



Archived Information

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

Annual Report to Congress 2005-06



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

Annual Report to Congress 2005–06

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

This report was produced under U.S. Department of Education Contract No. ED-04-CO-0025-0011 with the American Institutes for Research. Mary Jo Maralit served as the contracting officer's representative. No official endorsement by the U.S. Department of Education of any product, commodity, service or enterprise mentioned in this publication is intended or should be inferred.

U.S. Department of Education

Arne Duncan
Secretary

Office of Vocational and Adult Education

Brenda Dann-Messier
Assistant Secretary

Division of Adult Education and Literacy

Cheryl Keenan
Director

October 2010

This report is in the public domain. Authorization to reproduce it in whole or in part is granted. Although permission to reprint this publication is not necessary, the citation should be: U.S. Department of Education, Office of Vocational and Adult Education, *Adult Education and Family Literacy Act of 1998 Annual Report to Congress Program Year 2005–06*, Washington, D.C., 2010.

To request copies of this report,

write to: Bill Bivens, U.S. Department of Education, Office of Vocational and Adult Education, 550 12th St. S.E., Potomac Center Plaza, Rm, 11003, Washington, D.C. 20202-7240;

or **fax** your request to: 202–245–7171;

or **e-mail** your request to: william.bivens@ed.gov.

Those who use a telecommunications device for the deaf (TDD) or teletypewriter (TTY), should call 1-877-576-7734. If 877 service is not yet available in your area, call 1-800 872-5327 or 1-800-USA-Learn (TTY: 1–800–437–0833).

This report is also available on the Department's Web site at:
<http://www.ed.gov/about/offices/list/ovae/pi/AdultEd/index.html>.

On request, this publication is available in alternate formats, such as Braille, large print, or computer diskette. For more information, please contact the Department's Alternate Format Center at 202-260-0852 or 202-260-0818.

CONTENTS

| | |
|--|------|
| Tables | iv |
| Figures | iv |
| Abbreviations | v |
| Executive Summary | vii |
| Highlights | viii |
| Introduction | 1 |
| Adult Education Enrollment and Participant Status | 2 |
| Accountability System—The National Reporting System (NRS) | 7 |
| Incentive Grants | 8 |
| Measuring Educational Gain | 9 |
| Measuring Other Outcomes | 12 |
| Federal Investments to Improve Data Quality and Its Use For Program Improvement | 15 |
| Federal Implementation Assistance in PY 2005–06 | 15 |
| NRS Implementation by States | 16 |
| Summary of National Performance Results | 19 |
| Appendix A: National, and State Profiles of Selected Adult Education Program and Student Information, From Program Year 2003–04 to Program Year 2005–06 | 27 |
| Appendix B: The 12 Considerations in Awarding Grants or Contracts Under Sec. 231(e) of <i>AEFLA</i> | 29 |
| Appendix C: Number of Participants Aged 16–18 Enrolled and Percentage of Total Participants in Adult Education by State, From Program Year 2003–04 to Program Year 2005–06 | 31 |

TABLES

| | |
|---|----|
| Table 1. Adult Education National Performance: Percentage and Number of Adults Completing Educational Levels and Core Outcome Measures From Program Year 2003–04 to Program Year 2005–06..... | ix |
| Table 2. Number and Percentage of Students Enrolled in Adult Education by Program Type, Program Year 2005–06 | 2 |
| Table 3. Number and Percentage of Students by Program Type and Age, Program Year 2005–06 | 3 |
| Table 4. Number and Percentage of Students by Age and Race/Ethnicity, Program Year 2005–06 | 4 |
| Table 5. Five States With the Highest Number and Highest Percentage of Adult Education Students Aged 16–18, Program Year 2005–06..... | 4 |
| Table 6. Number of Students Enrolled by Participant Status, Program Year 2005–06 | 5 |
| Table 7. Numbers of States Exceeding Performance Standards and Amount of Award Funds Available, From Program Year 2003–04 to Program Year 2005–06 | 9 |

FIGURES

| | |
|--|----|
| Figure 1. Number and Percentage of Students Enrolled by Educational Functioning Level, Program Year 2005–06 | 11 |
| Figure 2. Number of States Using Data Collection Methods for Performance Assessment Follow-Up Program Year 2005–06 | 13 |
| Figure 3. Percentage of Adults Completing Educational Outcomes, From Program Year 2003–04 to Program Year 2005–06 | 20 |
| Figure 4. Percentage of Students Completing One or More Educational Functioning Levels in Adult Basic and Secondary Education, From Program Year 2003–04 to Program Year 2005–06 | 21 |
| Figure 5. Percentage of Students Completing One or More Educational Functioning Levels in English Literacy, From Program Year 2003–04 to Program Year 2005–06..... | 22 |
| Figure 6. Percentage of Students Achieving High School Completion or Recognized Equivalent, From Program Year 2003–04 to Program Year 2005–06 | 23 |
| Figure 7. Percentage of Students Who Set and Achieved Entering Postsecondary Education or Training Goal, From Program Year 2003–04 to Program Year 2005–06..... | 24 |
| Figure 8. Percentage of Unemployed Adult Learners Who Set and Achieved the Goal of Entering Employment One Quarter After Exit, From Program Year 2003–04 to Program Year 2005–06..... | 25 |
| Figure 9. Percentage of Adult Learners With a Goal of Retained Employment or Employment, From Program Year 2003–04 to Program Year 2005–06 | 26 |

ABBREVIATIONS

| | |
|--------------------|--|
| ABE/ASE | Adult basic education/adult secondary education program (consists of six educational levels) |
| ABE | adult basic education |
| AEFLA | <i>Adult Education and Family Literacy Act of 1998</i> |
| ASE | adult secondary education |
| BEST | Basic English Skills Test |
| BEST Plus | Basic English Skills Test (used exclusively with English language learners) |
| CASAS | Comprehensive Adult Student Assessment System |
| Department | U.S. Department of Education |
| DOL | U.S. Department of Labor |
| EL | English literacy |
| FY | fiscal year |
| GED | General Educational Development (tests) |
| LEA | local education agency |
| NRS | National Reporting System |
| OVAE | U.S. Department of Education’s Office of Vocational and Adult Education |
| Perkins III | <i>Carl D. Perkins Vocational and Technical Education Act of 1998</i> |
| Perkins IV | <i>Carl D. Perkins Vocational and Technical Education Act of 2006</i> |
| PY | program year |
| TABE | Test of Adult Basic Education |
| TANF | Temporary Assistance for Needy Families |
| UI | unemployment insurance |
| WIA | <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)¹ to not only define the measures and implement the accountability requirements of *AEFLA*, but act as a reservoir of data collected under these measures.

This report represents the sixth year² 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. OVAE also has provided individual technical assistance to states with NRS implementation.

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 states³ yearly performance in

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

² The Adult Education—Basic Grants to States program year begins July 1 and ends June 30 of the next year. For example, PY 2005–06 refers to July 1, 2005 through June 30, 2006.

³ 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*.

meeting the Adult Education—Basic Grants to States⁴ program performance measures is included in the annual report, as is data on national performance outcomes.

Highlights

The Adult Education—Basic Grants to States program enrolled 2,452,609 learners, of whom 39 percent were enrolled in adult basic education (ABE), 16 percent were enrolled in adult secondary education (ASE), and 45 percent were enrolled in English literacy (EL) programs.

Table 1 provides a comparison of actual performance on the core outcome measures for adult education under the NRS, among three years from PY 2003–04 to PY 2005–06. Adults demonstrating educational gain in ABE/ASE⁵ increased from 37 percent in PY 2003–04 to 40 percent in PY 2004–05, to 39 percent in PY 2005–06, while educational gain in EL showed little change, increasing from 36 percent in PY 2003–04 to 37 percent in PYs 2004–06. Rates of high school completion showed a small increase from 54 percent in PY 2003–04 to 58 percent in PY 2004–05, but declined to 55 percent in PY 2005–06. Adults entering postsecondary education or training increased from 39 percent in PY 2003–04 to 44 percent in PYs 2004–06. Adults entering employment increased from 42 percent in PY 2003–04 to 43 percent in PY 2004–05, to 51 percent in PY 2005–06. Adults retaining employment showed a small increase from 71 percent in PY 2003–04 to 73 percent in PY 2004–05, to 74 percent in PY 2005–06.

⁴ The grant funds each of the 50 states of the United States, the District of Columbia, and the Commonwealth of Puerto Rico. The grant also funds the outlying areas of 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.

⁵ 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.

Table 1.
Adult Education National Performance: Percentage and Number of Adults Completing Educational Levels and Core Outcome Measures From Program Year 2003–04 to Program Year 2005–06

| Educational Levels/ Core Outcome Measures | Percentage Achieving Outcome (National Averages) 2003–04 | Percentage Achieving Outcome (National Averages) 2004–05 | Percentage Achieving Outcome (National Averages) 2005–06 | Number Achieving Outcome (Three-year Total) (2003–04 to 2005–06) |
|---|---|---|---|---|
| Educational Gain ABE/ASE ^a | 37 | 40 | 39 | 1,455,182 |
| Educational Gain English Literacy ^a | 36 | 37 | 37 | 1,244,326 |
| High School Completion ^b | 54 | 58 | 55 | 509,499 |
| Entered Postsecondary Education or Training ^b | 39 | 44 | 44 | 143,450 |
| Entered Employment ^b | 42 | 43 | 51 | 453,911 |
| Retained Employment ^b | 71 | 73 | 74 | 461,173 |

^a Percentage of adults enrolled who completed one or more educational levels.

^b 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, 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 2005–06 (OMB Number 1830-0027).

INTRODUCTION

Adult education programs under *Adult Education and Family Literacy Act of 1998 (AEFLA)* address the critical needs in our nation 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 educational assistance for adults aged 16 and older, not currently enrolled in school, who lack a secondary school diploma and are not required to be enrolled in school under state law; or lack the basic skills or abilities to function effectively in the workplace or to be self-sufficient in their daily lives, to achieve the purposes of the program. These state grants are allocated by formula based upon the number of adults aged 16 and older who are not enrolled or required to be enrolled in high school and who do not have a high school credential. These data are drawn from the U.S. Census of Population and Housing. The federal allocation for *AEFLA* grants⁶ to states for PY 2005–06 was \$559,550,722. Nationally, this amount represented approximately 26 percent⁷ of the total amount expended at the state and local levels to support adult education and literacy in PY 2005–06. States⁸ distribute 82.5 percent of the federal funds competitively to local adult education providers, using 12 considerations identified in Sec. 231(e) of *AEFLA*.⁹

The local provider network includes a variety of agencies—local education agencies (LEAs), community colleges, community-based organizations, and volunteer literacy organizations. Many adult

⁶ This includes funds allocated to the outlying areas of the United States, including the 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.

⁷ The remaining 74 percent expended was for state and local education-related resources.

⁸ 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*.

⁹ See Appendix B of this report.

education programs also work with welfare agencies at the state and local levels to provide instruction to adults needing basic skills who are receiving Temporary Assistance for Needy Families (TANF) benefits, a U.S. Department of Labor (DOL) 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 DOL oversees, and other job training programs in the community.

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 2005–06, the program enrolled 2,452,609 learners, with 39 percent of learners enrolled in ABE, 16 percent enrolled in ASE, and 45 percent enrolled in EL programs, as indicated in table 2.

| Program Type | Enrollment Number | Enrollment Percentage |
|---------------------------|--------------------------|------------------------------|
| Adult Basic Education | 961,421 | 39 |
| Adult Secondary Education | 383,815 | 16 |
| English Literacy | 1,107,373 | 45 |
| Total enrollment | 2,452,609 | 100 |

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 2005–06 (OMB Number 1830-0027).

Adult education serves varied populations. Table 3 shows the number of learners by program type and age. Overall, 38 percent of students were under age 25, and 83 percent were under age 45. Only 4 percent were aged 60 or older. Age distribution, however, varied by program type. ASE students, with 67 percent under age 25, tended to be younger than both ABE and EL students, with 45 percent and 22 percent, respectively, under age 25. EL students, with 21 percent over age 44, tended to be older than both ABE and ASE students with 15 percent and 7 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 27 percent of ASE and 40 percent of ABE students in this age range.

Table 3.
Number and Percentage of Students by Program Type and Age, Program Year 2005–06

| 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 | 167,623 | 17 | 272,168 | 28 | 380,248 | 40 | 114,748 | 12 | 26,634 | 3 | 961,421 | 100 |
| Adult secondary education | 149,634 | 39 | 105,756 | 28 | 102,144 | 27 | 22,675 | 6 | 3,606 | 1 | 383,815 | 100 |
| English Literacy | 33,359 | 3 | 213,892 | 19 | 621,896 | 56 | 180,347 | 16 | 57,879 | 5 | 1,107,373 | 100 |
| Total | 350,616 | 14 | 591,816 | 24 | 1,104,288 | 45 | 317,770 | 13 | 88,119 | 4 | 2,452,609 | 100 |

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 2005–06 (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 these youths. In PY 2005–06, as indicated in table 3 and appendix C, 14 percent of participants were between the ages of 16 and 18, with little change in the percentage of this population participating since PY 2003–04. Forty-eight percent of all 16–18 year old participants were in ABE, compared to 43 percent in ASE and 9 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 student.

Table 4 provides disaggregate information regarding learners categorized by race/ethnicity and age. Hispanics or Latinos represent the largest group enrolled in adult education with 44 percent in PY 2005–06, followed by whites with 27 percent and blacks or African-Americans with 19 percent. A plurality of 16- to 18-year-olds with 41 percent and people aged 60 and older with 30 percent were white, and a plurality of 19- to 24-year-olds with 42 percent, 25- to 44-year-olds with 51 percent, and 45- to 59-year-olds with 40 percent were Hispanic or Latino.

Table 4.
Number and Percentage of Students by Age and Race/Ethnicity, Program Year 2005–06

| Race/Ethnicity | Age Group | Age Group | Age Group | Age Group | Age Group | Age Group | Age Group | Age Group | Age Group | Age Group | Total Number | Total % |
|---|----------------|------------|----------------|------------|------------------|------------|----------------|------------|---------------------|----------------|------------------|------------|
| | 16–18 Number | 16–18 % | 19–24 Number | 19–24 % | 25–44 Number | 25–44 % | 45–59 Number | 45–59 % | 60 and Older Number | 60 and Older % | | |
| American Indian or Alaskan Native | 5,769 | 2 | 10,870 | 2 | 14,632 | 1 | 3,489 | 1 | 668 | 1 | 35,428 | 1 |
| Asian | 7,019 | 2 | 25,071 | 4 | 93,069 | 8 | 44,603 | 14 | 20,816 | 24 | 190,578 | 8 |
| Black or African-American | 80,734 | 23 | 128,112 | 22 | 193,082 | 17 | 58,926 | 19 | 11,574 | 13 | 472,428 | 19 |
| Hispanic or Latino | 107,760 | 31 | 250,850 | 42 | 559,358 | 51 | 126,549 | 40 | 27,978 | 32 | 1,072,495 | 44 |
| Native Hawaiian or Other Pacific Islander | 4,591 | 1 | 4,785 | 1 | 6,261 | 1 | 1,793 | 1 | 489 | 1 | 17,919 | 1 |
| White | 144,743 | 41 | 172,128 | 29 | 237,886 | 22 | 82,410 | 26 | 26,594 | 30 | 663,761 | 27 |
| Total | 350,616 | 100 | 591,816 | 100 | 1,104,288 | 100 | 317,770 | 100 | 88,119 | 100 | 2,452,609 | 100 |

Notes: 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 2005–06 (OMB Number 1830-0027).

The extent to which 16- to 18-year-olds participated in adult education varied widely among states. Table 5 shows the four states, and the Commonwealth of Puerto Rico, with the highest numbers and percentages of young adults aged 16 to 18. Although some states with the largest populations, such as Florida and California, have the highest number of adult education students aged 16 to 18, some states with smaller populations, such as Vermont and Wyoming, have a high percentage, despite relatively low numbers overall, of students aged 16 to 18.

Table 5.
Five States^a With the Highest Number and Highest Percentage of Adult Education Students Aged 16–18, Program Year 2005–06

| State ^a | Number 16–18-year-olds | State | Percentage 16–18-year-olds |
|--------------------------|------------------------|-------------|----------------------------|
| Florida | 97,217 | Puerto Rico | 44 |
| California | 48,895 | Florida | 32 |
| North Carolina | 18,924 | Vermont | 30 |
| Georgia | 17,050 | Wyoming | 28 |
| Puerto Rico ^b | 16,758 | Louisiana | 28 |

^a 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*.

^b In the funding formula under the *Adult Education and Family Literacy Act of 1998 (AEFLA)*, the Commonwealth of 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 2005–06 (OMB Number 1830-0027).

Adults enter adult education programs from a variety of circumstances. Table 6 indicates that in PY 2005–06, 887,797 students self-reported entering the program while unemployed; 1,008,195 students self-reported entering the program while employed; 271,911 students self-reported entering the program while on public assistance; 225,664 students self-reported entering the program while in correctional facilities; and 31,038 students self-reported entering the program while in other institutional settings.

Table 6.
Number of Students Enrolled by Participant Status,
Program Year 2005–06

| Status | Number |
|---------------------------------|-----------|
| Employed | 1,008,195 |
| Unemployed | 887,797 |
| On public assistance | 271,911 |
| In correctional facilities | 225,664 |
| In other institutional settings | 31,038 |

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 (i.e., 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 2005–06 (OMB Number 1830-0027).

ACCOUNTABILITY SYSTEM—THE NATIONAL REPORTING SYSTEM (NRS)

Since PY 2000–01, the NRS has been the national accountability and data reporting system on student outcomes for adult education programs. The Department’s *NRS*¹⁰ *Guidelines* 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 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 U.S. Department of Education’s Office of Vocational and Adult Education (OVAE) established a hierarchy of six educational functioning levels¹¹ to measure basic literacy from beginning literacy through high school completion, and six levels for English literacy, from beginning literacy to the high 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 (TABE) and the Comprehensive Adult Student

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

¹¹ The educational levels are listed in figure 1.

Assessment System (CASAS), as examples of how students functioning at each level should 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 quarter¹² 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 achieve superior performance in the Title I and Title II¹³ of *WLA* and the *Carl D. Perkins Vocational and Technical Education Act of 1998 (Perkins III)* programs are eligible for state incentive grants.¹⁴ The numbers of states receiving those grants and the amounts distributed over the past three years are presented in Table 7. The number of states that exceeded their adult education performance levels (Title II of *WLA*) appears, followed by the number that also exceeded Title I of *WLA* and *Perkins III* program performance levels.¹⁵ States receive incentive grants only if they exceed 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 calculating the percentage of the state-adjusted level achieved for each measure, and then averaging

¹² One quarter refers to the first academic quarter after program exit.

¹³ The *Adult Education and Family Literacy Act of 1998 (AEFLA)* was enacted as Title II of the *Workforce Investment Act of 1998 (WIA)*.

¹⁴ Incentive grants were not included under the *Carl D. Perkins Vocational and Technical Education Improvement Act of 2006 (Perkins IV)*.

¹⁵ Each state separately negotiated its performance levels with the Department for its programs under *WIA* and *Perkins III*.

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 2005–06, ten states received incentive awards.

Table 7.
Numbers of States* Exceeding Performance Standards and Amount of Award Funds Available, From Program Year 2003–04 to Program Year 2005–06

| Program Year | No. of States Exceeding Title II of WIA | No. of States Exceeding Titles I, II of WIA, and Perkins III | Amount of Award Funds Available |
|--------------|---|--|---------------------------------|
| 2005–06 | 35 | 10 | \$16.3 million |
| 2004–05 | 37 | 23 | \$16.6 million |
| 2003–04 | 43 | 19 | \$16.6 million |

* 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*.

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 2006 funds support the program year 2005–06 incentive grant awards.

Source: U.S. Department of Labor, Employment Training Administration, Federal Register Notice of Incentive Funding Availability for Program Year (PY) 2003–04, 2004–05 and 2005–06 Performance (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. Funds¹⁶ for the incentive grants set-aside under Title II of *WIA* totaled \$9,968,293 in PY 2005–06. Funds for the incentive grants set aside under *Perkins III* totaled \$6,384,694, and 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). States are free to use the assessments that best address the needs of their students and delivery systems, but they must use standardized assessments. Consequently, each state assesses students somewhat differently, using different assessments and administering post-tests of students at different times. The most frequently used assessments are the TABE, CASAS, and the Basic English Skills Test (BEST or BEST Plus), the last used exclusively with EL learners.

¹⁶ The fiscal year (FY) 2006 funds support the PY 2005–06 incentive grant awards.

ABE/ASE¹⁷ and EL 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 2005–06 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 28 percent in the ABE high intermediate level, and the smallest percentage of student enrollment was 7 percent in the ABE beginning literacy level. The plurality of students, 50 percent, was enrolled in the combined ABE intermediate levels. In EL, the largest percentage of student enrollment was 28 percent in the EL beginning level, and the smallest percentage was 3 percent in the EL high advanced level. The plurality of EL students, 48 percent, was enrolled in the combined beginning levels.

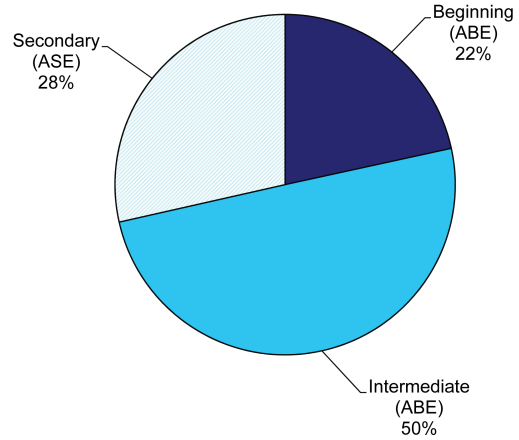
¹⁷ ABE/ASE means adult basic education/adult secondary education. ABE/ASE consists of six educational levels with four levels in ABE—beginning literacy, beginning, low intermediate and high intermediate; and two levels in ASE—low secondary and high secondary.

Figure 1.
Number and Percentage of Students Enrolled by Educational Functioning Level,
Program Year 2005–06

ABE/ASE

| Educational Functioning Level | Number | % |
|--------------------------------------|------------------|------------|
| Beginning Literacy | 95,982 | 7 |
| Beginning | 194,353 | 14 |
| Low Intermediate | 289,528 | 22 |
| High Intermediate | 381,558 | 28 |
| Low Secondary | 207,493 | 15 |
| High Secondary | 176,322 | 13 |
| Total ABE/ASE | 1,345,236 | 100 |

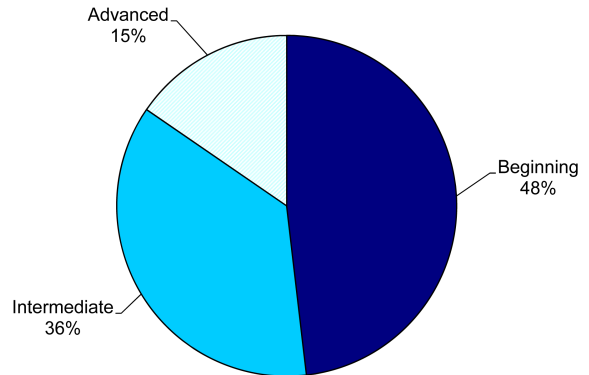
ABE/ASE by Beginning, Intermediate, and Secondary Levels
PY 2005–06



EL

| Educational Functioning Level | Number | % |
|--------------------------------------|------------------|------------|
| Beginning Literacy | 217,780 | 20 |
| Beginning | 315,436 | 28 |
| Low Intermediate | 244,700 | 22 |
| High Intermediate | 158,427 | 14 |
| Low Advanced | 136,642 | 12 |
| High Advanced | 34,388 | 3 |
| Total EL | 1,107,373 | 100 |
| Total All | 2,452,609 | |

English Literacy by Beginning, Intermediate, and Advanced Levels
PY 2005–06



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, low intermediate and high intermediate; and two levels in ASE—low secondary and high secondary. EL means English literacy. The percentages related to each number reflect rounded figures and, therefore, are not exact percentage figures of their corresponding numbers.

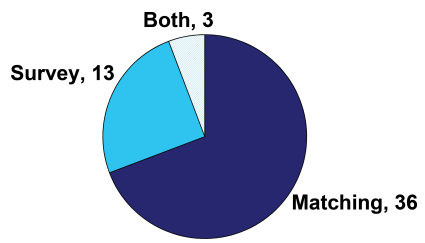
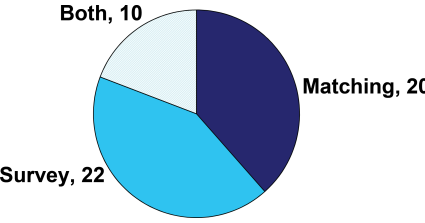
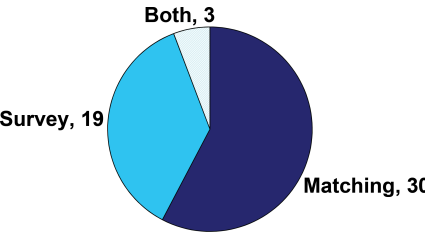
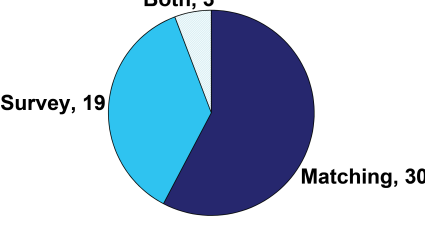
Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System Annual Performance and Annual Status Reports for Adult Education—Basic Grants to States under the *Adult Education and Family Literacy Act of 1998*, Program Year 2005–06 (OMB Number 1830-0027).

Measuring Other Outcomes

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 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 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 measures.

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 after a student leaves the adult education program. In PY 2005–06, 36 states used administrative records to determine student outcomes for high school completion, 13 states used surveys, and three additional states used a combination of administrative records and surveys. Consulting state unemployment insurance (UI) wage records, as 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 data privacy or technical issues. In PY 2005–06, 30 states used this UI system method solely, compared to 27 states in PY 2004–05, 19 states used surveys, and an additional three 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. Consequently, fewer states use administrative records to collect data on this follow-up measure than the other performance measures.

Figure 2.
Number of States^a Using Data Collection Methods for Performance Assessment Follow-Up Program Year 2005–06

| Performance Measure | Data Collection Method No. of State ^a Adm. Records/Data Matching ^b | Data Collection Method Survey | Data Collection Method Both | Summary of Data Collection Methods |
|---|--|-------------------------------|-----------------------------|--|
| High school or recognized equivalent completion | 36 | 13 | 3 |  <p>A pie chart illustrating the distribution of data collection methods for high school or recognized equivalent completion. The largest slice is dark blue, representing 'Matching' with 36 states. A medium blue slice represents 'Survey' with 13 states. A small light blue slice represents 'Both' with 3 states.</p> |
| Entered postsecondary education or training | 20 | 22 | 10 |  <p>A pie chart illustrating the distribution of data collection methods for entered postsecondary education or training. The largest slice is dark blue, representing 'Matching' with 20 states. A medium blue slice represents 'Survey' with 22 states. A small light blue slice represents 'Both' with 10 states.</p> |
| Entered employment | 30 | 19 | 3 |  <p>A pie chart illustrating the distribution of data collection methods for entered employment. The largest slice is dark blue, representing 'Matching' with 30 states. A medium blue slice represents 'Survey' with 19 states. A small light blue slice represents 'Both' with 3 states.</p> |
| Retained employment | 30 | 19 | 3 |  <p>A pie chart illustrating the distribution of data collection methods for retained employment. The largest slice is dark blue, representing 'Matching' with 30 states. A medium blue slice represents 'Survey' with 19 states. A small light blue slice represents 'Both' with 3 states.</p> |

^a 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.

^b Administrative records/data matching means that states used administrative records to determine student outcomes.

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 2005–06 (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 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 2005–06

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 2005–06, 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 2006, OVAE held a training session entitled “Learning to be an NRS Data Detective: The Five Sides of NRS.” More than 100 attendees from 47 states participated in this three-day training, which provided hands-on opportunities for states to explore the examination and use of data for program improvement. Participants created charts, graphs, and templates to use upon returning to their states.

“We utilized the information from this training to enhance our accountability model, conduct targeted data analyses, and improve reports that are available through our data system.”

—Ajit Gopalakrishnan, education consultant,
Connecticut Department of Education

OVAE supports technical assistance, which includes in-person workshops, hands-on experiences, and a website, called NRSWeb (<http://www.nrsweb.org>). NRSWeb is the adult education field'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. The website was redesigned in PY 2005–06 to improve its design, functionality, accessibility, and usability. Webinars, short

seminars delivered through the combined use of the Internet and conference calls, were used to convey important information to those in the field.

“The NRS Web site is how I keep up to date on changes, download the implementation guidelines, and find resources from trainings and webinars. The new format for the implementation guidelines has a more logical flow to it, and I find it easier to locate what I need.”

—Israel Mendoza, director, Washington State Adult Education

NRS Tips and *FastFacts* were produced and distributed as part of OVAE’s effort to provide states with timely and user-friendly information related to the NRS. These short briefs include: tips on setting standards, tips on creating an NRS data system, information on English language participants, and information on the age distribution of adult education students. OVAE also provided direct technical assistance to many states on meeting NRS requirements, improving data quality, and using data.

NRS Implementation by States

Many states can now 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 student needs. States also use the data-based information to improve standard- and goal-setting for program participants. For example, one state has set a standard that 70 percent of unemployed students have goals to attain employment.

Training supported by OVAE has prepared local staff in many states to access and use their data on a regular basis. Staff can now 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 rely more on increasingly trustworthy 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 and posting graphs of these data outside their classrooms for their students and other teachers to see student progress made.

States also are beginning to address larger programmatic questions using their data. For example, some states are beginning to examine whether managed or open enrollment¹⁸ would be better for the students. In addition, states are developing ways to account for program efficiencies and outcomes in per-cost units.¹⁹

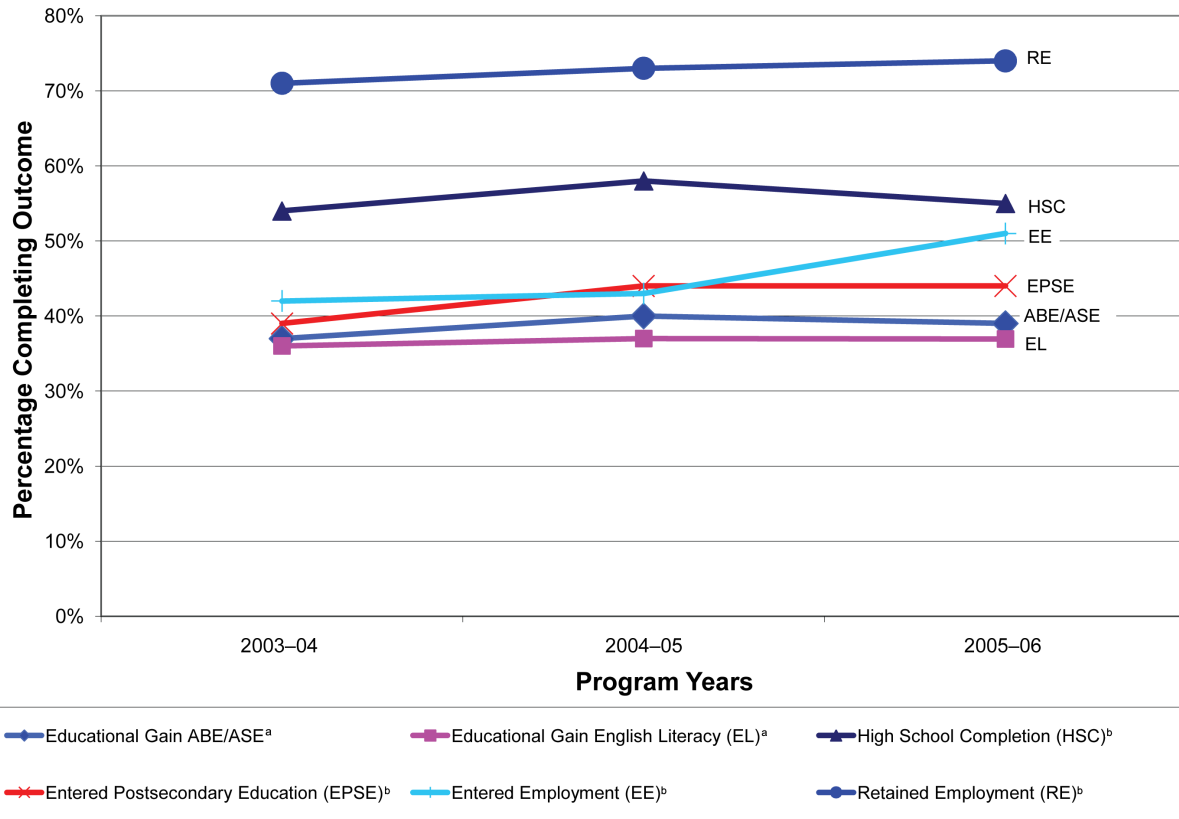
¹⁸ A managed enrollment policy allows a student to enter an instructional program only during specific enrollment periods. An open enrollment policy allows a student to enter a program at any time (*Establishing an Evidence-based Adult Education System*, p. 6, National Center for the Study of Adult Learning and Literacy [NCSALL], 2003, at http://www.ncsall.net/fileadmin/resources/research/op_comings3.pdf).

¹⁹ Examples of per-cost units include, but are not limited to, cost per student, and cost per instructional hour.

SUMMARY OF NATIONAL PERFORMANCE RESULTS

PY 2005–06 marked the sixth 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. The percentage of adults achieving educational outcomes in ABE/ASE and EL increased slightly, 2 percent and 1 percent respectively, over the three years. The rate of high school completion also showed a slight increase of 1 percent over the three years. The percentage of adults entering postsecondary education or training increased by 5 percent. The percentage of adults entering employment showed the largest increase, of 9 percent, and the percentage of adults retaining employment showed little gain increasing by 3 percent. More information on the performance as indicated by each of these measures is available in figures 3 through 9.

Figure 3.
Percentage of Adults Completing Educational Outcomes, From Program Year 2003–04 to Program Year 2005–06



^a Percentage of adults enrolled who completed one or more educational levels.

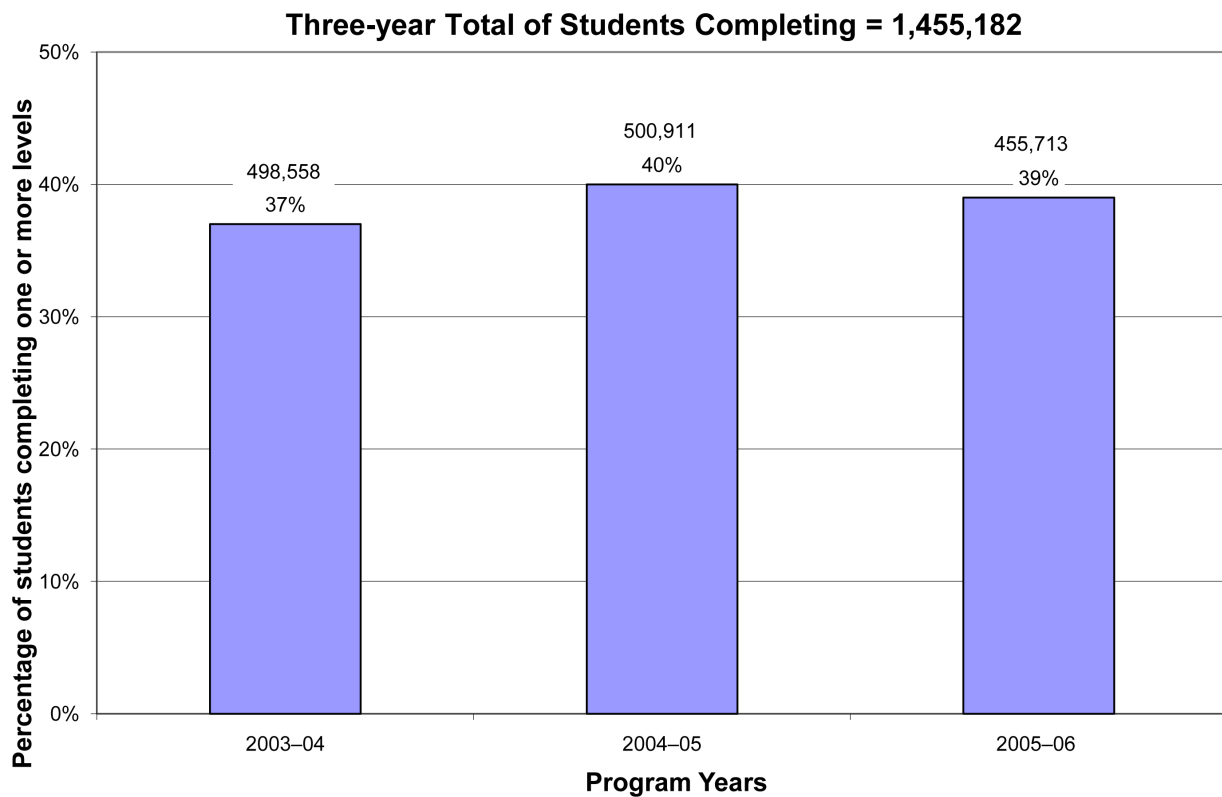
^b Percentage of adults enrolled who achieved this outcome.

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 2005–06 (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 educational level.²⁰ The percentage and number of students advancing one or more educational levels showed a slight increase from 37 percent in PY 2003–04 to 39 percent in PY 2005–06. A total of 1,455,182 adults advanced at least one educational level over the three years.

Figure 4.
Percentage of Students Completing One or More Educational Functioning Levels
in Adult Basic and Secondary Education, From Program Year 2003–04 to
Program Year 2005–06



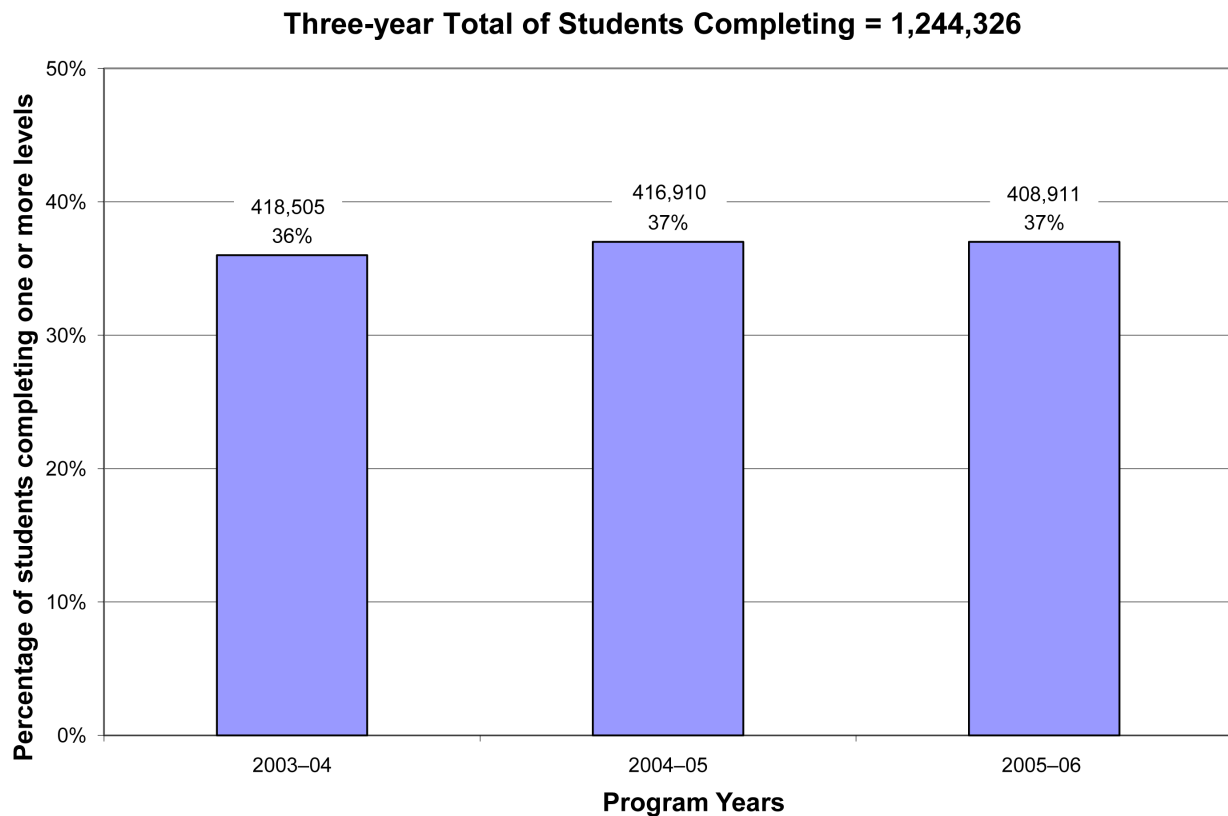
Notes: Percentage totals reflect rounded figures. Number and calculations do not include the number of students that completed high adult secondary education levels. This is not standardized, and, thus, not comparable across all states and as such, it is not reported in the raw numbers. The educational 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 2005–06 (OMB Number 1830-0027).

²⁰ See second paragraph of subsection “Measuring Educational Gain,” on page 9 and figure 1, on page 11, 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 percentage of students acquiring English literacy skills showed a slight increase from PY 2003–04 to PY 2005–06. The number of students advancing one or more levels showed a decrease, reflecting a decrease in EL enrollment. The total number of students advancing one or more levels over the three years was 1,244,326.

Figure 5.
Percentage of Students Completing One or More Educational Functioning Levels in English Literacy, From Program Year 2003–04 to Program Year 2005–06

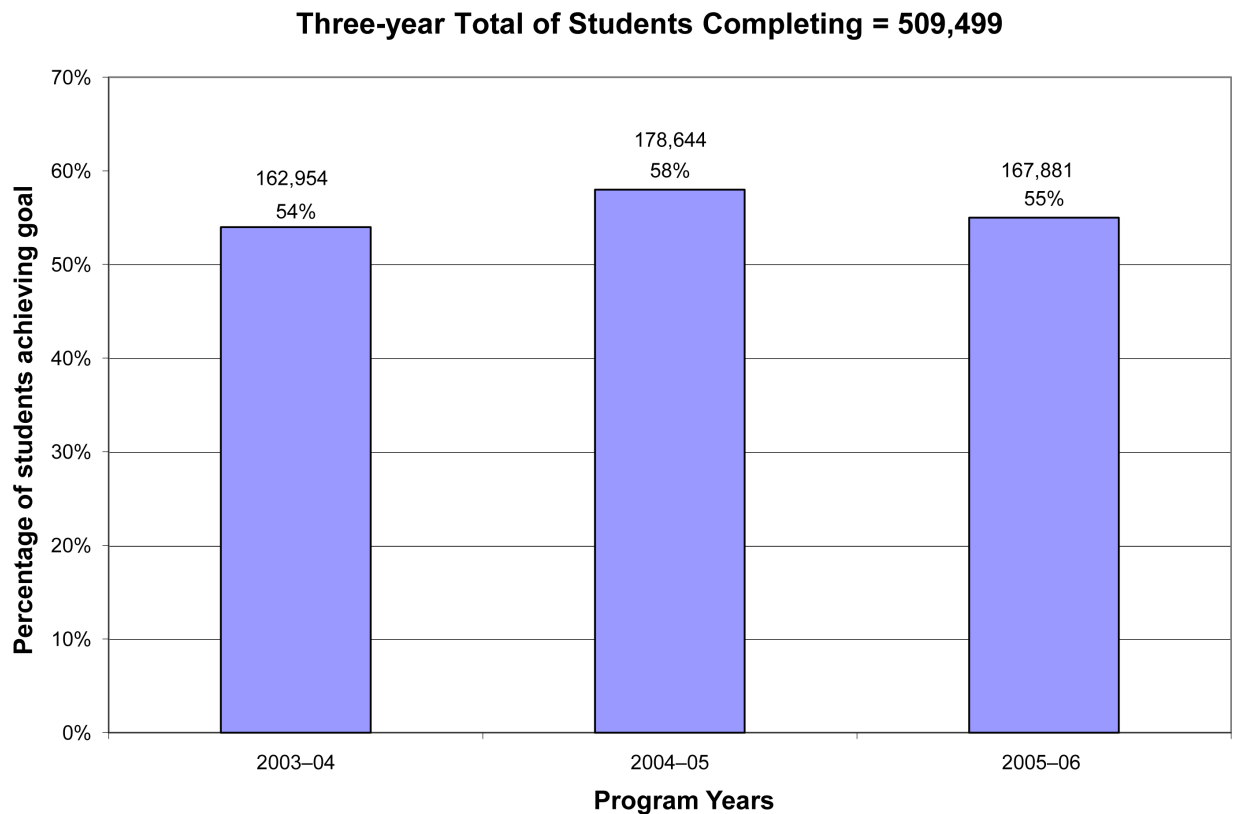


Notes: Percentage totals reflect rounded figures. The educational functional levels for English literacy are beginning literacy, beginning, low intermediate, high intermediate, low advanced and high advanced.

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 2005–06 (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 showed a slight increase over the three program years. However, there was a dip in the number of students achieving the goal from PY 2004–05 to PY 2005–06. The total number of students achieving this goal over the three years was 509,499.

Figure 6.
Percentage of Students Achieving High School Completion or Recognized Equivalent, From Program Year 2003–04 to Program Year 2005–06

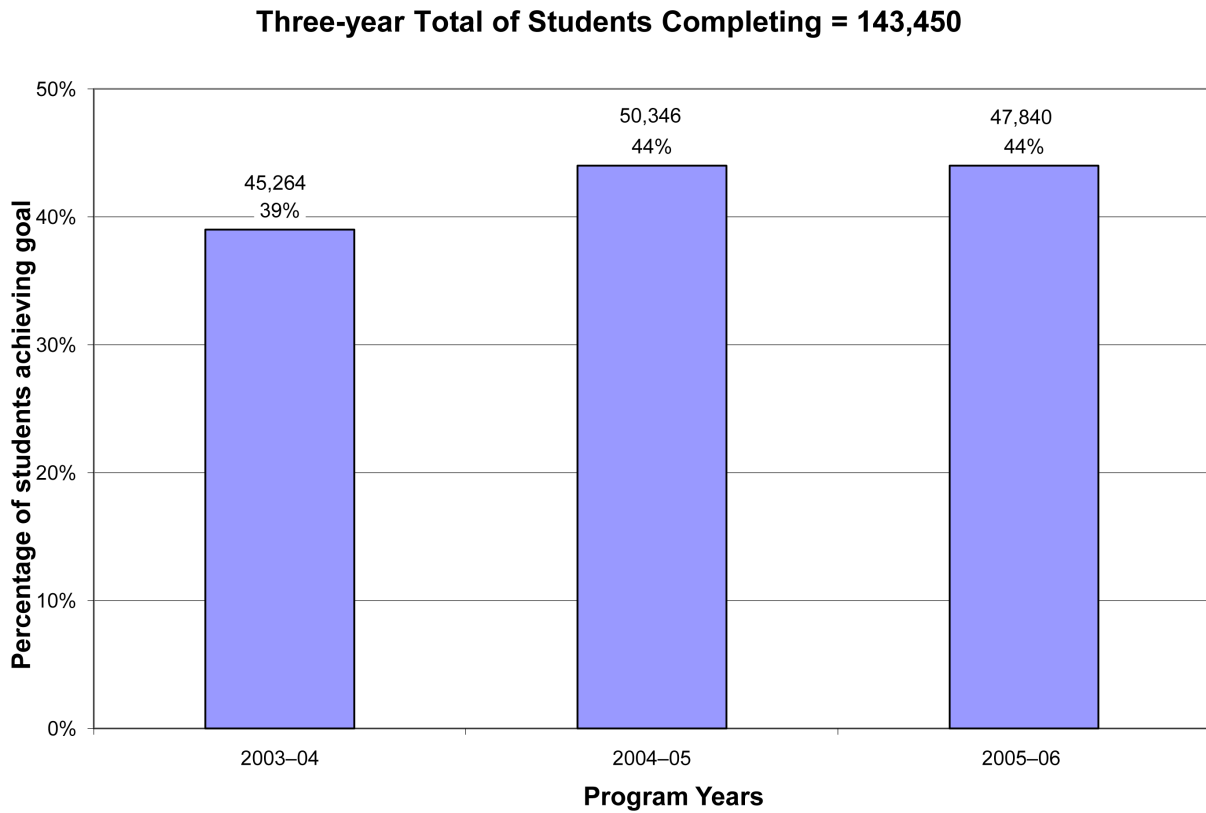


Note: Percentage totals reflect rounded figures.

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 2005–06 (OMB Number 1830-0027).

As figure 7 indicates, the percentage of students who set the goal of entering postsecondary education or training and achieved this goal increased from 39 percent in PY 2003–04 to 44 percent in PY 2004–05 and PY 2005–06. The corresponding number of students achieving this goal increased slightly to a total of 143,450 over the same period.

Figure 7.
Percentage of Students Who Set and Achieved Entering Postsecondary Education or Training Goal, From Program Year 2003–04 to Program Year 2005–06

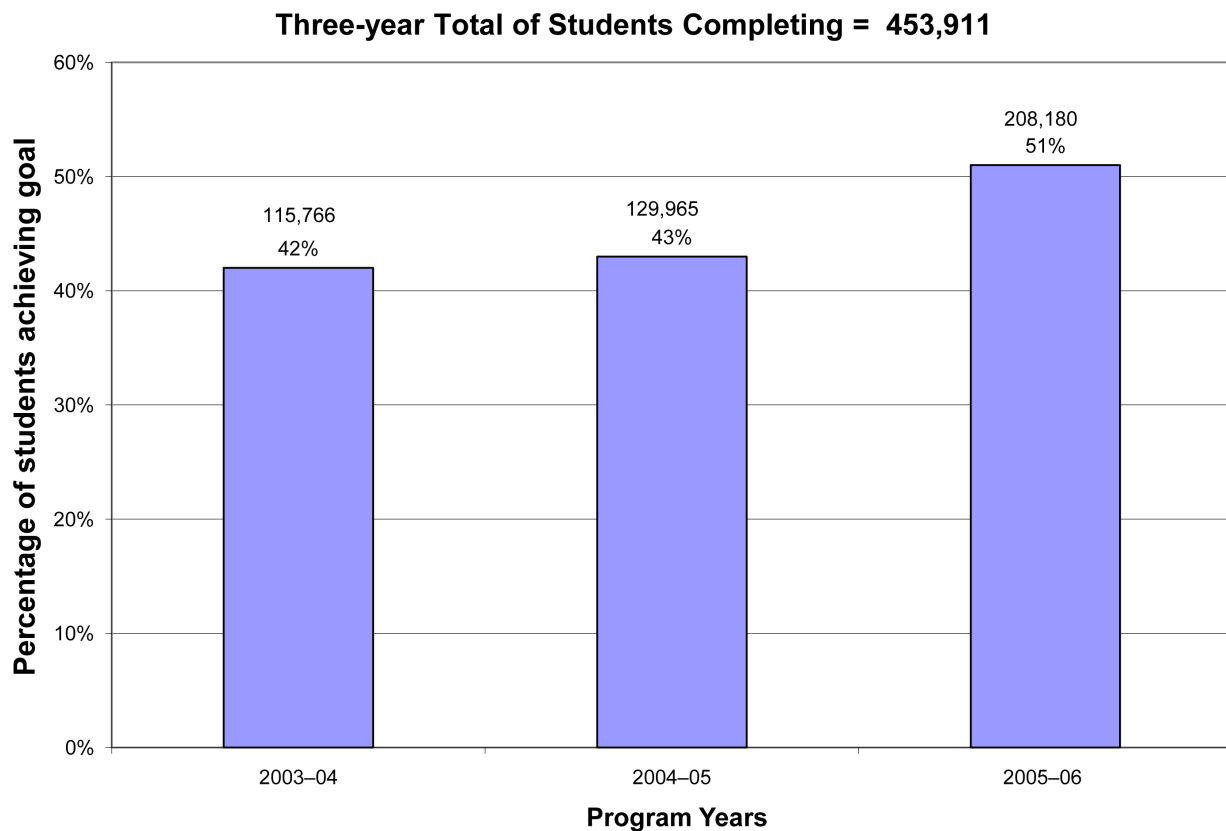


Note: Percentage totals reflect rounded figures.

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 2005–06 (OMB Number 1830-0027).

Both the percentage and number of unemployed adults who set a goal of entering employment and achieved it increased over the three-year period, with a large jump from PY 2004–05 to PY 2005–06. Note that because setting and achieving this goal is partially dependent on fluctuations in the general employment rate, this growth should be interpreted carefully. From PY 2003–04 to PY 2005–06, the percentage of students achieving this goal increased from 42 percent to 51 percent. The three-year total of students achieving this goal was 453,911. (See figure 8.)

Figure 8.
Percentage of Unemployed Adult Learners Who Set and Achieved the Goal of Entering Employment One Quarter After Exit, From Program Year 2003–04 to Program Year 2005–06

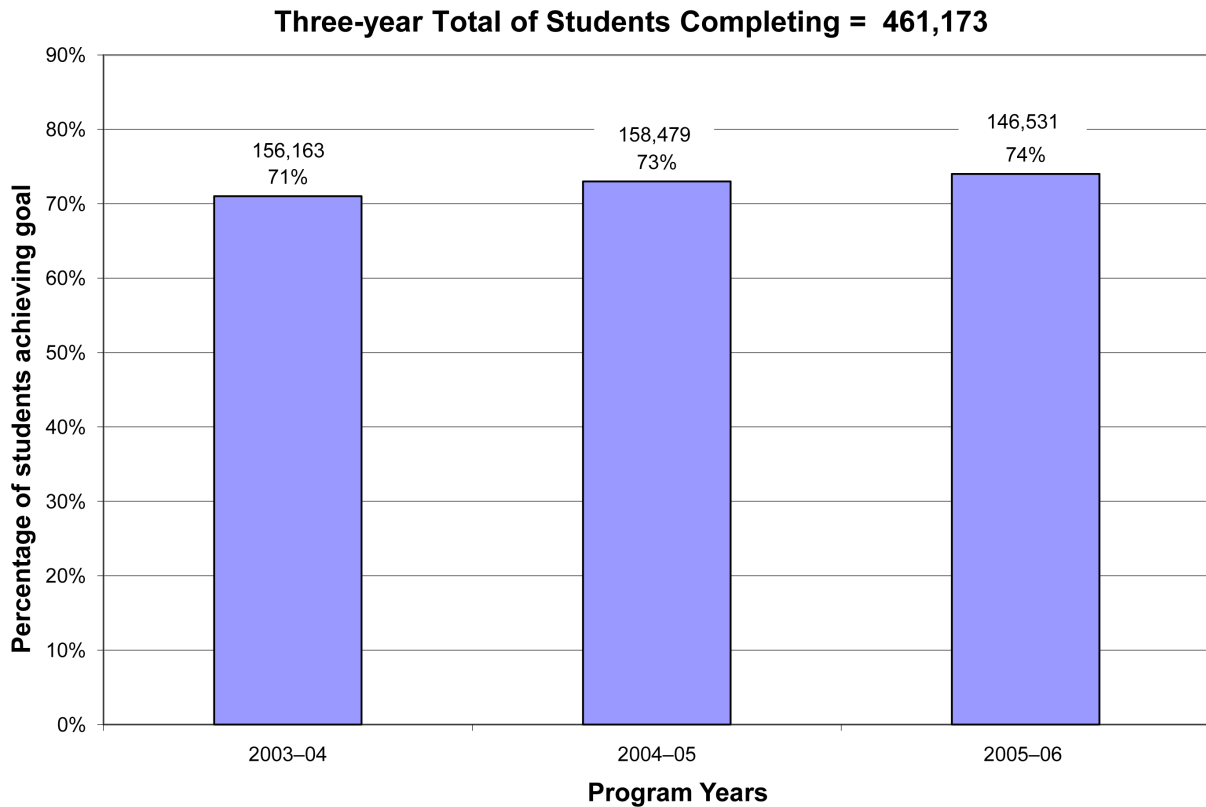


Note: Percentage totals reflect rounded figures. “One-quarter” means one-quarter of a year.

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 2005–06 (OMB Number 1830-0027).

Figure 9 shows that although the number of students achieving the goal of retaining employment decreased from PY 2003–04 to PY 2005–06, the percentage achieving the goal remained relatively flat because fewer students set retaining employment as a goal. A total of 461,173 students achieved the goal over the three years.

Figure 9.
Percentage of Adult Learners With a Goal of Retained Employment or Employment,
From Program Year 2003–04 to Program Year 2005–06



Notes: Percentage totals reflect rounded figures. To be included under the retain employment goal, the goal must have been set at the time of enrollment. To be included under the employment goal, an adult learner must have obtained work by the end of the first quarter of the year and have been 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 2005–06 (OMB Number 1830-0027).

APPENDIX A: NATIONAL, AND STATE²¹ PROFILES OF SELECTED ADULT EDUCATION PROGRAM AND STUDENT INFORMATION, FROM PROGRAM YEAR 2003–04 TO PROGRAM YEAR 2005–06

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 the Commonwealth of Puerto Rico for program year (PY) 2003–04, PY 2004–05 and PY 2005–06 and show performance trends over the 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 employed, or unemployed, or in a correctional setting, or on public assistance, or in other institutional settings for PY 2005–06. The FY 2005–06 Federal Allocation to States figures in the charts in appendix A displays the total Adult Education—Basic Grants to States program allocation for PY 2005–06, and, in each of the state profiles, this is shown relative to the individual state’s basic grant and English literacy (EL)/civics²² allocations. The Enrollment by Race/Ethnicity figure displays PY 2005–06 adult basic education (ABE), adult secondary education (ASE), and EL enrollment numbers and percentages broken down by race/ethnic enrollment, and, includes the percentage change from PY 2003–04. The Retention and Completion figure shows, for each program year, a side-by-side graph of the number of participants who advanced to the next level, remained in the same level, completed a level and separated from a program, and separated from a program without advancing based on post-test 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 each profile details participant performance for each of the five performance measures²³ in PY 2003–04, PY 2004–05, and PY 2005–06, 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. The total number of participants completing at least one level or one outcome for each performance measure is highlighted for PY 2005–06.

²¹ 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.

²² EL/civics is integrated English literacy and civics education services to immigrants and other limited English proficient populations.

²³ The performance measures are discussed in the accountability system section of this report on pages 5–6.

APPENDIX B: THE 12 CONSIDERATIONS IN AWARDING GRANTS OR CONTRACTS UNDER SEC. 231(e) OF *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 PARTICIPANTS AGED 16–18 ENROLLED AND PERCENTAGE OF TOTAL PARTICIPANTS IN ADULT EDUCATION BY STATE*, FROM PROGRAM YEAR 2003–04 TO PROGRAM YEAR 2005–06

| State* or Outlying Area | PY 2003–04 Number of 16- to 18-Year- Olds Enrolled | PY 2003–04 Percentage of Total Participants | PY 2004–05 Number of 16- to 18-Year-Olds Enrolled | PY 2004–05 Percentage of Total Participants | PY 2005–06 Number of 16- to 18-Year- Olds Enrolled | PY 2005–06 Percentage of Total Participants |
|--------------------------------|---|--|--|--|---|--|
| Alabama | 6,643 | 31 | 4,915 | 25 | 4,587 | 26 |
| Alaska | 606 | 17 | 660 | 17 | 746 | 20 |
| Arizona | 2,374 | 9 | 2,180 | 8 | 2,136 | 9 |
| Arkansas | 5,408 | 15 | 5,759 | 16 | 4,392 | 13 |
| California | 50,771 | 9 | 50,976 | 9 | 48,895 | 8 |
| Colorado | 2,138 | 14 | 1,677 | 11 | 1,617 | 11 |
| Connecticut | 6,411 | 19 | 6,430 | 20 | 5,647 | 22 |
| Delaware | 988 | 16 | 1,034 | 16 | 954 | 16 |
| District of Columbia | 209 | 7 | 297 | 8 | 293 | 9 |
| Florida | 100,220 | 27 | 82,451 | 24 | 97,217 | 32 |
| Georgia | 18,476 | 16 | 18,115 | 19 | 17,050 | 20 |
| Hawaii | 1,658 | 18 | 1,449 | 19 | 1,216 | 17 |
| Idaho | 1,268 | 17 | 1,360 | 18 | 1,048 | 15 |
| Illinois | 8,920 | 7 | 8,869 | 7 | 8,122 | 7 |
| Indiana | 12,308 | 30 | 11,694 | 27 | 11,479 | 27 |
| Iowa | 2,101 | 17 | 2,045 | 17 | 1,763 | 17 |
| Kansas | 2,104 | 21 | 1,924 | 20 | 1,912 | 21 |
| Kentucky | 3,507 | 11 | 3,340 | 11 | 3,670 | 12 |
| Louisiana | 8,156 | 25 | 7,481 | 25 | 6,135 | 28 |
| Maine | 2,196 | 25 | 2,148 | 26 | 2,425 | 26 |
| Maryland | 3,745 | 12 | 4,025 | 15 | 4,310 | 14 |
| Massachusetts | 1,425 | 7 | 1,144 | 5 | 1,190 | 5 |
| Michigan | 2,387 | 5 | 1,269 | 4 | 1,031 | 3 |
| Minnesota | 2,426 | 5 | 2,025 | 4 | 1,474 | 3 |
| Mississippi | 5,150 | 19 | 5,107 | 20 | 4,495 | 23 |
| Missouri | 4,156 | 11 | 4,529 | 12 | 4,450 | 12 |
| Montana | 850 | 22 | 739 | 22 | 751 | 24 |
| Nebraska | 1,773 | 17 | 1,614 | 16 | 1,512 | 16 |

| State or Outlying Area | 2003–04 Number of 16- to 18-Year- Olds Enrolled | 2003–04 Percentage of Total Participants | 2004–05 Number of 16- to 18-Year-Olds Enrolled | 2004–05 Percentage of Total Participants | 2005–06 Number of 16- to 18-Year- Olds Enrolled | 2005–06 Percentage of Total Participants |
|------------------------|--|---|---|---|--|--|
| Nevada | 437 | 5 | 497 | 5 | 489 | 5 |
| New Hampshire | 821 | 14 | 799 | 14 | 1,092 | 18 |
| New Jersey | 2,814 | 7 | 2,708 | 7 | 2,403 | 6 |
| New Mexico | 3,691 | 16 | 3,790 | 16 | 3,163 | 15 |
| New York | 7,429 | 4 | 6,472 | 4 | 6,499 | 4 |
| North Carolina | 19,418 | 18 | 19,245 | 18 | 18,924 | 18 |
| North Dakota | 457 | 21 | 476 | 23 | 467 | 24 |
| Ohio | 4,787 | 8 | 4,661 | 9 | 4,514 | 9 |
| Oklahoma | 2,873 | 14 | 3,041 | 15 | 3,402 | 17 |
| Oregon | 2,800 | 13 | 2,945 | 14 | 2,683 | 12 |
| Pennsylvania | 6,508 | 12 | 6,426 | 12 | 6,154 | 11 |
| Puerto Rico | 15,634 | 34 | 15,229 | 46 | 16,758 | 44 |
| Rhode Island | 577 | 11 | 759 | 11 | 523 | 9 |
| South Carolina | 7,284 | 11 | 7,039 | 11 | 7,452 | 12 |
| South Dakota | 582 | 16 | 520 | 15 | 635 | 19 |
| Tennessee | 8,829 | 18 | 9,535 | 19 | 7,856 | 17 |
| Texas | 13,845 | 11 | 13,410 | 11 | 12,413 | 11 |
| Utah | 3,143 | 10 | 3,068 | 10 | 3,354 | 12 |
| Vermont | 716 | 31 | 604 | 30 | 640 | 30 |
| Virginia | 2,351 | 8 | 2,560 | 9 | 2,394 | 8 |
| Washington | 1,990 | 5 | 2,592 | 5 | 2,718 | 5 |
| West Virginia | 1,754 | 17 | 1,804 | 19 | 1,688 | 18 |
| Wisconsin | 3,864 | 13 | 3,300 | 13 | 3,207 | 12 |
| Wyoming | 695 | 29 | 671 | 28 | 671 | 28 |
| States Totals | 371,673 | 14 | 347,407 | 13 | 350,616 | 14 |

* 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 2005–06 (OMB Number 1830-0027).



The Department of Education's mission is to promote student achievement and preparation for global competitiveness by fostering educational excellence and ensuring equal access.

www.ed.gov