COABE Webinar:
WIOA at the Local Level: What’s Next?

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Overall Note: I am also holding a pre-conference event: **WIOA and Career Pathways: Making an Action Plan** at the national COABE conference in Dallas on April 10, 8:30 AM – 3:30 PM

**WIOA: AE Program Structure and Effectiveness**

Q. Is the long-term vision for AE services to be provided only in career pathways programs or to have a traditional AE program working side by side with career pathways?

Answer: As I shared on the webinar, the intention is not that all AE services be provided within a career pathways program, but that they are delivered within an overarching career pathways system. What that means at the local level is your program should be working to align services offered along the entire education continuum in concert with the employers and local/regional labor market information. As part of that system, each entity in collaboration with others needs to identify their roles and responsibilities in providing services for participants. From K-12 to workforce and PSE prep to employability skills and career awareness to bridge and career pathways programs to postsecondary education to careers.

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*Credit: Wisconsin Regional Industry Skills Education (RISE) Initiative*
Q. Can you say more about managed enrollment? What is it? Answer: Managed enrollment can be defined as and is also known as managed instruction, or managed scheduling.

A. ME is a system developed by local programs that is characterized by efforts to build upon the strengths of the open enrollment and fixed enrollment and minimize those enrollment models’ challenges. The entry points for ME are set at logical break points in the curriculum, or at the beginning of short classes or modules (typically 3-6 weeks, or up to 10 weeks long). Class terms are usually shorter than in open or fixed enrollment, determined by examining program data to identify how many weeks that students attend a class before attrition sets in. Group intake, orientation and pre-testing sessions occur before each entry point and outside of the classroom setting. Teachers receive information on new learners prior to their arrival in class on the designated enrollment dates.

I am sending along a good document from Kentucky Adult Education on examining your program and identifying how you might use managed enrollment (ME). I can also share some of my experience with ME in Kansas:

- Encouraged ME since 1992 and formally required it beginning in 2002
- Providers feared negative funding impact
  - To address fear—State policy changed and programs became funded by outcomes, not participant numbers.
- Additional Positive Outcomes:
  - Number of individuals served decreased, but total hours of participation generated more than the previous participants had generated
  - Average hours of participation (attendance hours) per student doubled (from 40 to 79 hours PY99 to PY07)
  - Teacher job satisfaction increased

For more information:

Finally, after researching the benefits of ME, I would suggest that you step into ME by determining (and piloting):

- Enrollment periods e.g., monthly, quarterly, or other
- How and when (or if) to continue open entry e.g., only in August (for program kickoff) and May (for summer)
- An orientation and student intake schedule
- Scope of managed enrollment (pilot or whole program) and implementation date
- Options for students waiting to enroll e.g., computer lab, distance learning options
- How to communicate new policies and procedures for current and new students e.g., minimum attendance requirement 60%, 70%, 80%?
- Roles and responsibilities of staff and teachers
  
  Additional things to consider:
  - Teacher task force to plan for Managed Enrollment
  - Administrative staff inclusion in process
  - Data regarding enrollment hours, numbers, completions, and gains
  - Class structures (or restructuring)
  - How to manage the “wait list”
  - Process for how to “promote” students from class to class e.g., benchmarks,
  - Establish a communication process with teachers, staff, and students for feedback and response to feedback
  - Professional development for staff and teachers

Checklist for Piloting Managed Enrollment

1. Identify specific program issues. ✔️

2. Study student enrollment patterns, retention, and promotion data.

3. Establish terms based on student data.

4. Develop curriculum for the designated terms.

5. Pilot the curriculum and terms.

6. Make revisions based on pilot data.

7. Develop an atmosphere where change is ongoing.

Q. I am wondering about addressing the testing that is used for measuring outcomes of a given program that may not align with the program. Is there going to be flexibility in assessing the success of a program?
A. In addition to the federal outcome measures, your local program/state may establish additional performance indicators. However, the measures described below are the required indicators for all programs regardless of populations served.

Beginning in PY 2016, the common measures are revised based on WIOA authorization for six key indicators that are consistent across populations served. These six performance indicators are: 1) placement in employment, education or long-term training in the second quarter after exit; 2) placement in employment, education or long-term training in the fourth quarter after exit; 3) median earnings of those employed in the second quarter after exit; 4) credential attainment; 5) measurable skill gains toward credential attainment/employment; and 6) effectiveness in serving employers. To accurately determine targets and results, the Department is required to collect new baseline data in PY 2016. Based on those data, targets will need to be established in subsequent years.

(Source: FY2016 Congressional budget Justification; Employment and Training Administration, Training and Employment Services)

**WIOA: Partnerships**

Q. Do you know of current communities or other organizations who have created partnerships and have a program that would be good to replicate?

A. I am providing a link to the *Florida Adult Education Career Pathways Toolkit* and encourage you to take a look at Section III. Partnership Development that provides a high level look at all of the stakeholder that are involved in a career pathways system and provides models for connecting stakeholders. [https://www.cde.state.co.us/cdeadult/floridacareerpathwaystoolkit](https://www.cde.state.co.us/cdeadult/floridacareerpathwaystoolkit)

Q. I created an advisory board with 10 members but there is very little interest in even coming to the meetings. These are some thoughts: the previous Director enticed her board with lunch. We no longer are allowed to use ABE money on food. What are some suggestions to get the members to come and take an active role? I want my members to feel it’s worth their time to come. What are some topics, I can add to my agenda that are important to ABE and the business community, to begin building an interest and partnership?

A. Check out the *Florida Career Pathways Toolkit*, Section VI. Effective Advisory Committees which provides a look (and actual tools!) for how you should develop, organize and sustain a strong advisory committee/board.
**WIOA: Student Motivation, Retention, & Persistence**

Q. I work with adult people that do not have a high school diploma or GED and do not feel they need education to get a good job. The can always get a job. How do you get them to understand the need for education? And another question along the same lines--When filling out our ABE Intake one of the questions they have to answer is: Are you currently employed, looking for a job, or not in workforce. Repeatedly I hear, “Why would I want to go to work? I would lose all my benefits!” How do we encourage students to desire to go to work or college when they see government support as a better alternative?

A. I wish I could provide the answer for each and every student, however, what I can speak to are some of the recommendations from research that can be helpful in addressing issues of persistence and motivation.

**Dispositional Factors Affecting Motivation**

**Policy and Program Implications**

From our retrospective study we see evidence of the need for better program goal alignment with learner goals. Although AEFLA was not enacted with the intention of helping people simply achieve personal goals, we hypothesize that program staff can use learners’ personal goals in a way that increases persistence and attendance, subsequently increasing national capacity of reading, writing and math abilities. In the aggregate, increasing educational goal attainment would be good for the economic and civic goals of AEFLA.

We also observed that learners with more hours of attendance also tended to receive more help and perceived fewer internal obstacles. Presumably these learners employed more goal-directed thinking; for those learners who are less likely to independently generate new routes to their goals, programs might be more proactive in offering help outside of the classroom (e.g., tutoring, mentoring, social networking), which might in turn increase both accountability and persistence. Actually changing the way learners think about internal obstacles (building up pathways thinking) is a harder task. Bernardo (2010) suggests tapping into social networks as a source of hope; external agents can stimulate other individuals’ sense of agency and can help find resources to increase pathways. Such techniques as Motivational Interviewing (Miller & Rollnick, 1991, 2002) and Client-Directed Outcome-Informed practices (Duncan, 2010) might also be considered by ABE/ASE programs to improve overall learner outcomes.

Additionally, I am attaching a document from Ohio Adult Basic and Literacy Education that provides an overview of the literature on Persistence with Adult Education Students. Lots of good information that identifies the basics as well as a good list of the research in this area.

**Q. What about parents who are not looking to work because they care for children but want to improve their English to help their children?**

A. You can still infuse career awareness and employability skills into your curriculum with group activities, communication skills, problem solving, digital literacy (big for them to be able to help their children!). They may not be looking for work now, but some day when their children are school age, they might or even once their English improves they may see it as more of a possibility. Sometimes we limit our students by our own expectations unintentionally. Part of Adult Education is expanding the horizons and exposing opportunities to our students. Also, embedding instruction about how the postsecondary system works will assist them with helping their school age children understand the requirements for education beyond high school as well as enable them to navigate the PSE system. I always say that filling out the Free Application for Federal Student Aid (FAFSA) should be taught in every educational setting as a life skill (just like tax returns and job interviewing).

**Q. My students are ex-offenders, how might I find the labor statistics as well as any information the workforce may have about [employing] students who were convicted felons.**

A. I am providing some resources for you below, additionally, I would encourage you to join the Correctional Education online Community for Adult Educators at [https://community.lincs.ed.gov](https://community.lincs.ed.gov) I would encourage you to post your question to the group once you join and you will receive a wealth of information. Another resource is the national Correctional Education Association. [http://www.ceanational.org/](http://www.ceanational.org/)

In Search of a Job: Criminal Records as Barriers to Employment [http://www.nij.gov/journals/270/pages/criminal-records.aspx](http://www.nij.gov/journals/270/pages/criminal-records.aspx)

Offender Reentry: Correctional Statistics, Reintegration into the Community and Recidivism [https://fas.org/sgp/crs/misc/RL34287.pdf](https://fas.org/sgp/crs/misc/RL34287.pdf)

WIOA: Instruction—Employability Skills & Contextualization

Q. What about adults who are the lowest skilled—below 3rd grade, they are no way near a credential or even training certificate?

Q. For GED to College Bridge Programs, how does WIOA envision appropriate contextualization? Specifically, our transition to college bridge programs which prepare students to enter postsecondary include many components such as career awareness, college knowledge curriculum and academic preparation at the highest level of developmental course work or exempt from developmental course work. Could we consider preparation for postsecondary and especially the college knowledge and career services pieces as contextualizing components under WIOA guidelines?

Q. Can a WDB client have a work placement and learn the employability skills through courses done at the college or at the WDB local offices as workshops. Could this be a community ed partnership?

Q. Really looking for suggestions on how these partnerships provide employability skills lessons can be done amongst community colleges, WDBs and community organizations?

Q. What are your suggestions on how community colleges can partner with their local Workforce Development Board to provide employability skills classes/workshops? Would these classes be offered at the colleges or at the WDB local offices?

Q. I would appreciate any life models or concrete examples of how to integrate workforce and higher ed into my current classes. Retention is difficult! With the increased rigor of the official test, it is a challenge to retain the students long enough to teach them the advanced information to pass their official test. When we have had someone from workforce come to present information, the students complained that it takes time away from learning what they need to know to pass the official test. **How do we integrate this and keep student retention?**

In response to the questions above, I am providing links to resources that would be helpful in addressing questions about contextualization, employability skills, bridge programs, and models of programs. The first resource produced by the National Adult Education Professional Development Consortium for Texas LEARNS Contextualization: Creating Career-Infused Classrooms; *A Toolkit for Instructors* is an excellent resource for delving into contextualizing your curriculum and provides definitions, tools, and examples of what contextualization looks
like in practice. I love the Curriculum Map provided in this toolkit and use it with programs all the time!

Employability Skills are defined as the general skills and knowledge necessary for success in the labor market at all employment levels and in all sectors. With that in mind, these skills can be embedded in your curriculum at all education levels—you do not need to hold separate employability skills classes. One of the first things I would encourage you to do is to first identify what skills you are already embedding in curriculum. Most programs I work with are surprised to find how much they already doing! The next thing is to let your workforce partners know that you can provide this type of skills training **while** participants improve their academic skills and knowledge. Some states may have identified a set of employability skills standards, i.e. Iowa, however, many have not. A terrific resource for a research based employability skills framework developed by the US Department of Education can be found at [http://cte.ed.gov/employabilityskills/](http://cte.ed.gov/employabilityskills/)

I will attach an example of an academic ABE lesson that has embedded employability skills as a model for your review.

**Q. How does this relate to getting on the approved vendor list? Does this only apply to credential/degree programs or could employability skills courses count as well and correlate to fees being covered through the WDB local offices?**

**A.** This question really is specific to your local area. However, generally speaking, ABE and Job Readiness Skills Training (but typically not standalone, they need to be part of a larger more comprehensive training about working in a specific job or career awareness type) are eligible services to be considered by workforce boards in identifying vendors.

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Michelle Carson possesses more than 20 years of experience in the fields of adult, career and technical education, and higher education at the local, state, and national levels. While State Director and Associate State Director of Adult Education for the state of Kansas, Carson directed several federal and state-wide initiatives including the U.S. Department of Labor, Employment and Training Administration’s Career Pathways Initiative and the U.S. Department of Education, Office of Career and Technical and Adult Education (OCTAE), Division of Adult Education and Literacy (DAEL), Transitions to Postsecondary Education project. Carson co-authored the successful grant proposal to secure funding for Accelerating Opportunities for Kansans (AO-K) ground-breaking project with Jobs for the Future, funded by the Bill
Gates Foundation. Additionally, she was part of an interagency team that implemented a 10-million, 5-year U.S. Department of Health Professionals Opportunity Grant (HPOG) known as Kansas Health Professionals Opportunity Project (KHPOP). In working with Kansas Adult Education, Carson conducted a state-wide needs analysis which included focus groups as part of the data gathering process. The data collected informed the Adult Education State Plan submitted to the U.S. Department of Education, OCTAE, Division of Adult Education and Literacy (DAEL). Following her work in Kansas, Carson led OCTAE’s Designing Instruction for Career Pathways ($3.8 million) project and developed professional development and instructional resources for practitioners involved in creating bridge programs that integrate career and technical education with academic instruction. Carson also provided oversight for a Trade Adjustment Assistance Community Colleges Training (TAACCT) $19.6 million grant to seven community and technical colleges in Kansas that had the goal of improving and expanding the partner institutions’ capacity to deliver career and technical education to reskill unemployed adults in order to move them into high wage, high-demand jobs. Michelle holds a M.S. in Adult and Continuing Education from Kansas State University.

Background: Michelle Carson

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| Washburn Institute of Technology, KS, U.S. Department of Labor, ETA, Trade Adjustment Assistance Community College and Career Training Grant (TAACCT), TRAC-7 Project | Technical Retraining to Achieve Credentials (TRAC-7), a USDOL TAACCT-funded project, provided workers with academic and industry-recognized credentials, while focusing on educating students to meet industry demands for a skilled workforce. Comprised of seven institutions of higher education, TRAC-7 forged a new vision of integrated, collaborative training and education. Through the inclusion of blended learning the partners use of online, hybrid-courses featuring real-time online interactions, and specialized mobile units that provided students with hands-on, job-centered training. TRAC-7 provides:  
- Hands-on training with the goal of having participants job-ready in less than a year  
- Career pathways with multiple entry/exit points that lead to attainment of industry recognized credentials  
- Seven programs offered by seven institutions with mobile classrooms, blended learning programs, and some programs that are offered entirely online  
  - Advanced Systems Technology  
  - Agri-Biotechnology  
  - Electrical Power Technician  
  - Environmental Technology  
  - Food Science  
  - Power Plant Technology  
  - Risk Management | Program Manager |
| Kratos Learning, U.S. Department of Education, OCTAE, “Designing Instruction for Career Pathways” | The Designing Instruction for Career Pathways project assisted state and local adult education providers in developing and delivering classes that enabled low-skilled adults to progress on a career pathway, in addition to preparing them for success in postsecondary education. Project Milestones:  
- Managed the convening of a technical workgroup comprised of a cross-section of adult education and workforce development stakeholder groups who informed the project work.  
- Developed training for national, regional and/or State conferences, workshops, and events.  
- Created an online resource collection which included dozens of sample courses, lesson plans, and “how to” resources that addressing key career | Deputy Project Manager |
| Pathways topics. | Developed and delivered a series of freely available, self-paced courses on building career pathways for low-skilled adults. |
| Created and managed an online professional learning community of practice. |
| Oversaw the development and content for quarterly newsletters designed to update state and local adult educators on current trends in career pathways. |

| Kansas Board of Regents, U.S. Department of Labor, ETA, Career Pathways Initiative, KS | U.S. Department of Labor, ETA, Career Pathways Initiative: |
| Kansas is a largely rural state with three major metropolitan areas (Wichita, Topeka and Kansas City) and five local area workforce boards. Many efforts are underway to recruit, assess, train, and place low-income, low-skilled individuals in jobs within these two industries. Also the Kansas Health Profession Opportunity Project, a statewide effort to place TANF and other low-income, lower skilled persons in health care occupations, the Kansas Department of Commerce received the grant through the US Department of Health and Human Services. The CPI worked with all five local workforce boards to place 500 individuals in healthcare positions across the state. |
| **PROJECT GOALS:** |
| Development of career ladders for the health care industry, with curricula for each step in the career ladder that enables individuals who complete the training to enter jobs that will support their families. |
| Development of true coordination/integration among various partner agencies, each providing a component of the total workforce development solution, with each agency understanding its roles and responsibilities and specific funding investments for the career pathways project. |
| Health care businesses engaged in helping to develop, utilize, and improve the curricula for each ladder within the career pathways project. |
| Improve staff understanding of the cultural issues facing the populations with multiple barriers, and provide effective “wrap around” solutions to ensure participants continue with the program and do not “drop out”. |

| Kansas Board of Regents, KS Kansas Health Professionals Opportunity Project (KHPOP) | The Kansas Health Profession Opportunity Project is an innovative training program designed to help healthcare providers find the workforce they need. KHPOP provides healthcare education and training for TANF recipients and other low-income individuals statewide. KHPOP features several innovative elements: Career coaches, incentives for GED completion, financial assistance for employers, high-definition video conferencing, Work Opportunity Tax Credits and federal bonding. The primary goals of the project were to: |
| 1. Provide education and training to low-income individuals for occupations in healthcare that are well-paying. |
| 2. Learn what kinds of education and training programs work. |

| U.S. Department of Education, OCTAE, Literacy Information Network and Communications (LINCS) | Provide training on various professional development topics including standards-based instruction, program management, career pathways systems, employer engagement in career pathways systems, and designing instruction for career pathways across the United States to adult education, corrections, and workforce development staff. Some of the states served include: |
| Minnesota – Instruction for Career Pathways |
| South Carolina – Standards-based Instruction for Adult Education |
| Indiana – Standards-based Instruction for Adult Education |
| Iowa – Standards-based Instruction for Adult Education |
| Virginia – Instruction for Career Pathways |
| Connecticut – Instruction for Career Pathways |