

Maintaining Access to Opportunity During Uncertain Times:

English Language Learner Workforce Navigator Pilot Programs—Final Evaluation Report



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I | EXECUTIVE SUMMARY

Immigrants and English language learners (ELLs) face significant social, cultural, and economic barriers that limit their access to education and job training services and programs. In June 2019, the California Labor and Workforce Development Agency (LWDA), the California Workforce Development Board (CWDB), and the Employment Development Department (EDD) funded four local Workforce Development Boards (WDBs)—Los Angeles County, Richmond, Tulare County, and Verdugo—and their partners to carry out collaborative projects to improve access for California's ELL populations to employment and educational services as part of an ELL Co-Enrollment Pilot. This effort, which built on the 2017 ELL Navigator Pilots, was aimed at creating new ELL navigator pilot sites with a stronger focus on incorporating co-enrollment strategies into their service delivery models. The focus on co-enrollment was part of the State's efforts to make progress on the goals of its Workforce Innovation and Opportunity Act (WIOA) Strategic Plan. These efforts focused on building stronger partnerships and alignment among core programs, such as WIOA Titles I and II and the California Adult Education Program (CAEP), to assist populations with barriers to employment, such as ELLs, with achieving better educational and labor market success.¹

To evaluate the implementation and early outcomes of the ELL co-enrollment pilot projects, the State provided a grant to the California Workforce Association (CWA), which subcontracted with Social Policy Research Associates (SPR). To carry out this evaluation, SPR conducted semi-structured interviews with pilot grantee and partner staff, as well as participants—the latter in English and Spanish—regarding pilot implementation and early outcomes. SPR also analyzed aggregate-level administrative data from both CalJOBS and TopsPRO Enterprise (TE) pilots used. Note that due to these methods and the fact that the evaluation was completed at the same time as the pilot grants ended, the findings from this evaluation should be viewed as preliminary. Also, because the COVID-19 pandemic occurred about halfway through pilot implementation, these results may be less generalizable to providing services to ELLs as the state returns to a “new,” post-pandemic, normal.

Implementation Study Findings

Below we summarize key findings related to pilot implementation.

Context for Pilot Projects

The four pilots operated within different economic, geographic, and political contexts. For example, three of the four (LA County, Richmond, and Verdugo) were focused on serving urban areas, while the fourth—Tulare County—was focused on serving rural sections of its county. Two of the pilot grantees—Tulare and LA County—also focused on only specific regions in their Local Areas. For Tulare County, the pilot focused

¹ California Workforce Development Board. (2019, February). *Request for applications: Workforce Innovation and Opportunity Act English Language Learner Co-Enrollment Pilot Program*. <https://cwdb.ca.gov/wp-content/uploads/sites/43/2019/02/NEW-ELL-Navigator-FINAL-RFA-021919JH.pdf>

only on certain rural areas close to the county's southern and northern borders, while in LA County, the pilot was focused on the region served by the Pomona America's Job Center of California (AJCC).

The COVID-19 pandemic affected all four pilots significantly about halfway through the pilot grants' periods of performance. As a result of this massive public health and economic crisis, pilot activities were severely affected, and had to make substantial adaptations to their services and partnership activities to continue operating.

Demographic Characteristics of Pilot Participants Versus other ELLs Served by WIOA Title I

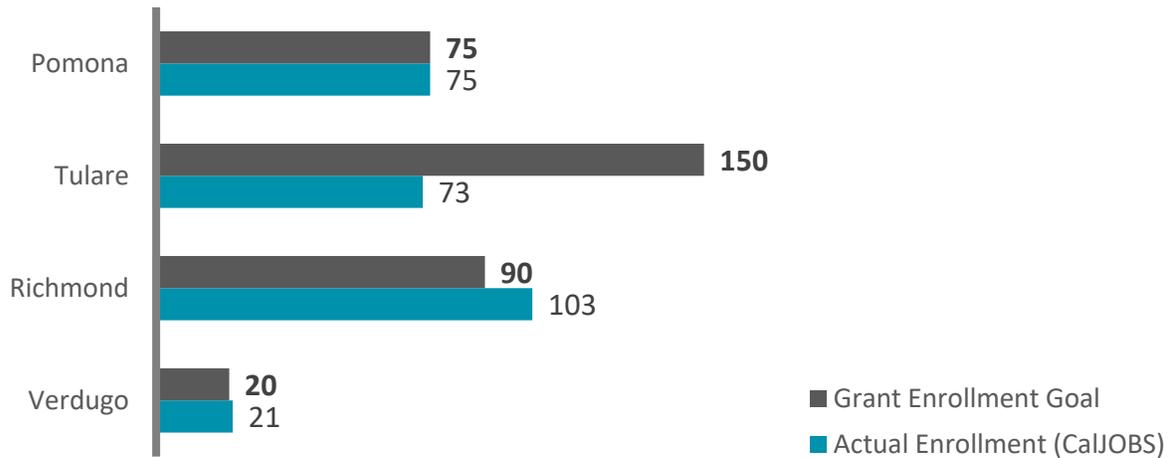
While enrollment was lower than expected in one pilot, all successfully enrolled their target populations. A total of 272 ELLs participants enrolled in the pilots; this was about 81 percent of the combined enrollment goals of the four sites. However, the lower than expected enrollment was confined to only one pilot (Tulare, which also had the highest enrollment goal), as the other three sites either met or exceeded their enrollment goals (see **Exhibit ES-1**). The vast majority of these enrollees were Hispanic/Latinx women, between the ages of 27 and 47, and more than half (56 percent) had not completed high school. Most participants were unemployed at enrollment in the pilot (86 percent) and reported facing multiple barriers to employment: basic skills deficiency and low levels of literacy² (89 percent), English Language Learner status³ (88 percent) and cultural barriers⁴ (28 percent). One in six participants was also a single parent (17 percent).

² Refers to (a) youth with English reading, writing, or computing skills at or below the 8th grade level on a generally accepted standardized test; or (b) youth or adult unable to compute or solve problems, or read, write, or speak English, at a level necessary to function on the job, in the individual's family, or in society. [Pub. L. 113-128, July 2014, Title II, Sec. 3\(5\)](#).

³ Refers to an individual who has limited ability in reading, writing, speaking, or comprehending the English language, and (a) whose native language is a language other than English; (or) who lives in a family or community environment where a language other than English is the dominant language. [Pub. L. 113-128, July 2014, Title II, Sec. 203\(7\)](#).

⁴ Refers to an individual that perceives him or herself as possessing attitudes, beliefs, customs or practices that influence a way of thinking, acting or working that may serve as a hindrance to employment ([ETA-9172, Element 805](#)).

Exhibit ES-1: Pilot Enrollment and Enrollment Goals by Site



Source: CalJOBS Report, March 2021.

Pilot participants were much more likely to be women and less likely to face basic skills and language barriers compared to other ELLs served by pilot WDBs and across the state. When comparing between pilot participants and other ELLs served by the four pilot WDBs in their WIOA Title I Adult, Dislocated Worker, and Youth programs, the two populations were similar on several counts. Both pilot and local Title I programs served similar proportions of Hispanic/Latinx participants (89 percent versus 81 percent), non-working participants (86 percent versus 94 percent), participants who did not complete high school (56 percent versus 63 percent), and participants who were single parents (17 percent and 9 percent). Both also served participants who were long-term unemployed (28 percent and 20 percent). However, there were also significant differences, notably:

- Pilot participants were much more likely to be women (87 percent versus 57 percent)
- Pilot participants were somewhat less likely to have basic skill (89 percent versus 100 percent) and language-related (88 percent versus 100 percent) barriers to employment.

These differences between pilot participants and other ELLs served by the four pilot WDBs were relatively similar to differences between pilot participants and all ELLs served with local WIOA Title I funds across the state.

Pilot participants were also much more likely to be Hispanic/Latinx as compared to all participants served with local Title I funds in California. In contrast to the many similarities between ELLs served by pilot WDBs using either pilot or local WIOA Title I funds, there were major differences between pilot participants and the broader population of participants served by local WIOA Title I funds in the state. Notably, pilot participants were more likely to be Hispanic/Latinx.

Pilot Recruitment and Enrollment

Pilots shifted from in-person to mostly virtual strategies to recruit participants. To achieve these enrollment results, pilot staff reported using four primary recruitment strategies: (1) conducting outreach at community and partner events, (2) developing targeted pitches, (3) receiving referrals from pilot partner agencies, and (4) promoting pilot programs through online platforms. Once recruited, navigators then assisted potential participants with enrollment—either in-person (prior to the pandemic) or primarily remotely (after the pandemic began). Although pilot sites were able to make remote enrollment feasible for most pilot participants, some faced challenges, which navigators attempted to deal with by assisting these participants via Zoom or over the phone.

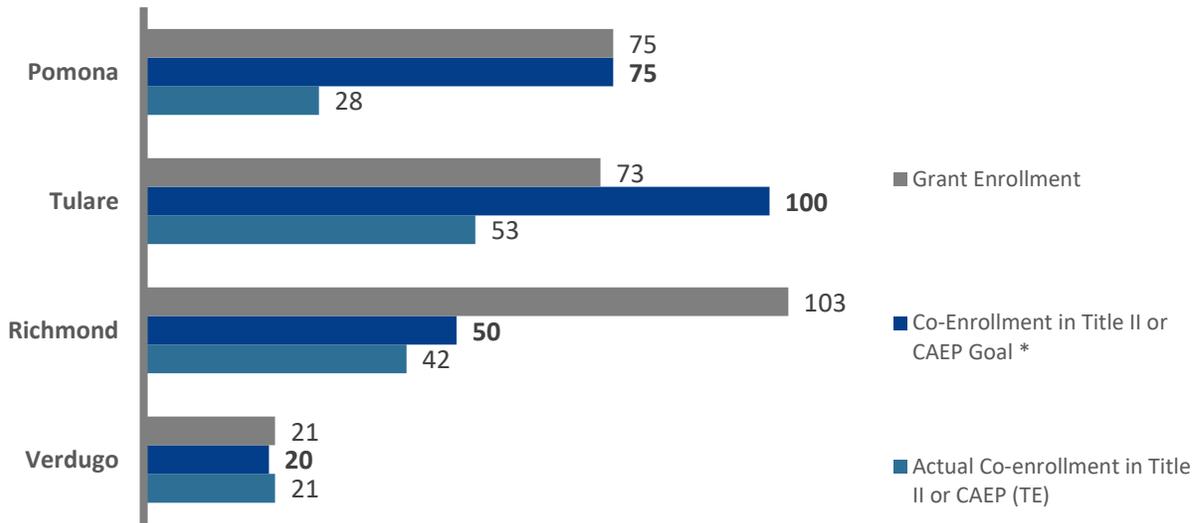
Pilot Co-enrollment in Local WIOA Title I and Title II/CAEP Programs

Nearly all pilot participants were co-enrolled in Local WIOA Title I Programs. (see Exhibit ES-2) Since pilot grantees or their service providers were usually the same agencies that also provided these Title I programs, this process was fairly simple. In some cases, the same staff members who had enrolled participants in the pilot would also co-enroll them in one of the local Title I program, while in other cases, another staff person from the pilot agency would do that co-enrollment.

About half (144 of 272) of all pilot participants were co-enrolled in either WIOA Title II or CAEP-funded programs (see Exhibit ES-2). Processes to co-enroll pilot participants in WIOA Title II or CAEP-funded programs typically began with navigators reaching out to a contact at the adult education partner that they were referring the participant to. Then, in two of the three pilots, staff recorded certain information about the referred participant into a spreadsheet that they would provide to that adult education partner. In a third pilot—Verdugo—where the grant coordinator had direct access to TE, she would directly enter data on pilot participants co-enrollment.

Pilots faced several challenges to co-enrollment in Title II and CAEP programs. One challenge was that after the beginning of the pandemic, navigators and adult education staff members had to focus primarily on shifting to virtual modes of service delivery (some even closed or laid off staff) and could not spend time working on co-enrollment processes. Pilots also faced challenges to Title II/CAEP co-enrollment due to their use of spreadsheets to share data since they did not have access to each other's systems of record—TE and CalJOBS.

Exhibit ES-2: Participants' Co-Enrollment in Title II or CAEP Programs



Source: TE Report, March 2021 and grantee documents.

Pilot Partnerships and Staffing

In each pilot, key partners included WDBs, their pilot and WIOA Title I providers (which were typically the same organizations), local WIOA Title II and CAEP-funded adult education organizations, and other ELL-serving CBOs. Pilot partners used a range of strategies to coordinate co-enrollment, co-case management, and service delivery. These included having regular partner meetings, offering co-location for partner staff, and finding innovative ways to share participant and program data.

Staff from lead organizations and partner agencies took on specific roles in each pilot. Key roles included:

Grant coordinators played a key role in the pilots by supporting navigators and communicating with partners. WDB staff served as grant coordinators and provided oversight of pilot projects. They also supported navigators, communicated with partners, and sometimes conducted outreach to employers and new partners.

Navigators played a key role in the pilots, directly serving ELLs and connecting with partners. These staff, all of whom worked for WIOA Title I service providers, were selected for this position because of their personal connections to immigrant populations and/or for their professional experience working with ELLs in different capacities. Key activities for navigators were serving as a single point of contact for ELLs to provide them case management and other supports, including help with pilot enrollment as well as enrollment in ESL, GED or vocational training classes, and assistance with finding and keeping jobs. Although all navigators spent some of their time at AJCCs, to better coordinate with adult education providers and their participants, in three of the four pilots, they also spent time at adult education (Title II/CAEP) program locations.

Pilot Services

Navigators provided and adapted key case management services as sites shifted to virtual delivery.

Navigators typically provided a set of key case management services to pilot participants, including developing IEPs, helping participants to complete career aptitude and interest assessments, referring them to partner services, and checking in with them regularly about their progress. As with enrollment, pilot case management services had to be shifted to take place primarily remotely; a change that was challenging for many participants. To overcome this challenge, navigators (and pilots more broadly) assisted participants by providing computers and Wi-Fi hotspots; helping participants to develop digital literacy skills; continuing to provide some assistance in-person; using multiple modes of communication (including social media and phones); and adjusting check-in meetings to better fit participants' schedules.

Co-case management strategies were negatively impacted during the pandemic. Navigators and adult education partner staff engaged primarily in informal co-case management of co-enrolled pilot participants, typically by email or phone, aimed at dealing with participant-related challenges as they arose. For example, pilot navigators reported that adult education partners helped them to contact co-enrolled participants with whom navigators had lost touch, while adult education instructors or counselors might reach out to navigators if they learned a participant needed additional supportive services. Both pilot and partner staff acknowledged the need to develop clearer and more formal co-case management processes but asserted that this had been impossible due to the demands of dealing with the pandemic during the second half of their grants' periods of performance.

Many participants received basic and individualized career services (primarily job search-related assistance) and adult education services. Navigators commonly offered job search-related services to participants, including providing them with information about job openings. They also provided participants with one-on-one help in preparing resumes, job applications, as well as assistance with preparing for interviews. Many pilot participants engaged in ESL or high school equivalency (HSE) classes provided by adult education partners. In Tulare and Richmond, HSE classes were offered in both English and Spanish to students who were concurrently enrolled in ESL classes. These adult education partners also commonly provided assessments and testing related to these services.

Supportive services were critical to participants' retention and success in pilot programs. According to pilot staff and participants, some of the most critical and common services provided—especially during the pandemic—were supportive services. These included not only transportation and childcare support, but also support for other basic living expenses, such as rent, utility, or mortgage bills. Some also connected participants to emergency food assistance, such as food banks.

Few participants accessed skills training and subsidized work services. A small number of pilot participants accessed occupational training that was adapted for ESL students. For example, according to CalJOBS, 12 participants served by the Pomona pilot participated in occupational skills training paid for by the pilot. In Verdugo, five participants were co-enrolled in an Administrative Medical Assistant program provided by GCC. Following its receipt of a Disaster Recovery National Dislocated Worker grant related to a massive wildfire, the Tulare pilot was able to use those funds to hire some pilot participants to support cleanup work from that fire.

Outcomes Study

ELL Co-Enrollment pilot sites pursued two key goals during the pilot. First, pilot teams (WDBs, their providers, and their adult education partners) worked to initiate system-level changes that would improve their service alignment and collaboration and increase participant co-enrollment in Title I and Title II/CAEP services. By increasing ELL participants' access to the full range of services agencies had to offer and further leveraging agencies' resources for the maximum benefit to the participant, pilots also sought to enhance employment and educational outcomes for the ELL population they serve.

System-Level Outcomes

Overall, grantee coordinators, navigators, and partner agency staff reported improved ELL-related communication over the course of the pilots between agencies, and they attributed this—at least partly—to their pilots' ongoing communication efforts. Pilot staff noted two key mechanisms had strengthened communications among agencies. First, navigators' active roles in this communication (further improved by co-location) managing and sharing participant data across agencies and having a comprehensive understanding of the full range of all the different services all pilot agencies offered. Second, grant coordinators' leadership to sustain and strengthen partnerships by convening pilot team meetings, setting and adapting strategies to pursue common goals during uncertain times, and seeking new partnerships.

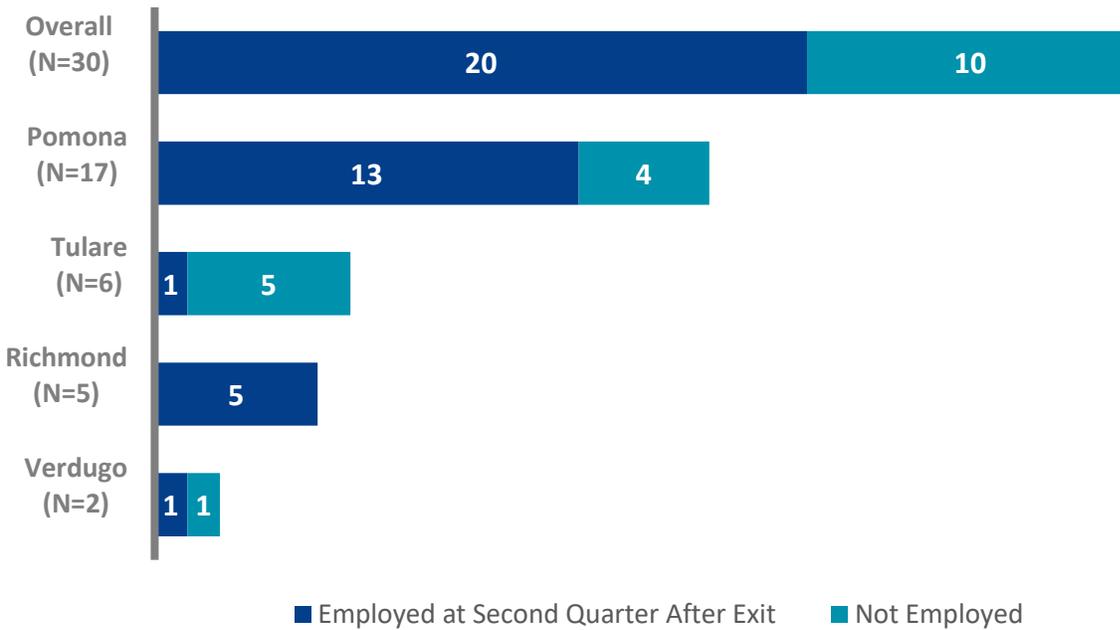
These activities resulted in better coordination and service alignment across these agencies despite the disruptions caused by the pandemic. By the last few months of the grant, most grantee and partner staff agreed that this improved communication had led to strengthened partnerships and improved coordination among most agencies participating in the pilots. Specific examples of this improved coordination included: adding new partners to their partnerships; leveraging funding and services; developing increased understanding of partner services; identifying service gaps; and developing a shared understanding of common goals and a customer-centered culture.

Participant-Level Outcomes

About two-thirds (20 of 30) of a small sample of early pilot exiters were employed in the second quarter after exit (see Exhibit ES-3).⁵ By pilot, Pomona had the highest percentage of exiters employed in the second quarter after exit—perhaps because it also had the largest number of participants who had exited the pilot early enough to be included in this sample. Other pilots—especially Tulare—enrolled most of their participants too late in the grant so many of them were not included in this sample. Notably, the majority of Richmond's pilot participants could not have had employment outcomes. The majority did not yet have right to work documentation thus, they could not take part in services directly related to employment, nor become legally employed.

⁵ The present analysis includes only 11 percent (30 of 272) of all pilot participants, which are only those who had exited the program by June 30th, 2021 and for whom enough time had elapsed to include data from the state's base wage file, as well as validated supplemental data, to measure employment. Because of these low numbers, results must be interpreted with caution as they are preliminary.

Exhibit ES-3: Pilot Participant Employment in the Second Quarter After Exit



Note: Results include 30 participants who exited the program for whom enough time had passed to be able to obtain reliable Q2 Employment results from both supplemental data and the state's base wage file.

Source: CalJOBS report, March 2021.

There are several reasons why these early employment outcomes were likely lower than they would have been without the pandemic. For most of these pilot participants, their exit data coincided with the first six months of the pandemic when unemployment in the U.S. was at a record high. Unemployment rates were particularly high in many sectors that employ women who are ELLs, such as hospitality, leisure, and food services. Staff from three pilots—Pomona, Tulare, and Richmond—also noted that some of their participants decided to pause their job searches or not pursue employment opportunities because of the pandemic.

Eighty percent (29 of 37) pilot participants who had completed pre-and post-tests during the 2019-2020 program year achieved an Educational Functioning Level (EFL) gain (see Exhibit ES-4). In achieving this EFL gain, these participants entered at one instructional level and finished the program year at a higher level. The Richmond and Tulare pilots—both of which had high numbers of pilot participants who co-enrolled early in Title II/CAEP programs—had the highest number of participants achieving these gains.⁶

⁶ We are only able to present results for this small sample of pilot participants for the following reasons. First, because the second full program year of the pilot had not yet concluded as of the time of the writing of this report (program years begin July 1 and continue until June 30), we could not assess measurable skills gain (MSG) results except for those pilot participants who were enrolled prior to June 30, 2020. In addition, among those co-enrolled in Title II or CAEP, who were enrolled prior to this program year, we could only assess successful MSG results for participants who persisted, that is, those who completed both a pre and a post-test for assessing their educational functioning levels (EFLs); and fewer than the usual number of participants were able to do so during the spring of 2020 due to the pandemic, fewer than normal did so during the first year of the program. We are

Exhibit ES-4: Title II/CAEP Emerging Outcomes

METRIC	ALL CO-ENROLLED PARTICIPANTS	POMONA	RICHMOND	TULARE	VERDUGO
Average Educational Functioning Level (EFL)	ESL Level 4	ESL Level 5	ESL Level 4	ESL Level 4	n/a
Number of Students Who Persisted	37	1	23	13	n/a
Number of Students Who achieved a level gain	29	-	18	11	n/a

Source: TE Report, PY 2019-2020. Results based on available data. Additional data is required to complement the outcomes information in the TE report for the Verdugo pilot.

Recommendations and Considerations for Future Efforts Focused on Expanding Co-Enrollment between WIOA Titles I and II and CAEP

Recommendations for how to support future efforts aimed at increasing co-enrollment between WIOA Titles I and II and CAEP (some of which were already implemented by these pilots) are presented below.

Support co-enrollment partners with implementing clear internal processes to manage data on prospective and existing co-enrolled participants early on. Pilot staff stated that reviewing and formalizing co-enrollment-related data-sharing steps among partners early in the grant is critical to making it more likely that such processes will be sustained. Several of these pilots, in fact, did so with the support of the pilot's TA Team. Pilot staff also recommended that the process of managing, validating, and sharing co-enrolled participant data should be distributed among various team members. They asserted that it was impractical to have only one or two staff manage all such processes because that makes it difficult to scale up data sharing as co-enrollment increases.

Implement additional strategies to address system limitations to improve the efficiency of co-enrollment-related data sharing. One possible system improvement suggested by one of the pilots was to provide viewing access to the Title I and II systems of record (CalJOBS and TE) to partner staff so that those staff would be able to see (but not enter) data on shared participants in their partners' systems, without needing to resort to spreadsheets. Staff from one lead grantee who worked with the TA team and CASAS staff to implement this strategy, reiterated that it would be useful for partners to receive periodic counts

also not presenting even preliminary results for measurable skills gain achievement by pilot participants from the CalJOBS system for similar reasons. Further, we are not presenting credential attainment results for any pilot participants because, as of the time of the writing of this report, too few who had participated in a qualifying education or training service had been exited for long enough for those results to be reliable.

or brief rosters of co-enrolled participants directly from their partners' systems of record. These reports would allow lead grantees and their partners to engage in focused conversations about those data—including their accuracy—and discuss strategies for continuing the pursuit of common goals. A third option, suggested by CASAS staff, would be to develop an application programming interface (API) between CalJOBS and TE that would allow sharing data electronically between the systems on a regular (perhaps nightly or weekly) basis.

Support and foster practices that strengthen collaboration and coordination among partners at multiple stages of co-enrollment efforts. Such practices could include cross-training about partner services, the identification of shared goals, the discovery of pressing needs experienced by shared participants, and the identification of areas where concerted efforts could yield better results (such as by leveraging funds). A useful example from this round of pilots, is how pilot teams came together to address participants' literacy gaps. Having conversations about common goals and how enhanced collaboration could benefit participants and programs (by enabling participants to access additional services from a partner agency at no cost to other agencies), may help to foster a more participant-centered culture.

Ensure ELL programming addresses participants' dual challenges of developing English proficiency and gaining occupational skills or resolving other barriers to employment—such as the lack of an HSE or high school diploma. Given the time it takes to gain English proficiency, the creation of pathways that allow ELLs to continue making progress towards that proficiency, while also gaining occupational skills (such as via integrated employment and training efforts customized for ELLs) or an HSE, could enhance both their employment and educational outcomes. Pilot staff mentioned that effective models to foster English language acquisition for working adults were those where ELL participants were able to access ESL instruction contextualized to the workplace or specific occupations, because that tends to improve the retention of what is learned. Research suggests that these types of training may improve credential attainment (Spence, 2010; Leibowitz & Combes, 2004). Pomona and Verdugo staff supported this notion; they reported that linking or directly tying ESL components to regular occupational or vocational training seemed promising. Another promising programmatic is to make available GED preparation courses in Spanish for learners concurrently enrolled in ESL services.

Additional resources, training, and dialog are needed to ensure that partners reach a shared understanding of Title I and Title II/CAEP outcomes. Importantly, some pilot staff mentioned that it would be very useful for them to receive additional state guidance and training on both the Title I and Title II/CAEP systems of record, CalJOBS and TE. The goals of this training and guidance would be to ensure that partner staff members have a thorough understanding of how to record co-enrollment-related data in each system and how they can jointly report on participant outcomes to help them keep track of progress toward achievement of common performance goals so that they can all *"take credit for co-enrolled participants,"* as suggested in Workforce Systems Directive 19-09.⁷

⁷ See Strategic Co-enrollment – Unified Plan Partners (p.7) on performance. Accessed here: https://www.edd.ca.gov/Jobs_and_Training//pubs/wsd19-09.pdf

II | INTRODUCTION

In June 2019, the California Labor and Workforce Development Agency (LWDA), the California Workforce Development Board (CWDB), and the Employment Development Department (EDD) funded four local Workforce Development Boards (WDBs) and their partners to carry out projects under the English Language Learner (ELL) Co-Enrollment Pilot Program. This effort built on the 2017 ELL Navigator Pilot to provide ELLs and immigrant workers with career and supportive services that lead to jobs. The aim of the most recent pilot projects was to expand existing ELL Navigator Pilot models and create new ELL Navigator Pilot sites with a focus on incorporating co-enrollment strategies that best support California's ELL population.⁸

Background and Vision for the ELL Co-Enrollment Pilot Program

Immigrants and ELLs face significant social, cultural, and economic barriers that limit their access to education and job training services and programs. The aim of the ELL Co-Enrollment Pilot Program was to advance the goals of California's State Workforce Innovation and Opportunity Act (WIOA) Strategic Plan by building workforce system infrastructure and capacity to help ELLs enter a path leading to employment and training. This included enhancing partnerships with Adult Education (Title II/California Adult Education Program [CAEP]), human service programs, and community-based organizations (CBOs) to support individuals with barriers to employment. In the ELL Co-Enrollment Pilot Program's request for applications (RFA), the LWDA also set the following more specific goals for the pilot projects:

- serving the ELL population through a co-enrollment model that features shared case management, leveraging of resources, elimination of duplication of services, and improved participant experiences and outcomes;
- enhancing or establishing strong partnerships and infrastructure to strategically co-enroll participants in WIOA Title I and Title II/ CAEP;
- enhancing or expanding existing collaboration and partnerships with CBOs or other local/regional entities that provide supportive services like childcare, mental health services, and financial literacy training;
- developing strategies, such as career pathways programs, that fill gaps, align systems, and enhance customer services; and
- creating new sustainable models for service delivery and funding alignment that can be replicated across the state and tailored to regional needs.

⁸ California Workforce Development Board. (2019, February). *Request for applications: Workforce Innovation and Opportunity Act English Language Learner Co-Enrollment Pilot Program*. <https://cwdb.ca.gov/wp-content/uploads/sites/43/2019/02/NEW-ELL-Navigator-FINAL-RFA-021919JH.pdf>

Lead and partner organizations played key roles in the pilot project, from supporting outreach and recruitment efforts to providing services and co-case management. This section describes pilot partnerships in more detail, including partner roles, coordination between partners, and pilot staff responsibilities (see **Exhibit III-2** for a listing of partners in each pilot).

The structure of the four pilot programs included in this evaluation report were basically composed by the lead organizations, primarily WIOA Title I agencies and Title II/CAEP partner agencies most of which are K-12 adult educations and fewer community colleges. Pilot programs also included community-based organizations (CBOs). Key staff in the lead agencies were grant coordinators and navigators. In the adult education and CBO partner agencies, were program managers or service directors. Key roles are described in more detail in the next chapter.

The ELL Co-Enrollment Pilot Program Evaluation

To evaluate the implementation and participant and system-level outcomes of the pilot projects (as related to the goals set forth in the RFA), the LWDA provided a grant to the California Workforce Association (CWA), which subcontracted with Social Policy Research Associates (SPR). The main objectives of the CWA/SPR evaluation were to:

- describe how pilots actually implemented the expected activities, including any common barriers they experienced and any promising strategies they developed to overcome those barriers;
- describe the outputs and early outcomes achieved by the pilots and the ELLs they served; and
- promote continuous shared learning across all pilot stakeholders (pilot teams, the technical assistance (TA) team, the evaluation team, and state leadership) through the sharing of evaluation findings.

To achieve these objectives, the evaluation included an implementation study and an outcomes study to determine how pilot projects designed and implemented co-enrollment practices to expand access to services and improve outcomes of ELL participants, and what challenges and promising practices they encountered. A complete list of evaluation research questions can be found in Appendix A. The research objectives, data collection activities, and approaches for each of the two evaluation components—the implementation study and the emerging outcomes study—are described below.

Implementation Study

Research objectives

The main goal of the implementation study was to collect and analyze data to address the implementation study research objectives described above. Consequently, these objectives and the full list of evaluation questions served as a guide for the research team in designing and carrying out each of the implementation study data collection activities described below.

Data collection overview and approach

To collect the data needed to address the implementation study questions, the evaluation team conducted the following data collection activities:

- **Collected key pilot-related documents.** The evaluation team collected key documents from each of the grantees and from the state at various points during the evaluation. These documents included information on pilot policies and procedures, such as pilot operations manuals and intake forms, as well as partnership agreements, such as partner memorandums of understanding (MOUs).
- **Collected monthly and quarterly reports submitted by pilot grantees to the state.** The evaluation team requested access to all of the reports that pilot grantees were required to submit to the state on a regular basis, including monthly and quarterly narrative reports and quarterly performance reports.
- **Accessed data collected through TA Activities.** As the TA team engaged with the pilot sites to provide support, they also regularly gathered information about grantee needs, challenges, and promising practices. The evaluation team was given access to this information, which included survey responses and notes from in-depth interviews.
- **Conducted phone interviews with key pilot staff.** The evaluation team conducted phone interviews with key pilot staff members, including grant coordinators and key pilot partners.
- **Collected CalJOBS and TopsPRO Enterprise data reports.** The research team received aggregate data from the Title I and Title II data systems of record, CalJOBS and TopsPRO Enterprise (TE), on a regular basis.
- **Conducted virtual site visits.** These site visits, which were conducted via Zoom, included a variety of data collection activities, such as semi-structured interviews with key grantee and partner staff members (including navigators), participant interviews and focus groups, and observations of service delivery activities.

Approach to data analysis

To prepare this final report, the evaluation team conducted cross-site analyses of interview, focus group, and observation data using NVivo, a qualitative data analysis software package. The team then triangulated the findings from the qualitative analyses with analyses of CalJOBS and TE data. All of this work was guided by the evaluation research questions and focused on systems- and program-level aspects of pilot implementation, as follows:

- **Systems-level analyses.** Our analyses of pilot program systems examined how interacting; interdependent local-level systems adapted as a result of pilot activities. These analyses required an examination of local-level structures, including how the various partners interacted to execute

and meet the goals of the pilot. Analyses were primarily descriptive, focusing on the extent to which partnerships were formed or strengthened and any structural or system-level changes that could be attributed to the implementation of pilot activities. Findings from these analyses highlight lessons learned and provide useful information about how to sustain and scale promising practices.

- Program-level analyses.** These analyses used the rich information collected from all data collection activities to describe each pilot’s service delivery to ELLs and to address other program-level implementation study research questions (see Chapter IV). This analytical approach drew on multiple sources—including a document review, interviews with different respondents from the same pilots, and CalJOBS and TE data—to identify common themes and patterns in the data and triangulate responses. Agreements and discrepancies in responses as well as across data sources provided useful information on the pilot projects’ implementation experiences and their successes and challenges. The evaluation team also examined the data across pilots to look for similarities in models of organization, service delivery, or other characteristics.

Outcomes Study

Research objectives

The main objective of the outcomes study was to collect and analyze data to measure the individual-level outputs and outcomes listed in **Exhibit II-1**. Consequently, the participant outcomes findings include information on the total number of ELLs served by each pilot and co-enrolled in various partner programs, a demographic profile of those ELLs, a description of the services ELL participants received, and information on ELL participants’ employment and educational outcomes.

Exhibit II-1: Selected Individual-Level Outputs and Outcomes

Demographics	Enrollment and service receipt	Participant outcomes
<ul style="list-style-type: none"> Age Gender Highest level of education Employment status Identification as Hispanic/Latinx Barriers to employment 	<ul style="list-style-type: none"> Number of participants enrolled in the grant Number co-enrolled in Title I Number co-enrolled in Title II or CAEP Number of English-as-a-Second-Language Activities Number who received training 	<ul style="list-style-type: none"> Employment at Second Quarter After Exit Increases in Educational Functioning Levels (EFLs)

As shown in the third column of **Exhibit II-1**, the evaluation team was only able to examine limited WIOA outcomes. This is because not enough time had elapsed since the beginning of the grants to calculate results for indicators measured after the first quarter after exit.

Data collection overview and approach

The evaluation team examined demographics, enrollment, service receipt, and emerging outcomes for all pilot participants and a subset of individuals who successfully co-enrolled in locally funded WIOA Title I programs, as well as WIOA Title II and CAEP. To further validate the accuracy of this co-enrollment, adult education partner programs entered CalJOBS IDs into TE for co-enrolled pilot participants.

Data collection activities

As discussed in the implementation section above, the evaluation team obtained data from CalJOBS and TE on a regular basis. These two statewide data systems served as the systems of record for the ELL pilot projects and were the primary sources of data for the emerging outcomes study. The data were obtained in aggregate and contained the data points needed to compute the outcomes listed in **Exhibit II-1** above. In addition, the qualitative data collected as part of the implementation study help to contextualize the results of outcome analyses from CalJOBS and TE reports.

Data analysis approach

To describe pilot participants and their emerging outcomes, the report includes descriptive statistics for the pilot program overall and for the subset of pilot participants who co-enrolled in locally funded WIOA Title I Adult, Dislocated Worker, and Youth programs using CalJOBS data. Using TE, descriptive statistics for pilot participants who were co-enrolled in WIOA Title II and CAEP are also included. When possible, disaggregated statistics for each pilot are presented.

Limitations

This evaluation has some limitations. First, due to COVID-19 and shelter-in-place restrictions, the research team conducted planned site visits remotely and conducted interviews with grant coordinators, navigators, partners, and participants virtually. While this was different from what was planned originally, the team had no technical communication issues, and ELL participants did not report having technical issues to engage in these conversations. The team was unable to directly observe some of the service delivery activities, however, which could have added to our understanding of the services participants received.

Second, due to the unusual circumstances in which many of the grant activities were implemented, commentaries on program development, promising strategies, and participant outcomes were limited by context and may be again different once things return to a “new” normal. During the grant period, almost all lead grantees and/or their partners experienced intermittent closures and interruption of services, further truncating the already short grant term which limited the data available to assess outcomes—participant outcomes, specially. In addition, the vast majority of participants in the pilots were women and Hispanic/Latinx, thus interpretation of findings need to take this into consideration. This trend could have been a result of the pandemic but may also reflect women’s preference to enroll in English-as-a-Second- Language (ESL) services.

Roadmap to the Report

The remainder of this report describes key findings from the implementation and emerging outcomes studies. Chapter III provides an overview of each pilot project, including the roles of key staff and partners as well as characteristics of ELL grant participants. Chapter IV describes pilot project activities, processes for co-enrollment, case management, and co-case management, and key process adaptations. Chapter V outlines systems-level and emerging participant outcomes, such as increased partner alignment and plans for sustainability, as well as emerging outcomes drawn from CalJOBS and TE data. Chapter VI concludes the report with a discussion of promising practices and lessons learned.

III | CONTEXT AND STRUCTURE OF PILOT PROJECTS

This chapter provides background on the context in which the pilots operated during the grant period, as well as the basic structure of pilot staffing and partnerships, including the roles of key staff and partners. It also describes the target groups for the pilots as well as the demographics of pilot participants. A more detailed overview of each pilot can be found in Appendix B.

Context

Through the course of the grant, partnerships, programs, and services were influenced by contextual factors, such as geographic, economic, and political conditions of the pilot regions and of the state as a whole. All of these presented challenges and opportunities that limited or enhanced the progress that pilot projects made. **Exhibit III-1** provides an overview of pilot project contexts.

Exhibit III-1: Description of Pilot Project Contexts

Pilot WDB	Geographic Area	Unemployment Rate ^a	Median Income ^b
Los Angeles County WDB	City of Pomona	11.0%	\$68,044
Richmond WDB	City of Richmond	5.1%	\$64,575
Tulare County WIB	North and South Tulare County	11.8%	\$44,871
Verdugo WDB	Cities of Burbank, Glendale, and La Cañada-Flintridge	9.8%	\$65,725

Sources: Data are from California Employment Development Department, Labor Market Information Division^{a,b} and 2013–2017 American Community Survey estimates.^b

The geographic scope of pilot projects varied across sites. The Richmond and Verdugo WDBs, both with smaller service areas compared to the Los Angeles and Tulare County WDBs, included their entire workforce development area in their pilot programs. In contrast, the Los Angeles County WDB and Tulare WIB, which have much larger workforce areas, focused on the city of Pomona in Los Angeles County and northern and southern areas of Tulare County, respectively. Moreover, the Pomona, Richmond, and Verdugo pilots served mostly urban populations, while Tulare primarily served very rural communities.

The most significant impact to pilot operations was from the COVID-19 pandemic, the largest public health crisis in more than a century. Pilot activities were significantly affected by shelter-in-place (SIP) orders and social distancing protocols, and pilots had to make substantial adaptations to their services to continue supporting their ELL communities. Partner collaborations also had to adapt to meeting virtually, as the pandemic limited operations across partnerships. (We examine this in the next section.) Moreover, the subsequent economic recession increased unemployment rates across the state. As mentioned during interviews, enrollment in educational components of programs also dropped sharply, as many potential participants chose to invest their time in seeking immediate employment. The effects of COVID-

19 the various service delivery components are discussed in the next section, as well as modifications to pilot activities.

Pilot Partnerships

Lead and partner organizations played key roles in the pilot projects, from supporting outreach and recruitment efforts to providing services and shared case management. This section describes pilot partnerships in more detail, including partner roles, coordination between partners, and pilot staff responsibilities. (See **Exhibit III-2** for a list of partners in each pilot.)

Partner Roles

Local Workforce Development Boards

Each of the four local WDBs served as the lead organization for its pilot project and convened and managed WIOA Title I and Title II/CAEP providers and local CBOs to work toward the common goal of increasing ELL access to employment and educational services. The lead organizations were responsible for determining eligibility, enrolling ELL participants in the grant, and completing the intake process.

WIOA Title I partners

Local Title I service providers were current partners that were also contracted specifically to carry out pilot projects. Richmond and Verdugo relied on their existing administrative entities—the cities of Richmond and Glendale, respectively, and those cities' workforce development programs—RichmondWORKS and the Verdugo Jobs Center (VJC)—to provide both Title I and pilot project services. In contrast, Los Angeles County and Tulare both contracted third-party providers to deliver both Title I and pilot services: Managed Career Solutions in Los Angeles, and Community Services Employment Training and Proteus, Inc., in Tulare.

WIOA Title II/CAEP partners

Partnerships with Title II/CAEP agencies—a crucial component of the co-enrollment strategy—were different across pilots, specifically with respect to the numbers and types of partners included. Given their relatively small workforce development areas, the Richmond and Verdugo pilots had only one or two Title II/CAEP collaborators: two adult basic education programs in Richmond and one community college in Verdugo. The Pomona and Tulare pilots, however, partnered with several Title II/CAEP agencies. Even though the Los Angeles County pilot, only served the Pomona area—hereinafter referred to as the Pomona pilot— it worked with several partners: four adult schools, two community colleges, and one school district. Tulare collaborated with one school district, one K–12 adult school, and an education consortium comprising one community college and 10 K–12 school districts.

Other partner organizations

Common partners across pilot sites included the Employment Development Department (EDD), social services agencies, and CBOs that worked with specific populations. Community partnerships looked different across regions based on who the pilot projects planned to serve. For example, partners in Richmond served low-income individuals, women, and Latinx populations (e.g., Weigh of Life, Destiny

Women Global Leadership, Familias Unidas); in Tulare, they served farmworker populations (e.g., Tulare County Coalition Advocating for Pesticide Safety, United Farm Workers, Central Valley Immigrant Integration Collaborative); in Verdugo, they worked with Armenian and immigrant populations (e.g., Armenian Relief Society, International Rescue Committee); and in Pomona, partners served low-income individuals (e.g., Pomona Hope, Pomona Economic Opportunity Center).

Exhibit III-2: Pilot Project Partnerships

Lead Agency	WIOA Title I Partners	Primary WIOA Title II/CAEP Partners	Other Partners
Los Angeles County WDB (Los Angeles County Department of Workforce Development, Aging and Community Services)	Pomona Valley AJCC (Managed Career Solutions)	Azusa Adult School, Claremont Adult School, Los Angeles City College, Monrovia Community Adult School, Mt. San Antonio College, Pasadena Unified School District	Employment Development Department, East San Gabriel Valley Regional Occupational Program, Los Angeles Department of Public Social Services, Pomona Economic Opportunity Center, Pomona Hope
Richmond WDB (City of Richmond)	RichmondWORKS	Literacy for Every Adult Program, West Contra Costa Adult Education	Weigh of Life, Destiny Women Global Leadership, Lao Family Community Development, Inc., Multicultural Institute, Familias Unidas, The Latina Center, I M HOPE Center
Tulare County WDB (Tulare County Health & Human Services Agency)	Community Services Employment Training, Proteus, Inc.	Cutler-Orosi Joint Unified School District, Head Start, Sequoias Adult Education Consortium, Tulare Adult School, Tulare County Office of Education	Central Valley Census, Central Valley Immigrant Integration Collaborative, Employment Development Department, Family HealthCare Network, First 5 Tulare County, O.L.A. Raza, Inc., Proteus, Inc., Tulare County Coalition Advocating for Pesticide Safety, Tulare County Library, Tulare County Public Health Department, United Farm Workers
Verdugo WDB (City of Glendale)	Verdugo Jobs Center	Glendale Community College	Armenian Relief Society, Catholic Charities, Family Promise of the Verdugos, JVS SoCal, GlendaleLEARNS, Glendale Library, Arts, & Culture, International Rescue Committee

Source: Grant applications; site visit interviews, October 2020 – January 2021.

Areas of Coordination Among Partners

Pilot projects used a range of strategies to coordinate co-enrollment, co-case management, and service delivery. These included having regular partner meetings, offering co-location for partner staff, and finding innovative ways to share participant and program data.

Partner meetings

Across pilot sites, partners agreed that strong communication between agencies was critical in delivering coordinated services to the ELL population. Throughout the course of the grant, partners met—first in person, then remotely during the pandemic—to discuss program progress toward goals, share promising practices, and address challenges.

Meetings either included the entire pilot partnership or specific partner agencies, depending on needs. For example, in Tulare, the grant coordinator set up bi-weekly meetings with the Sequoias Adult Education Consortium (SAEC) to stay on top of referrals, enrollments, and services during the pandemic. Navigators also met regularly with their SAEC counterparts (also called navigators) and with the Tulare Adult School to brainstorm participant outreach and recruitment activities, such as advertising the pilot to ESL classes and parents. In the Richmond pilot, while communication between partners slowed during the pandemic, agencies began to reconvene at the end of 2020 to talk about how to reengage pilot participants and reinvigorate enrollment strategies.

Co-location of partner staff

Co-location enhanced coordination and operations across partners and resulted in improved service delivery and participant experiences. The two most common types of co-location were navigators co-locating at partner locations (in Richmond, Tulare, and Verdugo), and pilot partners co-locating at their local America's Job Center of California, or AJCC (in Pomona and Verdugo). For example, several educational partners in the Pomona pilot project were co-located on site at Pomona Valley AJCC. In the Verdugo pilot project, ESL instructors from Glendale Community College (GCC) spent a few days a week at the Verdugo Jobs Center (VJC). Similarly, navigators in Verdugo and Tulare were co-located at adult school partner sites. These placements are described in more detail below.

Data sharing

Most pilots experienced challenges in sharing participant data between partner agencies. In most cases, pilots developed their own data management systems to track and share participant data. For example, in Tulare and Richmond, navigators tracked participant touchpoints and services on an Excel spreadsheet that they then shared with each other and their partners. In Pomona, navigators had to increase direct communication with partners by phone or email to cross-check co-enrollments in Title I and Title II/CAEP services.

Most agencies had access to only one of the data systems of record—either CalJOBS for WIOA Title I service providers or TE for WIOA Title II/CAEP providers—but recognized the importance of having the ability to view participants' data in both systems. Verdugo was one of two pilots where two staff—the Verdugo grant coordinator and the pilot's case manager⁹—were able to look across data systems; this greatly facilitated data validation and most importantly coordination of participant services. One of the navigators in Tulare also had access TE once he was collocated in the adult school. In Richmond, the

⁹ The Verdugo grant coordinator's salary was jointly covered by the Verdugo WDB and GCC, giving her access to both CalJOBS and TE; the Tulare navigator employed by Community Services Employment Training was co-located at the Tulare Adult School, which gave him access to TE.

grantee had preliminary conversations on providing viewing access to the CalJOBS system, but conversations were hampered when the COVID-19 pandemic started.

Effect of the COVID-19 Pandemic on Partnerships

The COVID-19 pandemic necessitated adjusting some partner roles and scopes of work because of agency closures and reduced capacities. For example, during SIP, referrals across pilot sites dropped considerably because agencies were either closed or operating at a very limited capacity. Similarly, many K–12 adult schools were unable to provide their full range of programming for a period of time because certain coursework required hands-on, in-person attendance (e.g., hospitality, healthcare, food preparation).¹⁰

While most ESL classes transitioned to online platforms, some partners across all pilots mentioned that the social aspect of learning a language required a level of in-person communication that was difficult to replicate online. Some navigators and other pilot staff were also directly affected by COVID-19 and were occasionally unavailable. For example, one Tulare navigator self-quarantined early in the pandemic as a precautionary measure after working with clients at a food manufacturing site where several workers tested positive for the virus; at the Richmond site, staff in the agencies needed to quarantine due to potential exposures, and one of the navigators became sick. The necessary reallocation of staff may have also had an effect. For example, at the Verdugo pilot site, several VJC case managers who were supporting the pilot project were reassigned to support unemployment insurance services, given the high demand.

Despite these challenges, lead organizations worked to reengage existing partners—and in some instances developed new partnerships—to meet pilot enrollment and co-enrollment goals. Pilot project teams stayed in touch remotely via email and phone, and regular meetings were shifted to Zoom. Discussions centered around program adaptations, updates on programming and service delivery, and best practices for supporting ELL participants during the pandemic. The next chapter takes a closer look at pilot partnerships over the course of the grant.

Pilot Staffing and the Role of Navigators

Staff from lead organizations and partner agencies took on specific roles in their pilots. WDB staff served as grant coordinators and provided oversight of pilot projects. Navigators worked for WIOA Title I service providers and coordinated service delivery between partner agencies; they were also key in providing individualized support to pilot participants.

Grant Coordinator Roles

Grant coordinators were responsible for overseeing the implementation of pilot projects, from the initial design phase to support of navigators and partner staff and identification of individual- and systems-level outcomes. In addition to general oversight, grant coordinators played key roles in pilot projects: They

¹⁰ Some adult schools were able to obtain waivers that allowed them to resume in-person programming for specific courses that had a high demand during the pandemic (e.g., food manufacturing, medical assisting, certified nursing assistance).

served as a resource for pilot staff and advised on key strategies to address the rapidly evolving context; in some cases, they engaged employers in pilot activities.

Resource for pilot staff

Grant coordinators provided critical support for pilot staff. In Tulare and Richmond, the grant coordinator worked to ensure navigators were connected to other staff in the agency who could provide needed supports (e.g., training on how to use data systems). They also convened regular meetings with navigators and other key pilot staff to review outreach and recruitment strategies, enrollment and co-enrollment challenges, and pilot data. In Verdugo, the grant coordinator reviewed partner case management notes, emails, and other partner communications, and also made relevant recommendations for referrals and services to meet specific participant needs.

Employer engagement

As part of the pilots' goals to increase/improve employment outcomes for ELL participants, in some cases grant coordinators reached out to local businesses and employers to support ELLs looking for work. For example, the grant coordinator in Richmond served as the key point of contact for employers; in this role, she reached out to procure new partnerships not just with WIOA Title II/CAEP but with employers as well. In Verdugo, the grant coordinator worked with partners to procure viable career pathways (e.g., a food manufacturing apprenticeship and a medical assisting program) and placements.

Navigator Roles

The navigator role was based on a cross-agency strategy to help people access services housed in siloed systems. Overall, navigators offered a single point of contact for individuals and provided direct support to help them enroll in courses, get training, or find and keep jobs. Each pilot site had one or two navigators who were responsible for conducting community outreach for pilot projects, providing case management to participants, managing referrals for and providing warm hand-offs to supportive services, and supporting co-enrollment in WIOA Title I and Title II/CAEP programs.

How pilot projects chose to delegate specific duties to navigators varied across sites:

- The Pomona navigator worked directly with participants to conduct assessments, develop individualized employment programs (IEPs), and help determine the right education and training programs. She was supported by two AJCC case managers who worked directly with pilot partners to support shared case management and co-enrollment.¹¹
- Richmond's two-person navigator team worked jointly to recruit new grant participants, orient those participants to the array of services available from the project, provide them with initial career assessments, and connect them with all other needed services, including additional education or training.

¹¹ The Pomona pilot project also had a Chinese-speaking staff member who worked closely with the navigator team to provide interpretation services for Chinese-language speakers as needed.

- Each member of Tulare’s two-person navigator team served a different portion of Tulare County: One was assigned to cover the Cutler-Orosi area of north Tulare County, and the other covered south county areas. Although they did not share an office, these navigators stayed in touch via phone and email to share resources and strategize outreach, recruitment, and enrollment activities.
- Verdugo carried out all elements of the navigator model through a slightly modified approach. The grant coordinator was in a unique position as the CAEP coordinator for the Glendale Community College District Regional Consortium and for Glendale LEARNS—even though she was employed by the Verdugo WDB—and had a strong relationship with GCC (which covered a portion of her salary). All of this made her well suited to carry out part of the navigator role. As a result, unlike in the other pilot projects where one or two people were assigned the navigator role, the Verdugo grant coordinator and the VJC case manager worked together to carry out the different navigator responsibilities. The grant coordinator played the primary role of communicating with partners overall and co-enrolling them in CAEP; the case manager (who spoke Armenian and Russian, like some of the participants) worked directly with pilot participants, helping them to enroll and receive pilot and local WIOA Title I services.

Navigator Placement

Though navigators were WIOA Title I staff, they were not always located at an AJCC. The Pomona navigator was based out of the Pomona Valley AJCC, while navigators at the Richmond, Tulare, and Verdugo pilots were co-located at least some of the time at Title II/CAEP partner offices. Richmond navigators spent part of their time at the offices of Literacy for Every Adult Program and West Contra Costa Adult Education; in Verdugo, the VJC case manager spent a few days each week at the GCC Garfield campus;¹² and each of the Tulare navigators was stationed full-time in different parts of the county—one at the Tulare Adult School campus and the other at the office of Proteus, Inc.¹³

The rationale behind co-location was that staff would be in places that pilot participants were already frequenting. In fact, co-location was instrumental in facilitating collaborative relationships with pilot partners and in supporting co-enrollment and shared case management functions. Having navigators physically occupy the same spaces as Title II/CAEP partners made it easier for pilot participants to seek out different supports. It also allowed pilot staff to conduct targeted outreach to ELLs who were eligible for pilot services and engage participants when they were at a critical place in their education or training trajectories. For example, the Tulare navigator was co-located at Tulare Adult School and was able to introduce the program to students he met at the school. Verdugo’s case manager/navigator also made regular appearances in classes to introduce pilot services to prospective participants. Staff co-location

¹² Prior to the COVID-19 pandemic, the Verdugo navigator was co-located at partner sites; immediately following the implementation of SIP, navigators began working from the AJCCs and no longer spent time at partner locations.

¹³ Prior to the COVID-19 pandemic and SIP orders, Tulare navigators (as well as navigators at other pilots) occasionally visited ESL classes to talk about the pilot project; in rare cases, Tulare navigators also made house visits to enroll prospective participants.

was a particularly strong strategy for facilitating warm hand-offs and easing service coordination for ELL participants. The implications of co-location are further examined in subsequent chapters.

Navigators as Service Conduits

Across all pilot sites, navigators were selected for their personal connections to immigrant populations and/or for their professional experience working with ELLs in different capacities. Navigators were trusted members of their communities, shared social and cultural identities with ELL pilot participants, and had lived experiences navigating the same complex systems and barriers. All navigators were immigrants, were multilingual, had themselves received services from community agencies, and at one time were also ELLs making their way through education or training programs. These shared identities helped them address barriers specific to ELL and immigrant communities as well as create the trusting relationships required to understand and meet the needs of pilot participants.

Moreover, navigators had diverse work backgrounds that prepared them well for this role: They were managers and case workers at local AJCCs, former ESL and VESL instructors, language interpreters, some of them reported participating in similar services. As such, they drew from a range of past experiences to successfully mitigate access and participation barriers and to connect ELL participants to the services they needed. For example, particularly during the pandemic, navigators across all pilots were sensitive to the value of supportive services, such as rent and utility assistance, as well as job search services. Some also drew from their lived experiences and understanding of key points of transition for ELLs to identify appropriate coursework and training opportunities.

Additionally, through their professional networks and connections to community agencies and K–12 adult schools (including through their co-location at partner locations), navigators gained awareness of the full spectrum of employment and educational opportunities that pilot projects had to offer to ELL participants. This knowledge allowed them to leverage different components of pilot projects so that participants with various skills and at different English proficiency levels were positioned to advance their individual education and/or career goals. Overall, navigators' deep personal and professional connections to the ELL and immigrant experience made them uniquely qualified to serve as advocates for ELL participants.

Demographic Characteristics of Pilot Participants

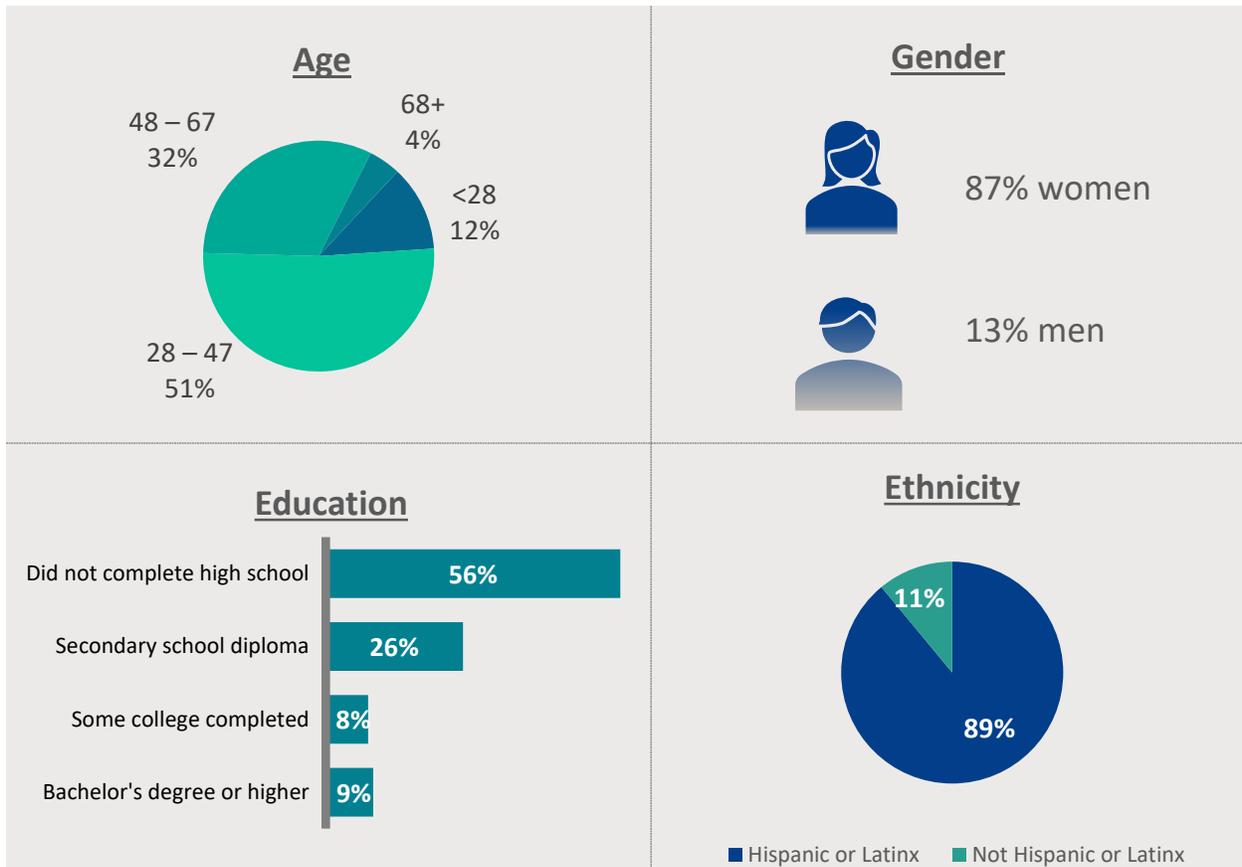
This section presents the sociodemographic characteristics of all ELL pilot participants and describes how they compare to ELLs statewide, to ELLs served by Title I programs, and to pilot participants in earlier pilot projects. To conduct these analyses, data were drawn from CalJOBS reports provided by the state.

Who Were ELL Pilot Participants?

A total of 272 ELL participants enrolled in the four pilot sites in Pomona, Richmond, Tulare, and Verdugo. The vast majority were Hispanic/Latinx women between the ages of 28 and 47; more than half (56 percent) had not completed high school (see **Exhibit III-3**). Most participants were unemployed at enrollment in the pilot (86 percent) and reported facing multiple barriers to employment, including basic

skills deficiency and low levels of literacy¹⁴ (89 percent), ELL status¹⁵ (88 percent), and cultural barriers¹⁶ (28 percent).¹⁷ One in six participants was also a single parent (17 percent). (See Appendices D and E for complete demographic data.)

Exhibit III-3: ELL Pilot Program Participant Demographics (N = 272)



Source: CalJOBS Report, March 2021.

¹⁴ Refers to (a) a youth with English reading, writing, or computing skills at or below the eighth-grade level on a generally accepted standardized test, or (b) a youth or adult unable to compute or solve problems, or to read, write, or speak English, at a level necessary to function on the job, in the individual's family, or in society ([Pub. L. 113-128, July 2014, Title II, Sec. 3\(5\)](#)).

¹⁵ Refers to an individual with limited ability in reading, writing, speaking, or comprehending the English language and whose native language is a language other than English or who lives in a family or community environment where a language other than English is the dominant language ([Pub. L. 113-128, July 2014, Title II, Sec. 203\(7\)](#)). It is possible there were data-entry errors in coding ELL status and that the remaining 12% were ELLs, the grant's target population.

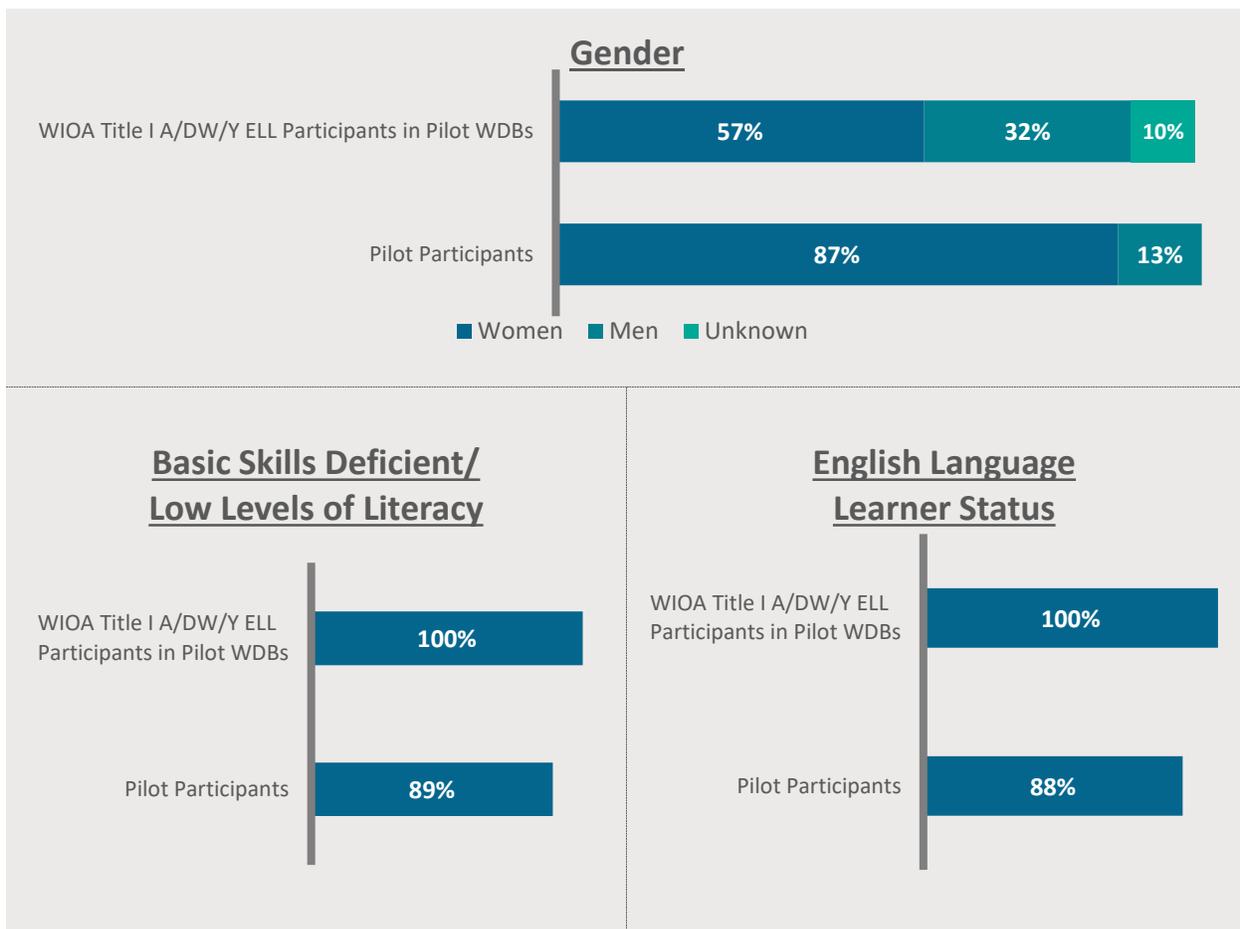
¹⁶ Refers to an individual who perceives him or herself as possessing attitudes, beliefs, customs, or practices that influence a way of thinking, acting, or working that may serve as a hindrance to employment ([ETA-9172, Element 805](#)).

¹⁷ It is possible there were data-entry errors in coding English Language Learner status since this was the target population of the grant. It is very likely that the remaining 12 percent were also ELLs.

How Do Pilot Participants Compare to Title I ELL Participants Served by Local WDBs?

Pilot participants and other ELLs served by the four pilot WDBs in their WIOA Title I Adult, Dislocated Worker, and Youth programs were similar on several counts. Pilots and Title I programs served similar proportions of Hispanic/Latinx participants (89 percent versus 81 percent), non-working participants (86 percent versus 94 percent), participants who did not complete high school (56 percent versus 63 percent), and participants who were single parents (17 percent versus 9 percent). Both also served participants who were long-term unemployed (28 percent versus 20 percent). As **Exhibit III-4** shows, pilot participants and other ELLs served by the four local WDBs were much more likely to be women (87 percent versus 57 percent).

Exhibit III-4: Demographic Characteristics of WIOA Title I ELL Participants in Local WDBs and Pilot Participants



Note: $N = 2,112$ for WIOA Title I ELL participants in Adult, Dislocated Worker, and Youth (A/DW/Y) participants in local WDBs; $N = 272$ for pilot program participants.

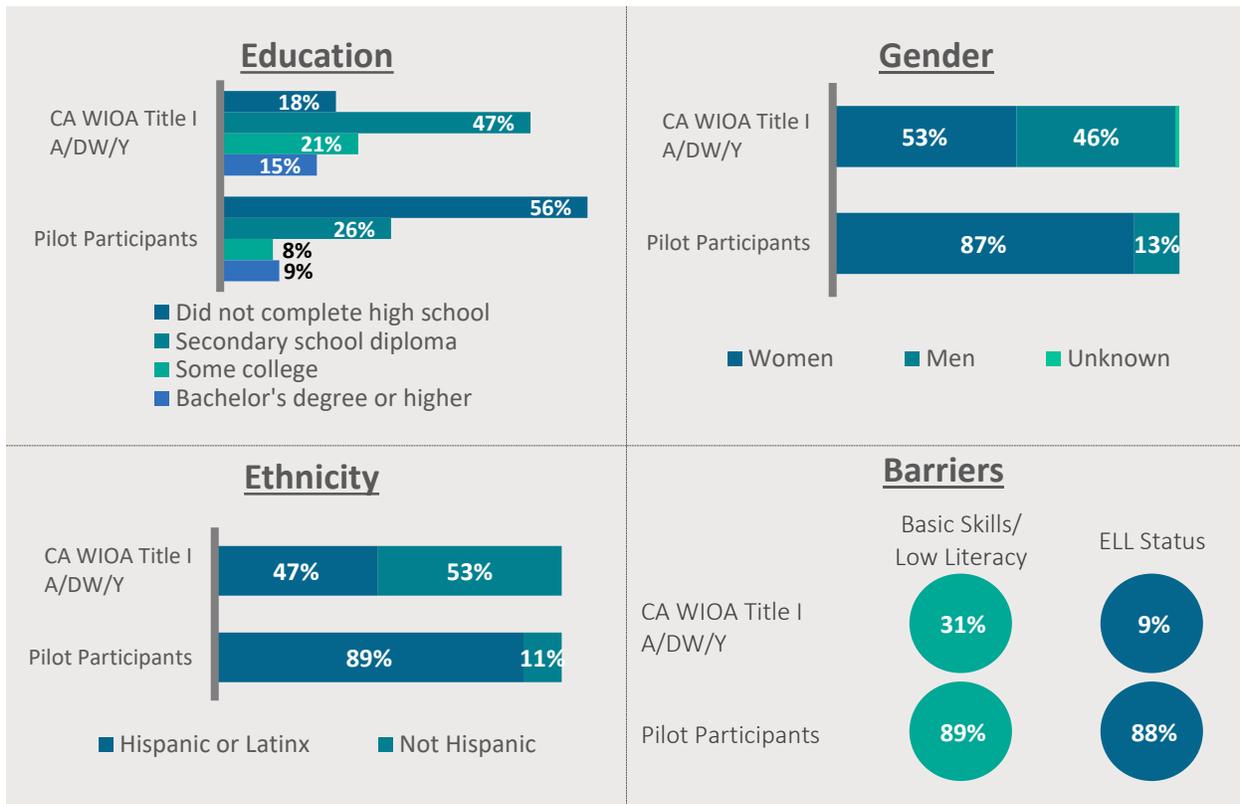
Source: CalJOBS Report, March 2021.

How Do Pilot Participants Compare to All WIOA Title I Participants in California?

Pilot participants' demographic characteristics differed markedly from those of all WIOA Title I Adult, Dislocated Worker, and Youth program participants in California, with the exception of two employment-related characteristics. Specifically, pilot participants and all WIOA Title I participants had the same likelihood of being unemployed (86 percent for both groups) and had similar chances of being long-term unemployed (72 percent and 74 percent). As **Exhibit III-5** shows, key differences between these populations were as follows:

- A significantly higher proportion of pilot participants had not completed high school (56 percent versus 18 percent).
- Pilot participants were far more likely to be women (87 percent versus 53 percent).
- Pilot participants were more likely to be Hispanic/Latinx (89 percent versus 47 percent).
- Pilot participants were much more likely to report facing basic skills (89 percent versus 31 percent) and language barriers to employment (88 percent versus 9 percent).

Exhibit III-5: Demographic Characteristics of WIOA Title I Participants in California and Pilot Participants



Note: *N* = 132,552 for California WIOA Title I Adult, Dislocated Worker, and Youth (A/DW/Y) participants; *N* = 272 for pilot program participants.

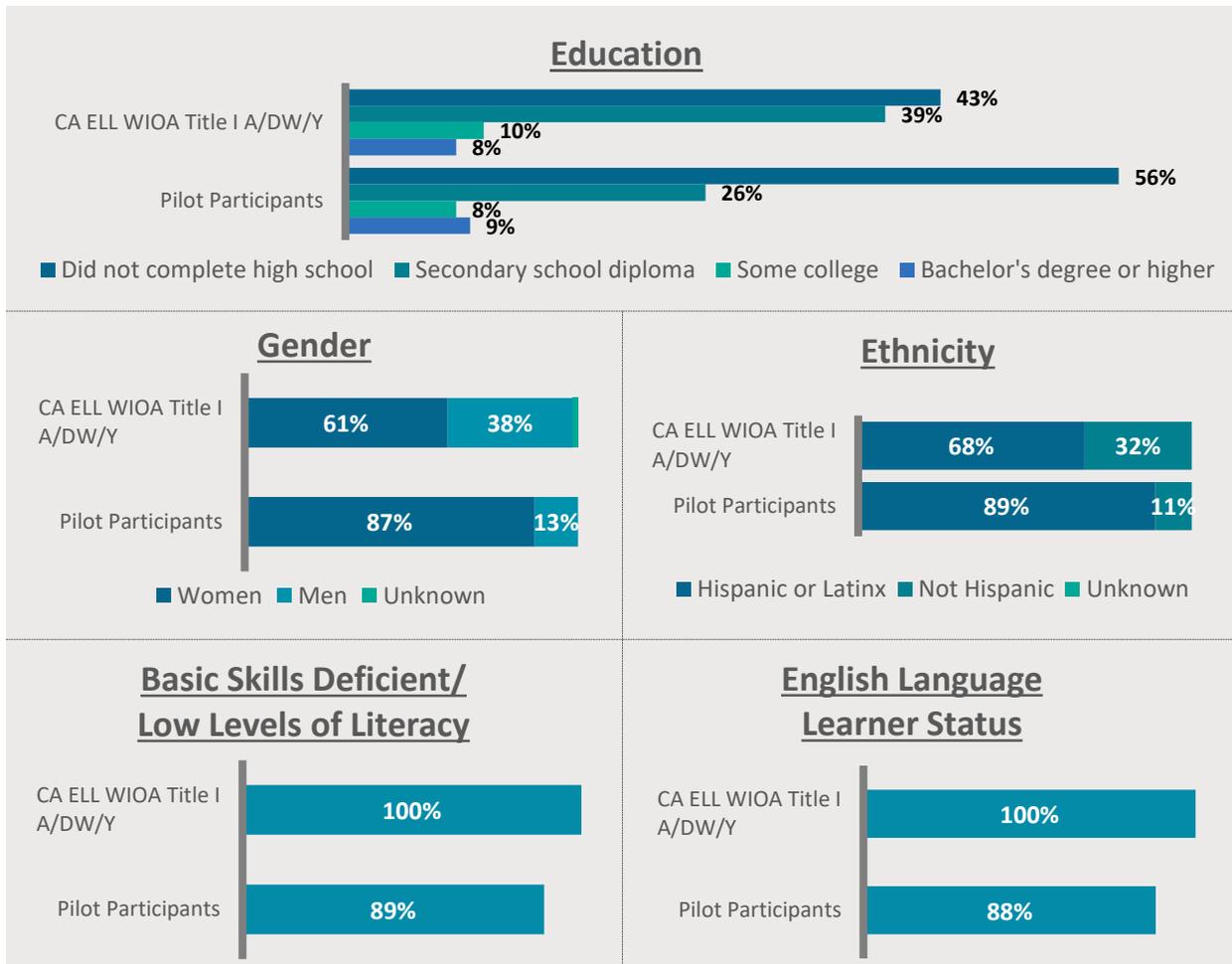
Source: CalJOBS Report, March 2021.

How Do Pilot Participants Compare to California WIOA Title I Participants Who Are ELLs?

Pilot participants and WIOA Title I ELL Adult, Dislocated Worker, and Youth program participants served in California were not particularly similar. As **Exhibit III-6** shows, key differences included:

- A higher proportion of pilot participants had not completed high school (56 percent versus 43 percent).
- Pilot participants were more likely to be women (87 percent versus 61 percent).
- Pilot participants were more likely to be Hispanic/Latinx (89 percent versus 68 percent).

Exhibit III-6: Demographic Characteristics of WIOA Title I ELL Participants in California and Pilot Participants



Note: *N* = 11,642 for California ELL WIOA Title I Adult, Dislocated Worker, and Youth (A/DW/Y) participants; *N* = 272 for pilot program participants.

Source: CalJOBS Report, March 2021.

How Do the Most Recent Pilot Participants' Demographic Profiles Compare to Those in the Last Round of Pilots?

The target groups for the prior round of ELL Navigator Pilots in 2017–2019 were immigrant populations, refugees, those with special immigrant visas, and those with less than basic skills or a high school education. In those pilots, grantees worked almost exclusively with recent Asian immigrants and resettlement agencies. As in the earlier pilots, the current round of pilots targeted immigrants and emphasized the importance of serving ELLs facing cultural, language, and other barriers that could limit their access to and opportunities for entering job-training programs. Serving participants with multiple barriers during the COVID-19 pandemic presented a new layer of challenges, however, because the partial economic shutdown may have had more of an impact on their current and prospective employment prospects. Key sociodemographic characteristics and examples of how the pandemic impacted the different groups are described below.

Gender

During the current grant period, pilot projects served significantly more women participants than male participants. Compared to the prior round of pilots, the pilots in this grant served an even a higher percentage of women participants—58 percent compared to 87 percent, respectively.¹⁸

From the beginning of the pilot projects, more women than men enrolled. In Richmond, most initial outreach efforts were done in partnership with a CBO that served mostly women. In Verdugo, staff noted that the ESL student population was predominantly female to begin with, and that women of color were one of their priority populations. During interviews with participants, several women said they decided to join the program to improve their English proficiency. In fact, at the state level, WIOA Title II programs—particularly ESL programs—are more likely to serve women than men (67 percent versus 33 percent).¹⁹

Other factors may have encouraged women's participation in pilot projects. During the grant period, employment prospects for women worsened as the COVID-19 pandemic disproportionately affected their employment and their ability to find jobs. Early studies show that women were more likely than men to lose their jobs during the pandemic (Alon et al., 2020; Karageorge, 2020); national data indicate that job losses related to social distancing measures were higher in sectors where women are more likely to be employed, such as leisure, hospitality, sales-related work, and office and administrative support (Alon et al., 2020; Karageorge, 2020; U.S. Bureau of Labor Statistics, 2021).

Closures of schools and daycare centers may have also influenced women's decisions to go back to work. A few studies show that in response to school and childcare closings, women were more likely than men to have reduced work hours or take leave from work (Collins et al., 2020; Heggeness, 2020). Data from the pilots suggest, however, that at least some women enrolled in educational training and were able to continue pursuing their educational goals while their children were at home.

¹⁸ Pilots in the prior round also served more women. Demographic data for the 2017 ELL Navigator Pilot Program can be accessed here: https://cwdb.ca.gov/wp-content/uploads/sites/43/2019/06/ELL-Navigator-Final-Evaluation-May-2019_ACCESSIBLE.pdf

¹⁹ Data are drawn from California's National Reporting System for Adult Education (NRS) Table 1, March 2021. Overall gender breakdown for all WIOA Title II programs was 59 percent women, 41 percent men.

Education

In terms of basic levels of literacy, this round of pilots served a higher proportion of participants who had not completed high school—56 percent currently, compared to 37 percent in prior pilots. Early data from the pandemic indicate that workers without a college degree experienced the most severe impact on job loss due to the pandemic (Daly et al., 2020). This may have contributed to their enrollment in the pilots.

Ethnicity

Current pilot projects enrolled more than twice as many Hispanic or Latinx ELLs as in earlier pilots (89 percent currently, compared to 35 percent). Earlier pilots targeted ELLs who spoke Khmer and other Asian languages specifically, which may explain the difference. Early analyses suggest that the recession fueled by COVID-19 was especially hard for women of color. Likely due to the sectors most affected by the pandemic, employment for Latinx women fell by over 20 percent—more than three times the decline in employment for White men (California Budget & Policy Center, 2020). An early focus on this population may have facilitated their continued enrollment in the pilot projects during the pandemic.

Employment status

As noted above, the majority of ELL pilot participants were not working at the time of enrollment, suggesting that they were already experiencing difficulties obtaining employment. Notably, about a third of pilot participants were long-term unemployed, which tends to be associated with longer job-search periods and additional difficulty finding new employment (Faberman et al., 2016; Krueger et al., 2016). Data about the employment status for the prior round of pilots were not available.

Barriers to employment

Participants in the current round of pilots experienced somewhat more barriers to employment than participants enrolled in the prior cycle. In the current pilots, 89 percent were basic skills deficient or had low levels of literacy, compared to 57 percent in the prior round; more participants in the current pilot projects reported cultural barriers (44 percent versus 30 percent). In the current pilots, 88 percent were learning English, which is similar to the 90 percent in earlier pilots. Previewing findings in next chapter, given the barriers that participants were facing, most enrolled in ESL classes, adult basic education and adult secondary education; fewer enrolled in career technical education and vocational training programs, both of which require higher proficiency in English.

IV | PILOT SERVICE DELIVERY COMPONENTS

This chapter describes the service delivery components of the pilot projects (see **Exhibit IV-1**). It presents the components roughly in the order of service flow, beginning with pilot recruitment strategies and enrollment processes. The chapter then describes case management services, co-enrollment practices, co-case management activities, and the provision of other services. In each section of the chapter, key challenges and promising practices are described.

Exhibit IV-1: Overview of Pilot Service Delivery Components



Pilot Recruitment

Across pilot sites, there were four primary strategies for recruiting pilot participants: (1) building relationships with community members through outreach at community and partner events, (2) developing targeted pitches, (3) receiving referrals from pilot partner agencies, and (4) promoting pilot projects through online and remote platforms. Each is described below.

- **Building relationships with community members.** Before the pandemic, most outreach and recruitment efforts centered on meeting potential participants at community events. Navigators were proactive and leveraged their connections to ELL communities to build relationships with

potential participants at job fairs, food distribution centers, rapid response meetings, local flea markets, and partner meetings where they distributed flyers about the pilots. They also visited ELL-friendly employers to distribute program flyers.

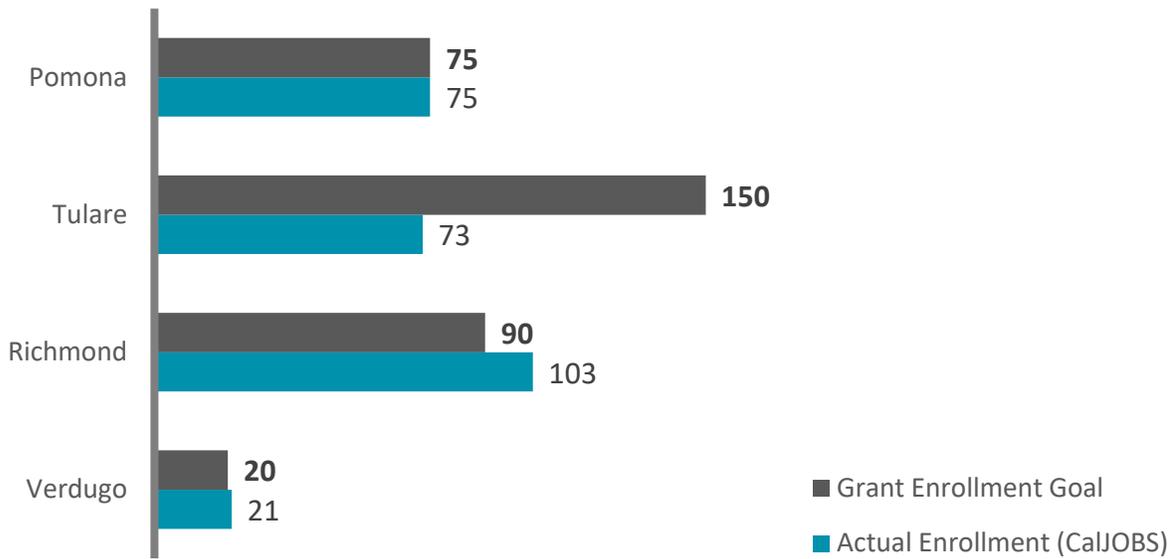
- **Developing “elevator pitches” and targeted messaging.** Navigators worked on key messaging to effectively communicate the pilot services that they knew ELL communities would find most useful. For example, to enhance target recruitment efforts, the Pomona navigator developed criteria for identifying potential candidates, such as people who were already accessing or enrolled in partner services, were bilingual, and had little or no work history and were looking for entry-level jobs. Then, she focused her talking points around appropriate opportunities offered by the pilot project, such as ESL classes paired with occupational training courses.
- **Relying on partners as a source of participant referrals.** When a partner agency determined that a client was potentially a good fit for the pilot project, they referred them to a navigator. Referrals included the client’s name, their contact information, and the general support they needed; referrals were given to navigators during in-person meetings (prior to the pandemic) or sent by email or phone. When navigators and partners were co-located, partners would provide a warm hand-off by introducing the potential participant directly to pilot staff. In Pomona, Tulare, and Verdugo, adult education partners referred students to the pilot projects and played a more active role in recruitment efforts during the pandemic as they continued to be in contact with ELL students who were potential participants. One strategy, for example, was to make classroom announcements in classes with high ELL enrollment.

To track referrals between partners and to follow up more systematically, navigators in Richmond and Tulare kept track of potential participants in Excel spreadsheets; Tulare navigators used an “ELL Tracking Log.” Pilot and partner staff reported that they did not develop common referral forms because they either determined that they had a clear enough understanding of each other’s eligibility requirements to make a form unnecessary or, because of their strong relationships, they preferred to simply call each other when they wanted to make a referral.

- **Promoting pilot projects through online and remote platforms.** Pilot staff conducted outreach via online platforms, including agency websites and social media outlets. For example, Tulare, Pomona, and Richmond posted flyers and shared program information on their Facebook pages. Tulare also broadcasted live videos on the agency’s Facebook page. In addition, navigators in Richmond and Tulare used text messaging software, including CareerHub and WhatsApp, to reach out to potential participants. As discussed below, this approach became much more prevalent during the pandemic.

As a result of these recruitment and outreach efforts, three of the four pilots were able to meet or exceed their enrollment goals (see **Exhibit IV-2**).

Exhibit IV-2: ELL Participant Enrollment in Pilot Projects by Site (N = 272)



Source: CalJOBS Report, March 2021.

Challenges and Promising Practices in Pilot Recruitment

Despite their success in achieving their enrollment goals, all pilots—not just Tulare—encountered recruitment challenges, primarily as a result of the pandemic. Some of these challenges were quite difficult to overcome. The nature of these challenges as well as the pilots’ attempts to deal with them are described below.

- **Pre-pandemic, many ELLs in two pilot regions were concerned that their participation in the pilot could adversely affect their immigration status.** Pilot staff in Tulare and Richmond reported that community concerns over the federal Public Charge Rule²⁰ made it difficult to enroll participants in their pilot projects. To help mitigate this challenge, pilot staff in these areas attempted to reassure community members that these concerns were unfounded.
- **The pandemic presented three primary recruitment challenges for the pilots:**
 - **Pilots could no longer easily conduct in-person outreach at community events or locations.** Due to SIP orders, most community events were canceled, and navigators were no longer allowed to conduct in-person outreach at community locations frequented by ELLs. As a result, pilots increased their reliance on online and printed materials for marketing. Navigators noted that these strategies were not as successful as in-person recruitment, however, and they supplemented with individual virtual follow-ups with prospective participants. As soon as community events began happening again—for

²⁰ Under the public charge rule, an immigrant to the United States classified as *likely* or *liable* to become a public charge may be denied a visa or permission to enter the country due to a disability or lack of economic resources (see <https://www.uscis.gov/news/public-charge-fact-sheet>).

example, COVID-19-related events, such as drive-thru food distribution activities and mobile medical unit events—navigators attended those events to distribute program flyers.

- **Program referrals dropped significantly as partner agencies closed or operated at reduced capacities.** For example, many adult education partners and CBOs across pilot sites closed their campuses and offices during the first few weeks of SIP (or longer, in the case of Richmond) and therefore could not refer participants to pilot projects. Even AJCCs, which were allowed to remain open for some in-person service delivery, saw a smaller number of walk-in clients. During this time, navigators and other pilot staff continued to stay in touch with closed referral partners to wait until services reopened.
- **Many potential participants were unable to participate in services because they needed to stay home to care for young children or supervise children attending school remotely, or because they needed immediate income to cover basic needs.** During the pandemic, many ELLs felt they could no longer participate in pilot programs because they had to address more immediate needs, such as talking care of young children or finding ways to cover rent, utility bills, and food costs. Although navigators could not easily overcome the challenge caused by remote schooling, they were able to use the availability of supportive services funding to cover essential needs as a way to recruit participants (supportive services are discussed in more detail below).

Pilot Enrollment Processes

Across all pilots, navigators played a lead role in assisting potential participants with enrolling in the pilot. Navigators typically began by helping individuals complete pilot enrollment forms and reviewing their eligibility documents (e.g., personal identification and right-to-work documents). Once those forms were completed and all necessary documents were reviewed and approved, navigators or other pilot staff officially enrolled participants into the pilot in CalJOBS, the pilot’s system of record.

Prior to the pandemic, potential participants usually met with navigators in person to complete the enrollment process. However, following SIP orders, these activities had to be adjusted so that they could be carried out primarily remotely. Potential participants completed enrollment forms at home and submitted them to navigators initially by fax or email, with hard copies with wet signatures sent by mail. Potential participants also had to fax copies of their eligibility documents to their navigators, and they received help from them to scan and upload them directly into CalJOBS. Following receipt of guidance from EDD a few months into SIP, pilot sites began accepting electronic signatures on pilot enrollment forms, rather than requiring signed documents to be mailed or dropped off.²¹ Navigators across sites reported that it generally became much easier to enroll participants once they were no longer required to

²¹ Wet signatures were collected whenever possible, either through the mail or during individual in-person appointments. When agencies are allowed to fully open their doors, wet signatures will be collected from existing and new participants.

come into AJCCs to fill out and sign enrollment forms and provide copies of their eligibility documents in person.

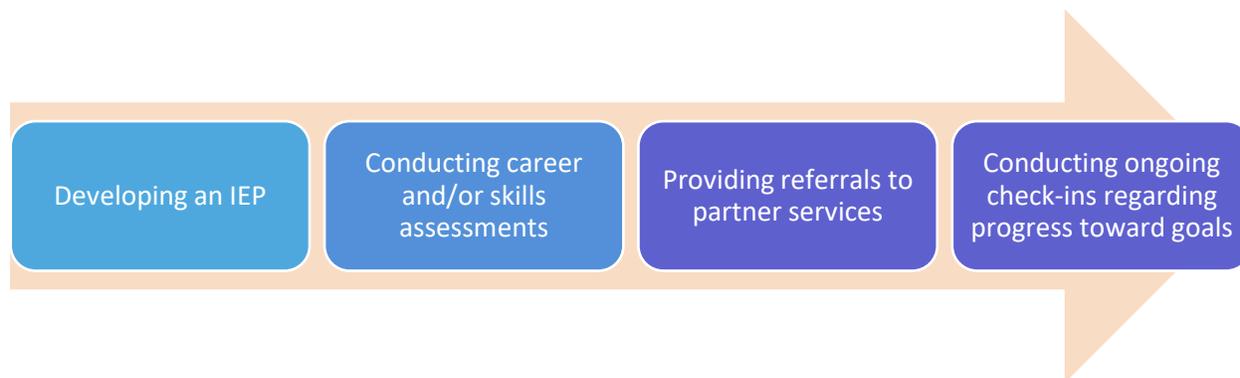
Challenges and Promising Practices in Pilot Enrollment Processes

Although pilot sites were able to make remote completion and submission of enrollment forms and eligibility documents feasible for most, some participants—especially those who lacked the necessary technology (such as internet access and computers) or digital literacy—faced challenges in completing and returning or uploading these documents. In response, navigators helped participants fill out paperwork and conducted eligibility interviews via Zoom or over the phone.

Pilot Case Management

Navigators provided a set of key case management services to pilot participants. These services included development of IEPs, provision of career or skills assessments, and referrals to partner services (see Exhibit IV-3).

Exhibit IV-3: Pilot Program Case Management Services



- **IEP development.** One of the first case management services provided by navigators was to work with pilot participants to develop IEPs. Typically, this process began with navigators interviewing participants about previous employment experience, career goals, and strengths and barriers related to achieving those goals; navigators and participants then developed appropriate benchmarks for measuring achievement of those goals, completing the IEP. Navigators then checked in with participants regularly to assess their progress and learn of any difficulties preventing them from accomplishing their goals. Prior to the pandemic, these meetings always occurred in person; once SIP orders were issued, navigators conducted meetings remotely, communicating by phone, text, email, and mail, and only interacted with participants in person on a limited basis. Navigators in all pilots agreed that IEPs were a critical tool for case management.²²

²² CalJOBS data indicate that 120 IEP-related services were provided to pilot participants. Note that these service counts are not unduplicated, so it is possible that individual participants had multiple IEP-related services.

- **Assessment of career aptitudes and interests.** Navigators typically provided this career management service in person, soon after participants enrolled in the pilot, in order to inform IEP development. One example of the types of career assessments provided to pilot participants was the set of O*NET career exploration tools, including the Ability and Interest Profilers.²³
- **Referrals to partner services.** Navigators generally tried to make referrals to partner services via warm handoffs, meaning that they facilitated direct connections with partner staff, whether in person, by phone, or via email. In some cases, as part of the referral process, navigators helped participants find specific partner classes or complete partner program application forms, or they provided initial orientations to partner services. Although many referrals were made at the outset of an individual's participation in the pilot, others were made later, as other service needs arose. The focus on warm handoff referrals, especially with adult education partners, greatly facilitated co-enrollment.

Challenges and Promising Practices in Case Management

Most of the challenges that pilots faced related to case management were due to the COVID-19 pandemic. For example, SIP orders meant all case management (and other) services had to be provided remotely or primarily remotely. This created significant challenges due to participants' lack of digital literacy and the necessary technology (computers and reliable, fast internet) to access remote services.

Further, because numerous daycare centers closed and all schools switched to remote instruction at the outset of the pandemic, many pilot participants had to stay home to take care of their children or assist them with distance learning. Some also had to move or change their living arrangements as result of difficulties brought on by the pandemic. These changes resulted in many pilot participants suddenly having much less time to focus on working with navigators.

Pilot staff reported that navigators had more difficulty reaching participants during the pandemic, and that all case management services generally took much more time than they had before SIP. Navigators said they had to spend more time assisting participants with accessing services remotely. And, in many cases, they had to first provide assistance with finding critical services, such as emergency food distribution sites or assistance to pay utility bills.

The lack of in person contact due to SIP-related restrictions made it more difficult for navigators to develop trusting relationships with participants and, in some cases, to carry out some activities. For example, it was challenging to collect the information they needed to develop IEPs when participants were uncomfortable providing information over the phone or via Zoom because other members of their households could overhear. Some participants also had difficulty completing online career assessments on their own, and navigators had to provide one-on-one assistance.

Overall, pilot teams pivoted quickly to try to address these issues in the first few months of the pandemic. They used the following multipronged strategies to address the varied manifestations of these challenges:

²³ Both of these tools are available on O*NET's website (<https://www.onetcenter.org/tools.html>).

- **Pilots and their partners provided computer equipment and hotspot connections to program participants.** The Tulare pilot outfitted a bus with a Wi-Fi hotspot to assist rural residents with accessing reliable internet services. In Richmond, both the grantee agency and a partner provided computer equipment.
- **Navigators and their partners assisted participants with developing digital literacy skills.** For example, navigators provided one-on-one guidance on how to use computers and the internet. In addition, partner staff provided one-on-one assistance to teach participants how to use common tools to access online content.
- **Navigators used multiple modes to assist participants during SIP, including communication tools in addition to phone, email, and virtual video meetings.** Across pilot sites, pilot and partner staff members delivered case management services and information about resources via text, social media, websites, and limited in-person interactions. For example, pilots invested time and resources to build out their social media platforms (e.g., YouTube Live and Facebook Live) and used their websites to share critical resources (e.g., information about food banks and unemployment insurance). Many also developed printed materials that could be picked up at their sites (sometimes via parking lot meetings) or mailed to participants. Further, when possible, navigators continued to meet participants in person by appointment in alignment with SIP and social distancing guidelines.
- **Case management activities were adjusted to fit participants' preferred schedules.** In some cases, case management meetings were shortened, and content that was typically covered in a single meeting was spread over multiple meetings. Although scheduling all of these meetings took up more of the navigators' time, this approach was especially helpful for participants who had additional childcare duties due to the pandemic. In other cases, navigators spent more time with participants, walking them through the process of completing online career assessments.

Processes and Results for Co-Enrollment of Pilot Participants in Local WIOA Title I Programs, WIOA Title II, and CAEP

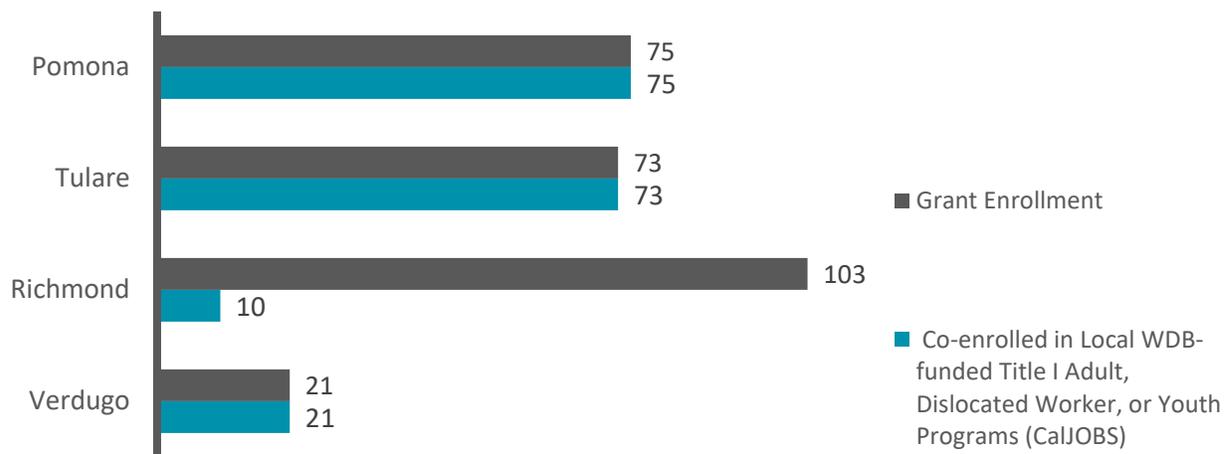
For pilot participants not already enrolled in a local WIOA Title I, Title II, or CAEP program prior to pilot enrollment, a typical case management service was referral to those programs for co-enrollment. This section describes the processes used to carry out co-enrollment as well as the number of co-enrolled participants in the pilot.

Co-Enrollment in Local Title I Programs

Pilot grantees or their service providers were usually the same agencies that provided one or more of the local Title I Adult, Dislocated Worker, and Youth programs. Thus, the process of co-enrolling pilot participants in a local Title I program was fairly simple. In some cases, the same staff members who had enrolled participants in the pilot would also co-enroll them in one of the local Title I programs, most commonly the Adult program; in other cases, another staff person from the pilot agency did that co-enrollment.

Exhibit IV-4 shows that in three of four pilots, all participants were successfully co-enrolled in a local Title I program. In the fourth pilot (Richmond), 93 pilot participants were not co-enrolled in local Title I programs because they lacked right-to-work documentation. The state directive did provide local flexibility, and these participants could take part in some basic and individualized employment services; however, they could not benefit from any local Title I services related to job placement assistance or employment related activities.²⁴

Exhibit IV-4: Participant Co-Enrollment in Local WDB-Funded Title I Adult, Dislocated Worker, and Youth Programs



Source: CalJOBS Report, March 2021.

Co-Enrollment in Title II or CAEP

For co-enrollment in Title II/CAEP, the process typically began with navigators reaching out in person or by phone to a contact at the adult education partner they were referring the participant to and letting that contact know the referral was coming. In two of the four pilots, no pilot staff had access to both CalJOBS (the pilot’s system of record) and TE (Title II/CAEP’s system of record); as such, pilot staff recorded certain information about the referred participant (typically including the CalJOBS ID²⁵) into an Excel spreadsheet that they would then provide to the partner.²⁶

For example, in Richmond, navigators collected participant data, including basic demographics, prior service receipt information, and CalJOBS IDs in an Excel file that was shared with their adult education

²⁴ See Pathway to Services, Referral, and Enrollment ([WSD18-03](#)).

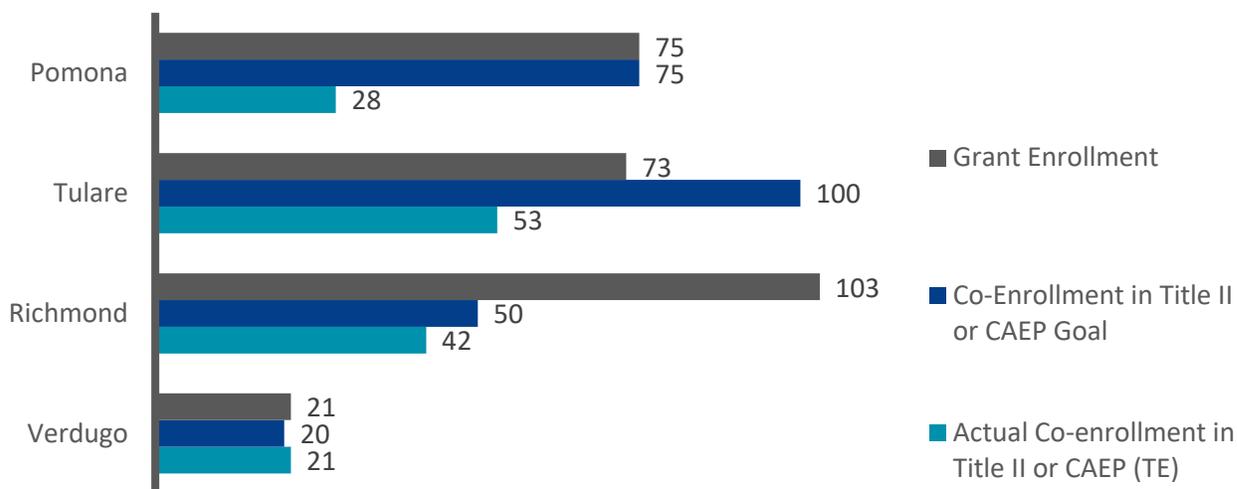
²⁵ All individuals enrolled in one or more programs in the CalJOBS system are issued a unique identifier, called the CalJOBS ID, to allow them to be accurately tracked within the system.

²⁶ Pilot projects agreed to share CalJOBS ID numbers for co-enrolled participants with their adult education partners, who then entered those numbers in TE (the adult education system of record in California); this allowed them to validate the accuracy of that co-enrollment and to match data across the two systems. While validation was conducted using grantee data, validation at the state level did not occur, as it takes a lot of effort from the state to identify specific participants in CalJOBS. Thus, it was not feasible to carry out matching for this round of pilots.

partners to help those partners accurately co-enroll those participants in TE. In Tulare, navigators used their ELL Tracking Log, which included only participants’ names and contact information, to share information with adult education partners.²⁷ In Verdugo, the grant coordinator had access to TE, so she directly entered data on pilot participants’ co-enrollment in CAEP; she did not, however, have the ability to directly co-enroll pilot participants in WIOA Title II.

Pilots collectively co-enrolled 144 participants in Title II or CAEP programs. As shown in **Exhibit IV-5**, one pilot, Verdugo, met its individual Title II/CAEP co-enrollment goals; the other three co-enrolled between about third and 85 percent of their initial goals. Close collaboration between pilot staff—navigators, grant coordinators, and partner staff—was critical to the pilots’ successful co-enrollments in Title II/CAEP services.

Exhibit IV-5: Participants’ Co-Enrollment in Title II or CAEP Programs

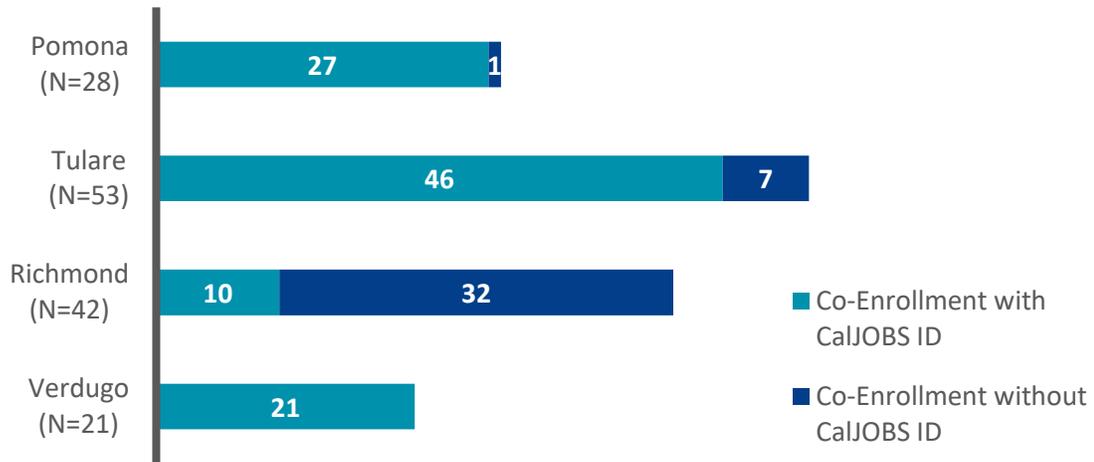


Source: Co-Enrollment goals were obtained from Grantee Applications, August 2019 and CalJOBS and TE Reports, March 2021.

In addition, most participants who were co-enrolled in Title II or CAEP programs also had CalJOBS IDs entered in TE, further validating their successful co-enrollment (see **Exhibit IV-6**). As mentioned earlier, Richmond could not enroll all of their participants in full Title I services, so they were not able to assign them CalJOBS IDs. Close collaboration between pilot staff—navigators, grant coordinators, and partner staff—were critical in implementing this strategy to be able to identify co-enrolled in the system. CASAS staff were also instrumental in making this possible because they added a field directly into TE for partner where staff to enter the information.

²⁷ We did not learn additional detail on how the Tulare navigator who had access to the TE system utilized his access.

Exhibit IV-6: Co-Enrolled ELL Participants With and Without CalJOBS IDs (N = 144)



Source: TE Report, March 2021.

Challenges and Promising Practices in Pilot Co-Enrollment Processes

Co-enrollment processes became more challenging at the beginning of the pandemic because navigators and adult education staff members had to focus primarily on shifting to virtual modes of service delivery and could not spend time working with their partners to develop and institutionalize co-enrollment processes. In fact, many of the processes pilot teams had begun to develop had to be dropped due to staff time pressures. For example, prior to the pandemic, the pilot team in Richmond had discussed trying to give adult education partners view-only access to CalJOBS; this did not happen because pilot staff needed to focus on adapting services and addressing service delivery challenges during the pandemic.

Another pandemic-related challenge to co-enrollment was that a number of adult education partners closed or drastically decreased staffing and services following SIP orders, and pilot staff then had difficulty communicating with those partners regarding co-enrollment. For the first few months of the pandemic, it was especially difficult for pilot staff to know which of their partners were still open and what services they were providing. This in turn made it difficult to refer pilot participants for co-enrollment and to ensure that data on co-enrollments were properly entered. Eventually, pilots were able to resume communication about co-enrollment efforts with all of their adult education partners, though in most cases this did not occur until close to the end of pilot grants; this resulted in lower co-enrollment than planned.

All but one pilot faced major challenges in coordinating co-enrollment practices with adult education partners due to the lack of access to each other's systems of record (TE and CalJOBS). To ensure that pilot participants were accurately co-enrolled in TE, pilot staff needed to identify participants and communicate with adult education staff who would be able to enter data into TE. However, pilot staff found this challenging, especially when participants could enroll in any one of multiple adult education institutions in the area, as was the case with the Pomona pilot.

Further, even when the appropriate staff in partner agencies were identified, pilots and their partners had difficulty developing ways to share data on participants, transfer this information safely, and maintain its accuracy. As discussed above, some pilots shared data via Excel, but it was challenging to ensure the integrity and security of the data when sharing those spreadsheets. Navigators had to ensure that data on co-enrolled participants were accurate and matched with what was already entered in the two systems of record for those participants. Over the course of the grant, this required repeatedly reviewing the data and comparing them to those entered in the system. In at least one case, a navigator met with Comprehensive Adult Student Assessment System (CASAS)²⁸ staff over the phone to identify which participants were not tagged as co-enrolled to first obtain an accurate count and then ensure they shared this information with the partner. As discussed in Chapter III, the challenge of sharing data on co-enrolled participants in a timely manner was sometimes mitigated when pilot staff were co-located at an adult education partner’s facility.

Co-Case Management with Title II and CAEP Partners

Once pilot participants were co-enrolled in adult education services funded by WIOA Title II or CAEP, navigators continued to regularly communicate with their adult education counterparts about these participants. This co-case management did not involve formal case conferences between navigators and adult education staff; rather, it included informal information sharing, typically by email or phone, aimed at dealing with participant challenges as they arose. For example, one adult education instructor knew about the supportive services students could access through the grantee agency and said she was able to refer one of her co-enrolled students who needed rental assistance to the navigator. Navigators also reported that adult education partners helped contact co-enrolled students with whom they had trouble staying in touch. For example, in both Tulare and Richmond, navigators communicated with adult education partner staff to stay abreast of whether participants were still attending classes.

One pilot grant coordinator asserted that this lack of formal co-case management was due to the different approaches that pilots and their education partners had to working with participants. She explained that navigators were expected to work fairly closely with between 20 and 50 pilot participants and keep tabs on their progress across all services; adult education counselors typically have to assist hundreds of students and are therefore not able to meet with them regularly or stay on top of their activities or challenges unless a student specifically reaches out for assistance. As a result, navigators were just as likely to reach out to instructors as adult education counselors for updates on participant progress since instructors typically saw participants at least weekly, although only in group settings.

Challenges and Promising Practices in Co-Case Management

As with co-enrollment, multiple respondents asserted that co-case management was made more challenging by the absence of a shared management information system—one used by both WIOA Title I and Title II/CAEP programs—to facilitate the sharing of participant information. As discussed above, to

²⁸ CASAS is a competency-based assessment that measures basic skills and English language proficiency in real-world contexts.

deal with this challenge, one pilot held initial discussions prior to the start of the pandemic about providing its key adult education partners with view-only access to CalJOBS (without the ability to enter or modify data) so that those partners could see case notes and other information about co-enrolled participants. Additional conversations about the feasibility of implementing such an approach did not take place, however, due to the pandemic and all partners' needs to focus on pivoting services to remote delivery.

Similarly, during interviews conducted late in the pilot, both pilot and partner staff acknowledged the need to develop clearer co-case management processes. For example, a staff member from one pilot noted it would be useful for navigators to share IEPs with adult education counselors who were working with the same participants. However, all of these staff members asserted that it had been impossible for pilots and their partners to develop such processes due to their need to focus all of their efforts on dealing with the pandemic.

Other Services

This section describes other services provided to pilot participants, whether directly or via partner programs. The most commonly provided services were job search assistance, ESL and high school equivalency (HSE) classes, and supportive services.

Job Search Assistance

Navigators commonly offered services related to job searches, including information about employment opportunities as well as assistance with applying and interviewing for these positions.

- **Navigators provided participants with information about job openings.** For example, in Verdugo, the navigator emailed participants bi-weekly newsletters with job opportunities. Participants in other pilot sites reported that navigators sent them job leads specifically targeted to their individual career goals, something they said was very helpful.
- **Navigators provided participants with one-on-one help preparing resumes and job applications and preparing for interviews.** In addition to individualized support, pilots offered job-search and resume-writing workshops—first in person and then virtually during the pandemic. For example, the Tulare pilot conducted weekly bilingual workshops on Facebook Live focused on providing information on employment opportunities.

ESL and High School Equivalency Classes

As discussed above, most pilot participants were co-enrolled in WIOA Title II or CAEP and received one or more adult education services from those programs.

- **According to CalJOBS, the most common of these adult education services was ESL classes,** which were matched to participants' specific levels of English proficiency.²⁹ These classes were typically open-entry/open-exit, allowing for enrollment at any time throughout the year.
- **The second most common type of adult education service was high school equivalency (HSE) preparation classes.** Pilot staff noted that in addition to a language barrier, a lack of high school diploma or HSE is a key barrier to employment. In Tulare and Richmond, HSE classes were offered in both English and Spanish to students who were concurrently enrolled in ESL classes, allowing these participants to address a key barrier to employment while continuing to gain English language skills. In one pilot, as a result of serving pilot participants, partners recognized the need to offer pre-literacy classes to serve participants with the lowest levels of English proficiency. In addition to regular classes, some partners offered English tutoring or additional language support as needed.³⁰
- **Adult education partners provided assessments of English language proficiency and HSE testing.** They typically assessed pilot participants' levels of English proficiency using CASAS so that students could be placed in the appropriate level of ESL.³¹ Many adult education partners also provided HSE testing to allow pilot participants to earn those credentials. Generally, most of these assessments and tests were carried out in person, even during the pandemic (albeit with some difficulty), due to significant challenges with conducting them virtually (further discussed below).
- **Adult education partners across all four pilot sites offered citizenship preparation classes and testing.** Partners expanded offerings to include online citizenship courses; some offered in-person citizenship testing following social distancing protocols.³²

Supportive Services

According to pilot staff and participants, some of the most critical and common services provided—especially during the pandemic—were supportive services. Pilots and their partners worked together to provide these services so that participants could continue in employment-related and educational activities while still supporting their families.

- **Pilot projects provided participants with a wide range of supportive services.** Prior to the pandemic, pilots helped participants cover transportation and childcare costs. During SIP, assistance to cover other basic living expenses, such as electricity bills, gas bills, and rent and

²⁹ CalJOBS data show that pilot participants received 248 ESL services. Note that these are not unduplicated counts, so individual participants may have received more than one of these services.

³⁰ CalJOBS data show that pilot participants received 140 adult literacy or GED preparation services. Note that these are not unduplicated counts, so individual participants may have received more than one of these services.

³¹ The results of these assessments also serve as the pretest to measure progress in educational functioning levels and inform the WIOA Measurable Skills Gain performance indicator.

³² According to the TE report, 15 participants in Tulare received such a service; Verdugo and Pomona partners mentioned providing the service during the last round of interviews; in Richmond, one partner began providing this service at the beginning of 2021.

mortgage payments became much more common. During interviews, some participants stated that these supports were critical, as they allowed them to maintain their housing arrangements. In addition, navigators provided digital literacy support to participants who needed it in order to participate in the pilot. In some cases, they referred participants to partners who were offering digital literacy workshops and trainings.

- **Following SIP, pilots helped participants access food assistance.** For example, in Richmond, navigators and CBO partners informed participants about local food banks and used private donations to give out grocery gift cards. Similarly, Tulare navigators provided guidance and information about local food distribution sites to pilot participants; one of the pilot’s adult education partners, Tulare Adult School, added a virtual nutrition unit to its ESL classes, providing students with prepackaged food that classes then cooked together remotely.
- **Generally, pilots used other sources of funding—or supplemented available grant funds—to provide other supportive services.**³³ For example, prior to COVID-19, pilots often used local Title I program funds to provide supportive services. During the pandemic, pilots used other funding from COVID-19 Disaster Recovery National Dislocated Worker Grants to provide supportive services. In Pomona, the pilot used funds from the Worker Resiliency Fund and Keep LA Working initiative to provide supportive services to pilot participants who were laid off due to COVID-19. As noted above, Richmond leveraged private donations to organize grocery gift card giveaways.

Other Less Common Services: Occupational Skills Training and Subsidized Work

In addition to all of the services described above, some pilot participants also accessed other services, albeit less often. These services are described below.

- **A small number of pilot participants accessed occupational skills training that was adapted for ESL students.** For example, according to CalJOBS, 12 participants served by the Pomona pilot participated in occupational skills training paid for by the pilot, either in a certified nursing assistant or another allied health program, such as pharmacy technician or licensed vocational nursing program. These and other programs provided by their adult education partner, Mt. San Antonio College, integrated ESL instruction with vocational training. In Verdugo, five participants were co-enrolled in a three-semester administrative medical assistant program provided by GCC that prepared students for employment in a physician’s office or clinic and concluded with an externship. The GCC program also included an optional Friday review and practice session for ELLs in the program taught by a college ESL instructor.³⁴
- **One pilot provided some pilot participants with subsidized work opportunities.** The Tulare pilot was able to use funds from a Disaster Recovery National Dislocated Worker Grant related to a

³³ As a result of this leveraging, only one pilot (Tulare) reported providing supportive services in CalJOBS using pilot funding.

³⁴ These participants did not have occupational skills training reported in CalJOBS or TE, as funding for the program was provided by other sources, such as Perkins funding or Pell Grants.

massive wildfire in the county to hire some pilot participants to support cleanup work from that fire.

Challenges and Promising Practices Related to Other Services

Pilots faced the daunting task of helping participants deal with the adverse economic impacts of the pandemic and meet essential needs. These impacts included job losses among many participants—as well as among potential participants—which left them without enough income to pay essential bills and purchase needed food. During interviews, several participants noted that without program assistance they would have lost their housing. Navigators also noted that many participants and their families were in serious need of food-related assistance. All pilot sites informed participants early and often that such assistance was available through their respective agencies.

Another challenge was adapting services for remote delivery, as required by SIP orders. Some pilot participants had difficulty continuing to participate in adult education services because of a lack of equipment and reliable connection. Specifically, taking CASAS or HSE tests remotely required not only a computer but also a video camera for proctoring—something participants often did not have. As described earlier, pilots implemented a variety of workarounds to providing services remotely. Two promising practices related to specific services discussed in this section are as follows:

- **Adult education partners purchased new software and developed new approaches to distance learning.** For example, adult schools in Richmond and Pomona purchased online ESL programs that allowed students to study at their own pace. They coupled these instructional programs with Zoom classes so that students could practice speaking English with their instructors and peers.
- **Partners tried several methods to overcome challenges related to virtual CASAS and HSE assessments, with limited success.** For example, adult education partners in Tulare and Richmond were able to allow a small number of students to take the tests in person, and they provided incentives for doing so.

The next chapter describes participant outcomes after engaging in the services described above. Based on the findings described in this chapter, we also describe emerging system-level changes related to co-enrollment practices and joint delivery of services.

V | SYSTEM- AND PARTICIPANT LEVEL OUTCOMES

Pilot sites pursued two key goals. First, pilot teams (WDBs, their providers, and their adult education partners) worked to initiate system-level changes that would improve their service alignment and collaboration and increase participant co-enrollment in Title I and Title II/CAEP services. Second, by increasing ELL participants' access to the full range of services agencies had to offer and further leveraging agencies' resources for the maximum benefit to participants, pilots sought to enhance employment and educational outcomes for the ELL populations they served.

This chapter describes the extent to which partnerships among pilot teams strengthened during the grant period and the extent to which new partnerships developed. This description underscores collaboration mechanisms and structural or system-level changes that could be attributed to the implementation of pilot activities. Then, the chapter describes participants' preliminary employment and educational outcomes using reports from both CalJOBS and TE. Because of the short length of the pilots and the timing of this evaluation, data on both types of outcomes were limited. Thus, these should be considered *emerging outcomes*. To complement these limited administrative data, the chapter concludes with a description of the trajectories of two specific pilot participants, including their goals and their accomplishments during their pilot programs.

System-Level Outcomes

As mentioned above, pilot teams sought to initiate systems change by aligning their goals and improving their collaboration with each other as well as with new partners. The intent was to increase participant co-enrollment in Title I and Title II/CAEP services and to increase alignment of services provided to participants. In doing so, pilots had to overcome a number of challenges, described in detail in prior chapters.

Overall, grantee coordinators, navigators, and partner agency staff reported improved ELL-related communication between agencies over the course of the pilots; they attributed this—at least partly—to their ongoing communication efforts. Pilot staff noted two key mechanisms had strengthened communications among agencies:

- **Navigators' active communication role** (which was further improved by co-location) among partners, including managing and sharing participant data across agencies and having a comprehensive understanding of the full range of the different services pilot agencies offered.
- **Grant coordinators' leadership** to sustain and strengthen partnerships by convening pilot team meetings, setting and adapting strategies to pursue common goals during uncertain times, and seeking new partnerships.

By the last few months of the grant, most grantee and partner staff agreed that this improved communication had led to strengthened partnerships among most agencies participating in the pilots. These activities resulted in better coordination and service alignment across these agencies despite the

disruptions caused by the pandemic. Evidence of system-level improved collaboration among pilot agencies includes the following:

- **At least three pilots established new partnerships to enhance their outreach and programmatic efforts.** For example, the Pomona pilot developed a new partnership with Los Angeles Community College to support its outreach and recruitment efforts and enable co-enrollment of pilot participants in their ESL and vocational training classes. In the Verdugo and Richmond pilots, the grant coordinators developed new pilot-related partnerships with three additional CBOs: JVS SoCal and Family Promise in Verdugo, and I M HOPE Center, in Richmond.
- **Pilot agencies identified areas where they leveraged funding to complement each other's services.** For example, during the final months of the grant, Verdugo WDB (and its partner, VJC) agreed to cover the cost of paid externships for pilot participants enrolled in GCC's administrative medical assistant program. (As discussed in the Chapter IV, the administrative medical assistant program has an ESL component specifically for ELLs.) In Tulare and Richmond, the grant resulted in pilot partners realizing that only one of them offered a particular kind of service (e.g., citizenship classes, GED instruction in Spanish, legal services). As a result—and as discussed in Chapter IV—the other partner agencies began referring participants who needed those services to that partner.
- **Partners identified areas where service gaps for ELL participants existed.** In the case of Richmond, partner agencies serving the ELL participants in the grant realized they could fill some gaps in services by implementing new programming. For example, one partner added a new pre-literacy class after noting that some participants needed to learn and practice the alphabet and gain additional comfort with reading. Another partner began utilizing software called “Essential Education” to bolster participants’ ability to make progress toward a GED and review critical skills to find and keep a job. Partners in Pomona and Tulare offered computer literacy classes to meet participants’ needs during the pandemic, providing support to ensure ELL participants had access. In terms of widening career pathways, a partner in Richmond recognized a need for sequenced training with components and hours that would meet WIOA requirements for individualized training.
- **During the grant there was increased real-time knowledge about agencies’ needs and increased coordination to meet participants’ needs.** In Richmond, when most partners were unable to conduct CASAS English proficiency assessments, one partner let others know that they were able to provide these assessments for partner participants. To meet the pressing need to provide access and support to ELL participants in order to address the digital skills gap, grantee agencies and partners in Richmond, Pomona, and Tulare worked toward ensuring more participants had access to computer equipment and collaborated in supporting participants as they tried to access virtual services.
- **Partner agencies demonstrated a shared understanding of common goals and a customer-centered culture.** Staff across pilots demonstrated awareness of the common goal of assisting ELLs, and they explicitly mentioned that collaborating to provide services ultimately benefited those ELL customers. For example, one navigator in Pomona stated that teamwork had enabled her pilot team to provide a more complete range of services to ELL participants. In Richmond, a

staff person in one of the partner agencies asserted that each of the pilot’s partner agencies project had played a role in helping prepare participants to get on a career path that would lead to better employment opportunities.

Participant-Level Outcomes

Pilots also pursued strategies to broaden ELLs’ access to services, thereby improving their employment and educational outcomes. This section describes the pilots’ progress toward achieving these outcomes, beginning with those focused on employment.

WIOA Title I Emerging Outcomes

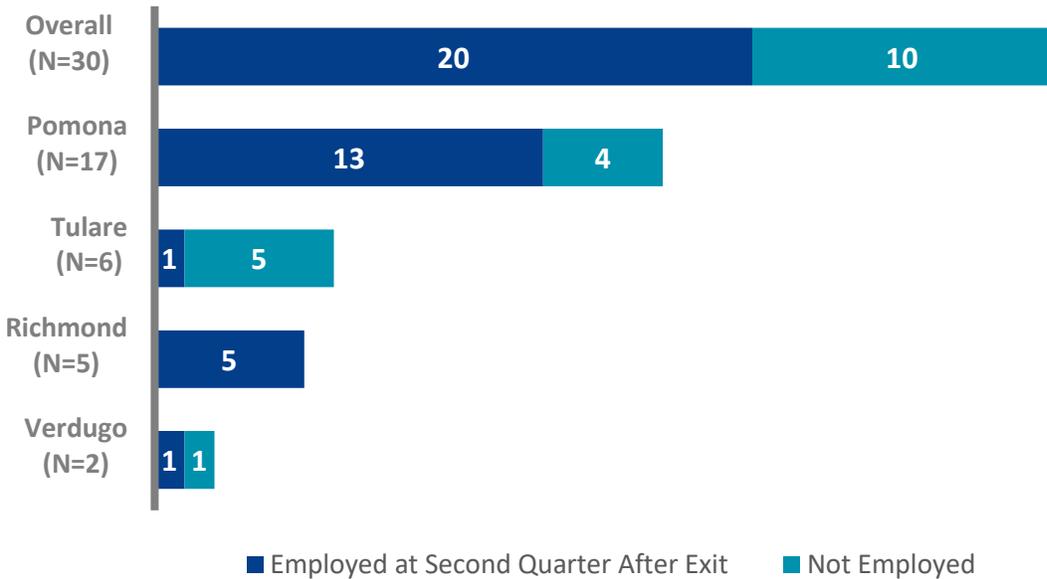
As noted at the beginning of the chapter, data on ELL employment outcomes were limited at the time of the writing of this report. Many participants were still enrolled in the program and, for many others, not enough time had passed for reliable data to be available.³⁵ The present analysis includes only the 11 percent of all pilot participants (30 of 272) who had exited the program as of June 2020 and for whom enough time had elapsed to include data from the state’s base wage file and validated supplemental data to measure employment.³⁶ Because of the low numbers, results are only preliminary and must be interpreted with caution.

As **Exhibit V-1** shows, 67 percent of this small sample of early pilot exiters (20 of 30) were employed in the second quarter after exit. Over one third of these participants were co-enrolled in Title II/CAEP programs (36 percent) and most were women (83 percent). Pomona had the highest number of exiters employed at this point—perhaps because it also had the largest number of participants who had exited the pilot early enough to be included in this sample. Other pilots—especially Tulare—enrolled most participants too late in the grant to be included in this sample. Most participants at Richmond did not have right-to-work documentation thus they could not have had employment outcomes.

³⁵ Initial analyses looked at data on employment in the Employment at Case Closure field in CalJOBS, but it was unclear whether pilot staff members had been consistent in completing this optional field. For this reason, the analyses instead rely on data for the small subset of participants for whom second-quarter-after-exit data were available. Further, the literature shows that a more accurate and reliable measure of participants’ employment status can be derived from wage-matched data versus supplemental data collected during follow-up alone (Farooq et al., 2020).

³⁶ Unemployment insurance wage data generally lag two quarters from the quarter in which employment is measured. Further, the state does not measure participants’ employment until two quarters after exit because that is what is required by the federal government for WIOA core program reporting.

Exhibit V-1: Number of Pilot Participant Employment at Second Quarter After Exit



Source: CalJOBS Report, March 2021. Note: Results include 30 participants who exited the program and for whom enough time had passed to be able to obtain reliable employment results from both supplemental data and the state’s base wage file.

Participant barriers and challenges affecting employment outcomes

There are several reasons why these emerging employment outcomes for pilot participants may be lower than they would have been without the pandemic. First, for the majority of them (63 percent) the exit quarter for most of these pilot participants coincided with the first 6 months of the pandemic, when unemployment in the United States was at a record high—14.7 percent among all adults, and 19 percent for Hispanics (U.S. Bureau of Labor Statistics, 2020).³⁷ Although these unemployment rates have trended downward since then, pandemic-related unemployment remained very high during the remainder of 2020, which coincided with these participants’ second quarter after exit (when their employment was measured). Unemployment rates were particularly high in many sectors that employ women who are ELLs, such as hospitality, leisure, and food services. Indeed, staff across the pilots noted there were fewer opportunities in those key sectors for their participants than there were prior to the pandemic.

Staff from three pilots—Pomona, Tulare, and Richmond—also noted that some of their participants decided to pause their job searches or not pursue employment opportunities during the pandemic. These participants had to take care of young children who were attending school from home or protect others with compromised immune systems in their households, such as elderly parents or children with asthma. Further, staff from two pilots, Verdugo and Pomona, commented that the extra unemployment insurance

³⁷ For more information about unemployment rates for that time period, see: https://www.bls.gov/news.release/archives/empsit_05082020.pdf

and COVID-19 relief payments that were available during much of 2020 may have also made it easier for participants to make the choice not to pursue employment for these reasons.

Even in the absence of COVID-19, there are reasons why pilot participants may have struggled to find employment despite their participation in the pilot. Chief among these is the length of time needed for ELLs to reach English language proficiency, which is typically critical to finding employment. Studies show that it takes 3 to 5 years for ELLs to develop spoken fluency, and even longer to develop written fluency. Among other factors, time frames for proficiency tend to vary by age and gender: Specifically, older students and men tend to take longer to develop proficiency than younger students and women, respectively (Dussling, 2016; Hakuta, 2000).

The importance of English proficiency for even entry-level jobs was reiterated by multiple pilot staff. For example, Tulare pilot staff reported that even warehouse jobs require higher levels of English proficiency because applicants must complete security training in English before they can be hired.

In addition, there is evidence that individuals who do not have a high school diploma—which describes the majority of participants served by the pilots—have a harder time securing employment (Chen, 2017). Staff from Pomona and Richmond noted that this was a barrier not only for participants who had never earned a high school diploma or HSE, but also for participants who had earned one but in another country. (Many of the latter individuals had also earned bachelor’s degrees or other advanced degrees in their home countries.)

WIOA Title II/CAEP Emerging Outcomes

Data on educational outcomes were limited to 37 individuals who were co-enrolled in Title II/CAEP and in a pilot.³⁸ Due to the low numbers, these results are preliminary and must be interpreted with caution.

As **Exhibit V-2** shows, 29 of these 37 pilot participants achieved an Educational Functioning Level (EFL) gain in the program year ending July 1, 2020—that is, they finished the program year at a higher instructional level than they began. This represents about 80 percent of students who persisted (i.e., completed both a pre- and post-test assessing their EFL). **Exhibit V-2** also shows that EFL gains varied by

³⁸ Results are presented for only a very small sample of pilot participants for several reasons: The second full program year of the pilot had not yet concluded when the report was written (program years run July 1–June 30), so measurable skills gains (MSG) could only be assessed for pilot participants who enrolled prior to June 30, 2020. For participants who co-enrolled in Title II or CAEP and who enrolled prior to this program year, MSG results could only be assessed for those who persisted—that is, those who completed both a pre- and a post-test to assess their Educational Functioning Levels. Due to the pandemic, fewer than usual did so during the spring of 2020, which meant that fewer than normal did so during the first year of the program overall. Even preliminary results for MSG achievement by pilot participants from the CalJOBS system are not presented for similar reasons. Further, credential attainment results are not presented for any pilot participants because, as of the time of the writing of this report, too few who participated in a qualifying education or training service had been exited long enough for those results to be reliable.

pilot. Richmond and Tulare both had high numbers of participants who co-enrolled early in Title II/CAEP programs, and most of these participants experienced gains.³⁹

For context, the average Educational Functioning Levels for these co-enrolled pilot participants is also presented.⁴⁰ Participants at this level can handle entry-level jobs or job trainings that involve basic oral or written instructions with some clarification.

Exhibit V-2: Title II/CAEP Emerging Outcomes

METRIC	ALL CO-ENROLLED PARTICIPANTS	POMONA	RICHMOND	TULARE	VERDUGO
Average EFL Level	ESL Level 4	ESL Level 5	ESL Level 4	ESL Level 4	n/a
Number of Students Who Persisted	37	1	23	13	n/a
Number of Students Who Achieved a Level Gain	29	-	18	11	n/a

Note: Results based on available data. Data for Verdugo was not available and additional data are required to complement the outcomes information in the TE report for this pilot.

Source: TE Report for Program Year 2019–2020.

During interviews held during the last months of the grant, Title II/CAEP pilot partners reported that as many as 40 percent of their students had dropped out of classes during the COVID-19 pandemic, and the percentage was highest among those with young children at home. One navigator also mentioned that this drop-off in adult school attendance was compounded by many participants’ lack of computer equipment, reliable internet connections, and appropriate spaces at home to take part in classes.

Participant Experiences

To complement the limited quantitative outcomes described above, this section presents brief summaries of two individual participants’ trajectories through the pilot and into the workforce.⁴¹

³⁹ Most adult education partner staff reported that the ability of participants to take a pre- or post-test assessment of their Educational Functioning Levels were severely disrupted by COVID-19 and SIP guidelines.

⁴⁰ The descriptors for ESL include six Educational Functioning Levels (Beginning ESL Literacy, Low Beginning ESL, High Beginning ESL, Low Intermediate ESL, High Intermediate ESL, and Advanced ESL) and provide a description of the most critical concepts and skills for the level.

⁴¹ Participants’ names have been changed for privacy reasons.

Clara

Clara had been taking ESL classes at GCC for several months when she learned about the opportunity to participate in the pilot during a visit to the VJC to look for work. After meeting with the pilot case manager to review her skills and career goals, Clara quickly realized that her biggest barrier to employment was that she did not have enough English proficiency to qualify for entry-level positions.



This realization motivated Clara to continue taking ESL classes at GCC until her fluency improves. While doing so, her pilot case manager has continued to assist her, helping her polish up her resume, advising her on how to interview in English, helping her access assistance to pay her rent, and helping her file a claim for unemployment insurance. When asked what help she appreciated the most, she stated that she was most grateful for the rent assistance and the case manager’s continuous support.

Rosa

Rosa had long been engaged in Zumba classes at Weigh of Life, a community organization that helped introduce her to Project IMPACTO—the Richmond pilot program. The main reason Rosa enrolled in the pilot was its connection to adult education programs. Her primary objective upon joining was to improve her English. Once she enrolled, however, she gained more confidence and began learning about the other opportunities that were available to her.



For example, her navigator told her about a home care aide training program that she enrolled in and successfully completed. She has considered pursuing a career in this field, but she knows how important it is to obtain her GED, so she is now focused on that.

Rosa mentioned that at the beginning of the pandemic it was very difficult to continue with her GED classes because she did not know how to use a computer. Moreover, her access to the internet was spotty because she was in a temporary living arrangement. Her navigator, teachers, and family provided her with the support she needed to continue, teaching her how to use her computer and connect to online classes.

One aspect of the pilot that Rosa found particularly valuable was the opportunity to get to know other adults in her situation. She received strong peer support from her classmates who were pursuing similar educational goals, and this encouraged her to continue her studies. She shared that she has faced several barriers during her life, including housing instability and discrimination in the workplace because of her limited English skills and her age. She thinks that completing her GED will help her continue to advance in her career; once she

accomplishes this goal, she plans to find work caring for elderly people. She is looking forward to taking other short courses to gain additional skills in order to provide the best possible care to her future clients.

VI | KEY FINDINGS AND RECOMMENDATIONS

This chapter concludes the evaluation report by summarizing key evaluation findings and then discussing a series of recommendations for future ELL-related co-enrollment pilots. The chapter ends with a discussion of the future of co-enrollment between Titles I and II/CAEP.

Key Findings

Despite facing numerous challenges and a period of intense adaptation due to the pandemic, pilots succeeded in carrying out their program models and providing services throughout their grants' periods of performance, ensuring that ELLs maintained access to their services. During the implementation of their grants, pilots faced serious challenges. For example, prior to the pandemic, staff from multiple pilots reported recruitment difficulties because prospective participants were concerned about the federal Public Charge Rule. Then, the pandemic hit, causing both the pilots and their partners to halt in-person services—and in some cases even close—due to SIP orders. However, pilot agencies were able to pivot and successfully adapt their key services for remote delivery (although those services often involved longer periods of time and additional sessions). Pilot grantees began using multiple communication strategies (phone, text, social media, even printed packets mailed or dropped off) to be able to continue providing key employment and case management services to participants. Further, many adult education partner agencies began providing online instruction within weeks of the SIP orders.

Supportive services were essential to meeting the immediate needs of pilot participants, especially following the start of the pandemic. Although pilot programs provided at least some supportive services throughout the grant, shortly after the start of the pandemic, both they and their partners began expanding the availability of supportive services (and referrals to such services) to better meet the needs of participants. They thus moved beyond providing just transportation and childcare assistance, making available a wider range of services, including assistance with paying for utilities and rent, providing grocery gift card giveaways, and making referrals to food assistance services. Pilot participants asserted these services were critical to maintaining their housing arrangements and enabling them to continue adult education classes.

Pilot teams jointly addressed participants' digital gaps, demonstrating strong collaboration. After the announcement of SIP orders forced nearly all services to be provided remotely, many pilot participants had difficulty accessing those services because they lacked computer equipment, access to reliable internet connections, or the digital literacy skills necessary to do so. Pilot and partner staff members—primarily navigators, ESL instructors, and instructional support staff—worked closely to help participants overcome these barriers by jointly providing them with computer equipment, Wi-Fi hotspots, and digital literacy instruction. Participants were also provided with one-on-one technical support from these pilot staff members including assistance with filling out intake forms online, using job search engines, or filling out applications for online coursework. As a result of these collaborative efforts, many participants were able to continue accessing services and instruction.

Despite a decline in partner referrals—due mainly to partner agency closures—and overall declining enrollment in WIOA Title I, Title II and CAEP programs likely due to pandemic-related challenges, three of the four pilots met or exceeded their initial enrollment goals. Jointly, the pilots succeeded in enrolling 272 participants in their programs (achieving about 81 percent of their collective enrollment goals), despite the fact that many ELLs faced pandemic-related challenges that prevented them from participating in pilot services. Chief among these were the additional childcare demands placed on many ELLs due to remote schooling.

Pilots successfully co-enrolled most of their participants in local Title I-funded programs and about half in Title II/CAEP programs. Collectively, pilots co-enrolled about 66 percent (179 of 272) of their participants in local Title I programs and about 53 percent (144 of 272) in Title II or CAEP. These results are important because they demonstrate that substantial numbers of ELLs can be successfully co-enrolled across WIOA core programs and can be served using permanent (non-discretionary) funding sources, such as local WIOA Title I funding, despite performance requirements.

Women and Hispanic/Latinx individuals were heavily overrepresented in pilot programs. The vast majority of pilot participants were women (87 percent) and of Hispanic/Latinx backgrounds (89 percent). As noted in Chapter II, the high percentage of women enrolled in the pilots may have been due to pilot outreach efforts that relied on CBOs that served primarily women (Richmond) or to the fact that several training programs connected to the pilots focused on female-dominated occupations (e.g., the Administrative Medical Assistant program offered by GCC). Another reason might have been the pilots' focus on ESL services, as women are overall more likely to participate in ESL services.⁴² Finally, another possible explanation is that the pandemic's negative economic effects on female-dominated employment sectors (e.g., hospitality, food and beverage services, and some retail), which resulted in many women being laid off, may have pushed more women to enroll in the pilot. The demographic make up of the pilots accounted for much of the overrepresentation of Hispanic/Latinx participants.

A number of key co-enrollment challenges were related to pilot partners lack of access to each other's systems of record. Despite remarkable progress in co-enrollment data entry accuracy—such as the fact that most participants co-enrolled in Title II/CAEP had their CalJOBS identification number entered in TE—pilot staff reported a number of challenges in tracking co-enrolled participants outside of the programs' systems of record (CalJOBS and TE). Most pilots managed these challenges fairly well, generally maintaining the accuracy and integrity of shared data and providing those data to partners, but these efforts required significant amounts of staff time including, in some cases, individualized assistance from TE or CalJOBS data administrators. In addition, the inefficiency of this process made it more difficult for pilot teams to coordinate and align services for those participants, a key goal in strategic co-enrollment.

About two-thirds of all early pilot exiters (20 of 30) were employed in the second quarter after exit. Given that this employment occurred during the pandemic and that pilot participants had to overcome

⁴² For example, recent state data from NRS Table 1, March 2021 indicates that WIOA Title II-funded ESL programs serve a greater proportion of women than men (67 percent versus 33 percent). The gender breakdown for all WIOA Title II programs was 59 percent women, 41 percent men.

numerous barriers to find employment (including their limited English proficiency and low literacy levels), these results—albeit based on a small sample—are promising.

Nearly 80 percent of all participants who completed both pre-and post-tests (29 of 37) achieved an Educational Functioning Level (EFL) gain. These gains were substantial and varied by pilot, with the Richmond and Tulare—both of which had high numbers of early co-enrollment in Title II/CAEP—having the most participants advancing a level.

Pilot teams successfully initiated system-level changes by strengthening cross-partner communication and collaboration. Evidence of this included:

- a) Leverage of partnerships formed during the grant period to enhance outreach and recruitment efforts;
- b) expansion of programmatic options that addressed ELL service gaps and expanded the array of educational services available for them;
- c) enhanced understanding by partners of the full range of services available to ELLs.

Staff across lead grantees and partners noted that the grant had provided key opportunities for them to better understand the full range of services offered by their partners and stated that they expected to continue working with most of them, including continuing to make referrals to them, to better support the ELL populations they serve.

Recommendations and Considerations for Future Efforts Focused on Expanding Co-Enrollment between WIOA Titles I and II and CAEP

Recommendations for how to support future efforts aimed at increasing co-enrollment between WIOA Titles I and II/CAEP (some of which were already implemented by these pilots) are presented below.

Support co-enrollment partners in implementing clear internal processes to manage data on prospective and existing co-enrolled participants early on. Pilot staff stated that reviewing and formalizing co-enrollment-related data-sharing steps among partners early in the grant is critical to ensuring that such processes will be sustained. Several of these pilots, in fact, did so with the support of the pilot's TA Team. Pilot staff also recommended that the process of managing, validating, and sharing co-enrolled participant data should be distributed among various team members. They asserted that it was impractical to have only one or two staff manage all these processes because this makes it difficult to scale up data sharing as co-enrollment increases.

Implement additional strategies to address system limitations to improve the efficiency of co-enrollment-related data sharing. One possible system improvement suggested by one of the pilots was to provide viewing access to the Title I and II systems of record (CalJOBS and TE) to partner staff so that those staff would be able to see (but not enter) data on shared participants in their partners' systems, without needing to resort to spreadsheets. Staff from one lead grantee who worked with the TA team and CASAS staff to implement this strategy, reiterated that it would be useful for partners to receive periodic counts

or brief rosters of co-enrolled participants directly from their partners' systems of record. These reports would allow lead grantees and their partners to engage in focused conversations about those data—including their accuracy—and discuss strategies to continue pursuing common goals. A third option, suggested by CASAS staff, would be to develop an application programming interface (API) between CalJOBS and TE that would allow sharing data electronically between the systems on a regular (perhaps nightly or weekly) basis.

Support and foster practices that strengthen collaboration and coordination among partners at multiple stages of co-enrollment efforts. Such practices could include cross-training about partner services, the identification of shared goals, the discovery of pressing needs experienced by shared participants, and the identification of areas where concerted efforts could yield better results (such as by leveraging funds). A useful example from this round of pilots, is how pilot teams came together to address participants' literacy gaps. Having conversations about common goals and how enhanced collaboration could benefit participants and programs (by enabling participants to access additional services from a partner agency at no cost to other agencies), may help to foster a more participant-centered culture.

Ensure ELL programming addresses participants' dual challenges of developing English proficiency and gaining occupational skills or resolving other barriers to employment—such as the lack of a GED or high school diploma. Given the time it takes to gain English proficiency, the creation of pathways that allow ELLs to continue making progress towards that proficiency, while also gaining occupational skills (such as via integrated employment and training efforts customized for ELLs) or an HSE, could enhance both their employment and educational outcomes. Pilot staff mentioned that effective models to foster English language acquisition for working adults were those where ELL participants were able to access ESL instruction contextualized to the workplace or specific occupations, because that tends to improve the retention of what is learned. Research suggests that these types of trainings may improve credential attainment (Spence, 2010; Leibowitz & Combes, 2004). Pomona and Verdugo staff supported this notion; they reported that linking or directly tying ESL components to regular occupational or vocational training seemed promising. Another promising programmatic is to make available GED preparation courses in Spanish for learners concurrently enrolled in ESL services.

Additional resources, training, and dialog are needed to ensure that partners reach a shared understanding of Title I and Title II/CAEP outcomes. Importantly, some pilot staff mentioned that it would be very useful for them to receive additional state guidance and training on both the Title I and Title II/CAEP systems of record, CalJOBS and TE. The goals of this training and guidance would be to ensure that partner staff members have a thorough understanding of how to record co-enrollment-related data in each system and how they can jointly report on participant outcomes to help them keep track of progress toward achievement of common performance goals so that they can all *“take credit for co-enrolled participants,”* as suggested in Workforce Systems Directive 19-09.⁴³

⁴³ See Strategic Co-enrollment – Unified Plan Partners (p.7) on performance. Accessed here: https://www.edd.ca.gov/Jobs_and_Training//pubs/wsd19-09.pdf

Future Considerations

As the state looks forward to strengthening co-enrollment between WIOA Titles I and II/CAEP programs in the next few years, it will be important to consider that such efforts—which will likely require substantial partnership and process development efforts—may be occurring in an environment of limited funding, especially for adult education providers, due to declining enrollment and thus funding (since adult education funding is primarily based on attendance and this is declining). Thus, to support the ability of adult education providers to participate in efforts to build co-enrollment with Title I, there may need to be additional support provided for those providers.

There are also requirements regarding how to report WIOA performance indicators that agencies co-enrolling participants in WIOA Titles I and II or CAEP-funded services will need to know. For example, to align with WIOA Title I, CAEP programs will be changing how they capture information to report progress on some measures. More specifically, since WIOA Title I requires the passage of an exam to demonstrate skill progression, CAEP programs will need to take this into account when calculating their outcomes related to Occupational Skills Gain and Workforce Preparation.⁴⁴ In addition, there is also work occurring to better align the WIOA performance indicators, including the different types of MSGs, with CAEP outcomes, which Title I agencies involved in co-enrollment efforts will need to be aware of.⁴⁵

Considering other current policy efforts related to ELLs, such as Immigrant Integration under AB 2098, could be relevant to conversations on how to best serve ELL participants in the future. For example, future efforts could explore whether the integration of EL Civics and the use of Civic Objectives and Additional Assessment Plans (COAAPs) or other Immigrant Integration measures—which are now voluntary—could further improve ELL programming and help accelerate or strengthen their progress.

⁴⁴ To achieve an occupational skills gain, students will need to pass an exam such as a work skills demonstration, written test, standardized pre/post-test. Workforce Preparation outcomes will need to include some documentation of work skills progression or attainment such as an informal certificate.

⁴⁵ A short presentation of AB104 can be downloaded here: <https://caladulthood.org/Educators/279>. For a full description of AB 104 see: https://leginfo.legislature.ca.gov/faces/codes_displayText.xhtml?lawCode=EDC&division=7.&title=3.&part=50.&chapter=5.&article=9

VII | APPENDICES

Appendix A: Evaluation Research Questions

Evaluation component	Research questions
Implementation Study	<ol style="list-style-type: none"> 1. How do the pilots design and implement co-enrollment practices to expand access to services and improve outcomes of ELL participants? What challenges and promising practices do they encounter? 2. How do the pilots situate their navigators and what roles do those navigators play? 3. How and to what extent has each pilot leveraged grant resources to align and coordinate ELL services across program partners? 4. How do the pilots implement co-enrollment processes? How do they implement intake, assessment, referral, and data collection practices? 5. How quickly and steadily does enrollment and co-enrollment of ELLs in pilot programs occur? 6. How does case management and co-case management occur across pilot program partners? 7. How do new or existing pilot partnerships coordinate and align services for ELLs? In what ways do these partnerships evolve over the course of the grant? 8. What are the characteristics of strong pilot partnerships that provide effective and efficient services to ELLs? 9. What system-related challenges do the pilots experience in the process of co-enrolling participants? What strategies do they develop to overcome these challenges? 10. What lessons can be learned from the implementation of the pilots that can help to increase ELL co-enrollment across California? To improve ELL education and employment outcomes? 11. What are the pilots' sustainability plans? How are these implemented over the course of the grants? How successful are pilots in sustaining their programs? 12. What lasting or systemic changes to partner program practices result from pilot program activities?
Emerging Participant Outcomes Study	<ol style="list-style-type: none"> 1. Who are the ELLs that participate in each of the pilots? What types of individual-level barriers do they face? 2. What services do ELLs enrolled in the pilots receive? How does this differ across pilots? 3. How many ELLs are enrolled in pilot programs? 4. How many pilot participants are co-enrolled in WIOA Title I, II, III, and other WIOA Unified Plan partner programs?

Evaluation component	Research questions
	<ol style="list-style-type: none">5. What measurable skill gains—including advancement in educational functioning levels—do pilot participants achieve?6. What credentials do ELL participants achieve?7. What employment outcomes do ELL pilot participants achieve?8. How do the emerging outcomes of ELLs enrolled in pilot programs compare to outcomes of other ELLs populations (such as those served in the same local areas, but not enrolled in the pilots or enrolled in Title I and Title II programs in other areas of the state)?

Appendix B: Pilot Profiles

The pilot profiles in this appendix provide an overview of the structure and core service delivery components of the projects developed under the ELL Co-Enrollment Pilot Program. They are based on document reviews, including pilot grant applications and quarterly and monthly reports; TE and CalJOBS reports; and data collected during video interviews with pilot grant coordinators, navigators, and staff from key partners.^{46 47}

Pilot Programs and Their Regions

Partnerships, programs, and services were influenced by contextual factors, such as geographic, economic, and political conditions of the pilot regions and of California as a whole. These all presented challenges and opportunities that may have impacted pilots' progress. **Exhibit A-1** provides an overview of pilot project regions and key labor market indicators.

Exhibit A-1: Description of Pilot Project Contexts

Pilot WDB	Geographic Area	Unemployment Rate ^a	Median Income ^b
Los Angeles County WDB	City of Pomona	11.0%	\$68,044
Richmond WDB	City of Richmond	5.1%	\$64,575
Tulare County WIB	North and South Tulare County	11.8%	\$44,871
Verdugo WDB	Cities of Burbank, Glendale, and La Cañada-Flintridge	9.8%	\$65,725

Sources: Data are from California Employment Development Department, Labor Market Information Division^{a,b} and 2013–2017 American Community Survey estimates.^b

As noted in **Exhibit A-1**, pilot projects' geographic areas varied. Richmond and Verdugo WDBs both had relatively small service areas compared to Los Angeles and Tulare counties, and these pilots included their entire workforce development area in their projects. In contrast, Los Angeles WDB and Tulare WIB, which represented much larger regions, focused on the city of Pomona in Los Angeles County and northern and southern areas of Tulare County, respectively. Of the four pilot sites, three served a mostly urban population (Los Angeles, Richmond, and Verdugo), while Tulare primarily served very rural communities. Although occupations available to ELL individuals across pilot sites varied, there was some overlap. **Exhibit A-2** offers a sample of the fastest growing entry-level occupations that were common in these regions.

⁴⁶ More detailed profiles for each of the pilots are available upon request.

⁴⁷ Interviews with pilot and partner staff were conducted once midway through grant implementation and again at the end of the grant.

Exhibit A-2: Potential Occupations for ELL Participants

- Cashiers
- Combined Food Preparation and Serving Workers
- Home Health Aides
- Laborers and Freight, Stock, and Material Movers, Hand
- Personal Care Aides
- Physical Therapist Aides
- Refuse and Recyclable Material Collectors
- Retail Salespersons

Note: This list offers a sample of common occupations for ELL individuals across pilot sites; as most pilot participants had not completed high school, the list focuses on entry-level positions for individuals without a formal educational credential or a high school diploma or equivalent.

Source: EDD 2016–2026 employment projections.

The COVID-19 Pandemic

In March 2020, approximately 8 months after the beginning of the grant period, pilot activities were significantly affected by the statewide SIP order and social distancing requirements to combat the COVID-19 pandemic. A second SIP order was issued in December 2020 after hospital intensive care unit capacities across the state fell below 15 percent; this order was lifted at the end of January 2021. Pilot projects had to make substantial adaptations to continue supporting their ELL communities. For example, partners began meeting and delivering services remotely and virtually as COVID-19 limited in-person operations.

Across pilot projects, several partner agencies closed down at some point during the pandemic while others operated at limited capacities. Roughly one quarter of agencies across sites were closed or provided restricted services in March and April 2020, the first 2 months of the pandemic. Since May 2020, approximately 89 percent of agencies offered a combination of virtual and in-person services (or hybrid services where participants could choose one or the other) or completely virtual/remote services.⁴⁸ The Richmond pilot was the most affected by partner closures—most of its CBO partners were closed or operating at reduced capacities from March 2020 to March 2021.

Addressing Digital Literacy Gap Challenges

As most pilot agencies transitioned their services to virtual or remote delivery, the digital literacy gap affected service delivery, access, and uptake. For example, some participants had a difficult time accessing services because they lacked computer equipment and reliable internet connections or did not know how to set up or use devices and programs. While this barrier persists, pilot staff employed multiple strategies to ensure participants could access services. These strategies are listed below.

- ❖ **Digital skills training became a critical supportive service.** Navigators and pilot partners assisted participants in developing digital literacy by offering computer literacy courses, providing one-on-one technical support, and sharing resources to help participants build their digital skills. For example,

⁴⁸ A summary of agency operations during COVID-19 and SIP is available in Appendix C.

navigators walked pilot participants through online job application forms, and the Pomona AJCC adapted its interview skills workshop to teach individuals how to have successful virtual interviews.

- ❖ **Pilot agencies provided computer equipment and hotspot connections.** Across most sites, lead agencies and partners leveraged funding to provide pilot participants with computers, tablets, and/or Wi-Fi hotspots so they could continue engaging in employment and educational services.
- ❖ **Navigators engaged with existing and prospective participants in multiple ways.** While much of navigators' contact with participants shifted to remote or virtual means—such as emails, phone and Zoom calls, and texting via CareerHub or WhatsApp—they continued to hold individual face-to-face meetings by appointment, primarily for those with low digital literacy. This helped ensure participants could still access services by communicating in ways that did not require sophisticated technology and helped build trust between new participants and navigators.

Pomona Pilot Project

The Pomona Puente Collaborative (PPC)

Program Team

In the Pomona pilot project, called the Pomona Puente Collaborative (PPC), the Los Angeles County WDB served as the lead organization and convened WIOA Title I and Title II/CAEP providers and CBOs to work toward a common goal of increasing ELL access to employment and educational services. **Exhibit A-3** provides an overview of partners across the Pomona pilot site.

Exhibit A-3: Pomona Puente Collaborative Partnerships

Lead Agency	WIOA Title I Partners	Primary WIOA Title II/CAEP Partners	Other Partners
Los Angeles County WDB (LA County Workforce Development, Aging and Community Services)	Pomona Valley AJCC (Managed Career Solutions)	Azusa Adult School, Claremont Adult School, Los Angeles City College, Monrovia Community Adult School, Mt. San Antonio College, Pasadena Unified School District	Employment Development Department, East San Gabriel Valley ROP, Los Angeles Department of Public Social Services, Pomona Economic Opportunity Center, Pomona Hope

Source: Grantee applications.

Program Overview

The goal of PPC was to increase knowledge of and access to WIOA Title I and Title II/CAEP program services among immigrant and ELL populations. **Exhibit A-4** shows the pilot project's more specific service delivery and outcome metrics and goals.

Exhibit A-4: Pomona Puente Collaborative Metrics and Goals

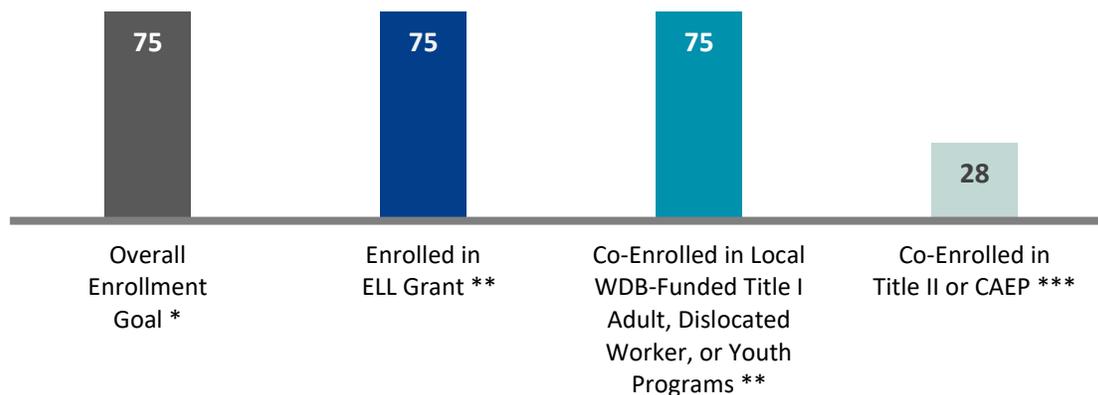
Service Delivery and Outcome Metrics	Metric Goals
# enrolled in the grant (job seekers)	75 participants*
# of Title I/II co-enrolled participants	75 participants
# directly served with grant funds	75 participants
# increasing overall education (vocational/certificates)	63 (VESL); 57 (certificates)
# of participants who have entered employment	53 participants

Note: (*) At the request of the state, Los Angeles County WDB increased its pilot project goal for enrolled participants from 50 to 75.

Source: Technical assistance site visit (November 2019).

As of March 2021, PPC had enrolled 75 participants, meeting its planned enrollment goal (see **Exhibit A-5**). As **Exhibit A-5** also shows, all 75 participants were co-enrolled in at least one locally funded Title I program (Adult, Dislocated Worker, or Youth), and 28 were co-enrolled in WIOA Title II/CAEP.

Exhibit A-5: Number of Participants in Pomona Puente Collaborative (March 2021)



Sources: (*) Grantee application; (**) CalJOBS Report, March 2021; (***) TE Report, March 2021.

Program Design

Navigator Model

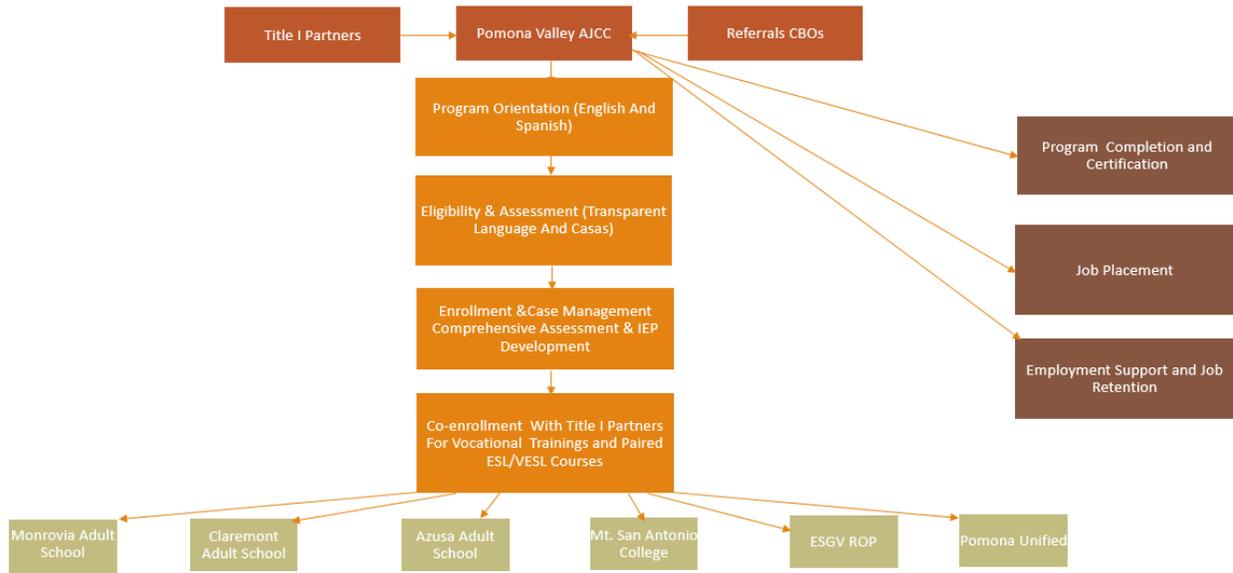
A key element of the pilot projects was hiring an individual—the “navigator”—to be the single point of contact for individuals and provide direct support to help them enroll in courses, get training, or find and keep jobs. PPC’s navigator was employed by Managed Care Solutions, which operated the Pomona Valley AJCC. Along with two other AJCC staff, the navigator worked with participants to conduct assessments, develop IEPs, and help determine the right education and training programs. PPC also had a Chinese-speaking staff member working closely with the navigator team to provide interpretation services for Chinese language speakers as needed.

In the early months of the pilot, the navigator assisted walk-in clients as they came through the AJCC or engaged with the larger ELL population at community events. During the pandemic, much of the navigator’s contact with participants shifted to remote or virtual means, such as emails and texting via [CareerHub](#), an online client communication tool. She also held individual face-to-face meetings by appointment (following social distancing protocols) primarily for those with low digital literacy.

Service Flow

PPC’s service delivery flow included participant outreach and recruitment; eligibility, enrollment, and intake processes; co-enrollment practices; services; and case and co-case management activities. **Exhibit A-6** provides a visual representation of services participants received after pilot project enrollment and agencies where they accessed services.

Exhibit A-6: Pomona Puente Collaborative Program Service Flow



Source: Grantee application.

❖ **Pilot outreach and recruitment.** These activities included meeting potential pilot participants at community events, like job fairs and rapid response meetings, and distributing project flyers to local CBOs and ELL-friendly employers. Following the onset of the pandemic, promising strategies to engage potential participants emerged. These included scheduling on- and off-site orientations, sharing project flyers at virtual meetings, and relying on online platforms, including social media platforms. The lead agency also identified potential candidates—such as individuals enrolled in partner services who spoke a language other than English and had little or no work history or others looking for entry-level jobs—and used targeted messaging to enroll them in the pilot.

Following the first SIP order, the number of project referrals dropped significantly, though navigators have continued to stay in touch with referral partners for information about services and resources for the ELL community. One reason for this decrease was that some partners halted operations for a period of time or were operating at a reduced capacity.

❖ **Pilot enrollment process.** The navigator began the enrollment process by guiding participants through online career and skills assessment forms over the phone or in person for individuals who had low digital literacy. They then worked with participants to create comprehensive IEPs that mapped out career, employment, and education goals. Afterwards, participants attended an orientation to learn more about available education and training services, originally in person at the AJCC, and then over the phone or on Zoom during the pandemic.

❖ **Pilot case management.** Navigators communicated with participants in person or over the phone. During the pandemic, communication largely occurred remotely—by phone, email, text, and Zoom.

However, staff also mailed information about services to pilot participants who had limited access to the internet and delivered supplies and digital learning devices as needed. In-person appointments following social distancing protocols at the AJCC or community centers were available only when remote communication was not feasible and when pilot participants needed assistance with support services, including co-enrollment into other workforce programs.

- ❖ **Pilot co-enrollment practices.** Mt. San Antonio College, Monrovia Adult School, and Los Angeles City College, a new partner, transitioned to virtual programming and offered online ESL and Vocational ESL (VESL) classes. There were also a few occupational skills classes offered online with other Title II/CAEP partners. Generally, enrollment in ESL and VESL programs dropped during COVID-19 and SIP. Partners attributed this to a variety of barriers exacerbated by the pandemic, such as when parents had to provide childcare, students had to take care of elderly family members, or participants had little or no access to digital devices or technology. Pilot agencies supported Title I and Title II co-enrollment practices by holding multiple virtual town hall meetings to update one another on services, operations, and what was happening in practice.

- ❖ **Pilot services.** PPC provided a number of services to its participants, including:
 - **Employment-related services.** Pomona Valley AJCC shared information about its employment services on its website, including about virtual job fairs and employment opportunities. It also organized virtual job recruitment events to connect pilot participants to local employers. After each session, the navigator followed up with the employer to ask if any participants would be contacted for interviews; in some cases, the navigator guided participants through the employer job application process and prepared them for their interviews. The AJCC provided services virtually during the pandemic, though limited in-person appointments were available for participants who had limited access to technology.

 - **ESL and CTE classes.** WIOA Title II/CAEP partners offered a range of academic services to pilot participants. At Mt. San Antonio College, pilot participants had access to ESL and VESL courses in addition to academic counselors and job referral and placement services on campus. At Monrovia Adult School, a group of pilot participants enrolled in its Certified Nursing Assistant (CNA) program in addition to taking ESL classes. Across Title II/CAEP partners, most coursework was delivered online or remotely, though limited in-person instruction and appointments were available for students who were in clinical or lab courses (for example, through the CNA program) or had trouble accessing technology.

 - **Supportive services.** The AJCC's pilot project services are for participants with right-to-work documentation. Services for the undocumented population through the AJCC currently include supportive services from other grant funds they can leverage. For example, the grantee has received funds from the Keep LA Working initiative and the Worker Resiliency Fund to provide supportive services to dislocated workers laid off due to the pandemic (including undocumented ELLs). AJCC staff were trained on how to identify and co-enroll pilot participants in these

programs. These participants will receive leveraged supportive services up to \$1,800 in the Keep LA Working program and up to \$800 in the Worker Resiliency Fund program.

Adult education partners' supportive services for students were available online, over the phone, or in person. For example, Mt. San Antonio College's intervention specialist reached out to students who had stopped attending classes to find out what tools or resources they needed to continue their education (e.g., access to Wi-Fi hotspots; access to a computer or laptop).⁴⁹

❖ **Pilot co-case management and data management/sharing practices.** Co-case management was a challenge for the PPC team, as they did not have a shared data management platform, making it difficult to identify co-enrolled participants. Each partner maintained its own unique data management system, along with unique intake forms, and shared information with other partners as needed via email or a shared Google document. For example, CalJOBS IDs were shared with adult education partners as needed to allow those partners to enter the information into TE. This way participants could be properly identified as co-enrolled in Title I and Title II/CAEP. The AJCC uses CalJOBS to track service delivery and progress via case notes, but staff had to be intentional about sharing that information with Title II partners. In this pilot, ESL program staff mentioned they would have found it useful to have a clear process for data tracking, coding, communication, and general expectations for collaboration. They also noted that regular check-ins with the pilot partner team and clear instructions for data collection and case management would have helped with that.

⁴⁹ This position was funded by Mt. San Antonio College prior to COVID-19 for a student retention project and was continued when the college realized students would need extra support on a more individual basis during SIP.

Richmond Pilot Program

Project Immigrant Participants Accessing Career Training Opportunities (Project IMPACTO)

Program Team

Richmond WDB served as the lead organization for the Richmond pilot project—called Project Immigrant Participants Accessing Career Training Opportunities, or Project IMPACTO—and convened WIOA Title I and Title II/CAEP providers and local CBOs to work toward a common goal of increasing ELL access to employment and educational services. **Exhibit A-7** provides an overview of partners across the Richmond pilot site.

Exhibit A-7: Project IMPACTO Partnerships

Lead Agency	WIOA Title I Partners	Primary WIOA Title II/CAEP Partners	Other Partners
Richmond WDB (City of Richmond)	RichmondWORKS	Literacy for Every Adult Program, West Contra Costa Adult Education	Weigh of Life, Destiny Women Global Leadership, Lao Family Community Development Inc., Multicultural Institute, Familias Unidas, The Latina Center, I M HOPE Center

Source: Grantee application.

Program Overview

The goal of Project IMPACTO was to increase knowledge of and access to WIOA Title I and Title II/CAEP program services among immigrant and ELL populations. **Exhibit A-8** shows the pilot project’s more specific service delivery and outcome metrics and goals.

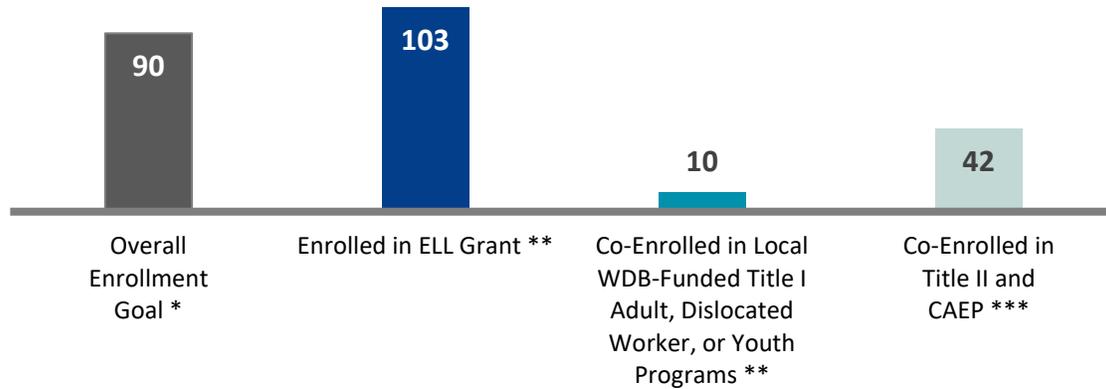
Exhibit A-8: Project IMPACTO Metrics and Goals

Service Delivery and Outcome Metrics	Metric Goals
# of enrolled participants in the grant	90 participants
# of Title I/II co-enrolled participants	50 participants
# of job seekers to be served/impacted	90 participants
# directly served with grant funds	90 participants

Source: Selected goals from technical assistance site visit, November 2019.

As of March 2021, Project IMPACTO had enrolled 103 participants, exceeding its planned enrollment goal of 90 (see **Exhibit A-9**). As **Exhibit A-9** also shows, only 10 of these participants were co-enrolled in at least one locally funded Title I program (Adult, Dislocated Worker, or Youth), and 42 were co-enrolled in WIOA Title II/CAEP.

Exhibit A-9: Number of Participants in Project IMPACTO (March 2021)



Sources: (*) Grantee application; (**) CalJOBS Report, March 2021; (***) TE Report, March 2021.

Program Design

Navigator Model

Project IMPACTO hired two navigators to serve as the main points of contact for ELL grant participants. Their role was to recruit new grant participants, orient them to the array of services available from the project, provide them with initial career assessments, and connect them with all other needed services, including additional education or training.

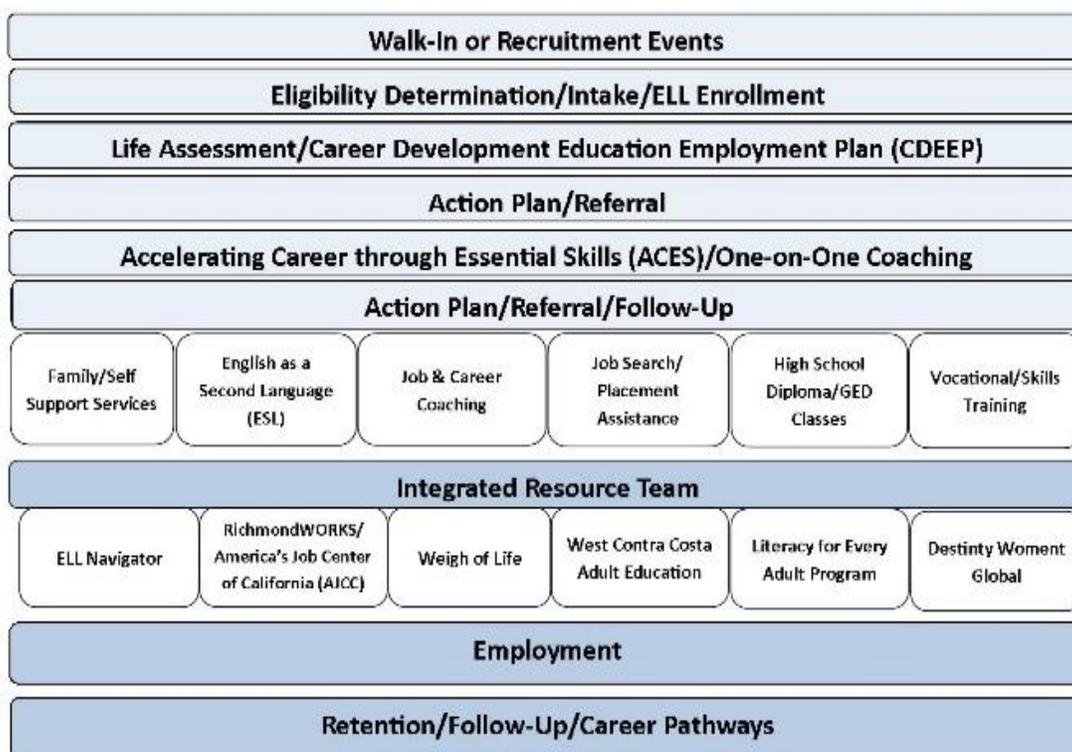
Navigators also helped pilot participants become familiar with the public workforce system and overcome language and cultural barriers related to accessing and using that system. For this reason, Richmond WDB chose navigators from the pilot’s target communities to ensure they could serve as linguistically and culturally fluent connectors for participants. One of the navigators immigrated from Mexico and had strong connections within the community; the other had several years of experience as an English teacher in Mexico and in the United States.

Before SIP, navigators were based at the Richmond AJCC, but also spent some days at the offices of Project IMPACTO’s two primary adult education partners: Literacy for Every Adult Program (LEAP) and West Contra Costa Adult Education (WCCA). Immediately following the implementation of SIP, navigators shifted to working only from the AJCC for 1 or 2 days a week. Shortly thereafter—once their services were deemed “essential”—they shifted to working almost every day from the AJCC and no longer spent time at the partner locations. During the pandemic, navigators primarily communicated with participants remotely by phone, email, mail, and text. A key communication tool used during SIP was CareerHub, a text-based application that allowed navigators to send reminders about milestones, deadlines, and job- or service-related opportunities.

Service Flow

Project IMPACTO’s service delivery flow included participant outreach and recruitment; eligibility, enrollment, and intake processes; co-enrollment practices; services; and case and co-case management activities. **Exhibit A-10** provides a visual representation of how participants experienced pilot project enrollment and how and when they accessed services.

Exhibit A-10: Project IMPACTO Program Service Flow



Source: Grantee application.

- ❖ **Pilot outreach and recruitment.** Strategies included promoting the project and its services through online platforms, including agency websites and social media outlets; using CareerHub to send project information; and visiting local CBOs and businesses to develop relationships and advertise the project and its services.

Despite these efforts, Project IMPACTO experienced a number of challenges. Before SIP, community members were concerned about the Public Charge Rule⁵⁰ and were wary of participating in a program that could have adverse impacts on their immigration status. A second challenge was the

⁵⁰ Under the Public Charge Rule, an immigrant to United States classified as *likely* or *liable* to become a public charge may be denied a visa or permission to enter the country due to their disabilities or lack of economic resources (see <https://www.uscis.gov/news/public-charge-fact-sheet>).

low number of referrals from partner agencies, as many had closed or were operating at limited capacity. Another major challenge was that many ELLs who were recruited for (and who subsequently enrolled in) the pilot lacked work-authorization documents, which affected the pilot's progress towards its goals. Richmond WDB redirected its recruitment efforts towards recruiting individuals who had recently been laid off and reaching out to ELLs who signed up to receive AJCC job announcements. Following SIP, navigators paused recruitment activities and instead focused on the serving participants already enrolled in the pilot. Further, their key referral partner remained closed for many months after the first SIP order took place.

- ❖ **Pilot enrollment process.** Navigators began the enrollment process by helping participants complete enrollment forms and reviewing eligibility documents. They then conducted career and skills assessments and worked with participants to create comprehensive IEPs that mapped out career, employment, and education goals. These activities were conducted in person prior to the pandemic and then later over the phone (in-person meetings were available by appointment). Navigators noted that remote intake meetings were not as successful because it was more difficult to build rapport and trust with participants. Additionally, the lack of privacy in carrying out these activities over the phone was a challenge when discussing sensitive matters. Intake activities during SIP were easier after the state relaxed its requirement to collect actual signatures in ink on grant-related and local WIOA Title I enrollment documents. Navigators mentioned this greatly facilitated the remote enrollment progress because participants were no longer required to come into the AJCC to fill out and sign intake forms in person. Importantly, after the first SIP, the site was unable to conduct Accelerating Career through Essential Skills (ACES) workshops, which were key part of the intake process.
- ❖ **Pilot case management.** Project IMPACTO navigators provided case management throughout the pilot, first in person and then virtually or remotely during the pandemic, occasionally setting up in-person appointments. They noted that case management took longer during COVID-19, as participants needed additional help and support due to the pandemic and its impacts. Navigators also reported using varied communication strategies to ensure participants had access to services.
- ❖ **Pilot co-enrollment practices.** During the pandemic, both of Project IMPACTO's adult education partners partially halted their operations to transition services to virtual and distance learning. As a result, there were only some co-enrollments in WIOA Title II/CAEP. The navigator used Excel files to track participant information and manage referrals. During the grant, they shared these data with key adult education partners.
- ❖ **Pilot services.** Project IMPACTO provided a number of services to its participants, including:
 - **Employment-related services.** Navigators provided job search assistance to pilot participants, including developing employment plans, sharing information about available job openings, and helping participants apply to jobs. During the pandemic, navigators had difficulty connecting with employers because it was more difficult to hold hiring events.

Another critical service were the ACES workshops, provided by Destiny Women Global Leadership. The first of these (called Phase One) consisted of seven weekly workshops focused on participants' personal development. Here, participants explored their interests and intentions, and engaged in self-confidence development, goal setting, and the creation of personal vision boards. The second set of workshops (Phase Two) consisted of five workshops focused on professional development. Here, participants further defined their career interests, worked on their resumes, and learned and practiced job search and interviewing skills. ACES workshops were suspended after the first SIP order because they were designed for in-person groups.

- **ESL and HSE/GED classes.** Navigators commonly referred pilot participants to LEAP and WCCAE for ESL or literacy classes; citizenship classes; classes and testing related to earning a GED or a high school diploma or equivalency (HSE); workforce preparation skills training; and vocational training. As noted above, following the SIP order, both adult education partners initially halted or partially halted their services before shifting in-person ESL classes to an online format, enabling most of them to resume.

Some of LEAP's programming already had online components prior to COVID-19, which helped make its transition to remote instruction easier. For example, LEAP had previously piloted an online GED course, which helped it adapt other in-person courses—such as adult basic education and ESL courses—to an online format. Further, students who had already taken classes at LEAP had an easier time participating in online courses because they were familiar with the learning management system. However, LEAP staff noted that some students still faced challenges in accessing online instruction because they lacked equipment or access to the internet. As an interim solution, LEAP provided students with access to its own communal laptops, but there were not enough for everyone. Some students were initially able to use computer equipment and Wi-Fi hotspots provided by their children's schools, but that equipment had to be returned or was discontinued at the end of the school year.

WCCAE similarly reoriented instruction activities to online and virtual spaces at the start of the pandemic. They offered English language instruction and adult secondary education, which involved adult basic English as well as high school diploma and GED preparation (offered in English and Spanish). As a result of serving ELLs in this grant, WCCAE staff reported they designed a pre-literacy class for participants who had low literacy levels in their native language.

Adult education partners carried out limited federal testing for CASAS due to several challenges, including that one-on-one testing via computer was cost-prohibitive and classroom venues for large-group testing were unavailable. One of the partners tried to hold in-person testing in parking lots but realized that not all participants had cars, and some were not healthy enough to sit outdoors for extended periods of time. Similarly, at-home testing required technology (like multiple video cameras) that many participants did not have, so this approach was not feasible.

- **Supportive services.** During the pandemic, navigators spent most of their time providing guidance on navigating the unemployment insurance application process (including connecting

participants to Spanish-speaking EDD staff based in Concord) and helping participants access supportive services, such as emergency food from food banks. The lead grantee also purchased several Chromebooks to distribute to those who needed them the most and conducted a few activities to distribute lunches and grocery gift cards. Navigators also provided participants with supportive services such as rental and utility assistance, or with referrals to partners for other supportive services.

- ❖ **Pilot co-case management and data management/sharing practices.** Co-case management was a challenge for the Project IMPACTO team, as they did not have a shared data management platform, making it difficult to identify co-enrolled participants. At the beginning of the grant, navigators used an Excel file to capture data on pilot participants and services, and they shared it with pilot partners that used a different statewide system of record (i.e., WIOA Title II/CAEP programs used TE, and Project IMPACTO and locally funded WIOA Title I programs used CalJOBS). The pilot grant coordinator communicated with partner agencies to ensure participant information could be entered correctly in their systems. Navigators noted there were some challenges with this process, namely with maintaining the integrity of the data when several people had access to the file. In response, pilot staff decided to lock certain fields to reduce errors.

Tulare Pilot Program

Program Team

Tulare WIB served as the lead organization for the Tulare pilot project and convened WIOA Title I and Title II/CAEP providers and local CBOs to work toward a common goal of increasing ELL access to employment and educational services. **Exhibit A-11** provides an overview of partners across the Tulare pilot site.

Exhibit A-11: Tulare Pilot Project Partnerships

Lead Agency	WIOA Title I Partners	Primary WIOA Title II/CAEP Partners	Other Partners
Tulare County WIB (Tulare County Health & Human Services Agency)	Community Services Employment Training, Proteus, Inc.	Cutler-Orosi Joint Unified School District, Head Start, Sequoia Adult Education Consortium, Tulare Adult School, Tulare County Office of Education	Central Valley Census, Central Valley Immigrant Integration Collaborative, Employment Development Department, Family HealthCare Network, First 5 Tulare County, O.L.A. Raza, Inc., Proteus, Inc., Tulare County Coalition Advocating for Pesticide Safety, Tulare County Library, Tulare County Public Health Department, United Farm Workers

Source: Grantee application.

Program Overview

The goal of the Tulare pilot project was to increase knowledge of and access to WIOA Title I and Title II/CAEP program services among immigrant and ELL populations. **Exhibit A-12** shows the pilot project’s more specific service delivery and outcome metrics and goals.

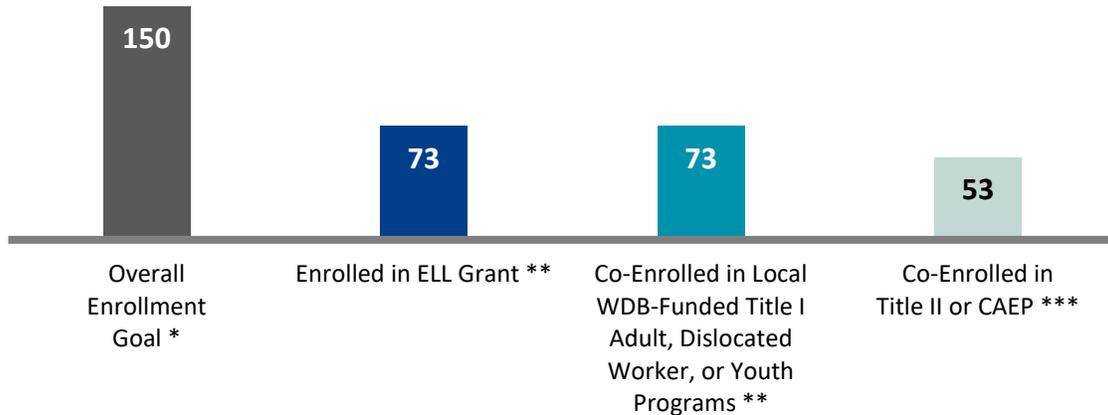
Exhibit A-12: Tulare Pilot Project Metrics and Goals

Service Delivery and Outcome Metrics	Metric Goals
# enrolled grant participants	150 participants
# of co-enrolled participants	100 participants
# of participants meeting at least one employment measure	40% of 100 total served
# of training enrollees	60% of 100 total served

Source: Technical assistance site visit, November 2019.

As of March 2021, the Tulare pilot had enrolled 73 participants, a little less than half of its planned enrollment goal (see **Exhibit A-13**). As **Exhibit A-13** also shows, all 73 participants were co-enrolled in at least one of the locally funded Title I programs (Adult, Dislocated Worker, or Youth), and 53 were co-enrolled in either WIOA Title II/CAEP.

Exhibit A-13: Number of Participants in the Tulare Pilot Project (March 2021)



Sources: (*) Grantee application; (**) CalJOBS Report, March 2021; (***) TE Report, March 2021.

Program Design

Navigator Model

A key element of the Tulare pilot project was hiring two staff to serve as navigators—or “coordinators,” as they were referred to in Tulare. Coordinators were the single point of contact for individuals and provided direct support to help them enroll in courses, get training, or find and keep jobs. They were employed by two different WIB contractors: one by Proteus, Inc., a nonprofit organization that provides education, job training, job placement, and other support services to farm working families and other program participants; and the other by Community Services Employment Training, another nonprofit agency that provides education and training and facilitates youth and community development.⁵¹ Each coordinator served a portion of Tulare County: One was assigned to cover the Cutler-Orosi area of north Tulare County, and the other covered south county areas.

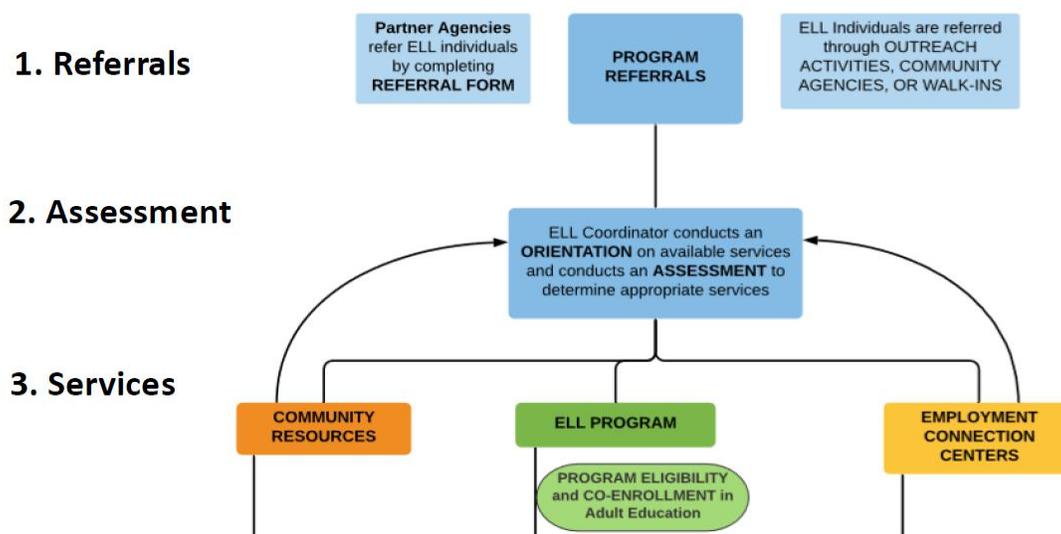
Both coordinators were hired because they were native Spanish speakers, shared cultural identities with ELL participants, and had lived and worked in Tulare County for a long time. The coordinators were also considered a good fit for this position because of their extensive experience working with ELL populations in different capacities, such as providing case management to ELLs, supporting ESL students in GED programs, and assisting ELLs with employment and training needs. Before SIP, coordinators carried out most of their functions, including in-person meetings, from their respective offices: one from the Tulare Adult School campus where he was co-located and the other at the Proteus, Inc., office.

⁵¹ Community Services Employment Training is also the WIOA Title I provider in Tulare County.

Service Flow

The Tulare pilot's service delivery flow included participant outreach and recruitment; eligibility, enrollment, and intake processes; co-enrollment practices; services; and case and co-case management activities. **Exhibit A-14** provides a visual representation of how participants experienced pilot project enrollment and how and when they accessed services.

Exhibit A-14: Tulare Pilot Project Service Flow



Source: Grantee application.

❖ **Pilot outreach and recruitment.** Coordinators engaged in several types of outreach and recruitment efforts, such as giving presentations at partner organizations, creating and distributing fliers, and reaching out directly to potential participants at community partner meetings, food distribution centers, and health fairs.

One successful recruitment strategy was to meet participants individually immediately following a group activity, which allowed coordinators to build trust with potential participants in a meaningful way. Coordinators later followed up with those individuals via phone or email. Another promising strategy was having knowledge of the full spectrum of employment and educational opportunities that the project made available to ELL populations with different levels of English proficiency. This knowledge helped coordinators provide effective orientation on how to leverage the different components of the project so that participants of various skills and English proficiency levels could advance their individual education or career goals.

Coordinators conducted both in-person and virtual outreach and recruitment activities. For example, the coordinator who was co-located at the Tulare Adult School campus met with students when they registered for classes. Similarly, the coordinator located at Proteus, Inc., joined Zoom ESL classes to meet and recruit students. Coordinators also attended COVID-19-related drive-thru events, such as

food distribution and rural community mobile medical unit events, where they distributed project flyers and community resource information.

Despite some successes, coordinators encountered challenges related to recruiting ELLs for the pilot. One of these challenges was around immigration and included a lack of right-to-work documents (the Tulare WIB did not enroll ELLs without such documentation in the grant) and misinformation about the Public Charge Rule.⁵² The Public Charge Rule prevented many ELLs—particularly in the Earlimart, Pixley, and Tipton communities—from enrolling in the pilot because they feared it would affect their immigration status. Another challenge was that many migrant and seasonal farm workers were not interested in enrolling because the seasonal nature of their work allowed them time to travel to their home countries. To address this last challenge, coordinators worked closely with Title II partners and community agencies like Proteus, Inc., that had strong migrant and seasonal farmworker programs. Together, the coordinators and staff from these organizations reached out to farmworkers to provide more information about the value of participating in the pilot. A third recruitment challenge was that people were interested in pilot services but did not have time to participate because they had to address more immediate needs brought on by the pandemic, such as childcare obligations.

In addition to coordinators' direct outreach and recruitment, partner referrals were another way prospective participants learned about the pilot project. Project partners and community agencies sent referrals to coordinators either during in-person meetings (prior to the pandemic) or by email. Occasionally partners gave potential participants a project flyer and referred them directly to the coordinators. Since SIP, the number of referrals dropped substantially, though coordinators stayed in touch with referral partners for information about services and resources for the ELL community. One reason for this decrease was that some partners halted operations or operated at a reduced capacity. For example, in the north service area, most school facilities were shut down and the coordinator relied on participants walking into the AJCC for services. School facilities in the south service area were open for a few hours every day so students could pick up homework packets. The school coordinator identified ELL students with right-to-work documents to the coordinator, who then recruited them for the project.

- ❖ **Pilot enrollment process.** Coordinators began the enrollment process by helping participants complete enrollment forms and reviewing eligibility documents. Prior to COVID-19, pilot project eligibility was determined in person at county AJCCs or where coordinators were co-located. During the pandemic, in-person eligibility appointments at AJCCs were still available (following safety guidelines), as many ELL individuals were not comfortable with virtual appointments and uploading their documents into CalJOBS. Then, coordinators conducted career and skills assessments and worked with participants to create IEPs to map out career, employment, and education goals. When

⁵² Under the Public Charge Rule, an immigrant to the United States classified as *likely* or *liable* to become a public charge may be denied a visa or permission to enter the country due to their disability or lack of economic resources (see <https://www.uscis.gov/news/public-charge-fact-sheet>).

the county reopens, pilot participants will have the option of completing their intakes in person or virtually via Zoom if they live in rural or remote areas or lack transportation.

- ❖ **Pilot case management.** During SIP, both coordinators carried out case management activities remotely, communicating with pilot participants mostly by phone and only meeting those with low digital literacy in person by appointment. These in-person meetings—although less common—were useful for sharing printed resources with participants who could not access them via a computer.
- ❖ **Pilot co-enrollment practices.** Tulare partners used unique eligibility and intake processes to co-enroll pilot participants in their services. After the completion of these intake process, data from each partner’s assessments were entered, stored, and used in a system unique to that service provider. The coordinators noted that because of the strong trust developed between pilot staff, partners, and ELL communities, participants did not express concerns about going through multiple, separate intake processes.

Though the pandemic complicated each partner’s intake procedures (as most are now being conducted remotely), statewide changes to WIOA Title I program eligibility requirements made remote program intake much easier. Before the easing of these requirements, participants had to meet in person with an intake staff member to complete the Title I pre-application and present documents to verify their eligibility (e.g., income ineligibility, right-to-work documentation). Later, however, participants could fill out the Title I pre-application form at home, answering the questions to the best of their ability (with support over the phone from ELL coordinators), and then upload scans of their eligibility verification documents directly into CalJOBS.

- ❖ **Pilot services.** The Tulare pilot provided a number of services to participants, including:
 - **Employment-related services.** Tulare WIB’s focus during the pandemic was on meeting immediate participant needs. It used its website as a key communication tool to provide participants with access to information about job opportunities and used Facebook Live to connect participants directly to employers. EDD and employers also participated in employment services: At least one new employer joined each week, inviting people to apply for jobs and informing them about their hiring processes, including their use of phone interviews. The pilot team estimated that hundreds of individuals attended these weekly Facebook Live employer sessions. In addition, the lead grantee continued to expand its Employment Connection Partner Guide to include services and agencies that offered resources to pilot participants.
 - **Education services.** Adult schools saw a 60 to 70 percent decrease in enrollments during the pandemic. Although a number of adult education partners halted their services, others, such as Tulare Adult School, continued providing ESL classes by shifting to remote instruction. For example, all classes at Tulare Adult School, including all ESL classes, shifted to blended learning.⁵³

⁵³ Blended learning is a combination of online education materials and interaction with traditional place-based classroom instruction and methods.

This approach involved teachers providing instruction via Google Classroom and Zoom and students picking up, completing, and dropping off hard-copy packets of materials and worksheets on a weekly basis. Some teachers even delivered and picked up these packets for students who were unable to come to campus because they lived too far away.

- **Supportive services.** Coordinators assembled information packets on a variety of community resources available to participants; each packet included information on programs that could assist with covering rent, mortgage, and utility costs, and food, diaper, and school supply distribution sites, among other supports. Coordinators also contacted partner agencies to organize supports, including O.L.A. Raza, Inc., and CIIVIC, which provide legal advice and immigration information; Tulare County Office of Education Migrant Education programs; the Head Start program; the Family HealthCare Network; and First 5 Tulare County.

One primary concern for many participants was how to continue their education when they did not have access to computer equipment or the internet. To mitigate these barriers, Tulare WIB used supportive service funds to purchase laptops or tablets for participants so that they were able to work or study from home. This equipment was provided on a case-by-case basis; about one third of participants enrolled in the grant received or will receive such equipment.

- ❖ **Pilot co-case management and data management/sharing practices.** Since the beginning of the grant, the Tulare pilot project's lead and partner organizations held regular meetings to discuss progress and address challenges. During COVID-19/SIP they stayed in touch remotely via email and phone, and meetings have shifted to Zoom.

Co-case management throughout the pandemic was challenging for several reasons. First, participants either did not have access to computers or the internet to connect to pilot staff for remote case management or were unfamiliar with the digital tools and processes needed to do so. As a result, case management activities were adjusted to better fit participants' preferred modes of communication and schedules. For example, some case management meetings were shortened, and content that used to be covered in a single meeting was spread over multiple meetings. This change was especially helpful for pilot participants who needed to take on additional childcare duties due to the closure of schools and daycare providers.

In terms of data management, the Tulare pilot project's process involved each service provider asking clients to complete a unique intake assessment, after which client data were entered, stored, and used in a system unique to that service provider. The team did make use of an "ELL Tracking Log," which tracked participant referrals between partners, but it did not share specific participant data other than a name and contact information. The purpose of this tool was to notify a partner when a referral was made and allow partners to see which other partners the client was engaging with. The lead organization also engaged in a data validation process to ensure that their numbers pertaining to enrollment and co-enrollment in Title II were correct.

Verdugo Pilot Program

Project Verdugo ELL Co-Enrollment System (Project VECES)

Program Team

Verdugo WDB served as the lead organization for the Verdugo pilot project, called Project Verdugo ELL Co-Enrollment System (Project VECES), and convened WIOA Title I and Title II/CAEP providers and local CBOs to work toward a common goal of increasing ELL access to employment and educational services. **Exhibit A-15** provides an overview of partners across the Verdugo pilot site.

Exhibit A-15: Project VECES Partnerships

Lead Agency	WIOA Title I Partners	Primary WIOA Title II/CAEP Partners	Other Partners
Verdugo WDB (City of Glendale)	Verdugo Jobs Center	Glendale Community College	Armenian Relief Society, Catholic Charities, Family Promise of the Verdugos, GlendaleLEARNS, Glendale Library Arts & Culture, International Rescue Committee

Source: Grantee application.

Program Overview

The goal of Project VECES was to increase knowledge of and access to WIOA Title I and Title II/CAEP program services among immigrant and ELL populations. **Exhibit A-16** shows the pilot project's more specific service delivery and outcome metrics and goals.

Exhibit A-16: Project VECES Metrics and Goals

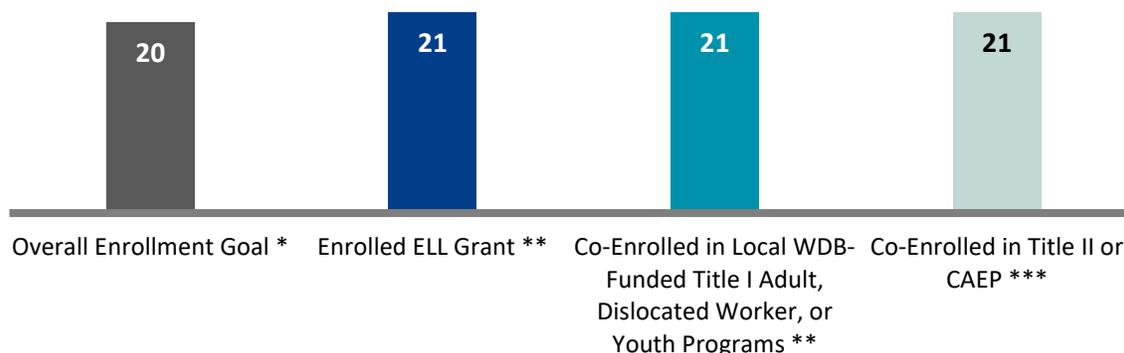
Service Delivery and Outcome Metrics	Metric Goals
# enrolled in the grant (job seekers)	20 participants
# of co-enrolled participants	20 participants
# directly served with grant funds	20 participants
# of participants with measurable skill gains	100% of participants enrolled in ESL/ABE/ASE
# of participants who have entered employment	16 participants

Note: ABE = adult basic education; ASE = adult secondary education.

Source: Technical assistance site visit, November 2019

As of March 2021, Project VECES had enrolled 21 participants, exceeding its enrollment goal of 20 (see **Exhibit A-17**). As **Exhibit A-17** also shows, all of these participants were co-enrolled in at least one locally funded Title I program (Adult, Dislocated Worker, or Youth), and all were co-enrolled in WIOA Title II/CAEP.

Exhibit A-17: Number of Participants in Project VECES (March 2021)



Sources: (*) Grantee application; (**) CalJOBS Report, March 2021; (***) TE Report, March 2021.

Program Design

Navigator Model

A key element of Project VECES was having two staff serve as navigators. These individuals were responsible for conducting community outreach for the pilot, providing case management to participants (including developing IEPs), and developing and coordinating referrals to supportive services for participants (e.g., work clothes, school supplies, testing fees).

Verdugo carried out all elements of the navigator model through a slightly modified approach. Unlike the other pilot projects, where one or sometimes two people were assigned to the navigator role, the pilot grant coordinator and Verdugo Jobs Center (VJC) case manager worked together to carry out the different navigator responsibilities. The grant coordinator played a project management role by communicating with pilot partners, organizing data entry and management for those partners, and overseeing and coordinating service delivery, while the case manager, who spoke Armenian and Russian, recruited and enrolled participants in the pilot. The case manager also focused on co-enrollment and provision of WIOA Title I services. Meanwhile, the grant coordinator's oversight included reviewing partner case management notes, emails, and communications to clients, as well as making recommendations for referrals and services as partners continued to learn about available programs.

Service Flow

In Project VECES, the service delivery flow included participant outreach and recruitment; eligibility, enrollment, and intake processes; co-enrollment practices; services; and case and co-case management activities.

❖ **Pilot outreach and recruitment.** Project VECES used its grant funding to support ELLs who wanted to pursue career pathways. A major source of such ELLs was expected to be those enrolled in the new Administrative Medical Assisting (AMA) and Food Manufacturing Apprenticeship programs at Glendale Community College (GCC). The VJC case manager coordinated visits to AMA virtual classes

to recruit students for the pilot, and the grant coordinator worked with RXResearch, an employer intermediary organization, to recruit ELLs enrolled in the apprenticeship program.

In addition, the pilot relied on partners for referrals. Prior to COVID-19/SIP, ELLs were referred from the International Rescue Committee and digital literacy classes held at the City of Glendale library. While neither the International Rescue Committee nor the library resumed digital literacy classes, pilot staff conducted presentations to these and other partners in Glendale's adult education consortium, GlendaleLEARNS, to remind them about the project's services and activities and to ask them to refer potentially eligible individuals. Pilot staff also made presentations to these organizations on emergency grants that provided eligible individuals (including ELLs) with funds to cover supportive services that VJC administered during the pandemic.

The VJC case manager noted that recruiting potential participants was harder during the pandemic since virtual efforts were less engaging than in-person contact. When the county reopens, the lead organization intends to offer virtual contact options and resume in-person contact when possible. In addition, the grantee contracted a marketing company to develop a clearer outreach and recruitment strategy in addition to using the CalJOBS pre-application and e-signature processes to expedite program eligibility and enrollment.

- ❖ **Pilot enrollment process.** The lead organization determined pilot project eligibility and conducted the intake process for Project VECES. For individuals referred to VJC, information from the case manager's initial assessment was sent to the VJC management information system (MIS) analyst who confirmed whether the individual was eligible for the grant and enrolled the participant. These individuals were then assigned to the case manager, who worked with them to complete their IEP and provided appropriate services accordingly.⁵⁴ The complete eligibility and planning documents were submitted to the pilot grant coordinator, who then co-enrolled participants in CAEP using TE.

The intake process began differently for individuals at GCC, who had the option of enrolling in the pilot project online. A link on the GCC website sent the user to a short questionnaire that, when filled out, let VJC know whether the individual could be eligible for services. If the individual did qualify, a VJC staff person reached out to them, created a CalJOBS account, and had the client complete intake and eligibility paperwork. This was then submitted to the MIS analyst, who verified the client's eligibility for the pilot project.

The intake process was also slightly different for ELLs recruited when the case manager visited ESL classes. (These classes were formerly held at VJC or GCC, but were virtual during the pandemic.) For ELLs recruited in this manner, instead of the MIS analyst entering them in CalJOBS, the case manager did this herself. These applications—as well as the back-up documents needed to support them—were later reviewed by the MIS analyst, who confirmed eligibility before finalizing enrollment. The

⁵⁴ Verdugo WDB/VJC adopted this approach so that its case managers would not inadvertently screen people out of any programs.

case manager also created a hard copy of the application package, which she provided to the grant coordinator (who was also the CAEP coordinator) to enroll participants in CAEP in TE.

Despite the focus of Project VECES on ELLs who wanted to pursue career pathways, none of the first participants enrolled in the pilot project were pursuing training; instead, they received job search and placement assistance. The grant coordinator stated that, for at least some of these participants, this was because they changed their minds about pursuing training after they were already enrolled.

❖ **Pilot co-enrollment practices.** Pilot participants could co-enroll in either the AMA program or the Food Manufacturing Apprenticeship program. For participants who wanted to co-enroll in the AMA program or in ESL classes at GCC, the co-enrollment process was designed as follows: the VJC case manager for the pilot project assisted those participants in registering with GCC in PeopleSoft (GCC's enrollment system) to receive student IDs. She also assisted them in enrolling into selected courses at GCC using its Canvas learning management system. The VJC case manager then referred those participants to a GCC career counselor for further assistance and entered the co-enrollment in GCC into CalJOBS. The grant coordinator reviewed the co-enrollment of pilot participants through reviews of monthly and quarterly CalJOBS reports and TE reports of grant activities.

❖ **Pilot services.** Project VECES provided a number of services to their participants, including:

- **Employment-related services.** VJC provided a variety of employment and career services, both in person and virtually. The case manager helped participants clean up their resumes and complete job applications and assembled and delivered job leads via an e-newsletter. She also referred pilot participants to other agencies for vocational training, and to virtual VJC workshops for resume writing and interviewing skills.⁵⁵ VJC also served ELLs who were not interested in career pathway training but who wanted to receive services such as ESL classes by using funding from other grants (these ELLs were not enrolled in the ELL Co-Enrollment Pilot Program).

One service delivery challenge for VJC was supporting clients with low digital literacy or who lacked the equipment to access virtual services. As a result, VJC shifted more of its staff to work with ELLs because it took longer to connect them to virtual services. VJC also worked with GCC to loan laptops and technology (like Wi-Fi hotspots) to pilot participants.

- **Administrative Medical Assisting career pathway program.** GCC's AMA program also shifted to virtual during COVID-19/SIP. In the three-semester, noncredit AMA program, students completed coursework on the administrative aspects of medical assisting in the first semester, did their clinical coursework in the second, and completed a 120- to 160-hour externship in the third semester. The pilot grant coordinator reported that several virtual placements had already been lined up and that a VJC career counselor and her RXResearch partner were planning to reach out to additional clinical and medical offices to identify other opportunities.

⁵⁵ Recently the latter two workshops have been hosted by EDD.

ELLs enrolled in the AMA program took a separate advanced conversational language class where they practiced the vocabulary and conversation required for medical assisting. The class provided students with extra support: The ESL instructor scaffolded and reviewed course material, and students got to practice speaking, reading, and writing in English. The class was also an opportunity for students to meet with academic counselors and attend virtual workshops where counselors talked about IEPs and how students could transfer to credit programs and courses.

Despite the AMA program's success in shifting to a virtual format, some students still faced challenges in adapting to the online structure. For example, at least one student dropped the course because she did not have the right computer skills or reliable internet access. (This happened before GCC began loaning computers and providing Wi-Fi hotspots to its students.) Another challenge was in keeping students engaged. The ESL support class instructor stated that to overcome this latter challenge, she used a variety of online tools, such as Kahoot! and Padlet. A related service delivery challenge was keeping participants with young children engaged in distance learning. Because these parents had to double as daycare providers and tutors, they had little time for anything else, including ESL classes.

- **Food Manufacturing Apprenticeship career pathway program.** The Food Manufacturing Apprenticeship program was another partnership between Verdugo WDB, GCC, and the Glendale-based staffing firm and apprenticeship intermediary RXResearch. As the food industry was still hiring workers even during the pandemic, the grant coordinator tried to work with RXResearch to recruit ELLs for the pilot. Although most of the individuals being considered for the apprenticeship program were ELLs, they were not co-enrolled in the ELL pilot because they were not interested in pilot services, including ESL classes. This was a big challenge for the pilot—motivating apprentices to want to co-enroll in the pilot to access services such as ESL instruction. Because these apprentices were already working, they did not need services to help them get jobs; because their employer was paying for the training they received, they did not need grant funds to cover training; and they did not want ESL instruction, likely due to their heavy work and family responsibilities.⁵⁶
- **Supportive services.** Pilot partners provided students with different types of support, including loaner laptops, Wi-Fi hotspots, and referrals to community resources that could assist with internet access (e.g., cable companies offering free internet access; links to public assistance programs that could help families pay for such access). In November 2020, the grant coordinator reported she was conferring with GCC about developing virtual basic digital literacy workshops to support pilot participants so that they could better access various education and training services.

⁵⁶ These classes would either be funded using CAEP dollars or apportionment funding (i.e., community college funds).

❖ **Pilot co-case management and data management/sharing practices.** Project VECES had highly centralized data-sharing and co-case management processes. Data were shared between the lead organization and its partners through the pilot grant coordinator, who was included in all communication regarding participant activities between the case manager and partner staff members.

Both before and since the enactment of the SIP mandate, GCC and Verdugo WDB/VJC staff reported that they tended to communicate informally, as needed. However, they also asserted that they had a close relationship, which made it easy to manage any participant issues. For example, if a pilot participant needed assistance accessing or succeeding in a GCC program, the grant coordinator or VJC case manager did not hesitate to reach out to their primary GCC contact, who connected them to GCC's Disabled Students Programs and Services, an academic counselor, a case manager, or another college staff member to assist that participant. Similarly, the ESL instructor stated that she would call the grant coordinator if there were any resources her students needed or to stay on top of job placements and other participant updates. Some grant partners, including GCC and the International Rescue Committee, also attended monthly GlendaleLEARNs meetings. Since the grant coordinator was also the GlendaleLEARNs coordinator, this was an efficient way to stay in the loop with certain partners.

Prior to COVID/SIP, the VJC case manager was co-located at GCC, which helped foster direct communication and case management. Moving forward, the pilot's grant coordinator wants to strengthen co-case management between GCC and VJC career counselors. For example, students at GCC met with an academic counselor to talk through what they were studying and developed an individual career plan (ICP). Those plans were occasionally shared with VJC career counselors when students were co-enrolled in the pilot or other VJC programs, though not consistently or systematically. Co-enrolled pilot participants also developed IEPs with a VJC case manager. The eventual goal was to share ICPs and IEPs between GCC and the Verdugo WDB/VJC.

Appendix C: Pilot Partner Operations During COVID-19

In March 2020, pilot activities across sites were significantly affected by the statewide shelter-in-place (SIP) order and social distancing requirements to combat the 2019 novel coronavirus (COVID-19) pandemic. Partners had to make substantial adaptations to continue supporting their ELL communities. For example, partnerships began meeting and delivering services remotely and virtually as COVID-19 limited in-person operations. Across pilot sites, several partner agencies closed down at some point during the pandemic while others operated at limited capacities. **Exhibit C-1** provides an overview of pilot agency operation during COVID-19 and SIP.

Exhibit C-1: Pilot Partner Operations During COVID-19

- Agency closed or operating at limited capacity
- Agency offering virtual and in-person services
- Agency offering virtual services only

WDB	Agency	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb
Pomona	WIOA Title I												
	CA EDD												
	East San Gabriel Valley ROP												
	LA WDACS												
	LA DPSS												
	Pomona Valley AJCC												
	WIOA Title II/CAEP												
	Azusa Adult School												
	Claremont Adult School												
	LA City College*												
	Monrovia Adult School												
	Mt. SAC												
	PUSD												
	PVAS												
	CBOs												
	Pomona EOC												
Pomona Hope													
Tulare	WIOA Title I												
	CSET												

WDB	Agency	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	
	EDD													
	HHSA													
	WIOA Title II/CAEP													
	COJUSD													
	Head Start													
	SAEC													
	Tulare Adult School													
	Tulare County OED													
	CBOs													
	Central Valley Census													
	CVIIC													
	Family HealthCare Network													
	First 5 Tulare County													
	O.L.A.													
	Proteus, Inc.													
	Coalition for Pesticide Safety													
	Tulare County Library													
	Tulare County Public Health													
	United Farm Workers													
	Verdugo	WIOA Title I												
EDD														
RxResearch														
JVS SoCal														
Verdugo Jobs Center														
WIOA Title II/CAEP														
GCC														
GlendaleLEARNS														
Glendale Library														
CBOs														
ARS														

WDB	Agency	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	
	Catholic Charities													
	Family Promise													
	IRC													
Richmond	WIOA Title I													
	RichmondWORKS													
	WIOA Title II/CAEP													
	LEAP													
	WCCUSD													
	CBOs													
	Weigh of Life													
	Destiny Women Global													
	Lao Family**													
	The Multicultural Institute**													
	Familias Unidas**													
The Latina Center**														
I M HOPE**														

Note: (*) The partnership with LACC began in January 2021; (**) At the time of publication the status of these partners was unknown.

Sources: Grantee applications, site visit interviews (October 2020 – January 2021).

Appendix D: WIOA Title I Demographic Data for the Pilot and the State Adult and ELL Populations

Title I Demographics	California Title I Adult Participants ^{a, d}	California ELL Title I Adult Participants ^{b, d}	WIOA Title I ELL Participants in Pilot WDBs ^c	All Pilot Participants
Total I Adult/Dislocated Worker/Youth	132,552	11,642	2,112	N/A
Total Active ELL Pilot Program Enrollments	N/A	N/A	N/A	272
Age				
<28	38%	23%	20%	12%
28 – 47	37%	39%	37%	51%
48 – 67	24%	35%	41%	32%
68+	1%	2%	4%	4%
Gender				
Female	53%	61%	57%	87%
Male	46%	38%	32%	13%
No information provided	1%	2%	10%	0%
Highest Year of School at Entry				
No High School Diploma or Equivalency	18%	43%	63%	56%
High School Diploma/Equivalent	47%	39%	30%	26%
Completed one or more years postsecondary	10%	4%	2%	4%
Attained Postsecondary Credential (non-degree)	5%	3%	1%	2%
Associate’s Degree	6%	3%	1%	2%
Bachelor’s Degree	11%	6%	2%	7%
Degree beyond a Bachelor’s Degree	4%	2%	1%	2%
Ethnicity				
Hispanic or Latinx	47%	68%	81%	89%
Not Hispanic or Latinx	53%	32%	19%	11%
Unknown	0%	0%	0%	0%
Race				
American Indian/Alaskan Native	3%	1%	2%	0%
Asian	8%	17%	6%	3%
African American/Black	19%	3%	1%	0%
Native Hawaiian/Pacific Islander	1%	0%	0%	0%
White	35%	31%	41%	47%
I do not wish to answer	37%	49%	51%	50%
Barriers				
Basic skills deficient/low levels of literacy	31%	100%	100%	89%

Title I Demographics	California Title I Adult Participants ^{a, d}	California ELL Title I Adult Participants ^{b, d}	WIOA Title I ELL Participants in Pilot WDBs ^c	All Pilot Participants
Cultural barriers	1%	N/A	N/A	28%
English Language Learner	9%	100%	100%	88%
Single parent (including single pregnant women)	10%	11%	9%	17%
Employment				
Working	14%	14%	6%	14%
Not working	86%	86%	94%	86%
Long-term unemployment				
Yes	26%	23%	20%	28%
No	74%	77%	80%	72%

Notes: ^aThere is an overcount of 34 and 60 individuals in the Age and Education categories, respectively; ^bthere is an undercount of 7 individuals in the Education category; ^cthere is an overcount of 38 individuals in the Age category; ^dindividuals may have selected more than one race category; percentages may not add up to 100% due to rounding.

Appendix E: Pilot and WIOA Title II/CAEP Demographic Data

Demographics	All grant participants co-enrolled in adult education (Title II or other)	POMONA participants co-enrolled in adult education (Title II or other)	RICHMOND participants co-enrolled in adult education (Title II or other)	TULARE participants co-enrolled in adult education (Title II or other)	VERDUGO participants co-enrolled in adult education (Title II or other)
Total Enrollment	144	28	42	53	21
Age					
<28	35%	32%	21%	42%	43%
28-47	55%	39%	62%	53%	57%
48-67	11%	21%	14%	6%	0%
68+	1%	7%	0%	0%	0%
Gender					
Female	90%	82%	90%	92%	95%
Male	10%	18%	10%	8%	5%
I don't wish to answer	0%	0%	0%	0%	0%
Highest education level (*)					
No High School Diploma or HSE	39%	7%	50%	62%	0%
High School Diploma or HSE	23%	36%	9%	19%	43%
Some college, no degree	6%	7%	7%	2%	10%
Technical/Certificate	1%	4%	0%	0%	0%
A. A./A.S. Degree	2%	0%	2%	4%	0%
4 yr. College Graduate	8%	4%	10%	6%	14%
Higher than B.A./B.S.	6%	0%	7%	0%	24%
Other Diploma/Degree	5%	0%	2%	8%	10%
Did not answer	12%	43%	12%	0%	0%
Ethnicity					
Hispanic or Latinx	82%	86%	95%	98%	10%
Not Hispanic or Latinx	18%	14%	5%	2%	90%
I do not wish to answer	0%	0%	0%	0%	0%
Native Language					
Spanish	74%	64%	93%	91%	10%
Armenian	11%	0%	0%	0%	76%
English	6%	21%	0%	6%	0%
Russian	2%	0%	2%	0%	10%
Tagalog	1%	7%	0%	0%	0%
Chinese	1%	4%	0%	0%	0%
Lao	1%	0%	0%	2%	0%

Demographics	All grant participants co-enrolled in adult education (Title II or other)	POMONA participants co-enrolled in adult education (Title II or other)	RICHMOND participants co-enrolled in adult education (Title II or other)	TULARE participants co-enrolled in adult education (Title II or other)	VERDUGO participants co-enrolled in adult education (Title II or other)
Nepali	1%	0%	2%	0%	0%
Other	1%	0%	0%	0%	5%
Vietnamese	1%	4%	0%	0%	0%
Did not Answer	1%	0%	2%	2%	0%
Barriers (Yes)					
English Language Learner	78%	54%	76%	85%	100%
Low Income	42%	25%	7%	89%	14%
Low Levels of Literacy	42%	32%	12%	72%	38%
Long Term Unemployed	18%	11%	0%	19%	62%
Single Parent	13%	14%	0%	28%	0%
Cultural Barriers	6%	4%	10%	6%	0%
Displaced Homemaker	3%	4%	0%	6%	0%
Seasonal Farmworker	5%	0%	0%	13%	0%
Homeless	3%	0%	0%	9%	0%
Migrant Farmworker	3%	0%	0%	8%	0%
Individual w/ Disability	2%	4%	0%	4%	0%
Ex -Offender	1%	4%	0%	0%	0%
Exhaust TANF in Two Years	1%	0%	0%	2%	0%
Foster Care Youth	0%	0%	0%	0%	0%
None Reported	11%	21%	17%	6%	0%
WIOA Enrollment					
WIOA, Title I	83%	36%	100%	89%	100%
WIOA, Title III	8%	11%	0%	15%	0%
Current Labor Force Status					
Unemployed	45%	11%	24%	58%	100%
Employed	13%	4%	5%	30%	0%
Employed, with notice	1%	0%	0%	2%	0%
Not in labor force	3%	0%	10%	2%	0%
Did Not Answer	30%	46%	62%	8%	0%

Note: Percentages may not add up to 100% due to rounding.

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