional under-prepared student programs or grants.

Finally, adult education program directors are part of the campus governing bodies and managements teams, on a par with academic deans, division chairs, and department heads. They and their faculty serve on college strategic planning committees, the faculty senate, curriculum committees, hiring committees, and diversity committees to name just a few.

Equality of Benefits. By virtue of their status in the overall college structure, adult education programs have access to all of the services and privileges of other programs in the college. In each college, they are entitled to dedicated classroom space, outreach sites, and regional centers. Their rent is covered by the institutional budget rather than funds available to them for instructional service programs. All programs have full access to computers, computer labs, and the Internet. In fact, each year, according to local program directors, the number of dedicated computer labs for ABE, GED, and ESL classes increases. This is significant because technology issues are among those included in the *Oregon Shines* benchmarks and in Oregon's indicators of program quality.

Interviews conducted with college program directors and faculty (see Appendix A on p. 79) provide further evidence that, in general, the colleges have been successful in integrating adult education into the core life of the institutions.

However, some obstacles to complete integration apparently still remain. Degree of integration can vary by the size of the campus, by the location of the adult education office and class locations, and according to whether the faculty teach in other college programs. In a few cases, despite the fact that adult education and literacy faculty are generally paid the same as their academic counterparts, there is some residual *perception* that non-credit faculty do not enjoy the same status as credit faculty.

2. Types of Instructional Programs

As indicated elsewhere in this report, Oregon's community colleges offer several levels and kinds of adult education service. Based on federally determined categories, this ranges from adult basic education, to GED preparation, to ESL, to degree and job training transition programs. The bulk of services are in the ABE and ESL areas, although service to ASE-GED students is substantial.

The colleges function independently in establishing curricula and in administration, though they operate within the guidelines established by the state and Title II. Most classes combine teacher-led instruction, group work, individualized instruction, and technology access.

Teachers are involved in selection of learning material, with input from master teachers, program coordinators, and directors. Pedagogy that emphasizes authentic learning materials is replacing workbook-oriented teaching. ABE and ESL programs are most likely to offer instruction that is contextualized to students' lives. And the colleges integrate technology into the curriculum, providing computers in classrooms or labs. Other technology is used to support individualized learning.

3. Developmental Education

All 17 community colleges in the Oregon system have long provided developmental education programs in addition to their other adult education and literacy offerings. Until recently, adult education and literacy (ABE, ASE-GED, ESL) programs were offered to students without high

school credentials, while non-transferable, credit-bearing developmental education (DE) courses were considered “remedial” and offered to matriculated students.

In 2001-2002, as Table 16 shows, developmental education students comprised 8 percent of total community college enrollments, while enrollments in Title II were 6 percent, for a combined total of 14 percent, or 55,042 students. Basic skills programs generated nearly 11 percent of the total FTE reimbursements.

In 10 community colleges, as just noted, the same administrator is responsible for both adult basic skills and developmental education. In the other seven, the prevailing model is for developmental education to fall into the instructional division according to skill area – e.g., writing and reading are in the English department and math is in the mathematics department.

Regardless of the model, local program reviews reveal no clear criteria by which students end up in one program or the other. They find their way through numerous paths, including the student services counseling and advising centers. Moreover, because some colleges are now experimenting with “mandatory placement,” district residents can register for classes without taking a placement test, with the exception of some vocational programs.

Working with the Oregon Department of Education and local community college leaders, the colleges are trying to assess the skills of DE and ABE/GED/ESL students against a standard of skills needed to enter vocational programs or college-level studies. They are also defining criteria for mandatory placement, which is considered especially important for adults with limited English skills. The work being done in this area will come to have important links to Oregon’s compliance efforts for the federal National Reporting System because the state’s multi-skill assessment policy requires analysis of local-level registration data.

A Move to Streamline. Economic pressures recently encouraged some community colleges to streamline their programs by combining adult education/literacy and developmental education into “pre-college” programs. It was felt that since both strands are designed to give students skills to perform at college level, combining them would be more efficient and economical.

To take the case of Portland Community College (PCC), retention rates for adult education students there were higher than for developmental education students. In addition, adult education courses were less expensive at PCC than developmental education courses, and DE students were using a greater proportion of their available financial aid for work at the remedial level. A specially-convened PCC task force estimated that consolidating the two programs could reduce costs by up to 20 percent without reducing the number of students served.

Table 16. *Developmental Education and Title II Enrollments Compared, 2001-2002*

| College Name | Total Enrollment | Dev. Ed. Enrollment | Dev. Ed Percentage of Enrollment | Title II Enrollments | Title II Percentage of Enrollment |
|-----------------------------------|-------------------------|----------------------------|-----------------------------------------|-----------------------------|------------------------------------------|
| All College-based programs | 406,434 | 31,541 | 8% | 23,501* | 6% |
| Blue Mountain | 15,093 | 1,905 | 13% | 1,382 | 9% |
| Central | 17,046 | 1,026 | 6% | 882 | 5% |
| Chemeketa | 53,618 | 4,366 | 8% | 3,903 | 7% |
| Clackamas | 28,073 | 2,024 | 7% | 1,497 | 5% |
| Clatsop | 8,701 | 343 | 4% | 291 | 3% |
| Columbia Gorge | 5,975 | 765 | 13% | 584 | 10% |
| Klamath | 5,782 | 1,286 | 22% | 632 | 11% |
| Lane | 40,365 | 3,010 | 7% | 2,345 | 6% |
| Linn-Benton | 28,546 | 1,846 | 6% | 1,068 | 4% |
| Mt. Hood | 31,455 | 3,176 | 10% | 2,701 | 9% |
| Oregon Coast | 4,141 | 317 | 8% | 302 | 7% |
| Portland | 107,158 | 6,147 | 6% | 4,049 | 4% |
| Rogue | 16,944 | 2,326 | 14% | 1,907 | 11% |
| Southwestern | 15,168 | 897 | 6% | 477 | 3% |
| Tillamook Bay | 3,383 | 202 | 6% | 160 | 5% |
| Treasure Valley | 7,601 | 415 | 5% | 360 | 5% |
| Umpqua | 17,385 | 1,490 | 9% | 961 | 6% |

Source: CCWD Profile, 2002

* This CCWD figure differs from the 26,314 reflected in NRS data of Table 7, Table 19, and elsewhere (enrollment and reimbursement are not the same).

The colleges are combining the programs in a variety of ways: In some cases, they have established academic learning centers that do not differentiate between credit and non-credit courses. All entering students take placement tests and are referred to the learning center according to their skill level. In other cases, the colleges have given administrative authority for DE and ABE/GED/ESL programs to one director. Treasure Valley Community College uses this approach. According to the director, “While the two sets of students have similar skill levels, students who aspire to continue in college seem to progress more quickly than those who do not.”

4. Instructional and Administrative Staff

The importance of basic skills programs is reflected in their location in the community college organization and in the roles that basic skills program directors and faculty have in campus management. Although there is no uniform placement of basic skills program directors in college management structures, they are usually part of campus governing bodies and management teams, on a par with academic deans, division chairs, and department heads. As noted earlier, they serve on college strategic planning committees, the faculty senate, and curriculum, hiring, and diversity committees.

Because Oregon is primarily a community college delivery system state, state staff dedicated to adult education is relatively small, as Table 17 indicates. In 2001-2002, there were only nine state-level administrative and supervisory/ancillary personnel, five of them part-time. By contrast, administrative staff at the local level numbered 79, fifty-seven of them full-time. Twenty-five paid counselors served in adult education programs. Teachers numbered 622, including 148 (24 percent of the paid teaching pool) on a full-time basis. Paraprofessionals added another 1,924 personnel to the local adult education workforce, including 1,636 individuals in voluntary tutoring and administrative roles.

Table 17: Adult Education Personnel in Oregon, 2001-2002

| Function | Adult Education Personnel | | Unpaid Volunteers |
|---------------------------------------------------------------|--------------------------------------------------------|--------------------------------------------------------|-------------------|
| | Total Number of Part-time Personnel (% of Category) | Total Number of Full-time Personnel (% of Category) | |
| State-level Administrative/ Supervisory/Ancillary Services | 5 | 4 | 0 |
| Local-level Administrative/ Supervisory/Ancillary Services | 22 | 57 | |
| Local Teachers | 474 (76%) | 148 (24%) | 1 |
| Local Counselors | 16 | 9 | |
| Local Paraprofessionals | 206 (72%) | 82 (28%) | 1,636 |

Source: CCWD, NRS Federal Report, 2002

It should be noted that local instructors and administrative personnel are hired and paid following local college policies. Most belong to collective bargaining units and are paid wages commensurate with other faculty and staff. Most have workloads that follow common adjunct and full-time instructional arrangements. In addition, the following points are of interest in considering the state's adult education workforce:

- Many of the paid paraprofessionals are instructional assistants assigned to work with instructors in classrooms, dedicated technology and lab technicians, and dedicated performance accountability assessment or data technicians.
- The larger colleges and some smaller colleges *require* a master's degree for adult education instructors. Other smaller colleges make this a hiring *preference*.
- While many faculty members are part-time, there is low turnover because of excellent adjunct wages and access to community college faculty resources.
- Many full-time and part-time instructors serve on statewide adult education committees and are also certified trainers in Oregon's adult education and literacy professional development system. This gives them a significant voice in the state's adult education affairs.
- Unpaid volunteers provide instruction or instructional support in college classrooms. They also tutor one-to-one or in small groups to increase access of students in rural areas or community partner locations. All volunteers in the system are trained and certified

using TELT. (Note: The volunteer role in consortia and community college programs has been decreasing since the advent of federal performance accountability requirements, as will be discussed shortly.)

Unlike other states, Oregon’s pay rates are established at the local level. Community college districts develop pay levels that reflect the work rates of the local economies. As might be expected, rates vary from one college to another and rural districts have lower pay scales. For example, the range in one rural college begins at \$12.50 per hour and increases to \$13.50 after six terms; in another, the rate ranges from \$16 to \$27 per hour. In medium to large colleges, which have bargaining arrangements on a par with other college faculty, some faculty (especially if they are full time) earn \$50-60 per hour.

All community colleges have a full-time adult education director. Since this position is integrated into the college leadership hierarchy, directors can participate in college, community, and state initiatives. Directors may have other assignments based on college needs, but the administration of adult education programs is their primary responsibility.

Table 18 shows a lower ratio of part-time to full-time teachers in Oregon than in four other states that collect comparable data:

Table 18: Instructor Ratios, 2001-2002

| State | Part-Time Teachers | Full-Time Teachers | Volunteers | Total | Part-Time to Full-Time Ratio (A/B) | Learner/Teacher Ratio (Total NRS Learners/D) |
|---------------|--------------------|--------------------|------------|------------|------------------------------------|----------------------------------------------|
| | A | B | C | D | E | F |
| California | 8,318 | 5,111 | 511 | 13,940 | 1.6 | 37.8 |
| Oregon | 474 | 148.5 | 1 | 624 | 3.2 | 42.2 |
| Iowa | 474 | 17 | 144 | 635 | 27.9 | 30.5 |
| Hawaii | 752 | 45 | 45 | 842 | 16.7 | 13.1 |
| Connecticut | 1,364 | 74 | 447 | 1,885 | 18.4 | 17.2 |

Source: Adult Basic Education & Community Colleges in Five States (CASAS), Council for Advancement of Adult Literacy, September 2003.

5. Volunteer Tutors

By the late 1980s, Oregon community colleges had established volunteer literacy instruction as part of their adult education programs. Oregon Literacy, Inc., with years of experience already under its belt, supported a network of community-based volunteer tutoring programs but lacked a centralized system for tutor training and administration. The two came together in a new collaboration and consolidation of services aiming to provide better service at a lower cost to the state. Moreover, CBO training programs outside the Portland and Willamette Valley areas were known to be inadequate, and many rural areas had limited or no access to volunteer tutors. Merging of the services was seen as a way to correct that problem.

To help make the new collaboration work well, Oregon Literacy joined with the Office of Community College Services (now CCWD) to develop the TELT training and certification program for volunteer tutors into a combined system. A cadre of master trainers was developed and training was standardized so as to meet the needs of both the CBOs and the colleges.

Through this consolidation, volunteer tutors became a major part of the community college instructional and support system (filling more than 1,600 instructional/support positions in the combined system in 2002). Until 2002, when federal funding criteria began to penalize the colleges because their performance reports were sometimes lowered by including the scores of the CBOs (which tend to serve students in non-campus settings), the partnership worked quite well. Now, because of certain elements in the performance-based federal system, both the colleges and the voluntary service providers often find it more feasible to forego Title II funding for instruction. Consortia groupings that have a large volunteer program find this a critical issue as they face the future.

Nevertheless, volunteers have been working both in and outside of the community college classroom, serving as instructional assistants, helping students with homework, and working with ESL students. Volunteer tutors may work with individuals or small groups in learning labs and by appointment. And local voluntary programs and CBOs engage in direct instruction on their own. All tutors, in both parts of the system, have access to TELT training workshops.

Starting in 1988, local consortia were funded through small federal adult education and literacy grants to increase coordination and access to materials. The colleges had the fiscal infrastructure to meet federal reporting requirements, and the voluntary/CBO groups benefited from this. However, voluntary and CBO programs, as noted several times, have had trouble meeting WIA requirements for individual student assessment for purposes of placement and pre- and post-testing, due to the nature of the students they served.

In short, federally induced problems have begun to cause a reduction in collaboration, except for operation of TELT, and it is not clear what the future holds on linkages between the voluntary/CBO providers and the community college system.

6. Transitions to Postsecondary Education

Transition to postsecondary education is an *Oregon Shines* benchmark. The Workforce Investment Act contains a performance measure for “transition to postsecondary education and training,” providing opportunities for the colleges to more fully integrate adult literacy into their programs. The programs and their students get many benefits – including greater access to college student services, support from other instructional programs in the college, and more access to institutional researchers and registration system managers. Local providers can supply administrators with *results* based on the NRS federal definitions for this measure.

The location of adult education and literacy programs in community colleges provides an opportunity for “seamless transitions” to postsecondary programs. Our interviews with program directors indicate that almost every community college includes transition to postsecondary education and training as an institutional goal. When mission statements do not specify this goal, college presidents point out that community colleges’ lifelong learning opportunities are meant to include transition from adult education and literacy programs to postsecondary programs. The colleges identify adult programs as a formalized student recruitment source.

Presently, there are no standard state-to-state definitions of “transitions” to postsecondary education, and Oregon itself has not yet developed a standard definition. Oregon statistics for transition (as defined by the NRS) include only those students who listed postsecondary education as a goal when they entered an adult basic education program. Thus, statistics through 2002, which are used extensively in this report, are sometimes difficult to interpret and can be misleading. Several observations are in order on this point.

For one thing, the programs categorized as postsecondary can vary. Data included in this study represent transitions into professional-technical and postsecondary credit programs. They do not include transition into developmental education programs and other workforce preparation clusters. Oregon data presently being analyzed for 2003-2004 will include transitions to these kinds of programs.

Further, there is presently no way to track students who decide to pursue postsecondary education after they complete their adult education programs. It could be that students understand that they have additional options because their ABE programs are successful. Whether or not that is the case, students who do not transition immediately after completing ABE programs are not counted as part of federal NRS data.

Nevertheless, despite data discrepancies, presently available data do suggest that Oregon transition rates are relatively high. For example, in the 2001-2002 reporting year, 7 percent of Oregon’s basic skills students identified enrollment in a postsecondary program as a goal; 32 percent of the group met this goal. This exceeds the state average by 12 percent and the national average by 3 percent. Moreover, in the ten years between 1992 and 2002, 15,082 ABE students entered postsecondary education within two terms of completing ABE programs. This is almost three times the yearly rate indicated in NRS data in 2001.

Program directors attribute Oregon’s good record on transitions to at least four factors: First, orientation programs emphasize continuation to postsecondary education. Second, academic advising and adult education programs collaborate. Some colleges have admissions counselors or academic advisors visit classes where students are about to complete high school level

credentials to assist students with college and financial aid applications. Seven colleges offer “college success” classes. Third, scholarships and college tuition grants for GED and adult high school completers are available. And fourth, college campus programs help ABE students identify themselves as college students. At some campuses, basic skills students register as college students with the same identification cards and access to student services as matriculated students.

Many other strategies are being pursued or developed by the colleges to increase the number of ABE and ESL students and GED completers who transition and to ensure their success after doing so. The activities are wide-ranging – e.g., aligning like programs, improved counseling, aligning Title II assessments with college placement tools, special help to enable high GED scores so as to avoid the need for further pre-transition remediation, special attention to developing strong study skills and personal accountability for learning, special “bridge or transition” classes and programs, the hiring of bilingual transition specialists, peer monitoring, tuition waiver opportunities, innovative recruitment practices, and celebratory events that recognize achievement.

As noted above, the “transition to postsecondary training and education” performance measure included in WIA has supported Oregon’s efforts to facilitate transitions. It has also helped strengthen college-wide strategic planning for service to under-prepared students.

Available Data Do Not Fully Explain Transition Outcomes. In at least two ways, existing data and formal transition measures do not adequately capture the record of achievement.

Title II data, in particular, is very limited in what it reveals about actual experience. To be recorded in the database, a number of conditions must be met. The student must have transition as a stated goal at the time of program entry. The person must have given written, informed consent for inclusion and have permitted the use of his or her social security number. Further, the state community college database must show that the student entered one of the colleges by a single point in time, the end of the second quarter after the exit quarter. Thus, there is presently no way to count all of the students who in fact do transition. When research

funding becomes available, the state intends to carry out a longitudinal study to better measure this outcome.

To compound the difficulty, community colleges have not had the resources to conduct tracking research of their own. Some but not all of the colleges are presently implementing new data systems that could integrate data from college registration systems, Title II systems, and TOPS. The CCWD expects that eventually all will be able to develop data that is reliable on this and other measures. Indeed, a consortium of community college basic skills directors and their institutional researchers has begun to define an effective research model.

B. COLLABORATIVE MANAGEMENT AND TQM

1. Application and Use of TQM

Because community colleges in Oregon are highly autonomous, each institution develops and implements its own budgets; sets its own fee schedules; and manages its own adult education and literacy programs independently of the other institutions. These management variations make it possible to offer services and curricula that are connected organically to differing community needs.

At the same time, the colleges face many similar challenges, and they all operate within the state's Total Quality Management context. Their independence may preclude certain forms of cooperation, but they must find ways to work with the state to promote quality and cost-effective service, uniform and accurate data collection, innovation, and optimal articulation of adult education services with allied programs such as WIA Title I and TANF.

In other words, for the state and the colleges to have a successful adult education and literacy system, collaborative management is essential between and among state agencies, colleges, the literacy programs themselves, and other community resources. Because the state operates with a Total Quality Management (TQM) model for governing all of its affairs, the colleges must use principles of TQM for their adult education programs, using the state's *Indicators of Program Quality*.

The colleges follow TQM for strategic planning, program improvement, recruitment, transition, retention, instruction, skills assessment, and yearly program evaluation. TQM is also deeply integrated into the colleges' administration processes, and the data collected in the 17 different college systems is fed back to the state Employment Department database. The Department has overall responsibility for collecting benchmark and employment data to comply with WIA performance accountability measures, as well as data used for Oregon's shared performance workforce and education indicators. This set of interactions works to inform both the college partners and the state agencies, keeping them on the same page so to speak.

For the state's part in the collaboration, when a state agency proposes a new initiative, it must identify common issues and is expected to work with the colleges and with other agencies for a collectively implemented solution. The state, working with its partners, is obliged to identify state and local stakeholders at the *beginning* of the planning process, take into account economies of scale, and evaluate new programs on a periodic basis.

Indicators of Program Quality: As noted in Part II, state program staff and the Oregon Council of Adult Basic Skills Directors (OCABSD) developed indicators of program quality to support statewide planning and help meet requirements of related federal and state programs. These indicators operate in conjunction with the goals and principles of *Oregon Shines*. The indicators – 13 specifically for education – provide strategic guidelines that support program development and serve as the basis for program evaluations throughout the community college system.

During the program review process, state staff facilitates linkages between adult basic skills programs and college administration, instructional services, student services, registration, research, and ancillary services such as library and technical support. On-site teams conduct comprehensive classroom observations of all instructional programs. OCABSD analyzes quality indicators and performance data at the end of each reporting year, enabling directors to institute new strategies.

2. Collaboration with Local Industry

Each college in the 17-institution network has a workforce development department. In another form of collaboration, these departments each operate a campus Business and Industry Training System (BITS), which offers customized training and development services to business and industry. The form and purpose of these partnerships vary greatly depending on local need, as the following examples illustrate:

- At Clackamas Community College, the ESL department has teamed with a fiberglass manufacturer to bring vocational ESL classes into the plant. The college worked with the manufacturer to develop training materials, using authentic materials specific to the work environment, and started the only vocational credential for the industry on the west coast.
- Clackamas' vocational ESL program, developed in partnership with McDonalds, seeks to promote women and minority employees who are non-native speakers of English to supervisory positions. Clackamas has also established a program that assesses employees' basic literacy at the worksite and helps increase basic literacy skills in English and Spanish. It conducts this program in partnership with local nurseries and landscaping companies, and with professional associations.
- Oregon Coast Community College's programs, in association with area hotels, provide on-site ESL instruction. The alliance plans to develop a hospitality ESL program.
- Klamath Falls Community College provided adult basic skills services to Columbia Plywood employees and their families. These classes were so successful that they continued after the company closed.

3. Collaboration with Other States and the Federal Government

Community college faculty and staff collaborate in several ways in activities with other states and the federal government. For example, as members of Oregon's Title II state leadership team, they participate in regional and national programs that not only improve the state's adult education system but also contribute to state and federal policy development. Two state directors have served on the Executive Committee of the National Adult Education Professional Development Consortium (NAEPDC). They also take part in USDAEL workgroups, including those that concern development of the national reporting system. As members of a state team, they participate in development of the CASAS data reporting systems to meet USDAEL NRS

requirements. (Oregon offered beta testing sites for CASAS software releases.) It is worth emphasizing that Oregon is one of five states in a policy group that establishes the CASAS agenda and helps address federal assessment and reporting issues.

Technology. Since the 1980s, Oregon and its neighboring states have collaborated on the integration of computer-assisted instruction into adult education programming. As the landscape for adult education changed, these states have tackled technology integration and shared development of training systems based on federal research contracts. Currently, the Northwest Consortium multi-year USDAEL project (including Washington, Idaho, Alaska, Wyoming, Montana, and Oregon) is studying major adult education issues and challenges, including the use of technology.

It should be noted that all Oregon community colleges consider access to computers and the Internet to be essential student services. Program reviews conducted of campuses throughout the system have found that heavy emphasis is placed on providing technology access, including ESL students. Moreover, computer use has moved beyond simple drill and practice. For instance, students in writing classes are expected to enter assignments on the computer and to share edited documents with their teachers and peers. The Internet is used for project-based learning, math-as-problem-solving, and GED social studies and science work.

Oregon's EL/Civics federal grant application was framed around the use of two video series, *Crossroads Café* and *On Common Ground*. Students have access to core materials in college labs, libraries, and learning centers that maintain extended hours. Programs can build intensity of instruction because CCWD bought licenses for and sponsors the *Crossroads Café*, *GED Connections*, and *Workplace Essentials* on Oregon Public Broadcasting. The state also produces these video series for purchase by local workforce agencies, One Stops, and colleges. This process makes it possible for local providers to buy the materials at relatively low cost. The state also provides teaching training to support effective use of the materials.

Most colleges have created specific “computer comfort” curriculum modules for student use. Increasingly, students are asking for instruction in computer applications beyond the range now offered.

4. Managed Enrollment

Prior to 1988, Oregon provided basic skills in an open-entry, open-exit system. In multi-level instruction to individuals, teachers functioned primarily as tutors using customized materials, GED preparation manuals, and publisher workbooks. This “one-room schoolhouse” model was similar to instructional design used in most states for adult education and literacy services and was appropriate at the time.

As programs grew, however, a new model was needed and in 1988 managed enrollment was implemented in the colleges and it is now the norm. Under managed enrollment, students enter classes at pre-defined times during the term. Some colleges allow enrollment every week or every two weeks; most allow students to begin classes two times in each term (every five weeks).

Managed enrollment includes skill assessments and structured student orientations, which take place before students enter classes. Orientation sessions include goal setting, provision of information about transition to work or further education, support services, orientation to the college as an institution, and skills assessment. In several programs, learner contracts are also part of the orientation – and they are proving to be to be an effective strategy for learner retention and persistence. ESL orientations are translated to the learner’s native language whenever possible.

Established indicators of program quality are used to monitor this system. Although each college develops its own orientation program, all programs participate in the TOPSpro data collection system.¹² When students complete forms that include their learning goals, the information becomes part of the TOPS data and is used to measure outcomes.

¹² The CASAS software program used to generate performance reports based on NRS measures.

Managed enrollment has many advantages: By regulating student entry into class, teachers can concentrate on instruction rather than on administrative tasks and can develop instructional units that have scope and sequence. Instructional assistants and volunteers become part of the learning environment. Programs have been able to move away from multi-level instructional design to skill level instruction. Students and teachers can plan, track progress, and revisit goals.

C. THE FUNDING SYSTEM

1. The Importance of FTE Reimbursement

Oregon is one of the few states in which *state* financial support for adult education is provided almost exclusively in the form of full-time equivalency (FTE) reimbursement. This FTE reimbursement system is in fact a major reason why adult education service is provided predominately by community colleges in Oregon.

Because FTE reimbursement is available only to colleges, no other type of provider can generate even remotely the level of resources for adult education that colleges generate. Colleges have the incentive to provide quality adult education services as an integral part of college instruction because the state reimburses them for providing adult education services at the same FTE rate as for serving credit students. In effect, this creates a large and reliable source of state funding.¹³

2. Funding Based on FTE

State allocations based on FTE accounted for about 55 percent of community college funding in 2001-2002. Some 406,434 students were enrolled in Oregon's community college system (Table 16) that year. CCWD data indicates that more than \$222 million in state funding was distributed

¹³ Other resources that colleges bring to adult education and literacy service provision include: resources from local taxing authority, additional grants, partner and business contracts, student tuitions, and self-support funds. Conversely, the adult basic skills programs have support from the community colleges in the form of dedicated space in college facilities and outreach sites, administrative support, technology infrastructure, institutional research, data collection systems, and student services that are made available to program leadership and adult education students.

to colleges in 2001-2002 for all purposes based on FTE formula. As Table 19 shows, almost 11 percent of the FTE reimbursables were adult education and literacy units, generating some \$25 million in funding.

The FTE reimbursement rate for adult education students is the same as that for all other community college students (\$2,295), giving community colleges an incentive to support these programs. The CCWD's assistant commissioner of operations notes that developmental education programs usually cost less than many other programs, including professional and technical training. Therefore, some adult education funding may actually support other higher cost programs in the colleges.

The colleges pay for educational programs, facilities, and administrative infrastructure from their general funds. They do not base general fund allocations on FTE, but as the Portland Community College financial officer reports, "the campus president has flexibility in how to allocate his/her base budget based on competing priorities at the colleges." Because allocation formulas and accounting practices differ among colleges, it is difficult to trace directly all state support for adult education and literacy programs. But it is clear that these programs attract a significant percent of total FTEs, with enrollments ranging from 4 percent to more than 35 percent at the individual colleges. Developmental education students account for an average of about 8 percent of the college enrollments (see page 43, Table 16), generating additional FTE income.

Table 19: Community College Adult Education FTE Enrollment and Funding, FY2001-2002

| | ESL | ABE | GED | ESL, ABE & GED | Adult Education Reimbursed FTE Units | Adult Education Reimbursed FTE Dollars |
|------------------------|-----------------|-----------------|-----------------|-------------------|--------------------------------------|----------------------------------------|
| State Total | 4,931.10 (4.83) | 3,691.41 (3.62) | 2,508.67 (2.46) | 11,131.17 (10.91) | 102,019.18 | \$25,546,035 |
| Blue Mountain | 220.11 (7.58) | 224.62 (7.74) | 244.33 (8.41) | 689.06 (23.73) | 2,903.91 | \$1,581,393 |
| Central Oregon | 142.41 (3.53) | 66.79 (1.65) | 26.56 (0.66) | 235.76 (5.84) | 4,037.81 | \$541,069 |
| Columbia Gorge | 73.14 (7.20) | 8.85 (0.87) | 56.82 (5.59) | 138.82 (13.67) | 1,015.63 | \$318,592 |
| Chemeketa | 1,223.64 (9.61) | 489.07 (3.84) | 456.22 (3.58) | 2,168.94 (17.04) | 12,729.80 | \$4,977,717 |
| Clackamas | 371.97 (4.69) | 10.52 (0.13) | 51.73 (0.65) | 434.22 (5.47) | 7,932.91 | \$996,535 |
| Clatsop | 26.85 (1.51) | 4.61 (0.26) | 37.59 (2.11) | 69.05 (3.88) | 1,779.09 | \$158,470 |
| Klamath | 112.16 (9.34) | 221.30 (18.43) | 88.17 (7.34) | 421.64 (35.11) | 1,200.87 | \$967,664 |
| Lane | 298.89 (2.25) | 508.61 (3.83) | 245.77 (1.85) | 1,053.27 (7.94) | 13,264.77 | \$2,417,255 |
| Linn-Benton | 195.12 (2.76) | 421.7 (5.978) | 7.01 (0.10) | 623.91 (8.83) | 7,065.39 | \$1,431,873 |
| Mt. Hood | 559.60 (5.81) | 325.43 (3.38) | 251.74 (2.61) | 1,136.76 (11.81) | 9,627.84 | \$2,608,864 |
| Oregon Coast | 23.78 (5.13) | 43.28 (9.33) | 21.57 (4.65) | 88.63 (19.11) | 463.84 | \$203,406 |
| Portland | 1,352.41 (5.29) | 740.15 (2.89) | 572.80 (2.24) | 2,665.36 (10.42) | 25,572.19 | \$6,117,001 |
| Rogue | 201.81 (4.01) | 241.40 (4.80) | 129.45 (2.58) | 572.66 (11.39) | 5,027.25 | \$1,314,255 |
| Southwestern | 54.17 (1.70) | 176.83 (5.56) | 0.00 (0.00) | 231.00 (7.27) | 3,178.10 | \$530,145 |
| Tillamook Bay | 13.06 (3.00) | 10.64 (2.44) | 25.50 (5.85) | 49.21 (11.29) | 435.70 | \$112,937 |
| Treasure Valley | 40.41 (1.87) | 76.75 (3.55) | 55.17 (2.55) | 172.33 (7.97) | 2,162.44 | \$395,497 |
| Umpqua | 21.57 (0.60) | 120.76 (3.33) | 238.21 (6.58) | 380.53 (10.51) | 3,621.63 | \$873,316 |

Source: CCWD, Oregon Community College Unified Reporting System, 2002

Of course, costs for programs and services are rising at the same time that economic and program accountability factors are forcing budget cuts, a problem that is eased by the practice of managed enrollments and other strategies. Despite a state budget shortfall in 2003, in which community colleges lost more than \$30 million in state funding, state records indicate that college adult education and literacy programs have generally maintained their services levels. This is true despite the fact that the 2002 FTE reimbursement rate of \$2,295 dropped to \$2,083

in 2003. The state director of Title II observes that, “What we are seeing is colleges building firewalls around basic skills core infrastructure.”

Programs have moved increasingly from individualized instruction to a model that includes contextualized group instruction, managed enrollment, structured orientation, standardized assessment, access to technology, and standardized data collection and reporting systems. The colleges have reorganized their administrative structures and realigned services to make this possible. Among other things, some have merged developmental education and adult basic skills education, streamlined and consolidated administrative functions for programs serving under-prepared students, replaced some full-time faculty with adjunct faculty, and closed some marginal certificate and degree programs. As for the financial burden on students, state funding cuts are forcing them to carry increases in tuition and fees.

3. Other Sources of College Adult Education Funding

In addition to FTE reimbursements, community college adult education programs receive funds from other state and local public sources and from the business community. For example, the CCWD allocates federal WIA Title II funds and state funds to each college’s general fund. Title II funds added an additional \$4,741,366 in 2001-2002. (Note: Although the states are required to match only 25 percent of the federal allocation, Oregon’s match was many times greater than that, as the preceding discussion indicates.)

Local tax dollars, revenue from tuition and fees, and federal, state, and private grants also augment college FTE funds. These sources make up about 45 percent of the colleges’ financial resources.

Colleges may also have contracts with local workplaces that add to revenue and they may charge fees and/or tuition for services.

4. The Role and Impact of Title II Funding

A question often asked about Oregon is: “With federal funding being such a small amount of the total resources community colleges have available for adult education and literacy services, why would they work so hard to implement Title II requirements for the students served in their districts?” There are a great many explanations, including:

- The federal funds *do* provide several million dollars in additional funding each year – for comprehensive services and for special program services such as EL/Civics, corrections projects with local and county jails, and volunteer literacy tutoring.
- As has been discussed, their strategic planning (with respect to goals in recruitment, transition, retention, outcomes-based instruction, criteria for entrance into programs, and other service components) is closely tied to development and improvement goals set and tracked at the state level in the TQM, continuous improvement environment, which itself requires local adult educators and state officials to work together closely.
- Title II programs now have reliable performance data that is incorporated into their strategic and program planning. *They can show results* due to their collaboration with state officials.
- The Title II connection gives the colleges an increased role in One-Stop service delivery and workforce development. Moreover, dislocated worker programs and business and industry increasingly include the colleges’ basic skills programs in their service contracts. They know the programs have the expertise to deliver high quality instruction to the limited English speakers who make up a large portion of their current and future workforce. ESL literacy services represent a major growing need in Oregon.
- The college administrators recognize the quality of the state office professional development program, its other projects, its committees, and its technical assistance – all of which they draw on.

In short, federal funding for Oregon’s adult education and literacy services is a vital piece of the funding picture. It is a strong measure of Oregon’s commitment to serving under-prepared adults that the state and the colleges work to implement Title II requirements fully.

Title II of WIA Impacts Negatively on CBO/Volunteer Groups. As already discussed, CBOs and voluntary tutoring groups have not fared well under the weight of Title II of the Workforce

Investment Act. Technically, they have access to Title II funds, but they usually do not have the resources to meet the assessment and accountability requirements. And grants made directly to the CBOs are typically small in any case. Moreover, Title II applications originate in the community colleges and the Department of Corrections, which are reluctant to retain CBO involvement if the result is to lower overall performance data. At this writing, Oregon Literacy reports that increasing numbers of CBOs have withdrawn from Title II outreach grant programs because they cannot support Title II requirements.

5. Fees for Service Funding

Since 2000, Oregon's federally approved Title II plan has allowed Title II programs to charge fees or tuition for ABE, GED, and ESL services. Most programs charge fees or tuition for GED and high school completion; some charge small fees (\$10-\$35) for ABE and ESL. Programs charging fees must meet state criteria for access approved by the state director.

Each college decides whether to charge fees and sets its own policy regarding the use of funds. All colleges offer fee waivers, but each sets its own criteria for waiver eligibility. Many program directors feel that students expect to pay for these programs, especially if they are employed, and that there is no negative impact on enrollments because of the fees. Student commitment and persistence seem to be enhanced by the perception that the student is investing in his or her own education.

PART IV: A CLOSER LOOK AT SOME ELEMENTS OF THE OREGON STORY

This section of the report revisits some of the issues discussed in Parts II and III and offers further information and insights on them. It is for readers who would like a deeper understanding of the Oregon story.

A. OREGON'S FRAMEWORK FOR COLLABORATION

Clearly, Oregon has diverse local delivery of all economic, education, and workforce services, and there are vast differences in the adult education and literacy needs of urban and rural areas, and among regions. Despite these differences, the overall framework within which services are provided is the shared, common vision of *Oregon Shines*. *Oregon Shines* became the “what” to be achieved in education and other state goal areas. To achieve the goals, however, the state adopted a TQM management model and implemented a deliberate plan to persuade agency administrators, key government executive staff, and key managers within all state agencies to use TQM and to retrain their staffs accordingly. Oregon’s State Director of Adult Education and Literacy participated in the early planning.

Three key principles emerged at the outset. First, any new state initiative from then on had to ask this question: Who else has this issue in common? It was obligatory to identify and draw in all state entities that had a stake. The expectation was that all of these interested parties should work together on a solution that would be collectively implemented. Second, any “common issue team” would include state *and* local stakeholders at the onset of planning. And, third, support for any new initiative should take “economies of scale” into account in terms of resource allocation at the state and local level. Thus began the practice of “bundling” partner agency resources for shared projects.

Some examples at the state level include the interagency data collection system managed by the Employment Department (which, as discussed earlier, has responsibility for collecting benchmark data), the matching of employment data by different agencies to meet WIA

performance accountability measures, the use of common data for measuring Oregon's 13 shared performance workforce and education indicators, and implementation of a shared basic skills assessment system across all agencies.

Concentrating service provision into 17 institutions has simplified management and accountability in some respects. But because community colleges in Oregon, as in most states, are highly autonomous, the state's system of service provision and financing poses certain managerial challenges, which the state tries to meet in unique ways.

Uniformity of service is not achievable or, in some respects, even desirable, based on the geographic diversity, population density, and economic and workforce environments in which the programs operate. However, the state must promote quality programs and cost-effective services, insure uniform and accurate collection of data for state and federal management and reporting purposes, stimulate innovation, optimize articulation of mainstream adult education with allied programs (such as WIA Title I and TANF), and find ways to achieve such state policy goals as enhancing transitions from adult education to postsecondary enrollment.

These are among the tasks of an adult education "state office" in any state. While Oregon, like most states, performs them with certain standard "top-down" management tools (state plans and regulations), college autonomy creates limits on how much "top-down" management there can be. Nevertheless, one of Oregon's greatest achievements has been its implementation of a collaborative style of management among state agencies, between the state agency and the local basic skills programs and colleges, and among the basic skills programs and their staffs. This collaboration enables all players in the enterprise to solve shared managerial problems, respond to special issues, stimulate innovation, establish professional development projects and joint training programs, and share best practices.

B. DATA DEVELOPMENT BY OCABSD TASK FORCE

The Oregon Council of Adult Basic Skills Directors (OCABSD), restructured in 1991, created a system of specially-convened task forces to consider changes needed in local service as a result

of state and federal policy or legislation. These task forces have proven to be a powerful way to involve all stake holders and to be sure that information, advice, and expertise moves both up and down in the state and local collaborative system.

As discussed in Part II, OCABSD formed an accountability task force in 1994. This task force was in continuous operation through 2003, charged to develop a plan and strategies for implementing a standardized data collection and reporting system *at the local program level*.

From the outset, the chair was a local program director. Directors from small, medium, and large local community college programs volunteered to serve on the task force. As changes in the state's governance framework took place, a number of other people were added to the task force: the state's professional development specialist, the curriculum coordinator of the Department of Corrections, and the state accountability coordinator for adult education and literacy and technical assistance.

At each quarterly meeting, the task force redefined elements of progress and identified solutions to new issues. It presented these to the full Council for comment and input. These two groups concluded early on that having only program directors working on this issue was not enough at the local level, because the assessment and reporting system had two other local stakeholder groups. One, program instructors, was initially "reluctant" to participate or did not see the benefit for teachers and students. This problem was gradually overcome by a specially-funded state project in which task force members met with the instructors to explore and clarify issues.

Data Base Administrators. The other stakeholders were the group of technical people responsible for data collection and reporting. Although they were already receiving two updated implementation manuals each year from the state office, this was deemed inadequate to understand fully what local directors would have to do to meet the ever-changing data requirements of NRS and the state. Thus, a "Data Base Administrators" group was formed to work with the task force. It has proved to be important to building local program capacity.

The task force also came to recognize that state and local adult education and literacy professionals did not have the knowledge and skills to evaluate performance data, or to

identify anomalies or issues the data presents in terms of its application to program improvement. This was new to adult education! Therefore, numerous other strategies were developed to deal with the challenge. Worthy of special note are the following:

Annual Meetings of Program Directors and Data Base Administrators. Each February at the OCABSD quarterly meeting, program directors and their data base administrators meet to analyze performance data from the perspective of the state federal report – i.e., to all of the Title II *and* individual local program performance measures. The process includes breakout reports for the total program, corrections, EL/Civics, and tutoring grants.

The state accountability coordinator prepares a report and “talking points,” with input from the state director and state leadership specialist. These are posted on the CCWD website. The local program directors are then engaged in further discussion to determine whether they are dealing with a data collection or a data reporting issue. In 2003, 2001-2002 data was analyzed around two questions. Why did Oregon have so few ESL students reported in the two highest levels (determined to be primarily a data collection issue)? And, where there is low performance in tutoring, what accounts for it?

Contracting with Abt Associates. The other strategy was to contract with national expert Judy Alamprese of Abt Associates, Inc. to conduct a two-day training workshop for local program directors, called *Using Data for Program Improvement*.

Local Program Data Certification. With the advent of the USDAEL State Level Data Certification requirement, a local data certification document, mirroring a federal compliance document, was also developed. All programs are required to submit a signed Local Program Data Certification with their statistical reports, which are due in August each year. Directors say that this is a useful tool for their programs. Importantly, the August submission date was established to allow time for “clean-up” and negotiation with the state accountability coordinator in advance of the federal data due date in September.

The accountability task force disbanded last year because the Oregon performance and accountability system – its structures, procedures, training, and required technical assistance – had been solidly established. It was a time of celebration. The task force had worked on this set of issues for more than eight years.

C. IMPLEMENTING A CONTINUOUS IMPROVEMENT MODEL

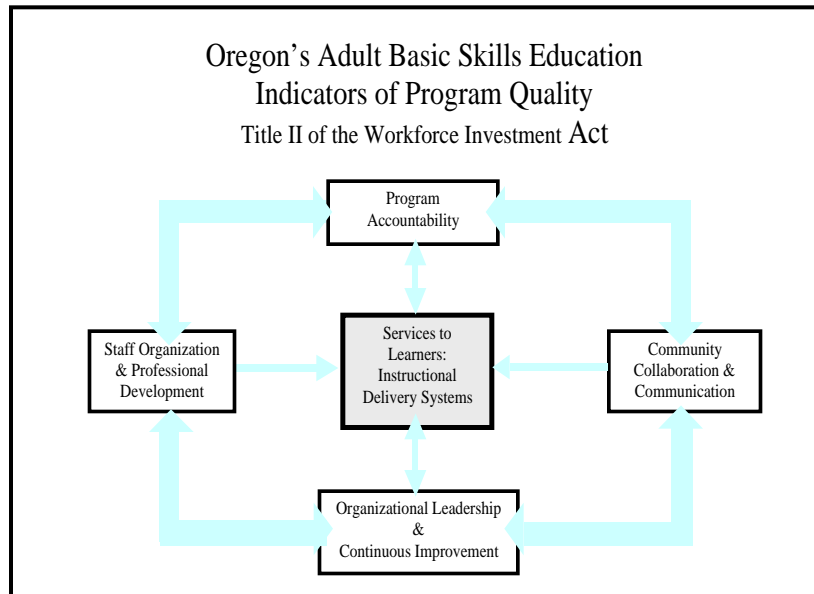
Although the Oregon collaboration model has been operational for the purpose of managing adult education and literacy administration for many years, it became apparent that the state needed to identify and implement a unified research-based model to assure the highest possible quality in the design and evaluation of local programs and instructional delivery. Oregon was able to start this work when, in 2001, USDAEL launched its new project, the *Northwest Quality Initiative*.

This project was designed by Judy Alamprese and involved six states: Alaska, Washington, Oregon, Idaho, Montana, and Wyoming. Coordination and ongoing technical assistance was provided by Abt Associates. The result of this work – which is still being implemented – has come to be known as the *Analyze, Identify, Design, Develop, and Evaluate* (AIDDE) model. It is similar to *TQM* or *Baldrige* organizational development principles but is designed specifically for adult education and literacy service delivery.¹⁴

¹⁴ Ms. Alamprese presented *The Northwest Quality Initiative: A Systemic Approach to Improving Adult Education Programs* at the annual conference (May 10, 2002) of the Commission on Adult Basic Education in Charleston, S.C. Contact Judy_Alamprese@abtassoc.com for detailed information about this program.

A simple illustration of Oregon's model appears below.

Figure 3



Throughout the past six years, Oregon has taken part in numerous regional meetings, new initiatives, and product development and training activities in connection with the *Northwest Quality Initiative*. To illustrate the depth and breadth of these:

- Initially, state staff from the six Northwest states met twice yearly to apply the model to state administration.
- Then teams from each of the states included state staff, local program directors (Oregon had three) and local instructors drawn from the same programs as the directors. These teams received extensive training to apply the model components and their connectivity to one another. The aim was to identify how or if the process could modify classroom practice if the state, local director, and local instructors worked together. The paradigm was a familiar one for Oregon.
- Next, the state and local teams defined a pilot implementation project that used the AIDDE model in the operation of their local programs. Abt Associates provided training and technical assistance throughout the process.

- Local directors who were engaged in the initiative gave brief quarterly reports to the OCABSD.
- The six states brought their teams together periodically over the next two years to share and evaluate issues of implementation.
- Oregon state adult education staff and the council of local directors decided to implement the model statewide.
- As noted above, all directors received two days of training by Abt’s Judy Alamprese.
- State staff used the model, with a subset of local directors, for building the state adult education team annual work plan.
- The *Oregon Indicators of Program Quality* were refined to incorporate the model.
- End-of-year report requirements and continuation grant applications were redesigned to align with the process and the *Indicators of Program Quality*.
- The OCABSD uses the process to help prioritize yearly council projects and work.
- The on-site local program reviews were modified so that the local program self study, the on-site review using the *Indicators of Program Quality*, and the college administrators and program staff oral exit report reflect the new model. This review serves as the basis for programs to show progress in selected indicators in their annual reports and in their continuation grant applications.
- State staff plans to use the AIDDE model in its considerations of projects, curriculum committees, local provider grant applications, and future refinements that may be needed in the state framework.

D. ACCESS FOR UNDER-PREPARED & UNDER-EMPLOYED ADULTS

Throughout this report, community college diversity has been a major theme. The authorizing legislation for “comprehensiveness” made it possible for rural and urban areas to establish districts and college services appropriate to their area. For adult education and literacy services, this diversity is of tremendous importance because of differences in the size of programs.

Table 20 indicates federally reportable students by college. The smallest community college, in 2001-2002, served 160 federally reportable students. The largest served 4,053.

Table 20: Adult Education Service by Institution and Federal Skill Level, 2001-2002

| Community College/ DOC | ABE | ABE Beg. Basic Ed. | ABE Intern. Low | ABE Intern. High | ASE Low | ASE High | ESL Beg. Literacy | ESL Beg. | ESL Intern. Low | ESL Intern. High | ESL Low Advanced | ESL High Adv. | Total |
|-------------------------------|------------|---------------------------|------------------------|-------------------------|----------------|-----------------|--------------------------|-----------------|------------------------|-------------------------|-------------------------|----------------------|--------------|
| Tillamook Bay | 5 | 11 | 18 | 21 | 37 | 13 | 13 | 22 | 11 | 3 | 5 | 1 | 160 |
| Clatsop | 13 | 11 | 70 | 19 | 3 | 1 | 18 | 63 | 19 | 12 | 8 | 2 | 239 |
| Oregon Coast | 6 | 45 | 71 | 41 | 24 | 17 | 36 | 27 | 20 | 8 | 5 | 2 | 302 |
| Treasure Valley | 22 | 36 | 98 | 49 | 17 | 5 | 48 | 56 | 16 | 13 | 8 | 9 | 377 |
| Southwestern Oregon | 14 | 49 | 84 | 101 | 60 | 15 | 26 | 59 | 27 | 19 | 20 | 2 | 476 |
| Columbia Gorge | 19 | 44 | 64 | 28 | 65 | 9 | 111 | 148 | 58 | 34 | 31 | 8 | 619 |
| Klamath | 183 | 127 | 139 | 35 | 18 | 4 | 23 | 39 | 22 | 24 | 16 | | 630 |
| Central Oregon | 126 | 82 | 128 | 87 | 37 | 5 | 126 | 140 | 78 | 47 | 25 | 2 | 883 |
| Umpqua | 143 | 203 | 319 | 144 | 53 | 32 | 18 | 18 | 13 | 11 | 10 | | 964 |
| Blue Mountain | 24 | 113 | 236 | 94 | 58 | 8 | 165 | 164 | 50 | 45 | 57 | 27 | 1,041 |
| Linn-Benton | 57 | 132 | 226 | 120 | 25 | 3 | 162 | 208 | 89 | 32 | 8 | 5 | 1,067 |
| Clackamas | 22 | 92 | 267 | 173 | 50 | 11 | 262 | 337 | 167 | 56 | 29 | 31 | 1,497 |
| Rogue | 256 | 360 | 405 | 171 | 58 | 12 | 169 | 212 | 114 | 84 | 58 | 10 | 1,909 |
| Lane | 330 | 252 | 398 | 350 | 163 | 24 | 220 | 260 | 83 | 69 | 98 | 60 | 2,307 |
| Mount Hood | 112 | 278 | 365 | 146 | 43 | 6 | 548 | 382 | 390 | 292 | 131 | 2 | 2,695 |
| Department of Corrections | 259 | 552 | 661 | 806 | 240 | 130 | 88 | 202 | 90 | 24 | 12 | 3 | 3,067 |
| Chemeketa | 216 | 317 | 410 | 176 | 147 | 5 | 475 | 116 5 | 651 | 348 | 105 | 13 | 4,028 |
| Portland | 170 | 420 | 570 | 473 | 285 | 62 | 441 | 648 | 493 | 281 | 207 | 3 | 4,053 |
| Statewide | | | | | | | | | | | | | 26,314 |

Source: CCWD Title II Federal Report, 2002

Despite differences in size of program and enrollment, all adult basic skills programs have common benefits because they are housed in community colleges. For example, a major benefit is the increase in access to programs simply by virtue of their location in the community college institution. Wherever the colleges have a presence, their basic skills programs have a presence – on location in college classes, at outreach sites and regional centers, and in other community locations such as schools, churches, and CBOs. Moreover, no basic skills program in the community college system pays rent from the basic skills program budget.

Three brief profiles of college basic skills delivery follow. They are included to illustrate range of service by college size, budget, and geographic location. Portland Community College is the largest adult basic skills program, located in an urban area. Blue Mountain Community College is a medium-sized adult basic skills program in a rural area. Oregon Coast Community College is a small adult basic skills program in a rural area on the Oregon coast.

Portland Community College

Title II grant: **\$606,278**

Instruction budget: **More than \$3 million**

Number of federally reported adult basic skills students, 2001-02: **4,053**

Population base for the college: **1,122,150**

District description: Urban, serves 5 counties, **1,192 square miles**

Adult basic skill programs: ABE, GED, ESL, EL/Civics, community corrections, outreach tutoring, family literacy (Even Start)

Adult basic skills programs and classes offered in the following types of locations:

- Four major campuses
- Communities – 3 learning centers
- Four One-Stop workforce centers
- Five CBOs such as a HUD housing site, a high school, a church
- One state prison (students are reported on the Department of Corrections Title II report, not in the instruction budget reported above)
- Portland State University (Portland State University and PCC split the cost of instruction)
- One dedicated tutoring center; countless tutoring sites

PCC does not pay rent for any facilities. Partners provide the facility, PCC pays for the instruction.

Blue Mountain Community College

Title II Grant: **\$241,825**

Instruction budget: **\$565,255**

Federal reported adult basic skills students, 2001-02: **1,041**

Population base: largest county has **44,515**; smallest county has **5,099**

District description: Rural, serves 7 counties, **over 25,000 square miles**

Adult basic skill programs: ABE, GED, ESL, EL/Civics, tutoring

Adult basic skills programs and classes offered in the following types of locations:

- Main college campus in Pendleton
- Seven learning centers in larger communities
- Classes in five additional small communities
- A One-Stop workforce center
- Three state prisons (students are reported on the Department of Corrections Title II report; the state corrections grant is not included in the direct instruction budget above)

Oregon Coast Community College

Title II Grant: **\$123,925**

Instruction Budget: **\$291,198**

Federal reported adult basic skill students, 2001-02: **302**

Population base for the college: **44,650**

District description: Rural, one county, **992 square miles**

Adult basic skill programs: ABE, GED, ESL, EL/Civics, county jail, family literacy, outreach tutoring

Adult basic skills programs and classes offered in the following types of locations

- Two campuses
- Classes in 2 additional very small communities
- One county jail
- A One-Stop workforce center
- One HUD housing learning center (a community computer lab and a childcare center are available for basic skill adult students)
- One church that has dedicated space for a Hispanic CBO, Centro de Ayuda. The CBO provides childcare while the students attend ESL classes.

Another major benefit of housing basic skills programs in community colleges is their easy access to technology resources. As pointed out in Part III, all basic skills programs in the Oregon community college system have direct access to computer technology and the Internet. Beyond that, a greater number of colleges each year are acquiring dedicated computer labs for ABE, GED preparation, and ESL.

Access to technology is one element in the local program review that uses the *Indicators of Program Quality*. That review assesses whether or not the local program is included in the technology plan of the college. In the last four years, all twelve programs that have been reviewed have made substantial strides in integrating use of technology into instructional design. All were also on college planning teams or were included in a process to build the college technology plan. It bears repeating that two *Oregon Shines* benchmarks generally are “use of computers” and “access to the Internet.” Thus, basic skills programs actually help community colleges produce better results on these two benchmarks.

E. PROGRAM DESIGN: ORIENTATION, MANAGED ENROLLMENT, & INSTRUCTION

In 1988, Oregon shifted to a managed enrollment model from its long-standing “one room school-house” model. The school-house model had several defining characteristics:

Instructors spent a great deal of time as clerks in registration, assessment, and orientation. Students understood the value of class attendance – perceived as unimportant because they could “come at any time.” Service providers and state planners conveyed their recruitment message as “come and get your GED.” Thus, very low-skilled students came in with only this one stated goal, whether or not it was appropriate to their situation. When students asked how long their program would take, the response was, “It depends on you, on how often you come, on how you progress.” Learning plans were primarily a series of workbooks or packets linked to pre-GED or GED practice tests, with the end goal of passing subsections of the GED or acquiring credits toward a high school diploma. A great number of students never persisted to meet the federal

requirement for 12 hours of instruction. Thus, local program resources were spent not only on adults who did not *count*, but who did not reach their stated goal on entering the program. There was also an underlying assumption that adult education program students fit the general adult learning paradigm of the time and that they had personal self-management skills to succeed in their programs, which often was not the case.

And, finally, the workforce agency partner, then JTPA, which sent all clients to get their GED, often thought of adult education referrals as the “black hole” of ABE because they mistakenly believed that anyone could get a GED in just a few weeks.

New Job Pilot Sites. In 1988, eight New Job pilot sites were set up in Oregon. As the state office of adult education and the local program directors began to work with these pilot programs, every one of the “one room school-house” variables became problems of nightmare proportion. Staff recognized for the first time that the adult basic skills system was not designed to serve individuals well if they had poor self-management skills, came from multi-generational non-high-school-completion families, had very low basic skills as a whole, and, as a welfare-to-work requirement, had to be enrolled in a minimum of twenty hours of instruction per week.

Thus, the state began to move down its path to reform of the adult education and literacy system. A wide range of new initiatives was undertaken. A sampling follows:

- The state office expanded from only a state director to include a state professional development/program improvement specialist.¹⁵
- The state welfare, JTPA, and community college service agencies developed an interagency agreement in which resources from all three agencies were placed with the Office of Community Colleges (predecessor to CCWD) to develop the interagency basic skills assessment system and the basic skills professional development system. Shared resource support for these two systems continues today.
- Standardized student progress testing was implemented for the pilot sites. Planning moved from isolated skill attainment goals to skill attainment for family, work, and community purposes.

¹⁵ Prior to 1988, professional development was contracted through Oregon State University and was primarily a conference model with promising practices workshops.

- CASAS was adopted as a model, providing tools to design and offer instruction that could be measured in terms of life-role outcomes.
- The professional development training system was redesigned to have intensive teacher training modules – such as *Math as Problem Solving*, *Implementing CASAS*, *The Adult Learner*, *Cultural Awareness*, *Developing Oral Fluency*, *Integrating Cooperative Learning*, *Teaching the Reading Process*, *Teaching Strategies for Multi-level ESL*, *Working Together: Teachers and Volunteers*, and *Working with Students With Learning Disabilities*.
- The annual summer conference was redesigned as an institute rather than a workshop, using state staff development funds to enable teams of instructors from each local program to take part. Day-long assessment, curriculum, instructional, and technique training (e.g., cooperative learning) were provided to local program personnel.
- An ABE/GED competency-based curriculum project was funded by the state office. Two instructors from each of the eight New Jobs pilot site colleges created sample instruction lesson plans which integrated basic skills content, CASAS competencies, and group instruction.
- An ESL curriculum committee project was formed, made up of instructors from all of the colleges.
- The first Oregon *Skill Level Descriptors* assessment scoring was developed. The staff development specialist designed and delivered interagency partner training in local areas for teams from JTPA, welfare, and basic skills programs, *Using Basic Skill Assessment in Planning Individual Workforce Client Plans*.
- Over a five-year period, each college's adult education and literacy program participated in a year-long project focused on cooperative learning and learning disabilities. Teams met quarterly with the contractor chosen to lead these projects who was paid for with federal adult education program improvement funds.

The result of all this work is Oregon's present basic skills orientation, managed enrollment, and instructional delivery system. Community colleges are a natural environment for managed adult education and literacy enrollments because that is how other college instruction is organized.

Difficulties in Implementing Managed Enrollment. It has been difficult to implement managed enrollment, particularly structured orientation, in ESL, small outreach sites, and evening instruction. The state agency conducts on-site program evaluations of every college program once every five years. A team goes in, using the *Indicators of Program Quality* as their

instrument of review. Oregon is just now completing the fourth year of that cycle and five programs are scheduled for the coming year.

At the end of the last cycle, the basic skills delivery system was judged to be moving along nicely in ABE and GED. However, ESL faculty in small, medium, and large programs felt that structured orientation and standardized ESL assessment for all students “just couldn’t be done.” Today, however, most programs have managed to do it. The few that are still struggling with ESL, outreach, and evening instruction report that it is “a work in progress and that the orientation and assessment components are being modified to be cost-effective and better structured.”

All parties that do this work have learned several valuable lessons about orientation:

(1) Instructors do *not* have to do the student orientation themselves, though they can participate in it. Instructional assistants or other less costly personnel can be trained and certified to administer placement assessments. (2) Instructors *do* have to be involved in the *design* of the orientation. They can help create materials and activities and they have an essential role in defining orientation outcomes. (3) Adult education programs need to have clear channels of communications between orientation staff and teachers, so that the results of orientation (e.g., with respect to student goals and assessment) can be applied in the classroom. (4) It is appropriate and useful for college counselors, faculty, and One-Stop partners to take part in some aspects of orientation.

F. STATE POLICY ON ADULT EDUCATION & LITERACY SKILLS ASSESSMENT

It is critically important for Oregon’s basic skills programs to assess multiple basic skill areas because of their connection to state policy and the need to align with other state systems. The task of implementing multiple skills assessment has been a huge challenge, but the outcomes have made it well worth the effort.

The Assessment System Has Value. Each student has a skill profile on which to build an individual learning plan aligned with the subset tests for GED completion, entry into postsecondary education and training, and workplace “attachment” (i.e., getting a job or improving one’s job). It functions as a workforce portfolio for the individual, the workforce partners’ employability plan, and job applications for employment. Because the content skills levels for reading, math, writing, and English language proficiency are described in Oregon’s *Skill Level Descriptors* in terms of education *and* workforce attachment, the assessment system is of *value*.

Instruction Is Planned Better. Multiple skill assessment creates information that local directors need to plan effective instructional delivery. It helps them figure out how many classes to have, in what skills area, and at what level. It gives them a basis for deciding how to match content areas with classes, and how to recruit to meet college goals.

Seamless Entry into College-Level Programs. A constant question in Oregon is how to move low-skilled students seamlessly from one college basic skills program (e.g., reading, writing) into another or into traditional college vocational/education programs – when skill expectations in those other programs include oral proficiency in English, English reading *and* writing, or basic math, i.e., multiple skills the students do not have. Three examples given below illustrate this connectivity between community college grant programs for under-prepared students and basic skills program services in a community college environment.

- At Chemeketa Community College, which offers a High School Equivalency (HEP) Program for agricultural workers, the goal is to enable the workers to get a GED, usually in Spanish. The college hired a transition specialist who maps the HEP students’ next education step following the GED. This map includes a clearly articulated connection between HEP and adult education programs. Students can acquire the additional skills needed to qualify for entry into either a vocational training program or a job.
- Many Oregon community colleges have applied for and been awarded federal TRIO grants. These grants were designed to enable community colleges to recruit and enroll first generation immigrants into programs that would lead to jobs beyond entry-level placement. But, often, English speaking skills, reading, and writing are inadequate for enrollment in vocational programs. Therefore, their first college enrollment appears to be ESL or

vocational ESL. There is a double challenge here, not just how to bring about a seamless transition that will support further education, but how to do it despite the fact that there are long waiting lists for ESL basic skills program services. Colleges are exploring strategies such as those in use at Chemeketa, which gives students “guaranteed registration” upon completion of the currently-enrolled program. The students are not added to the general waiting list.

- Community colleges are also integrating programs with the Perkins’ *Single Parent and Dislocated Homemaker* program. Many of the single parent/displaced homemaker program participants also have basic skills limitations that block them from direct entry into postsecondary education and training. Internal college collaborations are making the needed transitions possible.

Targeted Training to Get Results. Current workers with limited English skills are scheduled to become workplace supervisors for several industries such as food processing, manufacturing, and technology. In manufacturing, workers need to pass manufacturing skill standards certification. Many limited English speakers do not have the English language skills necessary to pass. Multiple skills are required – reading, writing, English speaking, math, and solid oral communications. Community colleges have training departments that work under contract with business and industry. The colleges partner with their adult basic skills programs to design and deliver workplace instruction specific to the needs of that industry. Moreover, CCWD has been funding pilot projects in which businesses in partnership with colleges develop models. (Grant descriptions can be seen on the agency website under *Skill Development Grantees*.) In all of these projects, skills assessment was a required element. This assessment capacity, which profiles worker levels, allows training to be targeted on getting results workers and business both want.

Alignment Capacity Strengthened. Adult education programs see the need to align standardized assessments with other educational assessment systems in Oregon. These include alignment with the K-12 Certificate of Initial Mastery (CIM) standards, community college placement tests, the GED, and university entry standards. All of these other systems are multi-skill systems.

The hardest part of implementing multiple skills assessment for Oregon has been in dealing with the WIA Title II reporting system (NRS). That is because of inconsistencies in federal and state internal requirements.

As discussed earlier, the NRS requires that placement on the federal skill tables be based on the “lowest assessed skill.” For Oregon students, that may or may not be the skill area in which instruction takes place. Or, it may not reflect the content area in which a student achieved the greatest progress.

For example, an ABE/GED student in Oregon may read quite well but have lower skills in math and/or other assessed skill. The student may concentrate on preparing to pass the three GED tests. Or she or he might work in a high school credit area in which math or direct reading or writing instruction are not a choice for immediate instruction, but they are still assessed. The result is that the student may make in fact be making great progress in their enrolled course of study, but be placed on the federal tables in an inappropriate level because of their federally-assessed scores.

The state has worked very hard on staff training issues, and continues to do so. The aim is to get all teachers and program personnel at the local level to report NRS progress *only* in the skill area in which instruction took place.

APPENDIX A: Persons Interviewed or Contributing To This Report

Oregon Department of Community College and Workforce Development State Staff

Cam Preus-Braly, Commissioner
Bret West, Assistant Commissioner, Operations
Terri Johanson, Assistant Commissioner, Programs
Sharlene Walker, Director, Title II, Adult Education and Family Literacy
(retired June 30, 2003.)
Kristen Kulongoski, Education Specialist, Professional Development, Title II, Adult Education
and Family Literacy (currently State Director, Title II, Adult Education and Family Literacy)
Karla Sanders, Accountability Education and Workforce Coordinator, Title II,
Adult Education and Family Literacy.
Susan Vath, Office Specialist, Title II, Adult Education and Family Literacy
Al Newnam, Intuitional Researcher
Davis Loos, Database Analyst

Oregon Community College Administrators

Gretchen Schutte, President, Chemeketa Community College (Salem)
Nan Poppe, Open Campus Dean, Portland Community College
(currently, Extended Learning Campus President)

Oregon Local Title II, Adult Education and Literacy Directors and Coordinators

Karen Reeder, Director, Blue Mountain Community College (Pendleton)
Dianne Dean, Director, Central Oregon Community College (Bend)
Susan Fish, Director, Chemeketa Community College (Salem)
Mary Jane Bagwell, Coordinator, Chemeketa Community College (Salem)
Rene Zingarelli, Director, Clackamas Community College (Oregon City)
Laura Lenhardt, Director, Clatsop Community College (Astoria)
Anne Key, Director, Columbia Gorge Community College (The Dalles)
Beverly Prescott, Director, Klamath Community College (Klamath Falls)
Dawn DeWolf, Director, Oregon Coast Community College, (Newport)
(currently, Director, Lane Community College, Eugene)
Dennis Clark, Workforce Network, Lane Community College (Eugene)
Kristen Jones, Director, Linn-Benton Community College (Albany)
Joy Turtola, Director, Mt. Hood Community College (Gresham)
Terri Greenfield, Director, Portland Community College (Portland)

Karen Saunders, Operations Manager for Adult Basic Skills Programs,
Portland Community College (Portland)
Priscilla Goulding, Director for Josephine County, Rogue Community College (Grants Pass)
Nancy Vaughn, Director for Jackson County, Rogue Community College (Medford)
Mike Scott, Director, Southwestern Oregon Community College (Coos Bay)
George Miller, Director, Tillamook Bay Community College (Tillamook)
Jane Luther, Director, Treasure Valley Community College (Ontario)
Brian Turner, Director, Umpqua Community College (Roseburg)

Oregon Department of Corrections

Shannon DeLateur, Corrections Education Manager, Oregon Department of Corrections (Salem)
Linnell Rantapaa, Literacy Specialist, Oregon Department of Corrections (Salem)

Other Contributors

Don Prickel, Assistant Professor, Oregon State University (Corvallis)
Christine Jensen, Western Center Director of Programs, Oregon State University (Corvallis)
Stephen Reder, Chair, Department of Applied Linguistics, Portland State University
Wendy Freeman-Campbell, Graduate Research Assistant, Portland State University

APPENDIX B: Supplemental Reading

Alamprese, J. *The Northwest Quality Initiative: A Systemic Approach to Improving Adult Education Programs*, 2002. Presented at National Conference of Commission on Adult Basic Education (COABE) Charleston, S.C. May 10, 2002. Available from judy_alamprese@abtassoc.com.

Beder, H. *The Outcomes and Impacts of Adult Education in the United States*. Rutgers University, Graduate School of Education. NCSALL Report #6a, January 1999. Available from: <http://www.gse.harvard.edu/~ncsall/research/report6.pdf>.

Dyer, Barbara. *The Oregon Option: Early Lessons from a Performance Partnership on Building Results-Driven Accountability*. For the Alliance for Redesigning Government of the National Academy of Public Administration. July 1996. <http://aspe.hhs.gov/progsys/Oregon/lessons.htm>.

Mapes, Jeff; Pulaski, Alex; and Hill, Gail Kinsey. "The nine states of Oregon," *The Oregonian*. November 2, 2003 (pp. I, A8). Go to www.google.com, type in exact title and publication name.

Martinson, Karen and Strawn, Julie. *Built to Last: Why Skills Matter for Long-Run Success in Welfare Reform*. Center for Law and Social Policy (CLASP) and National Council of State Directors of Adult Education, May 2002 (rev. April 2003). Go to www.google.com, type in title, and link to pdf version.

Merriam, Sharon B. *Case Study Research in Education: A Qualitative Approach*. Jossey-Bass, San Francisco, 1988.

Preus-Braly, Cam (Commissioner of CCWD). *Ways & Means Day 3 Power Point Presentation*. Available from the Department of Community College Workforce Development, October 2003. Available at <http://www.odccwd.state.or.us>, then select Quick Launch Bar.

Reder, Stephen and Strawn, Clare. "The K–12 School Experiences of High School Dropouts," *Focus on Basics*. Vol 4, Issue D. April 2001. <http://www.gse.harvard.edu/~ncsall/fob/2001/reder.html>

Rickard, Patricia et al. *Adult Basic Education & Community Colleges in Five States: Report from the Comprehensive Adult Student Assessment System (CASAS)*. Council for Advancement of Adult Literacy, NYC, Working Paper 1, September 2003. <http://www.caalusa.org/casasworkingpaper.pdf>.

"Dropout Rates in Oregon High Schools," Oregon Department of Education. Various years. Available at <http://www.ode.state.or.us/sfda/reports/dropout.htm>.

The National Evaluation of Welfare-to-Work Strategie: Implementation, Participation Patterns, Costs and Two-Year Impacts of the Portland (Oregon) Welfare-to-Work Program (Executive Summary). Washington, DC: U.S. Department of Health and Human Services and U.S. Department of Education. 1998. <http://www.mdrc.org/publications/121/execsum.html>.

“Oregon Indicators of Program Quality, Fundamental Principles, 2001-2005.” Oregon Department of Community College and Workforce Development, Salem, OR, 2001. Available at www.workforce.state.or.us/index.htm. Select Basic Skills & Literacy in the sidebar listing to access the title.

State Funding for Community Colleges: A 50-state Survey. Center for Community College Policy, Education Commission of the States, Denver, CO, November 2000. Available at www.ecs.org/clearinghouse/22/86/2286.pdf.

U.S. Census Bureau (2002). <http://factfinder.census.gov>.

Useful web sources:

CASAS report on assessment relationship to GED – <http://www.casas.org/casasnewweb/index.cfm>.

Oregon Department of Community Colleges and Workforce Development – <http://www.odccwd.state.or.us>

Oregon Indicators of Program Quality – www.odccwd.state.or.us/CCWDFiles/Word/abs/IndicatorsProgramQuality.doc

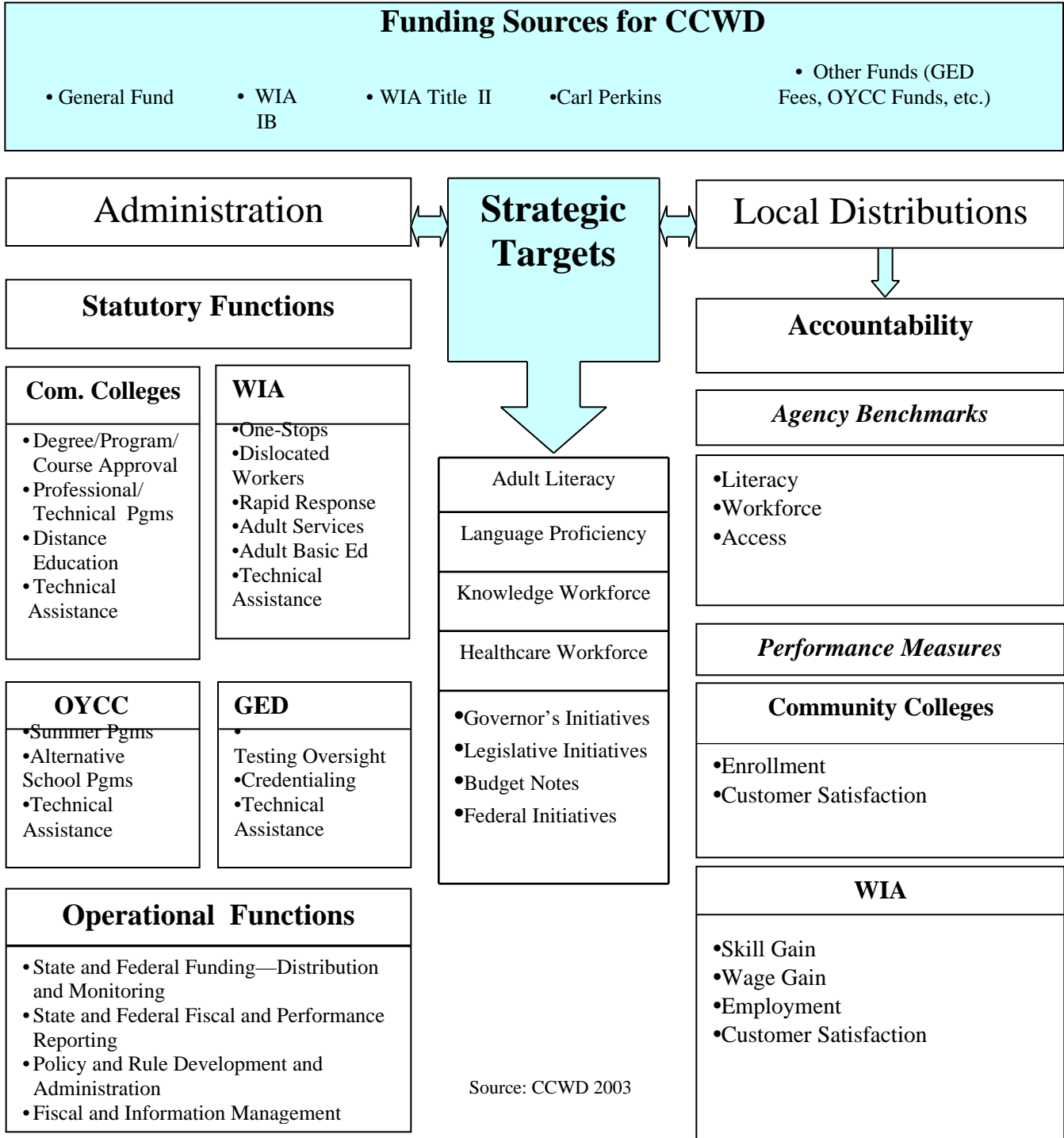
Oregon Business, Labor, & Government in Partnership projects – <http://www.workforcepartners.org>

Oregon Shines Report Card. *Is Oregon Making Progress? The 2003 Benchmark Performance Report*, Oregon Progress Board. <http://www.econ.state.or.us/opb/2003report/Report/2003BPR.pdf>

Oregon content and performance standards for the Certificate of Initial and Advanced Mastery. <http://www.ode.state.or.us/search/topics>

Various reports on the role of community colleges in adult education and literacy – <http://www.caalusa.org>

**APPENDIX C:
CCWD Strategic Targets: 2003-2005
Oregon Department of Community Colleges and Workforce Development**



APPENDIX D: Oregon Regional Data By College & District



| | Portlandia | Southern Oregon | Cowboy County | Central Oregon | Columbia Corridor | Timber Country | The Coast | The Valley | Edutopia* | State Total |
|------------------------------------|--------------------------------------|-----------------------------|-------------------------------|-------------------|------------------------------------------------|-----------------|----------------------------------------------------------------|--------------------|------------------------|-------------|
| Population (% of state) | 1,376,922 (40.2%) | 256,995 (4.3%) | 148,754 (4.3%) | 148,674 (4.3%) | 157,875 (4.6%) | 273,815 (8%) | 229,667 (17.9%) | 612,974 (17.9%) | 215,723 (6.3%) | 3,421,399 |
| No high school diploma | 12.5% | 16% | 20.3% | 13.9% | 19.9% | 17.4% | 16.3% | 18% | 8.2% | 14.9% |
| BA or higher | 31.9% | 19.8% | 15.1% | 22.2% | 17.7% | 15.2% | 17% | 19.9% | 39.3% | 25.1% |
| Minority | 20.6% | 10.5% | 15.9% | 10.9% | 19.6% | 9.1% | 9.3% | 17.2% | 13.9% | 16.5% |
| Hispanic | 8.1% | 6% | 9.8% | 5.8% | 14.1% | 4% | 3.8% | 11.8% | 4.9% | 8% |
| Less than federal poverty | 9.7% | 13.3% | 16.1% | 10.2% | 13.1% | 13% | 13.3% | 11.3% | NA | 11.4% |
| Served by community college | Portland, Clackamas, Mount Hood CC's | Rogue, Umpqua, Klamath CC's | Treasure Valley, Klamath CC's | Central Oregon CC | Mount Hood, Columbia Gorge, Blue Mountain CC's | Umpqua CC | Clatsop, Tillamook Bay, Oregon Coast, Southwestern Oregon CC's | Chemeteka CC | Lane, Linn-Benton CC's | |

* Location of the University of Oregon and Oregon state University. Oregon's largest university is Portland state University in "Portlandia."

Source: This data table of Oregon was compiled and reported in *The Oregonian* using census data. The data illustrate the varied economic and educational regions of the state that go beyond an urban/rural divide. "The specific boundaries drawn in *The Oregonian's* map were necessarily arbitrary, but the larger trends they embody are supported by economic and demographic data" (Mapes, Pulaski & Hill, 2003).

FORD FOUNDATION

Strength character, values, justice, privacy and justice.
promote international cooperation and advice to our advisors.



The McGraw-Hill Companies

