



# *Adult Education and Family Literacy Act of 1998*

## Annual Report to Congress 2008-09





***Adult Education and Family  
Literacy Act of 1998***

**Annual Report to Congress, Program Year 2008–09**

**U.S. Department of Education  
Office of Vocational and Adult Education**

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## ABBREVIATIONS

<b>ABE/ASE</b>	Adult basic education/adult secondary education program (consists of six educational levels)
<b>ABE</b>	adult basic education
<b><i>AEFLA</i></b>	<i>Adult Education and Family Literacy Act of 1998</i>
<b>ASE</b>	adult secondary education
<b>BEST</b>	Basic English Skills Test
<b>BEST Plus</b>	Basic English Skills Test (used exclusively with English language learners)
<b>CASAS</b>	Comprehensive Adult Student Assessment System
<b>Department</b>	U.S. Department of Education
<b>DOL</b>	U.S. Department of Labor
<b>EL</b>	English literacy
<b>FY</b>	fiscal year
<b>GED</b>	General Educational Development (tests)
<b>LEA</b>	local educational agency
<b>NRS</b>	National Reporting System
<b>OVAE</b>	U.S. Department of Education’s Office of Vocational and Adult Education
<b><i>Perkins III</i></b>	<i>Carl D. Perkins Vocational and Technical Education Act of 1998</i>
<b><i>Perkins IV</i></b>	<i>Carl D. Perkins Vocational and Technical Education Act of 2006</i>
<b>PY</b>	program year
<b>SEA</b>	state educational agency
<b>SLDS</b>	Statewide Longitudinal Data Systems
<b>TABE</b>	Test of Adult Basic Education
<b>TANF</b>	Temporary Assistance for Needy Families
<b>UI</b>	unemployment insurance
<b>WIA</b>	<i>Workforce Investment Act of 1998</i>



## EXECUTIVE SUMMARY

The Adult Education—Basic Grants to States program authorized under the *Adult Education and Family Literacy Act of 1998 (AEFLA)*, enacted as Title II of the *Workforce Investment Act of 1998 (WIA)* (P.L. 105-220), is the major source of federal support for adult basic education and literacy education programs. When *AEFLA* was authorized in 1998, Congress made accountability for student results a central focus of the new law, setting out new performance accountability requirements for state and local programs that measure program effectiveness on the basis of student academic achievement and employment-related outcomes. The U.S. Department of Education’s (Department’s) Office of Vocational and Adult Education (OVAE) established the National Reporting System (NRS)<sup>1</sup> to implement the accountability requirements of *AEFLA*, and act as a reservoir of data collected under these measures.

This report represents the ninth year<sup>2</sup> of implementing the *AEFLA* requirements using the NRS. OVAE, as part of its efforts to monitor data collection procedures and promote data quality improvement, developed data quality standards to clarify the policies, processes, and materials that state and local programs should have in place to collect valid and reliable data. OVAE assisted states in meeting the congressionally enacted *AEFLA* standards by: (1) providing resources, training, and technical assistance activities to improve data quality and (2) refining NRS requirements, including producing guidelines for conducting follow-up surveys used to obtain data on particular measures. OVAE also has provided individual technical assistance to states on implementing the data collection and reporting requirements of *AEFLA* through the NRS.

The Department is required by Sec. 212(c)(2) of *AEFLA* to make available and issue to Congress and the public the *AEFLA annual report*. Information on each state’s<sup>3</sup> yearly performance

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<sup>1</sup> Information regarding the National Reporting System (NRS) may be accessed on the NRS website (<http://www.nrsweb.org/>).

<sup>2</sup> The Adult Education—Basic Grants to States program year begins July 1 and ends June 30 of the next year. For example, PY 2008–09 refers to July 1, 2008, through June 30, 2009.

<sup>3</sup> The term “State” means “each of the several States of the United States, the District of Columbia, and the Commonwealth of Puerto Rico,” as defined in Sec. 203(17) of the *Adult Education and Family Literacy Act of 1998*.

in the Adult Education—Basic Grants to States<sup>4</sup> program is included in the annual report, as are aggregated data on national performance.

## Highlights

The Adult Education—Basic Grants to States program enrolled 2,398,070 learners during program year (PY) 2008–09, of whom 42 percent were enrolled in adult basic education (ABE), 14 percent were enrolled in adult secondary education (ASE), and 44 percent were enrolled in English literacy (EL) programs.

Table ES-1 provides a comparison of actual performance on the core outcome measures for adult education under the NRS, during a three-year period from PY 2006–07 through PY 2008–09. The percentage of adults demonstrating educational gains in ABE/ASE<sup>5</sup> increased slightly from 37 percent in PY 2006–07 to 39 percent in PY 2007–08 and up to 40 percent in PY 2008–09. Educational gains for adults in EL also showed slight growth, increasing from 39 percent in PY 2006–07 to 41 percent in PY 2008–09. Adults completing high school increased from 59 percent in PY 2006–07 to 64 percent in PY 2008–09. Adults entering postsecondary education or training also increased from 55 percent in 2006–07 to 59 percent in PY 2008–09. However, adults entering employment and adults retaining employment decreased by 6 and 8 percent from PY 2006–07 to PY 2008–09, respectively.

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<sup>4</sup> The program funds each of the 50 states of the United States, the District of Columbia, and the Commonwealth of Puerto Rico. The program also funds the outlying areas of the United States, including the United States Virgin Islands, Guam, American Samoa, Commonwealth of the Northern Mariana Islands, and the Republic of Palau, but they are not represented in this report.

<sup>5</sup> ABE/ASE means adult basic education/adult secondary education. ABE/ASE consists of six educational levels with four levels in ABE—beginning literacy, beginning basic, low intermediate, and high intermediate; and two levels in ASE—low secondary and high secondary.

**Table ES-1.  
Adult Education National Performance: Percentage and Number of Students  
Completing Educational Levels and Core Outcome Measures,  
From Program Year 2006–07 to Program Year 2008–09**

	<b>Percentage Achieving Outcome (National Averages) 2006–07</b>	<b>Percentage Achieving Outcome (National Averages) 2007–08</b>	<b>Percentage Achieving Outcome (National Averages) 2008–09</b>	<b>Number Achieving Outcome (Three-year Total) (2006–07 to 2008–09)</b>
Educational Gain ABE/ASE <sup>a</sup>	37	39	40	863,026
Educational Gain English Literacy <sup>a</sup>	39	39	41	862,824
High School Completion <sup>b</sup>	59	61	64	461,422
Entered Postsecondary Education or Training <sup>b</sup>	55	56	59	136,532
Entered Employment <sup>b</sup>	61	62	55	235,663
Retained Employment <sup>b</sup>	73	70	65	260,990

<sup>a</sup> Percentage of adults enrolled who completed one or more educational levels.

<sup>b</sup> Percentage of adults who set the goals they would like to achieve and who achieved the goals.

Note: ABE/ASE means students in adult basic education and adult secondary education programs. ABE/ASE consists of six educational levels with four levels in ABE—beginning literacy, beginning basic, low intermediate and high intermediate; and two levels in ASE—low secondary and high secondary.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).

## INTRODUCTION

Adult education programs under the *Adult Education and Family Literacy Act of 1998 (AEFLA)* address the critical national needs of improving the literacy skills of adults and enhancing their abilities to be more productive members of society and the workforce. *AEFLA*, enacted as Title II of the *Workforce Investment Act of 1998 (WIA)* (P.L. 105–220), is the principal source of federal support for adult basic skills programs. The purposes of *AEFLA*, as defined in Sec. 202, are to:

- “(1) assist adults to become literate and obtain the knowledge and skills necessary for employment and self-sufficiency;
- (2) assist adults who are parents to obtain the educational skills necessary to become full partners in the educational development of their children; and
- (3) assist adults in the completion of a secondary school education.”

The state-administered grant program provides “adult education,” as defined in Sec. 203(1) of *WIA*, “services or instruction below the postsecondary level for individuals (A) who have attained 16 years of age; (B) who not currently enrolled or required to be enrolled in secondary school under State law; and (C) who (i) lack sufficient mastery of basic educational skills to function effectively in society; (ii) do not have a secondary school diploma or its recognized equivalent, and have not achieved an equivalent level of education; or (iii) are unable to speak, read, or write the English language.” These state grants are allocated by formula based upon each state’s count of “qualifying adults.” Sec. 211(d) of *WIA* defines a “qualifying adult” as one who is at least 16 years of age, beyond the age of compulsory school attendance under the law of the state or outlying area, does not have a secondary school diploma or its recognized equivalent, and is not enrolled in secondary school. These data are drawn from the U.S. Census of Population and Housing. The federal allocation for *AEFLA* grants<sup>6</sup> to states for PY 2008–09 was \$544,296,775.<sup>7</sup> States<sup>8</sup> distribute 82.5 percent of the federal funds

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<sup>6</sup> The program also funds the outlying areas of the United States Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and the Republic of Palau, but they are not represented in this report.

<sup>7</sup> The \$544,296,775 federal allocation for *AEFLA* grants to states and outlying areas for PY 2008–09 includes \$66,709,857 for EL/civics.

<sup>8</sup> The term “State” means “each of the several States of the United States, the District of Columbia, and the Commonwealth of Puerto Rico,” as defined in Sec. 203(17) of the *Adult Education and Family Literacy Act of 1998*.

competitively to local adult education providers, using 12 considerations identified in Sec. 231(e) of *AEFLA*.<sup>9</sup>

The local provider network includes a variety of agencies—local educational agencies (LEAs), community colleges, community-based organizations, and volunteer literacy organizations. Many adult education programs also work with welfare agencies at the state and local levels to provide instruction to adults needing basic skills who are receiving benefits under the Temporary Assistance for Needy Families (TANF), a U.S. Department of Health and Human Services) program intended to promote self-sufficiency. In addition, *AEFLA* state grants support adults in job training programs through partnerships with One-Stop Career Centers, a system that U.S. Department of Labor oversees, and in other community job training programs.

Courses of instruction offered by local providers include:

- Adult basic education (ABE) instruction for adults whose literacy skills range from the lowest literacy levels to just below the high school literacy level,
- Adult secondary education (ASE) instruction for adults whose literacy skills are at approximately the high school level and who seek to pass the General Educational Development (GED) test or obtain an adult high school credential, and
- English literacy (EL) instruction for adults who lack proficiency in English and who seek to improve their literacy and competence in English.

## **Adult Education Enrollment and Participant Status**

In PY 2008–09, the program enrolled 2,398,070 learners, with 42 percent of learners enrolled in ABE, 14 percent enrolled in ASE, and 44 percent enrolled in EL programs, as indicated in table 1.

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<sup>9</sup> See Appendix B of this report.

**Table 1.**  
**Number and Percentage of Students Enrolled in Adult Education by Program Type, Program Year 2008–09**

Program Type	Enrollment Number	Enrollment Percentage
Adult Basic Education	1,010,255	42
Adult Secondary Education	336,006	14
English Literacy	1,051,809	44
<b>Total enrollment</b>	<b>2,398,070</b>	<b>100</b>

Note: The percentages for the program types reflect rounded figures.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).

Adult education serves varied populations. Table 2 shows the number and percentage of learners by program type and age. Overall, 37 percent of students were under age 25, and 82 percent were under age 45. Only 4 percent were aged 60 or older. Age distribution, however, varied by program type. ASE students, with 60 percent under age 25, tended to be younger than both ABE and EL students, with 47 percent and 19 percent, respectively, under age 25. EL students, with 25 percent over age 44, tended to be older than both ABE and ASE students, with 14 percent and 8 percent, respectively, over age 44. It is interesting to note that 56 percent of EL students were in the 25–44 age range, compared to 32 percent of ASE and 39 percent of ABE students in this age range.

**Table 2.**  
**Number and Percentage of Students by Program Type and Age, Program Year 2008–09**

Program Type	Age Group 16–18 Number	Age Group 16–18 %	Age Group 19–24 Number	Age Group 19–24 %	Age Group 25–44 Number	Age Group 25–44 %	Age Group 45–59 Number	Age Group 45–59 %	Age Group 60 and Older Number	Age Group 60 and Older %	Total Number	Total %
Adult basic education	182,573	18	288,166	29	392,901	39	125,300	12	21,317	2	1,010,257	100
Adult secondary education	96,886	29	103,253	31	107,872	32	24,521	7	3,476	1	336,008	100
English Literacy	25,020	2	174,506	17	586,948	56	203,697	19	61,634	6	1,051,805	100
<b>Total</b>	<b>304,479</b>	<b>13</b>	<b>565,925</b>	<b>24</b>	<b>1,087,721</b>	<b>45</b>	<b>353,518</b>	<b>15</b>	<b>86,427</b>	<b>4</b>	<b>2,398,070</b>	<b>100</b>

Notes: The percentage totals are summative horizontally. The percentage totals reflect rounded figures and, therefore, may not equal 100 percent.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).

The participation of 16- to 18-year-olds in adult education is of particular interest to policymakers because earning a high school diploma through the regular elementary and secondary education system is the traditional path for youths in this age group. In PY 2008–09, as indicated in table 2 and appendix C, 13 percent of participants were between the ages of 16 and 18, with little

change in the percentage of this population participating since PY 2006–07. Of the 304,479 students in adult education programs who were 16–18 years old, 182,573 (60 percent of the total of 16–18 year olds) were in ABE, compared to 96,886 (32 percent) in ASE and 25,020 (8 percent) in EL. Therefore, a plurality of 16- to 18-year-olds entered into adult education programs at a level that suggests they lacked the literacy skills expected of a high school graduate.

Table 3 provides disaggregate information regarding adult learners categorized by race/ethnicity and age. Hispanics or Latinos represented the largest group enrolled in adult education with 43 percent in PY 2008–09, followed by whites with 26 percent and blacks or African-Americans with 20 percent. A plurality of 16- to 18-year-olds, 42 percent was white; and a plurality of 19- to 24-year-olds with 39 percent, 25- to 44-year-olds with 50 percent, 45- to 59-year-olds with 42 percent, and 60 years and older with 36 percent, were Hispanic or Latino.

**Table 3.**  
**Number and Percentage of Students by Age and Race/Ethnicity, Program Year 2008–09**

<b>Race/Ethnicity</b>	<b>Age Group 16–18 Number</b>	<b>Age Group 16–18 %</b>	<b>Age Group 19–24 Number</b>	<b>Age Group 19–24 %</b>	<b>Age Group 25–44 Number</b>	<b>Age Group 25–44 %</b>	<b>Age Group 45–59 Number</b>	<b>Age Group 45–59 %</b>	<b>Age Group 60 and Older Number</b>	<b>Age Group 60 and Older %</b>	<b>Total Number</b>	<b>Total %</b>
American Indian or Alaskan Native	6,079	2	10,449	2	13,870	1	3,711	1	570	1	34,679	1
Asian	6,301	2	26,111	5	89,863	8	48,044	14	21,612	25	191,931	8
Black or African-American	69,471	23	135,462	24	199,891	18	66,259	19	11,391	13	482,474	20
Hispanic or Latino	91,549	30	222,027	39	546,671	50	149,431	42	30,902	36	1,040,580	43
Native Hawaiian or Other Pacific Islander	4,657	2	5,182	1	6,120	1	1,990	1	644	1	18,593	1
White	126,422	42	166,694	29	231,306	21	84,083	24	21,308	25	629,813	26
<b>Total</b>	<b>304,479</b>	<b>100</b>	<b>565,925</b>	<b>100</b>	<b>1,087,721</b>	<b>100</b>	<b>353,518</b>	<b>100</b>	<b>86,427</b>	<b>100</b>	<b>2,398,070</b>	<b>100</b>

Notes: The percentage totals for the race/ethnicity categories are rounded figures, and therefore the percentages in the total row may not equal 100 percent. The percentage totals are summative vertically. The percentage totals reflect rounded figures and, therefore, may not equal 100 percent.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).

The extent to which 16- to 18-year-olds participated in adult education programs varied widely among states. One of the causes for the variance may be linked to the difference in each state’s age requirement for compulsory school attendance. Table 4 shows the five states, including Puerto Rico, with the highest numbers and percentages of young adults, aged 16 to 18, enrolled or served through adult education programs. Although some states with the largest populations, such as California and Florida, have the highest number of adult education students aged 16 to 18, some states with small

populations, such as Vermont and Wyoming, have high percentages, despite relatively low numbers overall, of students aged 16 to 18.

**Table 4.**  
**Five States<sup>a</sup> With the Highest Number and Highest Percentage of Adult Education Students Aged 16–18, Program Year 2008–09**

State	Number 16–18-year-olds	State	Percentage 16–18-year-olds
California	49,447	Puerto Rico	50
Florida	45,284	Vermont	39
North Carolina	21,996	Wyoming	31
Puerto Rico <sup>b</sup>	16,943	Louisiana	30
Georgia	14,788	Montana	28

<sup>a</sup> The term “State” means “each of the several States of the United States, the District of Columbia, and the Commonwealth of Puerto Rico,” as defined in Sec. 203(17) of the *Adult Education and Family Literacy Act of 1998*.

<sup>b</sup> In the funding formula under the *Adult Education and Family Literacy Act of 1998 (AEFLA)*, Puerto Rico receives a state formula grant.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for *Adult Education—Basic Grants to States under the Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).

Adults enter adult education programs from a variety of circumstances. Table 5 indicates that in PY 2008–09, 836,349 students self-reported entering the program while employed; 938,352 students self-reported entering the program while unemployed; 278,499 students self-reported entering the program while on public assistance; 263,073 students self-reported entering the program while in correctional facilities; and 15,700 students self-reported entering the program while in other institutional settings. Note, however, that not all students reported their status, and some reported in more than one category.

**Table 5.**  
**Number of Students Enrolled by Participant Status, Program Year 2008–09**

Status	Number
Employed	836,349
Unemployed	938,352
On public assistance	278,499
In correctional facilities	263,073
In other institutional settings	15,700

Note: The participant status of each student is self-reported. Not all students self-reported their status and some students reported in more than one category (e.g., a student can be unemployed and on public assistance).

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for *Adult Education—Basic Grants to States under the Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).



## ACCOUNTABILITY SYSTEM—THE NATIONAL REPORTING SYSTEM (NRS)<sup>10</sup>

Since PY 2000–01, the NRS has been the national accountability and data reporting system on student outcomes for federal adult education programs. The Department’s *NRS Implementation Guidelines: Measures and Methods for the National Reporting System for Adult Education* identifies defined measures for national reporting, establishes methodologies for data collection, and maintains standards for reporting. Each state has established a performance accountability system that meets NRS requirements. The NRS data are the basis for assessing the effectiveness of states in achieving continuous improvement of adult education and literacy activities to optimize the return on investment of federal funds. The NRS includes the following three core indicators of performance, identified in Sec. 212(b)(2)(A) of *AEFLA* that are used to assess state performance:

- “(i) Demonstrated improvements in the literacy skill levels in reading, writing, and speaking the English language, numeracy, problem solving, English language acquisition, and other literacy skills.
- (ii) Placement in, retention in, or completion of, postsecondary education, training, unsubsidized employment or career advancement.
- (iii) Receipt of a secondary school diploma or its recognized equivalent.”

These indicators of performance are represented and defined by the five following outcome measures of the NRS, which are designed to measure adult learner outcomes:

- **Educational Gain**—The percentage of adult learners in basic and English literacy programs who acquired the basic or English language skills needed (as validated through standardized assessments) to complete the educational functioning level in which they were initially enrolled.

To demonstrate NRS improved skill levels as required in Sec. 212(b)(2)(A)(i) of *AEFLA*, the Office of Vocational and Adult Education (OVAE) established a hierarchy of six educational functioning levels<sup>11</sup> to measure basic literacy from beginning literacy through high school completion, and six levels for English literacy, from beginning literacy to the advanced level. The levels are defined through reading, writing, numeracy, and functional and workplace skills (and, for English literacy, speaking and listening skills) at each level. Included for each level is a corresponding set of benchmarks of commonly used standardized assessments, such as the Test of Adult Basic Education

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<sup>10</sup> Information regarding the National Reporting System (NRS) may be accessed on the NRS website (<http://www.nrsweb.org/>).

<sup>11</sup> The educational levels are listed in figure 1.

(TABE) and the Comprehensive Adult Student Assessment System (CASAS), as examples of how students functioning at each level would perform on these tests.

- **High School Completion**—The percentage of adult learners with a high school completion goal who earned a high school diploma or recognized equivalent after program exit.
- **Entered Postsecondary Education or Training**—The percentage of adult learners with a postsecondary education goal who entered postsecondary education or training after program exit.
- **Entered Employment**—The percentage of unemployed adult learners (in the workforce) with an employment goal who obtained a job within one quarter<sup>12</sup> after program exit.
- **Retained Employment**—The percentage of adult learners with (1) a job retention goal at the time of enrollment and (2) an employment goal who obtained work by the end of the first quarter after exiting the program and who were employed at the end of the third quarter after program exit.

States also may identify additional performance indicators for adult education and literacy activities and incorporate these indicators, as well as corresponding annual levels of performance, in their state plans.

## Incentive Grants

States that achieved superior performance in the Title I<sup>13</sup> and Title II<sup>14</sup> of *WIA* programs were eligible for state incentive grants in PY 2008–09. Beginning in PY 2007–08, incentive grants were based only on performance on the measures under Titles I and II of *WIA*.<sup>15</sup> The numbers of states receiving incentive grants and the Title II amounts distributed over the past three years are presented in table 6. The number of states that exceeded their adult education performance levels (Title II of *WIA*) appears, followed by the number that also exceeded Title I of *WIA* and *Perkins III* program performance levels through PY 2007–08. States received incentive grants only if they exceeded annual performance levels, as negotiated between the state and OVAE and DOL, for all three programs. The determination of whether a state has exceeded its adjusted levels of performance is based on each state’s cumulative achievement across all measures. This is done by

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<sup>12</sup> “One quarter” refers to the first academic quarter after program exit.

<sup>13</sup> Title I of the *Workforce Investment Act (WIA)* is entitled Workforce Investment Systems.

<sup>14</sup> The *Adult Education and Family Literacy Act of 1998 (AEFLA)* was enacted as Title II of *WIA*.

<sup>15</sup> Funds under the *Carl D. Perkins Vocational and Technical Education Act of 1998 (Perkins III)* were used for incentive grants. PY 2006–07 was the last year *Perkins III* funds were used to fund incentive grants because funds for incentive grants were not included under the *Carl D. Perkins Vocational and Technical Education Improvement Act of 2006 (Perkins IV)*.

calculating the percentage of the state-adjusted level<sup>16</sup> achieved for each measure, and then averaging the percentage achieved across all measures. When the cumulative average exceeds 100 percent, the state is deemed to have exceeded the overall adjusted performance levels. In PY 2008–09, the 10 states that received incentive awards were Colorado, Connecticut, Illinois, Iowa, Kentucky, Minnesota, Missouri, Nebraska, New York, and Tennessee.

**Table 6.**  
**Numbers of States<sup>a</sup> Exceeding Performance Standards and Amount of Award Funds Available, From Program Year 2006–07 to Program Year 2008–09**

Program Year	Exceeded Title II of WIA	Exceeded Titles I, II of WIA, and Perkins III	Amount of Award Funds Available
2008–09	14	10 <sup>b</sup>	\$9.7 million
2007–08	21	11 <sup>b</sup>	\$9.7 million
2006–07	18	8 <sup>c</sup>	\$9.9 million

<sup>a</sup> The term “State” means “each of the several States of the United States, the District of Columbia, and the Commonwealth of Puerto Rico,” as defined in Sec. 203(17) of the *Adult Education and Family Literacy Act of 1998*.

<sup>b</sup> Incentive grants were not included under the *Carl D. Perkins Vocational and Technical Education Improvement Act of 2006 (Perkins IV)*.

<sup>c</sup> Funds under the *Carl D. Perkins Vocational and Technical Education Act of 1998 (Perkins III)* were also used for incentive grants.

Notes: WIA means the *Workforce Investment Act of 1998*. Title I of WIA is the workforce investment systems program. Title II of WIA is the adult education and literacy program. Perkins III means the *Carl D. Perkins Vocational and Technical Education Act of 1998*. The fiscal year 2008 funds supported the program year 2008–09 incentive grant awards.

Source: U.S. Department of Labor, Employment Training Administration, *Federal Register* notice of incentive funding availability for program years 2006–07, 2007–08 and 2008–09 performance ([http://www.doleta.gov/performance/results/incentives\\_sanctions.cfm](http://www.doleta.gov/performance/results/incentives_sanctions.cfm)).

Sec. 503 of WIA indicates that state incentive grants are to be issued in an amount not less than \$750,000 and not more than \$3,000,000, to the extent that funds are available; otherwise, prorated amounts are to be awarded. Funds<sup>17</sup> for the incentive grants set-aside under Title II of WIA totaled \$9,760,451 in PY 2008–09. No funds for the incentive grants were set aside under Title I of WIA.

## Measuring Educational Gain

For the NRS, each state must establish standardized assessment procedures that local programs must use first at enrollment to identify an adult learner’s educational functioning level, and then after a period of instruction to measure educational gain (level advancement). Although states must use standardized assessments, states are free to use the assessments that best address the needs

<sup>16</sup> See Sec. 212(b)(3)(A) of *AEFLA*.

<sup>17</sup> The fiscal year 2009 funds support the PY 2008–09 incentive grant awards.

of their students and delivery system. Consequently, each state assesses students somewhat differently, using different assessments and administering posttests of students at different times. The most frequently used assessments are the TABE, CASAS, and the Basic English Skills Test (BEST or BEST Plus<sup>18</sup>), the last used exclusively with EL learners.

ABE/ASE<sup>19</sup> and EL programs each have six educational levels: four levels in ABE, two levels in ASE, and six levels in EL, as indicated in figure 1. Figure 1 presents PY 2008–09 adult education enrollment figures by educational level as determined by a standardized pretest administered to each student upon program entrance. The majority of students were enrolled in the programs of ABE and ASE. Within ABE and ASE, the largest percentage of student enrollment was 31 percent in the ABE high intermediate level, and the smallest percentage of student enrollment was 5 percent in the ABE beginning literacy level. The majority of students within ABE and ASE, 55 percent, were enrolled in the combined ABE intermediate levels. In EL, the largest percentage of student enrollment was 23 percent in the EL low intermediate level, and the smallest percentage was 13 percent in the EL advanced level. The plurality of EL students, 48 percent, was enrolled in the combined beginning levels.

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<sup>18</sup> The Basic English Skills Test Plus is used exclusively with English language learners.

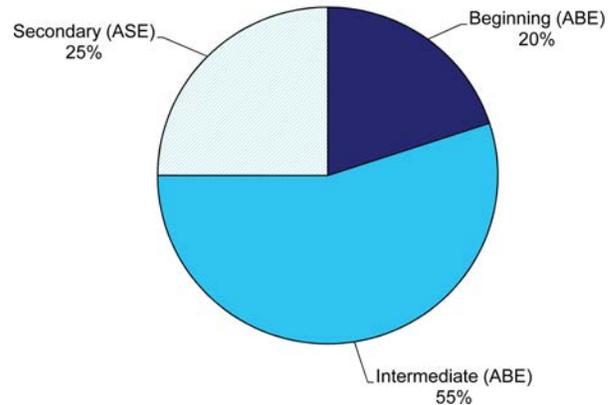
<sup>19</sup> ABE/ASE means adult basic education/adult secondary education. ABE/ASE consists of six educational levels with four levels in ABE—beginning literacy, beginning, low intermediate and high intermediate; and two levels in ASE—low secondary and high secondary.

**Figure 1.**  
**Number and Percentage of Students Enrolled by Educational Functioning Level,**  
**Program Year 2008–09**

**ABE/ASE**

<b>Educational Functioning Level</b>	<b>Number</b>	<b>%</b>
Beginning Literacy	69,711	5
Beginning Basic	199,386	15
Low Intermediate	327,956	24
High Intermediate	413,202	31
Low Secondary	190,960	14
High Secondary	145,046	11
<b>Total ABE/ASE</b>	<b>1,346,261</b>	<b>100</b>

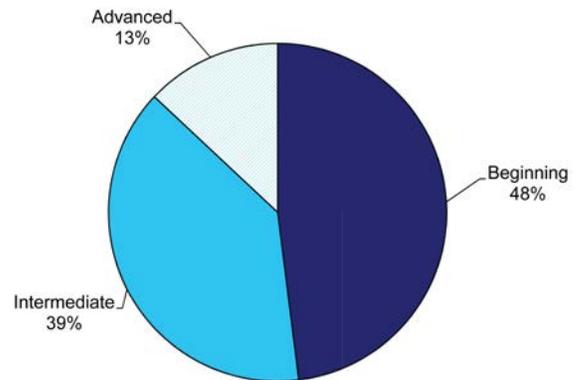
**ABE/ASE by Beginning, Intermediate, and Secondary Levels**  
**PY 2008–09**



**EL**

<b>Educational Functioning Level</b>	<b>Number</b>	<b>%</b>
Beginning Literacy	185,040	17
Low Beginning	142,939	14
High Beginning	183,076	17
Low Intermediate	240,706	23
High Intermediate	164,569	16
Advanced	135,479	13
<b>Total EL</b>	<b>1,051,809</b>	<b>100</b>
<b>Total All</b>	<b>2,398,070</b>	

**English Literacy by Beginning, Intermediate, and Advanced Levels**  
**PY 2008–09**



Notes: ABE/ASE means adult basic education/adult secondary education. ABE/ASE consists of six educational levels with four levels in ABE—beginning literacy, beginning basic, low intermediate and high intermediate; and two levels in ASE—low secondary and high secondary. EL means English literacy. The percentages are rounded figures.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).

## Measuring Other Performance Measures

Setting and measuring goals for the four outcome measures, as discussed in the NRS section of this report (excluding educational gain, which is a performance measure and a goal for all students), allows adult education students to specify what they want to accomplish and provides a benchmark for both individual goals and program performance measures. There is no requirement in the NRS for students to set any of these goals related to the performance measures, but, once set, adult education programs are held accountable for determining whether students who chose these goals related to the program measures, attained the goals during the program year. States may collect data on these measures by matching administrative records or through follow-up surveys. The use of administrative records is clearly preferred because of the greater accuracy and lower cost, and such record use is possible in most states for the high school completion measure.

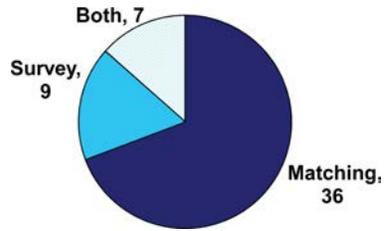
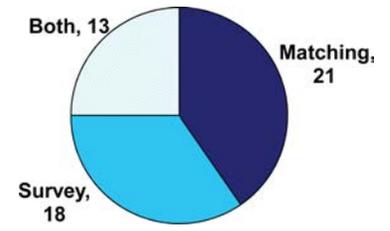
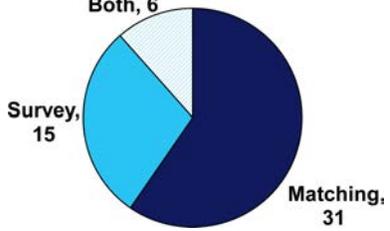
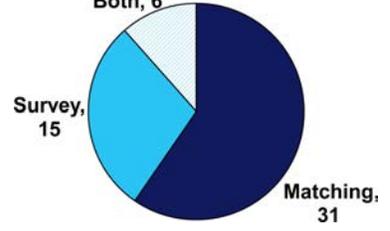
Figure 2 identifies the methods by which states, including the District of Columbia and the Commonwealth of Puerto Rico, currently collect data for the four measures that require programs to follow up with each student who leaves the adult education program. In PY 2008–09, 36 states used administrative records to determine student outcomes for high school completion, nine states used surveys, and seven additional states used a combination of administrative records and surveys. Consulting state unemployment insurance (UI) wage records (an example of an administrative record used) is the most efficient, accurate, and cost-effective approach to determining the post-program employment outcomes. However, not all states have the capability to use the UI system due to state data privacy or technical issues. In PY 2008–09, 31 states used this UI system method solely, the same number of states as in PY 2006–07 and PY 2007–08; 15 states used surveys; and an additional six states used this UI system method in combination with surveys. For entrance to postsecondary education, few comprehensive databases are available to states for measuring postsecondary enrollment. Nevertheless, PY 2007–08 was the first year that more states used administrative records rather than individual student surveys to collect data on these follow-up measures. To assist states in addressing challenges associated with data matching for the postsecondary follow-up measure, the Statewide Longitudinal Data Systems (SLDS) Grants program<sup>20</sup> was designed to aid state educational agencies (SEAs) in the development and implementation of SLDSs through a competitive discretionary grant process. These data systems

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<sup>20</sup> The SLDS Grant Program is administered by the Institute of Education Sciences (IES)'s National Center for Education Statistics (NCES) in the U.S. Department of Education.

securely follow students from early education through the workforce and facilitate the disaggregation, reporting, and analyses of longitudinal data.

**Figure 2.**  
**Number of States\* Using Data Collection Methods for**  
**Performance Assessment Follow-Up, Program Year 2008–09**

Performance Measure	Data Collection Method, Administrative Records/ Data Matching	Data Collection Method, Survey	Data Collection Method, Both	Graphic Comparison of Data Collection Methods
High school or recognized equivalent completion	36	9	7	 <p>A pie chart illustrating the distribution of data collection methods for high school or recognized equivalent completion. The largest slice is Matching at 36, followed by Survey at 9, and Both at 7.</p>
Entered postsecondary education or training	21	18	13	 <p>A pie chart illustrating the distribution of data collection methods for entered postsecondary education or training. The largest slice is Matching at 21, followed by Survey at 18, and Both at 13.</p>
Entered employment	31	15	6	 <p>A pie chart illustrating the distribution of data collection methods for entered employment. The largest slice is Matching at 31, followed by Survey at 15, and Both at 6.</p>
Retained employment	31	15	6	 <p>A pie chart illustrating the distribution of data collection methods for retained employment. The largest slice is Matching at 31, followed by Survey at 15, and Both at 6.</p>

\* The term “state” means “each of the several States of the United States, the District of Columbia, and the Commonwealth of Puerto Rico,” as defined in Sec. 203(17) of the *Adult Education and Family Literacy Act of 1998*.

Note: The educational gain performance measure does not require data collection methods for follow-up, and, as such, is not included in this figure.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).



## FEDERAL INVESTMENTS TO IMPROVE DATA QUALITY AND ITS USE FOR PROGRAM IMPROVEMENT

OVAE has provided states with training and technical assistance to improve the quality and increase the use of NRS data. This assistance has included multiday training sessions and the development of guidebooks that address: (1) implementation of NRS requirements; (2) the conduct of follow-up surveys; and (3) other data quality and program improvement issues. Since 2001, OVAE also has made training resources available online for adult educators. OVAE, as part of its oversight responsibility to monitor improvements in data quality, has continued to use state NRS data quality standards, which identify the policies, processes, and materials that state and local programs should have in place to collect valid and reliable data. The standards define quality data policies and procedures and also provide guidance to states on how to improve their systems.

### Federal Implementation Assistance in PY 2008–09

OVAE’s assistance to states during the first few years of NRS focused on the implementation of NRS requirements, development of data systems, and the improvement of data quality. In PY 2008–09, OVAE built on earlier data quality development activities and assisted state and local programs in using the data for their own reporting, program management, and program improvement. In the summer of 2009, OVAE sponsored three, three-day regional trainings entitled “The Local Connection: Building a Data Use Learning Community.” A total of 80 attendees from 38 states (including the District of Columbia and Puerto Rico) and outlying areas participated. This training focused on the characteristics and essential elements of learning communities at the state and local levels, and methodologies that learning communities can use to facilitate a data-centered culture in local programs. Each state team developed a state-specific action plan for developing their capacity to assist local learning communities in using data for program improvement. Included in the training program were demonstrations of selected technology and communication tools and presentations of methodologies that could be utilized in building and sustaining data-centered learning communities. This training helped participants build a foundation for implementing data-centered learning communities and demonstrated strategies to assist local programs in overcoming barriers in using data for program improvement.

*“The tools were instrumental in making it possible to envision getting a learning community started.”*

—anonymous training participant

OVAE supports technical assistance, which includes in-person workshops, hands-on experiences, and training in the use of the NRSWeb (<http://www.nrsweb.org>). NRSWeb is the adult education practitioner’s source for NRS policies and procedures, changes to the federal accountability requirements and guidelines, publications and related information, direct online training, materials from face-to-face training, webinars, and a calendar of events. Webinars, short seminars delivered through the combined use of the Internet and conference calls, were used to convey important information to practitioners. Online training is a flexible, low-cost method to assist adult educators and administrators with NRS-related topics. In PY 2008–09, NRSWeb offered six self-guided online training opportunities that include 31 courses. Each course is designed specifically for adult education program administrators. These courses cover NRS basics, data quality, and data use. In PY 2008–09, access and use of NRS online courses increased substantially by nearly 29 percent compared to the previous year. In total, users of NRSWeb completed over 3,200 courses.

*“The website is logical and user friendly. It provides a quick way to find answers to the multiple questions that fly at us from other staff members, local grantees, public, and legislature. The NRS Report to Congress and the NRS Fast Facts provides quick answers to many of the questions. It is helpful to be able to choose between WORD and PDF.”*  
—Georgia State Adult Education Director

*NRS Tips* also were produced and distributed in PY 2007–08 as part of OVAE’s effort to provide states with timely and user-friendly information related to the NRS. This information, in the form of short briefs, included information on employment reporting and desktop monitoring. OVAE also provided direct technical assistance to many states on meeting NRS requirements, improving data quality, and using data.

OVAE sponsored two new courses in PY 2008–09. The first was an online version of the popular PY 2006-07 “Learning to Be an NRS Data Detective” course that provides instruction on using data to monitor performance, understand programs, and plan and evaluate program improvement efforts. The second course, “NRS Basics,” designed for state staff with little knowledge of the NRS, was the project’s first facilitated online course; it provided information regarding the conceptual framework of the NRS and an overview of its basic requirements.

## **NRS Implementation by States**

Many states now can rely on real-time data to set performance standards, monitor local performance, and implement performance-based funding because the state data systems have

become more sophisticated. The data are being used more meaningfully by administrators, teachers, and support staff to make decisions that help them design more effective programs to meet students' needs. States also use the data-based information to improve standard- and goal-setting for program participants.

Training supported by OVAE has prepared local staff in many states to access and use their data on a regular basis. Staff have increased their abilities to use data as part of their research to identify effective practices for classroom instruction, professional development, and goal setting, and to determine which support mechanisms will help learners persist long enough to reach their education, training, and employment goals. Staff members can now become more directly involved in using data, begin to trust the data, and participate more effectively in the program improvement process. As a result of the training, some states reported that teachers are using these data for their classes.

States also are addressing larger programmatic questions using their data. For example, some states are examining whether managed or open enrollment<sup>21</sup> would be better for the students. In addition, states are developing ways to account for program efficiencies and outcomes in per-cost units.

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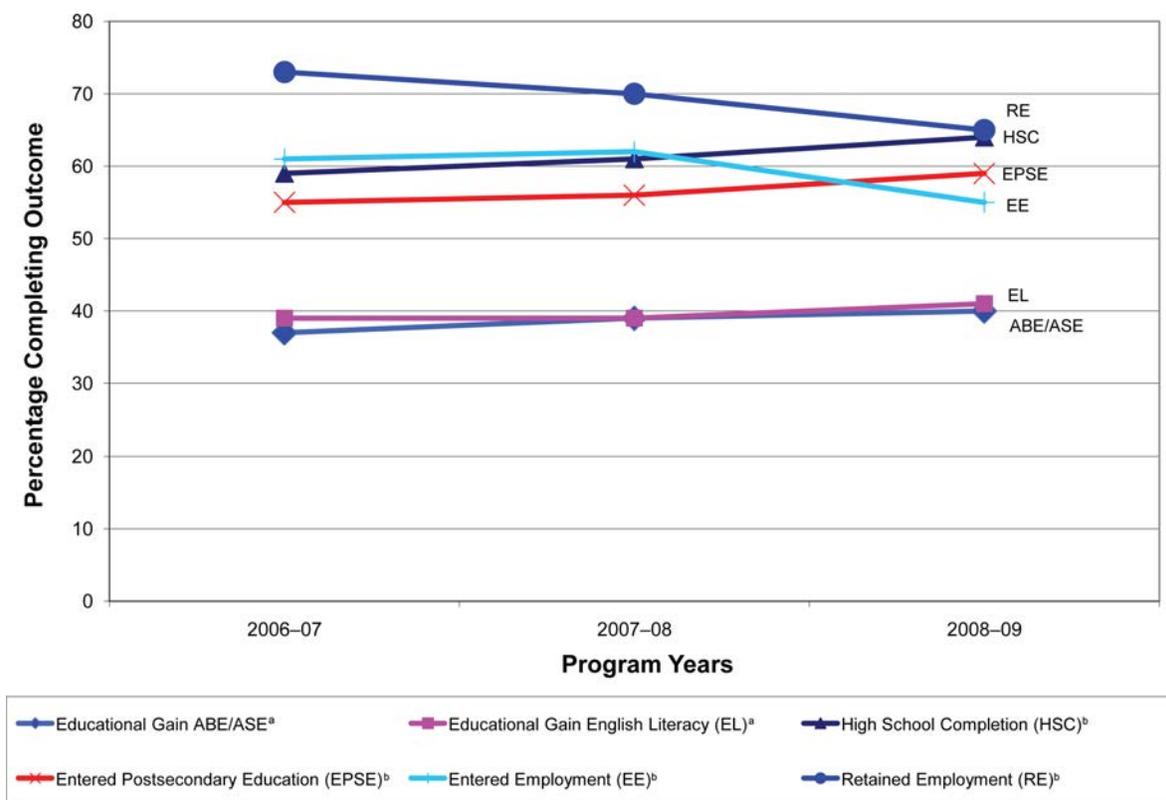
<sup>21</sup> A managed enrollment policy allows a student to enter an instructional program only during specific enrollment periods. An open enrollment policy allows a student to enter a program at any time (National Center for the Study of Adult Learning and Literacy, *Adult Student Persistence*, May 2006).



## SUMMARY OF NATIONAL PERFORMANCE RESULTS

PY 2008–09 marked the ninth year of implementation of the NRS accountability requirements. Figure 3 provides a comparison of actual performance on each of the outcome measures for adult education under the NRS, for the past three program years. The percentage of adults achieving educational outcomes in ABE/ASE remained stable, and the percentage of adults achieving educational outcomes in EL showed a slight increase. The rate of high school completion showed the largest increase, of 5 percent, over the three years. The percentage of adults entering employment and the percentage of adults retaining employment both decreased by 6 and 8 percent, respectively. More information on student performance as indicated by each of these measures is in figures 4 through 9.

**Figure 3.**  
**Percentage of Students Completing Educational Outcomes, From Program Year 2006–07 to Program Year 2008–09**



<sup>a</sup> Percentage of adults enrolled who completed one or more educational levels.

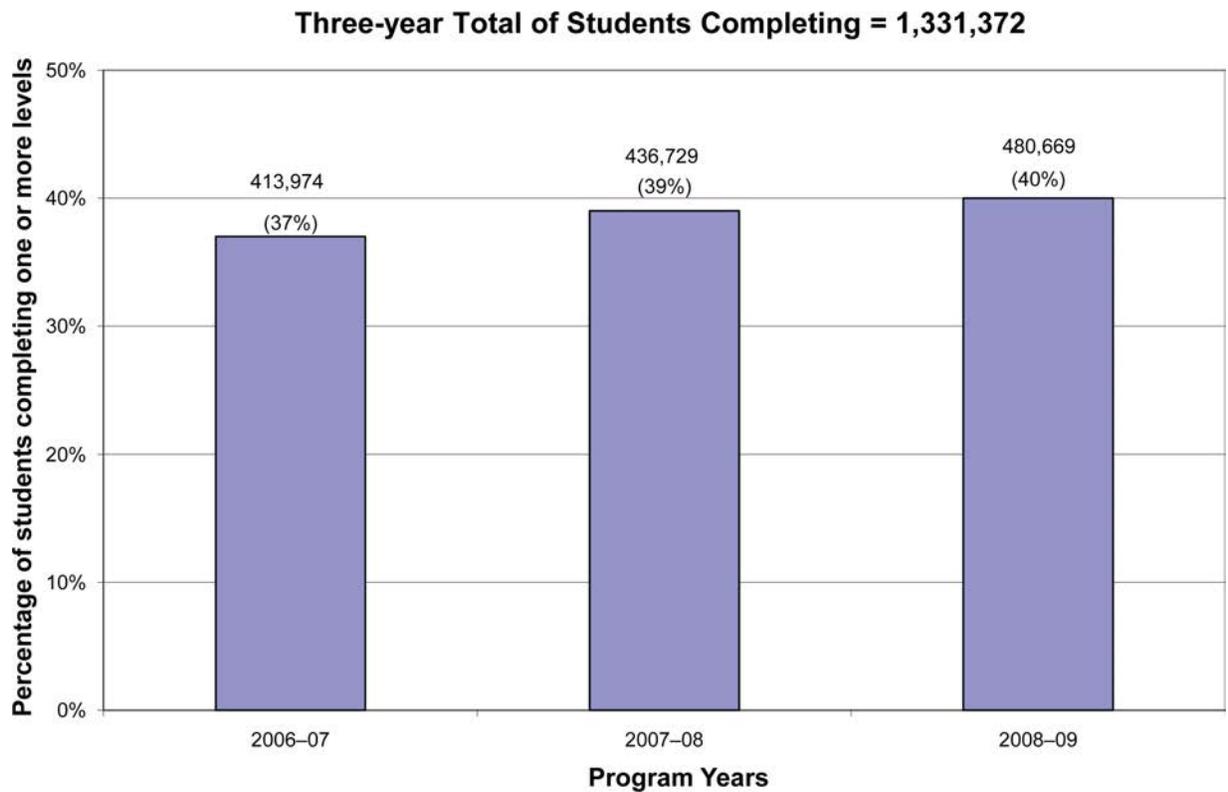
<sup>b</sup> Percentage of adults enrolled who achieved this outcome.

Note: ABE means adult basic education. ASE means adult secondary education.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).

Figure 4 shows the percentage and number of enrolled adults who acquired the basic literacy skills needed to complete at least one ABE/ASE educational level.<sup>22</sup> The percentage of students advancing one or more educational levels increased slightly from 37 percent to 40 percent between PY 2006–07 and PY 2008–09, and the number of these students also slightly increased over this same time period. A total of 1,331,372 adults advanced at least one educational level over the three years.

**Figure 4.**  
**Percentage and Number of Students Completing One or More Educational Functioning Levels in Adult Basic and Secondary Education, From Program Year 2006–07 to Program Year 2008–09**



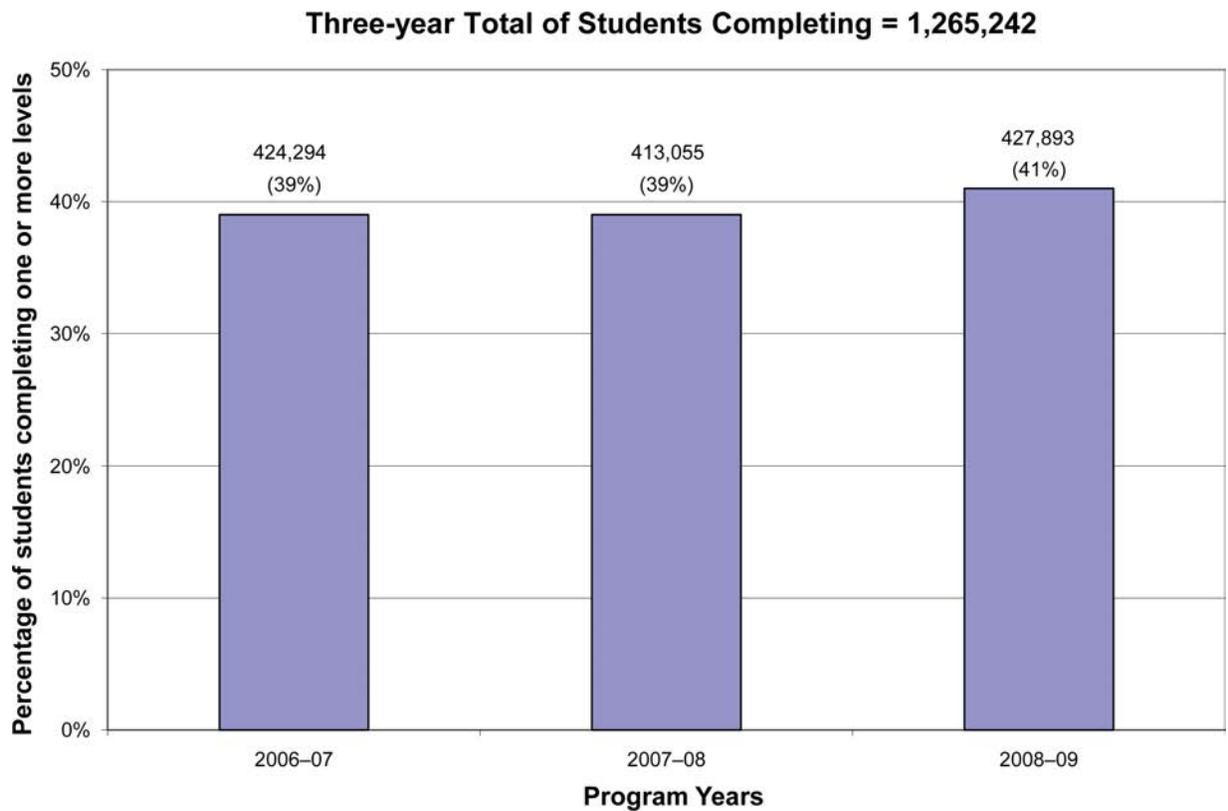
Notes: Percentage totals reflect rounded figures. Number and calculations do not include the number of students that completed high adult secondary education levels. This is not standardized, and, thus, not comparable across all states and, as such, it is not reported in the raw numbers. The educational functioning levels for adult basic and secondary education are beginning literacy, beginning, low intermediate, high intermediate, low secondary and high secondary.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).

<sup>22</sup> See subsection “Measuring Educational Gain” and figure 1 in this report for the meaning of educational level.

Figure 5 shows the percentage and number of enrolled adults acquiring the basic English literacy skills needed to complete at least one educational functioning level. The number and percentage of students acquiring English literacy skills showed a slight increase from PY 2006–07 to PY 2008–09. The total number of students advancing one or more levels over the three years was 1,265,242.

**Figure 5.**  
**Percentage and Number of Students Completing One or More Educational Functioning Levels in English Literacy, From Program Year 2006–07 to Program Year 2008–09**

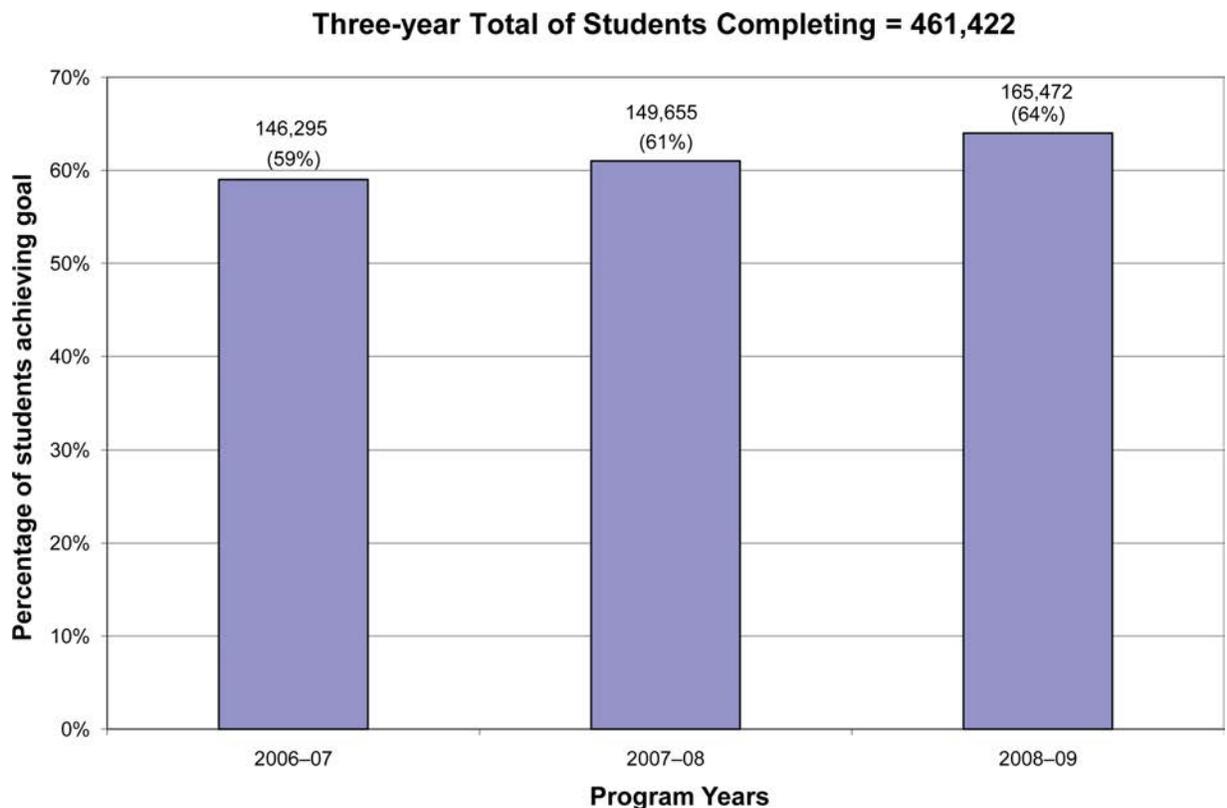


Notes: Percentage totals reflect rounded figures. The educational functional levels for English literacy are beginning literacy, low beginning, high beginning, low intermediate, high intermediate, and advanced.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).

Earning a high school diploma or a GED is one of the four outcome-related goals that students can set. Figure 6 shows the percentage and number of enrolled adults who set and accomplished the goal of completing high school or a recognized equivalent. The percentage of students achieving this goal increased over the three-year period, and was accompanied by an increase in the number of students. The total number of students achieving this goal over the three years was 461,422.

**Figure 6.**  
**Percentage and Number of Students Achieving High School Completion or Recognized Equivalent, From Program Year 2006–07 to Program Year 2008–09**

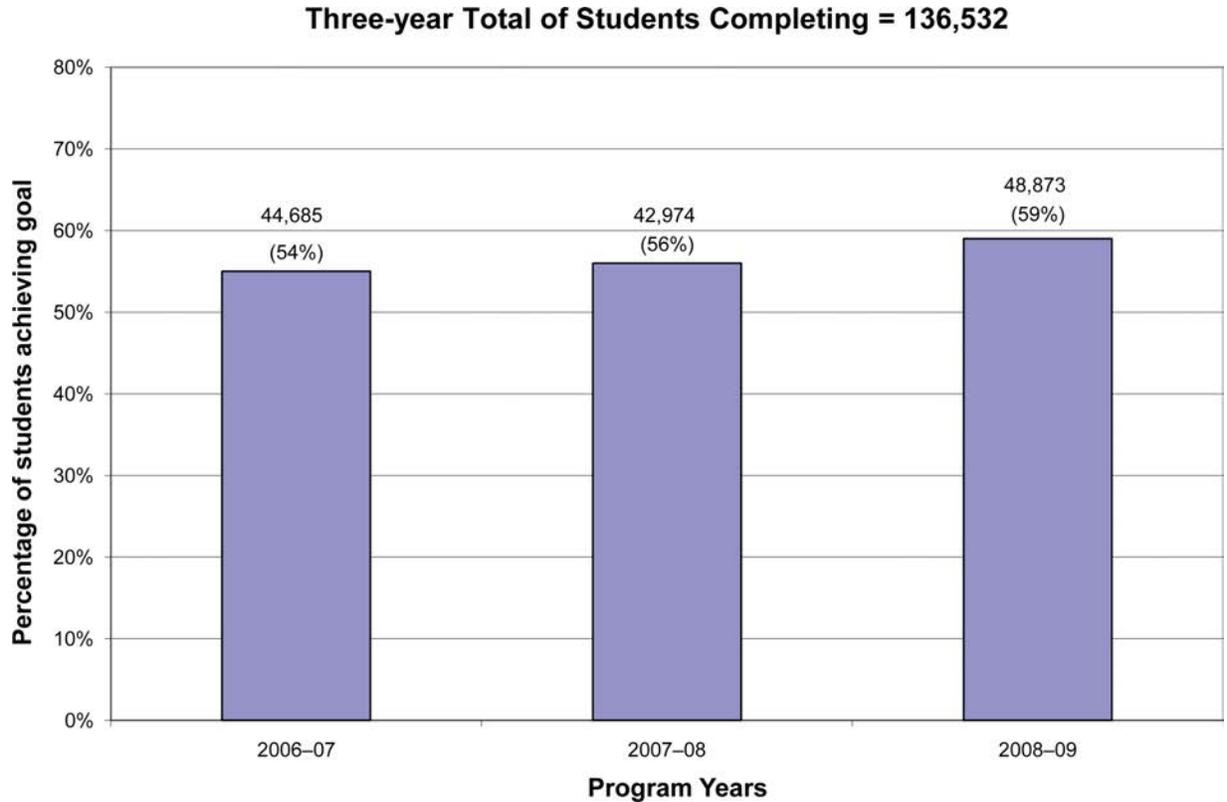


Note: Percentage totals reflect rounded figures.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).

Figure 7 shows the percentage and number of students who set and achieved the goal of entering postsecondary education or training. The percentage of students who set and achieved this goal increased from 54 percent in PY 2006–07 to 59 percent in 2008–09. The number of students achieving this goal increased slightly, totaling 136,532 over the same period.

**Figure 7.**  
**Percentage and Number of Students Who Set and Achieved Entering Postsecondary Education or Training Goal, From Program Year 2006–07 to Program Year 2008–09**

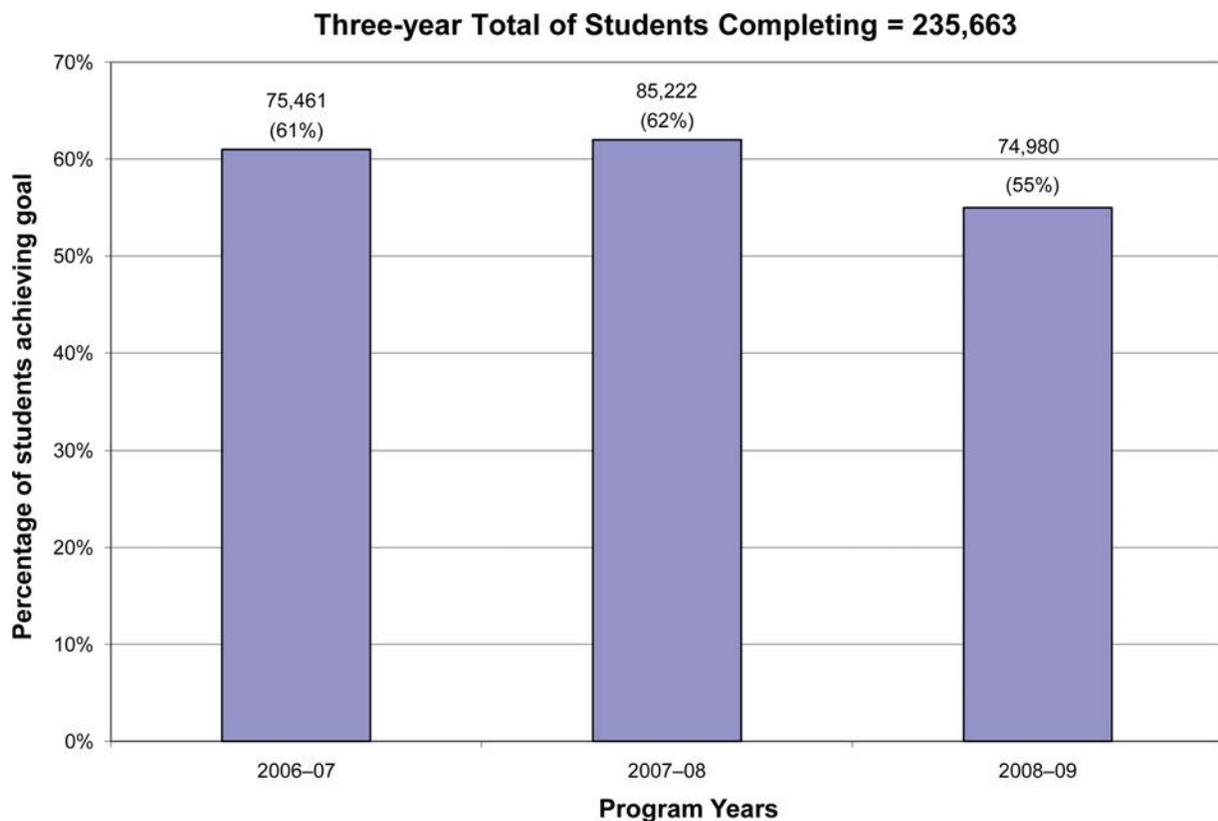


Note: Percentage totals reflect rounded figures.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).

Figure 8 shows the percentage and number of unemployed students who set and achieved the goal of entering employment. From PY 2006–07 to PY 2008–09, the percentage of students achieving this goal decreased from 61 percent to 55 percent with little change in the number of students. Note that this decrease should be carefully interpreted because setting and achieving this goal is partially dependent on fluctuations in the general employment rate. The three-year total of students achieving this goal was 235,663.

**Figure 8.**  
**Percentage and Number of Unemployed Students Who Set and Achieved the Goal of Entering Employment One Quarter After Exit, From Program Year 2006–07 to Program Year 2008–09**

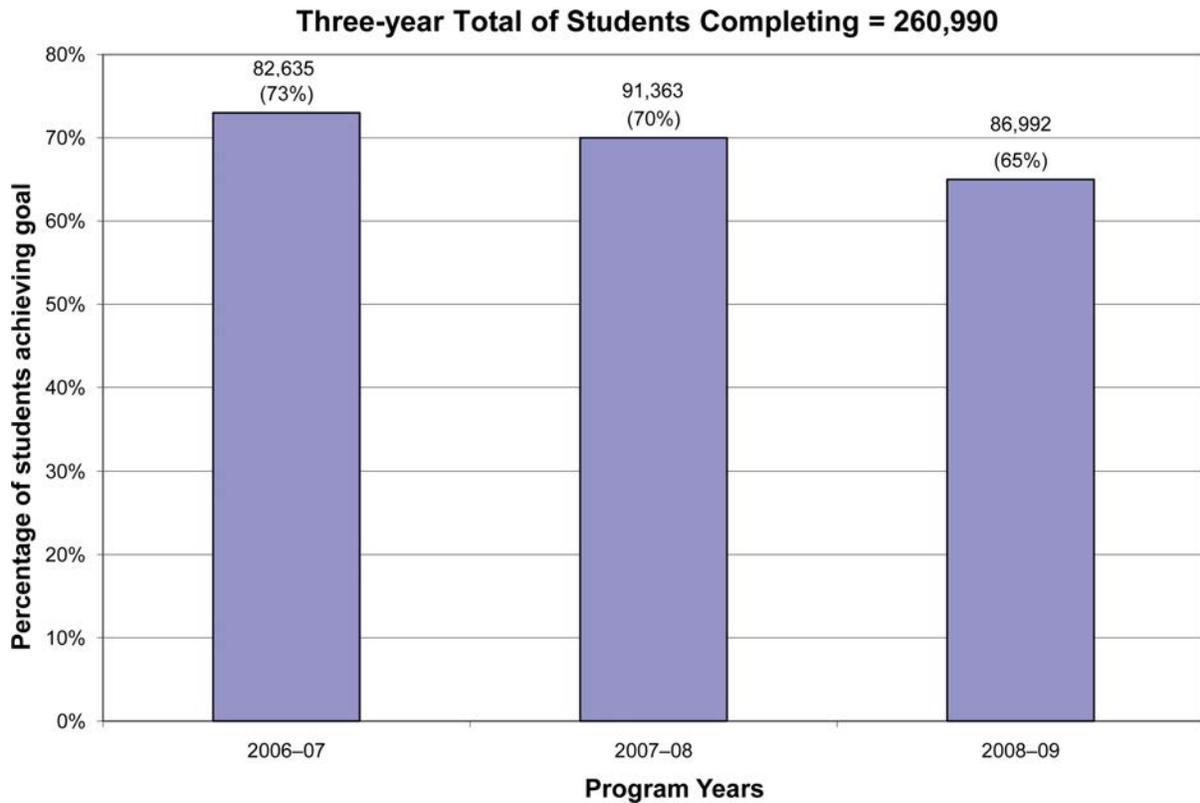


Note: Percentage totals reflect rounded figures. “One quarter” means one-quarter of a year.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).

Figure 9 shows the percentage and number of students who set a goal to retain or enter employment and ultimately retained employment. From PY 2006–07 to PY 2008–09 both the percentage and number of students achieving this goal decreased. Again, this decrease should be interpreted carefully because setting and achieving this goal is partially dependent on fluctuations in the general employment rate. A total of 260,990 students achieved the goal over the three years.

**Figure 9.**  
**Percentage and Number of Students With a Goal of Retained Employment or Employment,**  
**From Program Year 2006–07 to Program Year 2008–09**



Notes: Percentage totals reflect rounded figures. To be included under the retained employment goal, an adult learner must have (1) a job retention goal at the time of enrollment and (2) an employment goal where the adult learner obtained work by the end of the first quarter after exiting the program and was employed at the end of the third quarter after program exit.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).



## **APPENDIX A. NATIONAL AND STATE PROFILES OF SELECTED ADULT EDUCATION PROGRAM AND STUDENT INFORMATION, FROM PROGRAM YEAR 2006–07 TO PROGRAM YEAR 2008–09**

The following pages provide selected program and student information at the national level and for each of the 50 states, the District of Columbia, and Puerto Rico for program year (PY) 2006–07, PY 2006–07 and PY 2008–09, and show performance trends over these last three program years. The first page of each profile provides student demographic and enrollment data. The Participant Status figure shows the number of students who were either employed, or unemployed, or in a correctional setting, or on public assistance, or other institutional setting for PY 2006–07, PY 2006–07 and PY 2008–09. The fiscal year (FY) 2008 Federal Allocations to States funding figure displays the total Adult Education—Basic Grants to States program allocation for FY 2008, and, in each of the state profiles, this is shown relative to each state’s basic grant and English literacy (EL)/civics<sup>23</sup> allocations. The Enrollment by Race/Ethnicity figure displays PY 2008–09 adult basic education (ABE), adult secondary education (ASE), and EL enrollment numbers and percentages categorized by race/ethnic enrollment, and includes the percentage change from PY 2006–07. The Retention and Completion figure shows, for PY 2006–07, PY 2007–08, and PY 2008–09, a side-by-side graph of the number of participants who advanced to the next educational functional level, remained in the same level, completed a level and separated from the program, or separated from the program without advancing based on posttest results and enrollment data. Lastly, the Enrollment by Age figure shows participant enrollment by age for each of the three program years.

The second page of the national profile, as well as each of the state profiles, details participant performance for each of the five performance measures<sup>24</sup> in PY 2006–07, PY 2007–08, and PY 2008–09, including a three-year total for each performance measure. The performance measures are: Demonstrated Improvement in Literacy Skills, High School Completion, Entered Postsecondary Education or Training, Entered Employment, and Retained Employment. While percentages are listed for PY 2006–07 and PY 2007–08, the total number of participants completing at least one level or one outcome for each performance measure is included in addition to the percentages for PY 2008–09.

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<sup>23</sup> EL/civics is integrated English literacy and civics education services to immigrants and other limited English proficient populations.

<sup>24</sup> The performance measures are discussed in the accountability system section of this report.



## **APPENDIX B: THE 12 CONSIDERATIONS IN AWARDING GRANTS SEC. 231(C) OF THE *ADULT EDUCATION AND FAMILY LITERACY ACT (AEFLA)***

The 12 considerations in awarding grants or contracts under Sec. 231(e) of *AEFLA* that the eligible agency must consider are:

- “(1) the degree to which the eligible provider will establish measurable goals for participant outcomes;
- (2) the past effectiveness of an eligible provider in improving the literacy skills of adults and families, and, after the 1-year period beginning with the adoption of an eligible agency's performance measures under section 212, the success of an eligible provider receiving funding under this subtitle in meeting or exceeding such performance measures, especially with respect to those adults with the lowest levels of literacy;
- (3) the commitment of the eligible provider to serve individuals in the community who are most in need of literacy services, including individuals who are low-income or have minimal literacy skills;
- (4) whether or not the program—(A) is of sufficient intensity and duration for participants to achieve substantial learning gains; and (B) uses instructional practices, such as phonemic awareness, systematic phonics, fluency, and reading comprehension that research has proven to be effective in teaching individuals to read;
- (5) whether the activities are built on a strong foundation of research and effective educational practice;
- (6) whether the activities effectively employ advances in technology, as appropriate, including the use of computers;
- (7) whether the activities provide learning in real life contexts to ensure that an individual has the skills needed to compete in the workplace and exercise the rights and responsibilities of citizenship;
- (8) whether the activities are staffed by well-trained instructors, counselors, and administrators;

- (9) whether the activities coordinate with other available resources in the community, such as by establishing strong links with elementary schools and secondary schools, postsecondary educational institutions, one-stop centers, job training programs, and social service agencies;
- (10) whether the activities offer flexible schedules and support services (such as child care and transportation) that are necessary to enable individuals, including individuals with disabilities or other special needs, to attend and complete programs;
- (11) whether the activities maintain a high-quality information management system that has the capacity to report participant outcomes and to monitor program performance against the eligible agency performance measures; and
- (12) whether the local communities have a demonstrated need for additional English literacy programs.”



**APPENDIX C: NUMBER OF YOUNG ADULTS AGED 16–18 ENROLLED AND PERCENTAGE OF TOTAL PARTICIPANTS IN ADULT EDUCATION BY STATE,\* FROM PROGRAM YEAR 2006–07 TO PROGRAM YEAR 2008–09**

<b>State or Outlying Area</b>	<b>PY 2006–07 Number of 16- to 18-Year- Olds Enrolled</b>	<b>PY 2006–07 Percentage of Total Participants</b>	<b>PY 2007–08 Number of 16- to 18-Year- Olds Enrolled</b>	<b>PY 2007–08 Percentage of Total Participants</b>	<b>PY 2008–09 Number of 16- to 18-Year- Olds Enrolled</b>	<b>PY 2008–09 Percentage of Total Participants</b>
Alabama	4,860	26	5,050	25	5,538	23
Alaska	691	21	597	21	635	20
Arizona	2,169	9	2,672	14	2,954	14
Arkansas	4,305	13	4,506	15	4,569	14
California	49,794	8	50,755	8	49,447	8
Colorado	1,465	10	1,150	8	1,299	9
Connecticut	5,911	22	5,767	21	5,401	19
Delaware	784	16	757	17	770	15
District of Columbia	250	7	498	13	370	9
Florida	40,049	17	45,238	17	45,284	17
Georgia	15,416	22	15,734	22	14,788	20
Hawaii	1,346	17	1,851	23	1,990	22
Idaho	1,206	15	1,182	17	1,104	15
Illinois	8,020	7	9,697	9	10,284	10
Indiana	10,317	25	9,462	25	8,651	22
Iowa	1,744	18	1,943	21	1,911	19
Kansas	1,917	21	1,850	21	1,895	21
Kentucky	3,870	12	3,688	12	4,699	12
Louisiana	7,973	34	8,467	36	7,966	30
Maine	2,289	28	2,128	27	2,396	26
Maryland	4,639	14	4,593	15	4,448	13
Massachusetts	1,605	7	1,005	5	1,005	5
Michigan	1,040	3	1,042	3	679	2
Minnesota	1,553	3	1,650	4	2,033	4
Mississippi	4,971	23	4,771	23	4,718	23
Missouri	4,372	13	3,401	10	3,519	10
Montana	668	25	845	29	868	28
Nebraska	1,249	14	1,217	14	1,067	13

**NUMBER OF YOUNG ADULTS AGED 16–18 ENROLLED AND PERCENTAGE OF TOTAL PARTICIPANTS  
IN ADULT EDUCATION BY STATE,\* FROM PROGRAM YEAR 2006–07 TO PROGRAM YEAR 2008–09  
(CONTINUED)**

<b>State or Outlying Area</b>	<b>PY 2006–07 Number of 16-to 18-Year- Olds Enrolled</b>	<b>PY 2006–07 Percentage of Total Participants</b>	<b>PY 2007–08 Number of 16- to 18-Year- Olds Enrolled</b>	<b>PY 2007–08 Percentage of Total Participants</b>	<b>PY 2008–09 Number of 16- to 18-Year- Olds Enrolled</b>	<b>PY 2008–09 Percentage of Total Participants</b>
Nevada	432	5	393	4	353	4
New Hampshire	1,046	18	800	14	726	13
New Jersey	2,340	7	2,285	7	2,259	7
New Mexico	3,407	17	3,692	18	4,249	19
New York	5,416	4	8,197	6	7,787	6
North Carolina	19,446	18	20,539	19	21,996	18
North Dakota	272	15	273	16	299	16
Ohio	4,584	10	5,015	10	4,931	10
Oklahoma	3,572	19	3,497	20	3,479	19
Oregon	2,589	12	2,555	12	2,498	11
Pennsylvania	6,113	11	5,931	12	5,777	11
Puerto Rico	15,871	45	15,560	49	16,943	50
Rhode Island	521	8	671	10	666	10
South Carolina	8,576	15	8,656	15	9,295	17
South Dakota	622	21	583	22	701	23
Tennessee	7,080	16	7,196	17	6,137	17
Texas	11,732	11	10,510	11	9,105	11
Utah	2,959	12	4,148	19	4,885	19
Vermont	770	32	517	29	982	39
Virginia	2,431	7	2,146	7	2,306	7
Washington	2,984	6	3,441	6	3,625	6
West Virginia	1,348	15	1,796	20	1,816	19
Wisconsin	3,174	12	3,030	12	2,490	10
Wyoming	705	30	720	30	886	31
<b>Totals for the United States</b>	<b>292,463</b>	<b>12</b>	<b>303,667</b>	<b>13</b>	<b>304,479</b>	<b>13</b>

\* The term "State" means "each of the several States of the United States, the District of Columbia, and the Commonwealth of Puerto Rico," as defined in Sec. 203(17) of the *Adult Education and Family Literacy Act of 1998*.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2008–09 (OMB Number 1830-0027).





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