

U. S. DEPARTMENT OF EDUCATION

Adult Education Annual Report to Congress 2004-05



Adult Education

Annual Report to Congress 2004–05

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

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CONTENTS

| | |
|--|------------|
| Exhibits | iv |
| Executive Summary | 1 |
| Introduction | 3 |
| Adult Education Enrollment and Participant Status | 4 |
| Accountability System—The National Reporting System | 9 |
| Incentive Awards..... | 10 |
| Measuring Educational Gain | 11 |
| Measuring Other Outcomes | 13 |
| Federal Investments to Improve Data Quality and Its Use for Program Improvement | 15 |
| Federal Assistance in PY 2004–05..... | 15 |
| NRS Implementation by States | 16 |
| Summary of National Performance Results | 19 |
| National and State Profiles of Selected Program and Student Information | 27 |
| Appendix A | A-1 |

EXHIBITS

| | |
|--|----|
| Exhibit 1. National Performance: Adult Completion of Educational Levels and Core Outcome Measures PY 2000–01 Through PY 2004–05..... | 2 |
| Exhibit 2. Adult Education Enrollment by Program Area PY 2004–05..... | 4 |
| Exhibit 3. Student Enrollment by Age and Program Area PY 2004–05..... | 5 |
| Exhibit 4. Student Enrollment by Age and Ethnicity PY 2004–05 | 5 |
| Exhibit 5. Student Enrollment by Participant Status, PY 2004–05..... | 6 |
| Exhibit 6. Five States* With the Highest Number and Highest Percentage of Adult Education Students Aged 16 to 18 PY 2004–05..... | 7 |
| Exhibit 7. Numbers of States Exceeding Performance Standards and Amount of Award Funds Available, by Program Year..... | 10 |
| Exhibit 8. Student Enrollment by Educational Level PY 2004–05 | 12 |
| Exhibit 9. Number of States Using Data Collection Methods for Follow-Up PY 2004–05..... | 14 |
| Exhibit 10. Adult Education Outcomes from PY 2000–01 to PY 2004–05 | 19 |
| Exhibit 11. Educational Gain Basic Literacy Skills from PY 2000–01 to PY 2004–05 | 20 |
| Exhibit 12. Educational Gain English Language Acquisition from PY 2000–01 to PY 2004–05 | 21 |
| Exhibit 13. High School Completion from PY 2000–01 to PY 2004–05..... | 22 |
| Exhibit 14. Entered Postsecondary Education or Training from PY 2000–01 to PY 2004–05..... | 23 |
| Exhibit 15. Entered Employment from PY 2000–01 to PY 2004–05..... | 24 |
| Exhibit 16. Retained Employment from PY 2000–01 to PY 2004–05 | 25 |

EXECUTIVE SUMMARY

The state-administered grant program authorized under the *Adult Education and Family Literacy Act (AEFLA)*, enacted as Title II of the *Workforce Investment Act (WIA) of 1998*, 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 results a central focus of the new law, setting out new performance accountability requirements for states and local programs that measure program effectiveness on the basis of student academic achievement and employment-related outcomes. To define and implement the accountability requirements of *AEFLA*, the U.S. Department of Education's Office of Vocational and Adult Education (OVAE) established the National Reporting System (NRS).

To monitor data collection procedures and to promote data quality improvement, OVAE developed data quality standards to clarify the policies, processes, and materials the states and local programs should have in place to collect valid and reliable data. To assist states in meeting the standards, OVAE has provided resources, training, and technical assistance activities to improve data quality and has refined NRS requirements, including producing guidelines for conducting follow-up surveys. OVAE has also provided individual technical assistance to states on NRS implementation.

In the program year (PY) 2004–05, the state grant program enrolled 2,581,281 learners, of whom 39 percent were enrolled in Adult Basic Education (ABE), 16 percent were enrolled in Adult Secondary Education (ASE), and 44 percent were enrolled in English Literacy (EL) programs.

PY 2004–05 marked the fifth year of the implementation of the NRS accountability requirements. Exhibit 1 provides a comparison of actual performance on the core measures for adult education for the past five years under the NRS. Each of the educational gain measures increased over the five program years. High school completion showed a steady gain of 18 percentage points from PY 2000–01 to PY 2004–05. Students entering postsecondary education increased from 25 to 34 percent over the period, though the growth was less dramatic than for high school completion. The two employment measures, entered employment and retained employment, showed some gain from PY 2000–01 to PY 2004–05, but spiked in PY 2001–02 and PY 2002–03, respectively.

**Exhibit 1.
National Performance: Adult Completion of Educational Levels and
Core Outcome Measures PY 2000–01 Through PY 2004–05**

| | Percentage Achieving Outcome 2000–01 | Percentage Achieving Outcome 2001–02 | Percentage Achieving Outcome 2002–03 | Percentage Achieving Outcome 2003–04 | Percentage Achieving Outcome 2004–05 | Number Achieving Outcome (5–Year Total) (PY 2000–01 to PY 2004–05) |
|---|---|---|---|---|---|---|
| Educational Gain ABE/ASE * | 36 | 37 | 38 | 38 | 40 | 2,510,582 |
| Educational Gain English Literacy * | 32 | 34 | 36 | 36 | 37 | 2,006,175 |
| High School Completion ** | 33 | 42 | 44 | 45 | 51 | 889,531 |
| Entered Postsecondary Education ** | 25 | 29 | 30 | 30 | 34 | 241,520 |
| Entered Employment ** | 31 | 39 | 37 | 36 | 37 | 668,376 |
| Retained Employment ** | 62 | 63 | 69 | 63 | 64 | 903,046 |

* Percentage of adults enrolled who completed one or more educational levels

** Percentage of adults who set the goal and achieved it

ABE = Adult Basic Education; ASE = Adult Secondary Education

Source: AEFLA State Grant Program

INTRODUCTION

Adult education programs meet a critical need in our nation to improve the literacy skills of adults and enhance their ability to be more productive members of society and the workforce. The *AEFLA*, enacted as Title II of the *WIA of 1998*, is the principal source of federal support for adult basic skills programs. The purpose of the program, as defined in *AEFLA*, is to

- Assist adults to become literate and obtain the knowledge and skills necessary for employment and self-sufficiency,
- Assist adults who are parents to obtain the educational skills necessary to become full partners in the educational development of their children, and
- Assist adults in the completion of a secondary school education.

The purpose of the state-administered grant program is to provide educational opportunities for adults aged 16 and older, not currently enrolled in school, who lack a high school diploma, the basic skills, or the ability to function effectively in the workplace or in their daily lives. 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 secondary school and who do not have a secondary school credential. These data are drawn from the U.S. Census on Population and Housing, as required by *WIA*, Title II. The federal allocation for *AEFLA* grants to states for PY 2004–05 (or Fiscal Year 2004) was \$564,079,550. Nationally, this amount represented approximately 26 percent of the total amount expended at the state and local levels to support adult education and literacy in PY 2004–05. States distribute 82.5 percent of the federal funds competitively to local adult education providers, using 12 quality criteria identified in the law. The provider network includes a variety of local agencies—local education agencies, 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 Temporary Assistance for Needy Families (TANF) benefits. In addition, adult education supports adults in job training programs through partnerships with One Stop Career Centers and other job training programs in the community.

Courses of instruction offered by local providers include:

- Adult Basic Education (ABE), instruction in basic skills designed for adults functioning at the lower literacy levels to just below the secondary level,
- Adult Secondary Education (ASE), instruction for adults whose literacy skills are at approximately the high school level and who are seeking to pass the General Educational Development (GED) tests 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 2004–05, the program enrolled 2,581,281 learners, 39 percent of whom were enrolled in ABE, 16 percent were enrolled in ASE, and 44 percent were enrolled in EL programs. (See Exhibit 2.)

| Exhibit 2. Adult Education Enrollment by Program Area PY 2004–05 | | |
|---|------------------------------|----------------------------------|
| By Program Area | Enrollment Number | Enrollment Percentage |
| Adult Basic Education | 1,017,231 | 39 |
| Adult Secondary Education | 421,301 | 16 |
| English Literacy | 1,142,749 | 44 |
| Total Enrollment | 2,581,281 | 100 |

Source: AEFLA State Grant Program

Adult education serves a varied population. Exhibit 3 shows the number of learners by program area and age. Overall, 38 percent of students were under age 25 and more than 80 percent were under 45. Only 4 percent were age 60 or older. Age distribution, however, varied by program area. ASE students tended to be younger (67 percent were under 25) than both ABE and EL students (with 46 percent and 22 percent respectively under 25), and EL students tended to be older (21 percent were over 44) than both ABE and ASE students (15 percent and 7 percent over 44, respectively).

Exhibit 4 looks at learners across all program areas by ethnicity and age. Hispanics represent the largest group enrolled in adult education (43 percent) in PY 2004–05, followed by whites (27 percent) and African Americans (20 percent). A plurality of 16- to 18-year-olds (42 percent) and people aged 60 and older (32 percent) were white, and a plurality of 19- to 24-year-olds, 25- to 44-year-olds, and 45- to 59-year-olds were Hispanic.

**Exhibit 3.
Student Enrollment by Age and Program Area
PY 2004–05**

| Age Group | 16–18 | 19–24 | 25–44 | 45–59 | 60 and Older | Total |
|----------------------------------|----------------|----------------|------------------|----------------|---------------------|------------------|
| Adult Basic Education Number | 166,772 | 302,552 | 403,300 | 117,521 | 27,086 | 1,017,231 |
| Adult Basic Education % | 16 | 30 | 40 | 12 | 3 | 100 |
| Adult Secondary Education Number | 147,566 | 133,829 | 110,443 | 24,925 | 4,538 | 421,301 |
| Adult Secondary Education % | 35 | 32 | 26 | 6 | 1 | 100 |
| English Literacy Number | 33,750 | 219,824 | 645,740 | 184,413 | 59,022 | 1,142,749 |
| English Literacy % | 3 | 19 | 57 | 16 | 5 | 100 |
| Total Enrollment Number | 348,088 | 656,205 | 1,159,483 | 326,859 | 90,646 | 2,581,281 |
| Total Enrollment % | 13 | 25 | 45 | 13 | 4 | 100 |

Source: AEFLA State Grant Program

**Exhibit 4.
Student Enrollment by Age and Ethnicity
PY 2004–05**

| Age Group | 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 % | Total Number | Total % |
|---|-------------------------|--------------------|-------------------------|--------------------|-------------------------|--------------------|-------------------------|--------------------|------------------------------------|-------------------------------|-------------------------|--------------------|
| American Indian or Alaskan Native | 5,892 | 2 | 11,533 | 2 | 15,436 | 1 | 3,802 | 1 | 745 | 1 | 37,408 | 1 |
| Asian | 6,813 | 2 | 24,512 | 4 | 93,854 | 8 | 43,550 | 13 | 19,934 | 22 | 188,663 | 7 |
| Black or African American | 79,216 | 23 | 151,010 | 23 | 207,601 | 18 | 61,775 | 19 | 12,250 | 14 | 511,852 | 20 |
| Hispanic or Latino | 105,975 | 30 | 270,490 | 41 | 583,190 | 50 | 130,600 | 40 | 28,249 | 31 | 1,118,504 | 43 |
| Native Hawaiian or Other Pacific Islander | 4,560 | 1 | 6,486 | 1 | 7,682 | 1 | 2,348 | 1 | 646 | 1 | 21,722 | 1 |
| White | 145,632 | 42 | 192,174 | 29 | 251,720 | 22 | 84,784 | 26 | 28,822 | 32 | 703,132 | 27 |
| Total Enrollment | 348,088 | 100 | 656,205 | 100 | 1,159,483 | 100 | 326,859 | 100 | 90,646 | 100 | 2,581,281 | 100 |

Source: AEFLA State Grant Program

Adults enter adult education programs from a variety of circumstances. In PY 2004–05, 35 percent of the students came to programs unemployed, and 37 percent were employed. (See Exhibit 5.) Ten percent were on public assistance, and 10 percent were in correctional facilities.

| Exhibit 5. Student Enrollment by Participant Status, PY 2004–05 | |
|--|---------------|
| Status | Number |
| Total enrollment | 2,581,281 |
| Employed | 965,018 |
| Unemployed | 915,593 |
| On public assistance | 270,287 |
| In correctional facilities | 253,221 |
| In other institutional settings | 33,561 |

Source: *AEFLA* State Grant Program

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 2004–05, 13 percent of participants were between the ages of 16 and 18 (see Exhibit 3), with the percentage fluctuating between 13 and 15 percent over the previous five program years. (See Appendix A.) Forty-eight percent of these participants were in ABE, compared to 42 percent in ASE and 10 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 one would expect of a high school student.

The extent to which 16- to 18-year-olds participated in adult education varied widely among states. Exhibit 6 shows the four states, plus Puerto Rico, with the highest numbers of young adults aged 16 to 18 years old and the five grantees with the highest percentages of young adults. Although some states with the largest populations, such as Florida and California, have the highest number of young adults, some states with smaller populations, such as Vermont and Wyoming, have a higher percentage of young adults among those served.

Exhibit 6.
Five States* With the Highest Number and Highest Percentage of
Adult Education Students Aged 16 to 18
PY 2004–05

| State | Number 16–18 year olds | State | Percentage 16–18 year olds |
|----------------|------------------------|-------------|----------------------------|
| Florida | 82,451 | Puerto Rico | 46 |
| California | 50,976 | Vermont | 30 |
| North Carolina | 19,245 | Wyoming | 28 |
| Georgia | 18,115 | Indiana | 27 |
| Puerto Rico | 15,229 | Maine | 26 |

* In the funding formula under Title II, Puerto Rico receives a state formula grant.

Source: AEFLA State Grant Program

ACCOUNTABILITY SYSTEM—THE NATIONAL REPORTING SYSTEM

Since PY 2000–01, the National Reporting System (NRS) has been the accountability system for the adult education program. Each state has established a performance accountability system that meets NRS requirements, and 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 P.L. 105-220 § 212(a). The NRS includes the following three core indicators, identified in *AEFLA*, that are used to assess state performance:

- Demonstrated improvements in the literacy skill levels in reading, writing, and speaking English; numeracy; problem-solving; English language acquisition; and other literacy skills,
- Placement in, retention in, or completion of postsecondary education; training; unsubsidized employment; or career advancement,
- Receipt of a secondary school diploma or a recognized equivalent (P.L. 105-220, § 212(b)(2)), and.

These indicators are embodied in the five outcome measures of the NRS:

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

To measure educational gain, the NRS established a hierarchy of six educational functioning levels, from beginning literacy through high school level completion, and six levels for English literacy, from beginning literacy level to 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 on commonly used standardized assessments, such as the Test of Adult Basic Education (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.
- **Entered Postsecondary Education**—The percentage of adult learners who establish a goal to continue their education at the postsecondary level and 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 after program exit.

- **Retained Employment**—The percentage of adult learners with a job retention goal who (1) entered employment within one quarter after exiting and (2) were still employed in 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 Awards

States that achieve superior performance across Title I and Title II (*AEFLA*) of the *Workforce Investment Act (WIA)* and the *Carl D. Perkins Career and Technical Education Act* are eligible for state incentive awards.¹ The numbers of states receiving those awards and the amounts distributed over the past five years are presented in Exhibit 7. The number of states that exceeded their adult education performance levels (Title II) appears followed by the number that also exceeded Title I and Perkins performance levels. States receive incentive awards only if they exceed annual performance levels, as negotiated between the state and OVAE and the Department of Labor for the three programs. The determination of whether a state has exceeded its adjusted levels of performance is based on the 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 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 2004–05, 23 states received incentive awards.

| Exhibit 7. | | | |
|---|--------------------------|---|--|
| Numbers of States Exceeding Performance Standards and Amount of Award Funds Available, by Program Year | | | |
| Program Year | Exceeded Title II | Exceeded Titles I, II, and Perkins | Amount of Award Funds Available |
| 2004–05 | 37 | 23 | \$16.6 million |
| 2003–04 | 43 | 19 | \$16.6 million |
| 2002–03 | 47 | 23 | \$25.4 million |
| 2001–02 | 46 | 16 | \$28.8 million |
| 2000–01 | 46 | 12 | \$27.6 million |
| Total | | | \$115 million |

Source: *AEFLA* State Grant Program

¹ The newly authorized *Carl D. Perkins Career and Technical Education Improvement Act* eliminated incentive grants.

The funding available for incentive awards has decreased significantly over that same time, from \$27.6 million in PY 2000–01 to \$16.6 million in PY 2003–04 and PY 2004–05. *WLA* Section 503 indicates that state incentive awards 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. The total amount available for incentive awards for PY 2004–05 was \$16.6 million. Title II funds set aside for the incentive grants totaled \$10,152,007. Perkins funds set aside totaled \$6,453,041, and *WLA* (Title I) had no funds set aside for incentive grants.

Measuring Educational Gain

Under 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 system, but they must use standardized assessments. Consequently, each state assesses students somewhat differently, using different assessments and 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.

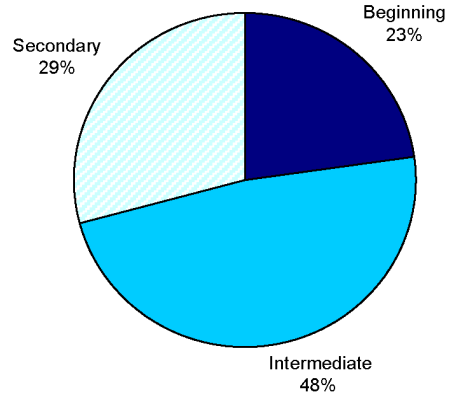
There are 12 educational levels: six in ABE and ASE and six in EL. Exhibit 8 presents PY 2004–05 adult education enrollment figures by level as determined by a standardized pretest administered to each student upon program entrance. The majority of students were enrolled in the combined programs of ABE and ASE. Within ABE and ASE, the largest percentage of students was enrolled in ABE High Intermediate (27 percent), and the smallest was enrolled in ABE Beginning Literacy (9 percent). The plurality of students (48 percent) were enrolled in the combined ABE intermediate levels. In EL, the largest percentage of students was enrolled in EL Beginning level (28 percent), and the smallest in EL High Advanced level (3 percent). The plurality of EL students (49 percent) were enrolled in the combined beginning levels.

Exhibit 8.
Student Enrollment by Educational Level
PY 2004-05

ABE/ASE

| Educational Level | Number | % |
|----------------------|------------------|------------|
| Beginning Literacy | 129,559 | 9 |
| Beginning | 196,245 | 14 |
| Low Intermediate | 296,216 | 21 |
| High Intermediate | 395,211 | 27 |
| Low Secondary | 236,235 | 16 |
| High Secondary | 185,066 | 13 |
| Total ABE/ASE | 1,438,532 | 100 |

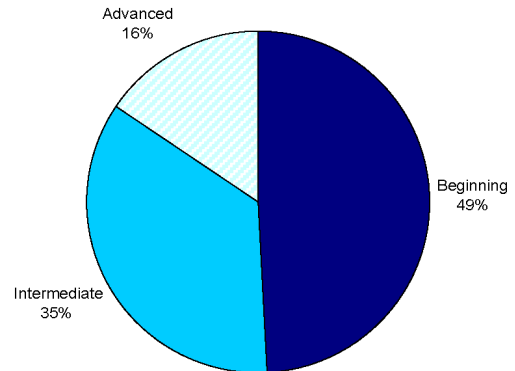
**ABE/ASE by Beginning, Intermediate, and Secondary Levels
PY 2004-05**



EL

| Educational Level | Number | % |
|--------------------|------------------|------------|
| Beginning Literacy | 237,650 | 21 |
| Beginning | 323,840 | 28 |
| Low Intermediate | 244,570 | 21 |
| High Intermediate | 158,560 | 14 |
| Low Advanced | 139,470 | 12 |
| High Advanced | 38,659 | 3 |
| Total EL | 1,142,749 | 100 |
| Total All | 2,581,281 | |

**English Literacy by Beginning, Intermediate, and Advanced Levels
PY 2004-05**



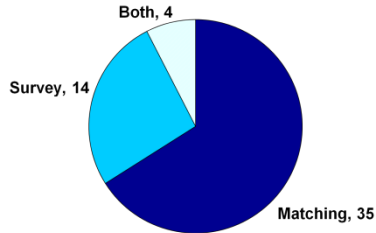
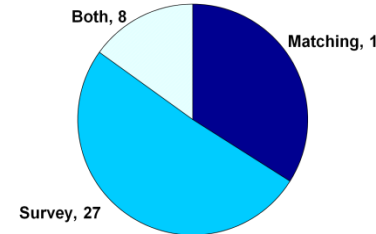
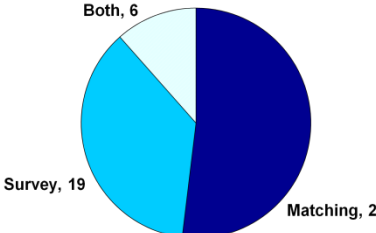
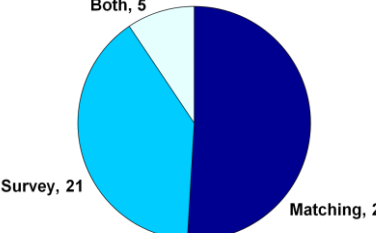
ABE= Adult Basic Education; ASE= Adult Secondary Education; EL= English Literacy
Source: AEFLA State Grant Program

Measuring Other Outcomes

Setting and measuring goals for the four outcome measures (excluding educational gain) allows adult education students to specify what they want to accomplish and provides a benchmark for both individual and program performance. The NRS does not require students to set any of these goals, but once set, programs are held accountable for determining whether students who chose these goals attained them during the program year. States may collect these measures through the use of matching administrative records or through a follow-up survey. The use of administrative records is clearly preferred because of its greater accuracy and lower cost and its use is possible in most states for the high school completion measure.

Exhibit 9 identifies the methods through which states currently collect data for the four measures that require programs to follow up after a student leaves the program. In PY 2004–05, 35 states used administrative records to determine student outcomes for high school completion, and four additional states supplemented administrative records with surveys. For the employment measures, consulting state unemployment insurance (UI) wage records is the most efficient, accurate, and cost-effective approach to determining the postprogram employment outcomes. However, not all states have the capability to use the UI system, due to data privacy issues or technical problems in some states. Twenty-seven states used this method solely (compared to 28 states in PY 2003–04), and an additional six states used this method in combination with surveys. For entrance to postsecondary education, there are few comprehensive databases available to states for measuring postsecondary enrollment. Consequently, most states must use individual student surveys to collect this follow-up measure.

**Exhibit 9.
Number of States Using Data Collection Methods for Follow-Up
PY 2004–05**

| Measure | Data Collection Method Administrative Records/ Data Matching | Data Collection Method Survey | Data Collection Method Both | Summary of Data Collection Methods |
|--|--|-------------------------------|-----------------------------|---|
| Obtained High School Diploma or Passed GED | 35 | 14 | 4 |  |
| Entered Postsecondary Education | 18 | 27 | 8 |  |
| Entered Employment | 27 | 19 | 6 |  |
| Retained Employment | 27 | 21 | 5 |  |

Source: AEFLA State Grant Program

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 illustrate implementation of NRS requirements and conduct of follow-up surveys, and which address other data quality and program improvement issues. Since 2001, OVAE has also made training resources available online for adult educators. To monitor improvements in data quality, OVAE has continued to use state NRS data quality standards, which identify the policies, processes, and materials that states 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 Assistance in PY 2004–05

In the first few years of NRS, OVAE’s assistance to states focused on the implementation of NRS requirements, development of data systems, and the improvement of data quality. In PY 2004–05, OVAE built on earlier activities and assisted states and local programs in using the data for their own reporting, program management, and program improvement. In the summer of 2005, OVAE held a training entitled *Demonstrating Results: State and Local Report Cards for Adult Education*. Topics covered during these three-day meetings included “The Why, What, and Who of Developing Report Cards” and “Selecting Evaluative Criteria or a Rubric.” These sessions provided a hands-on opportunity for states to develop report cards at the state or local level with a focus on evaluating performance. States have used the report cards in a number of ways. New York, for example, integrated its report card with its software and reported, “Report cards have been a great tool... [They] raised the awareness at the program level of what the state is looking at... Now [the card] tops [our] priority list.”

In addition to in-person workshops and hands-on experiences, the NRS maintains two Web sites to provide continuous and ongoing training and other resources for the field.

- *NRSWeb* (<http://www.nrsweb.org>) provides an overview of the NRS; training materials; guidelines for data quality, use, collection, and reporting; and other publications and links.

- *NRSOnline* (<http://www.nrsonline.org>) offers interactive trainings, a learner self-assessment, and information about the implementation of the NRS to adult education teachers, administrators, and others interested in adult education.

As part of its effort to provide states with timely and user-friendly guidance on NRS policy, the NRS revised and updated the *Implementation Guidelines*. The NRS also developed an online assessment database and reviewed assessment policies from 28 states to better understand current assessments and their use in adult education. Direct technical assistance has been provided to dozens of states on meeting NRS requirements, improving data quality, and using data. This assistance includes a presentation to the local directors in one state on NRS reporting requirements and using data for program improvement.

“Without the NRS, we would never have known the true status of what was happening in adult education in Kansas. Now we continuously examine and analyze our data. Programs and teachers examine their class data after each session to determine how successful the session was [and] what changes need to be made. And, as a result, we continue to learn more and more about our programs and the learners we serve.”

—Dianne S. Glass,
Kansas Director of Adult Education

NRS Implementation by States

As data systems have become more sophisticated over the five years of the NRS, many states can now rely on real-time data to set performance standards, monitor local performance, and implement performance-based funding. Stable 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 this information to set better standards and goals. For example, one state has set a standard that 70 percent of unemployed students must have a goal of employment.

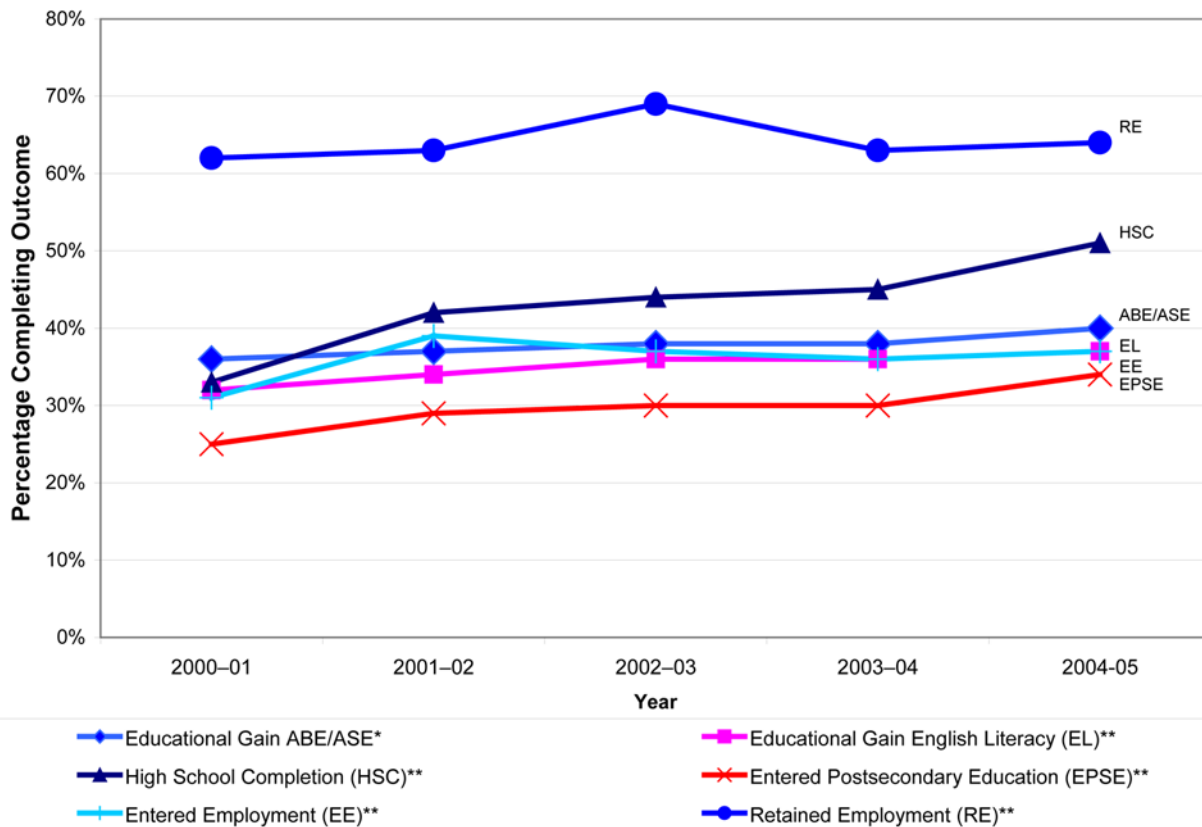
Training conducted during the second phase of the NRS has prepared local staff in many states to access and use their data on a regular basis. Staff can now use data as part of their research to identify effective practices for classroom instruction, professional development, and goal-setting and to determine which support mechanisms will help learners persist long enough to reach their education, training, and employment goals. As staff members become more directly involved in using data, they begin to trust the data and participate more effectively in the program improvement process. Some states, such as Tennessee, reported that teachers are using the data for their classes and posting graphs of these data outside their classrooms for their students and other teachers to see.

States also are beginning to be able to address larger programmatic questions using their data. For example, some states are beginning to examine which type of enrollment (managed or open) is better for the students. In addition, states are developing ways to account for program efficiencies and outcome per cost units.

SUMMARY OF NATIONAL PERFORMANCE RESULTS

PY 2004–05 marked the fifth year of implementation of the NRS accountability requirements. Exhibit 10 provides a comparison of actual performance on each of the outcome measures for adult education for the past five years under the NRS. The educational gain measures show a steady gradual increase over the five program years. High school completion shows a steady gain of 18 percentage points from PY 2000–01 to PY 2004–05. Entered postsecondary increased steadily over the period though less dramatically than high school completion. Entered employment and retained employment showed some gain from PY 2000–01 to PY 2004–05, but spiked in PY 2001–02 and PY 2002–03, respectively.

Exhibit 10.
Adult Education Outcomes from PY 2000–01 to PY 2004–05



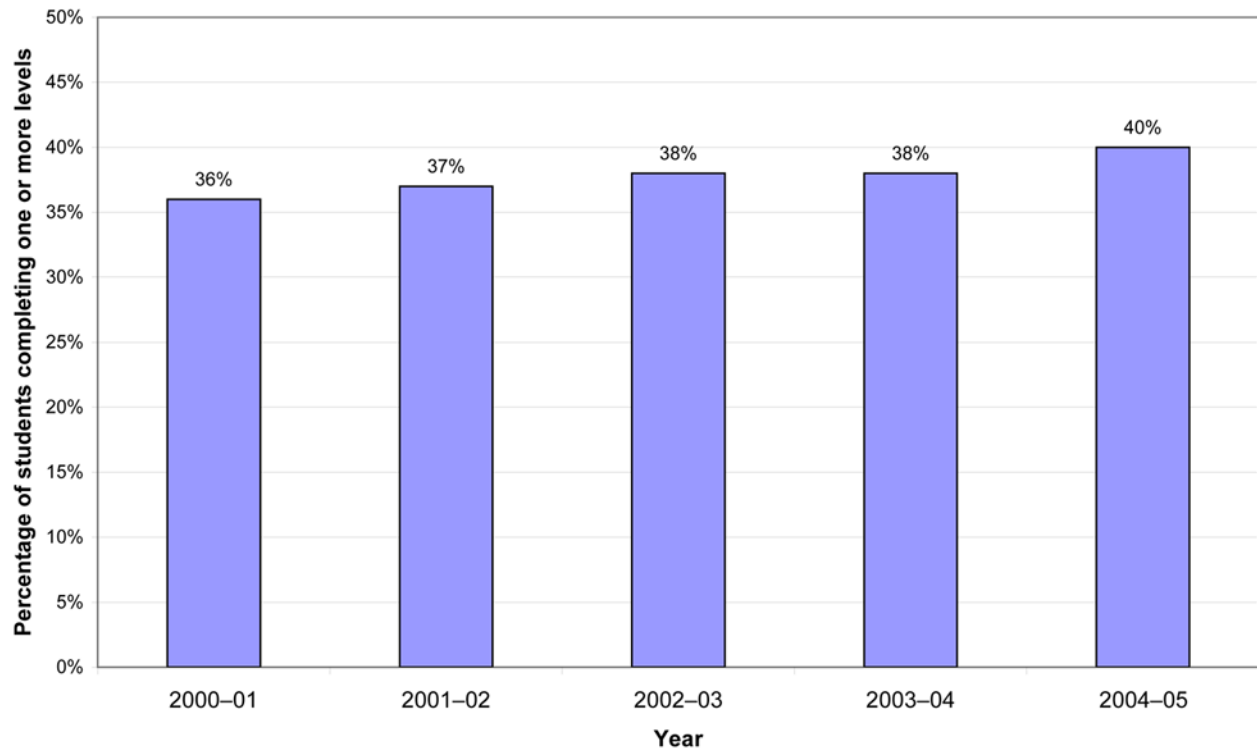
* Percentage of adults enrolled who completed one or more educational levels

** Percentage of adults enrolled who achieved this outcome

Source: AEFLA State Grant Program

Exhibits 11 through 16 show the performance for each of the outcome measures in more detail. Exhibit 11 shows the percentage and number of enrolled adults who acquired the basic literacy skills needed to complete at least one educational level. The percentage of students advancing showed a steady increase of 4 percentage points over the five-year period. The number of students advancing one or more educational functional levels increased in the first three years, but dropped in PY 2003–04. A total of 2,510,582 adults advanced over the five years.

Exhibit 11.
Educational Gain Basic Literacy Skills from PY 2000–01 to PY 2004–05



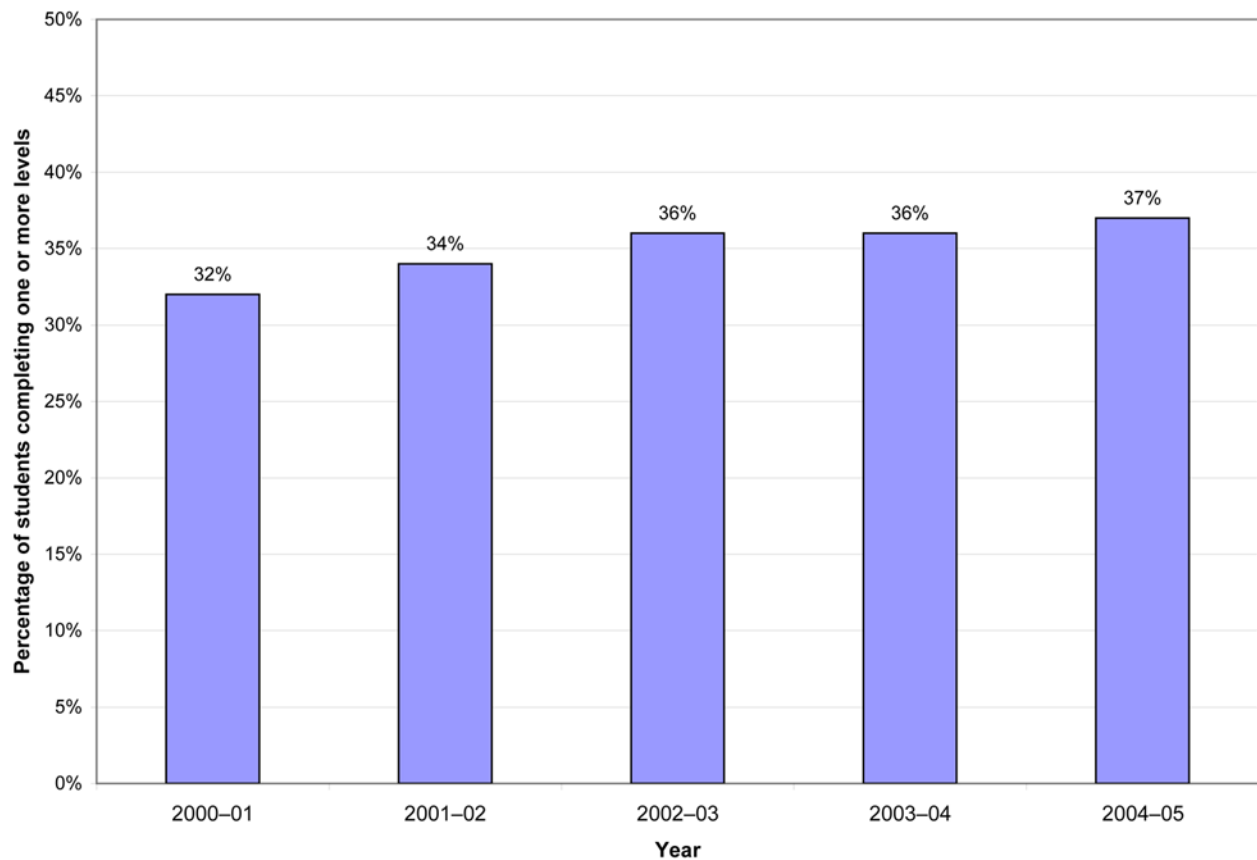
Number of Students Completing One or More Educational Functioning Levels

| 2000-01 | 2001-02 | 2002-03 | 2003-04 | 2004-05 | 5-Year Total |
|---------|---------|---------|---------|---------|--------------|
| 465,909 | 517,914 | 525,652 | 499,341 | 501,766 | 2,510,582 |

Source: AEFLA State Grant Program

Exhibit 12 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 showed a steady increase of 5 percentage points over the five years. As with ABE and ASE, the number of students advancing a level showed steady gain in the first three years, but flattened in the last two years. The total number of students advancing a level over the five years was 2,006,175.

Exhibit 12.
Educational Gain English Language Acquisition from PY 2000–01 to PY 2004–05



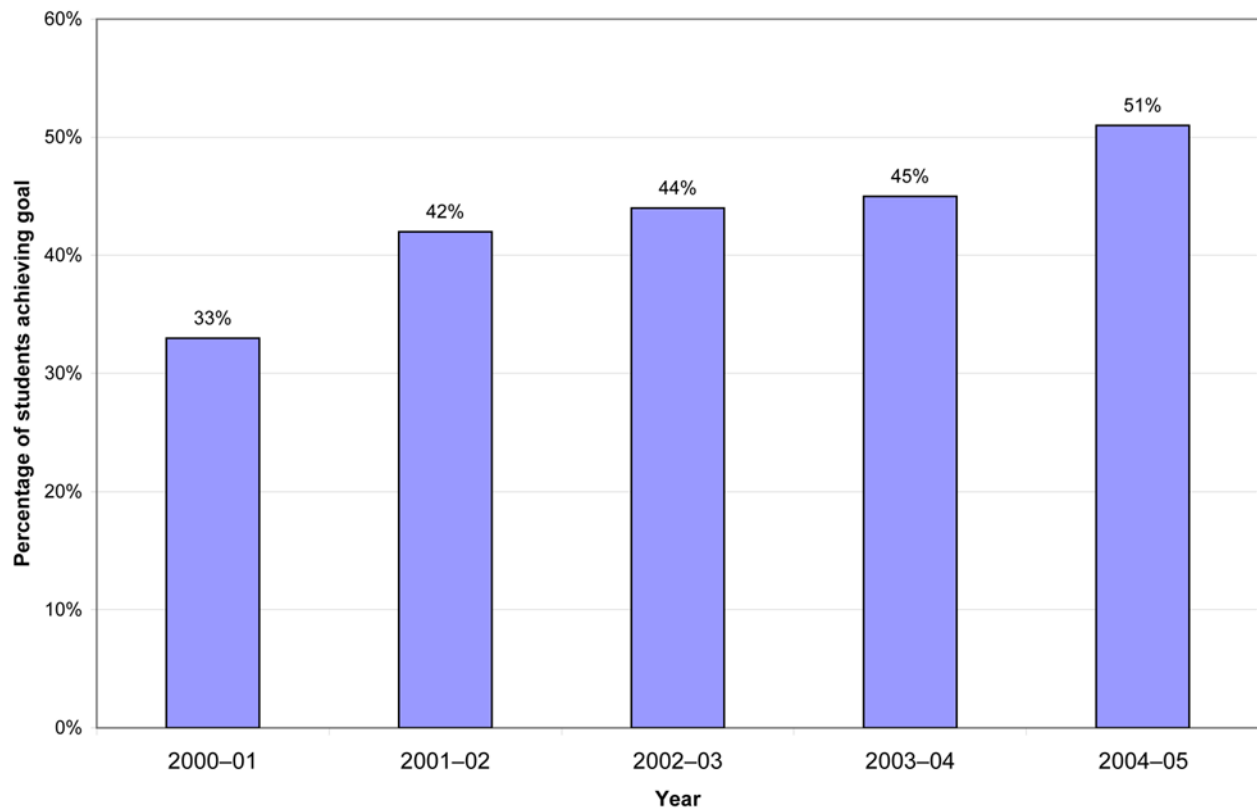
Number of Students Completing One or More Educational Functioning Levels

| 2000-01 | 2001-02 | 2002-03 | 2003-04 | 2004-05 | 5-Year Total |
|---------|---------|---------|---------|---------|--------------|
| 349,476 | 402,922 | 417,298 | 418,732 | 417,747 | 2,006,175 |

Source: AEFLA State Grant Program

Earning a high school diploma or a GED is one of the four outcome-related goals that students can set. Exhibit 13 shows the percentage and number of enrolled adults who set the goal of completing high school or earning a GED and accomplished that goal. Although the number of students achieving this goal decreased over the five years, the percentage of students achieving this goal out of those setting it increased 18 percentage points from PY 2000–01 to PY 2004–05. The total number achieving this goal over the five years was 889,531.

Exhibit 13.
High School Completion from PY 2000–01 to PY 2004–05



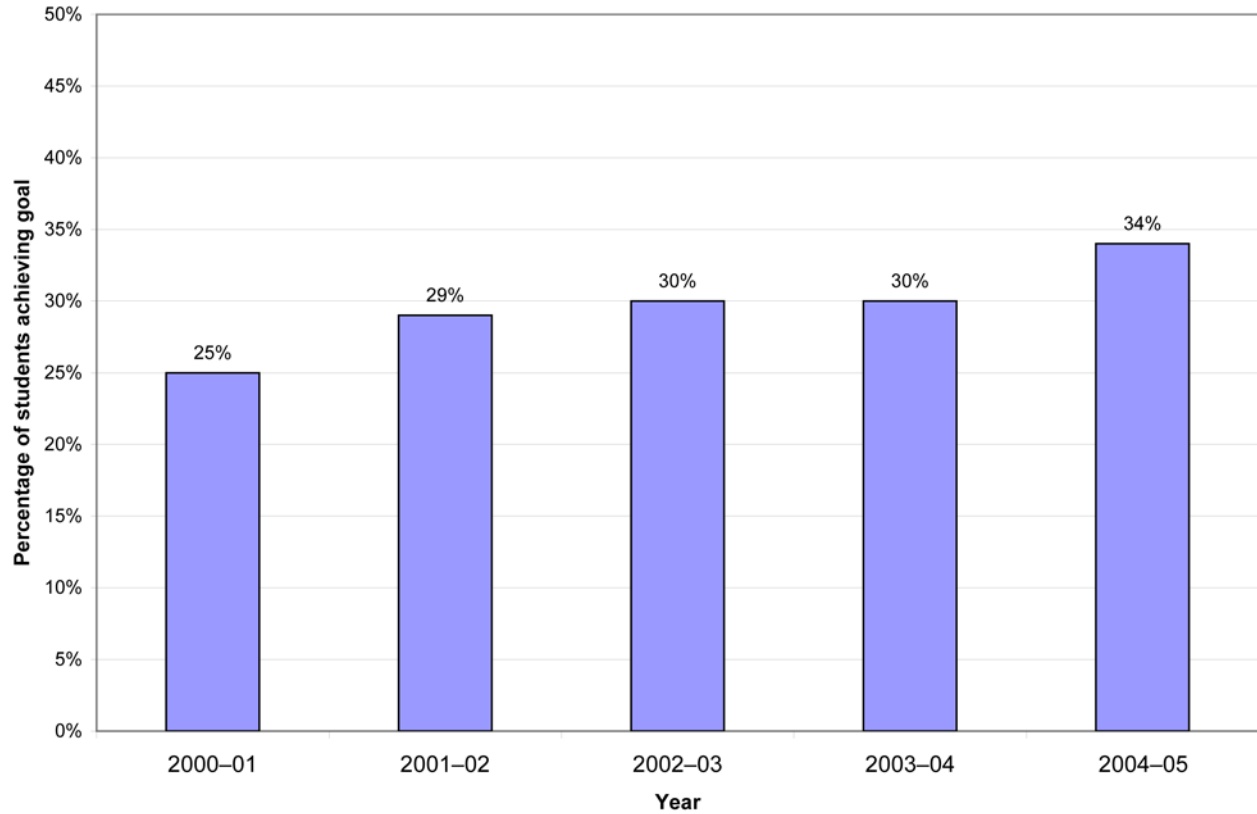
Number of Students Who Earned a High School Diploma or GED

| 2000-01 | 2001-02 | 2002-03 | 2003-04 | 2004-05 | 5-Year Total |
|---------|---------|---------|---------|---------|--------------|
| 200,708 | 182,854 | 164,028 | 162,954 | 178,987 | 889,531 |

Source: AEFLA State Grant Program

As the bar chart in Exhibit 14 indicates, the percentage of students who set the goal of entering postsecondary education or training and achieved the goal increased 9 percentage points over the five years. The number of students stayed relatively stable, totaling 241,520 over the same period.

Exhibit 14.
Entered Postsecondary Education or Training from PY 2000–01 to PY 2004–05



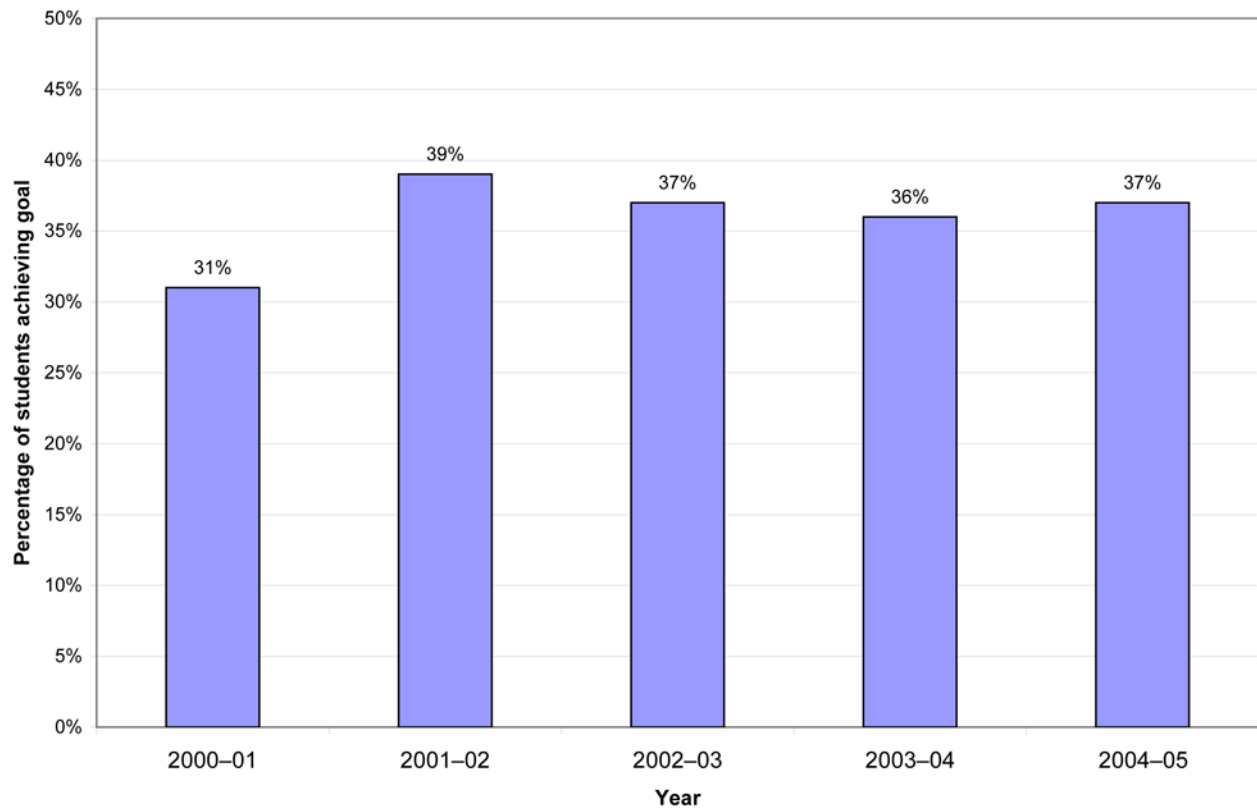
Number of Students Who Enrolled in Postsecondary Education or Training

| 2000–01 | 2001–02 | 2002–03 | 2003–04 | 2004–05 | 5-Year Total |
|---------|---------|---------|---------|---------|--------------|
| 50,917 | 48,867 | 46,061 | 45,264 | 50,411 | 241,520 |

Source: AEFLA State Grant Program

Both the percentage and number of enrolled adults who set an employment goal and achieved it fluctuated over the five-year period. Because setting and achieving the goal is partially dependent on fluctuations in the general employment rate, the fluctuation in students achieving this outcome is not surprising. From PY 2000–01 to PY 2004–05, the percentage of students achieving the goal went from 31 percent to 37 percent, with a spike in PY 2001–02 of 39 percent. The five-year total of students achieving the goal was 668,376—also with a spike in the individual PY total for 2001–02. (See Exhibit 15.)

Exhibit 15.
Entered Employment from PY 2000–01 to PY 2004–05



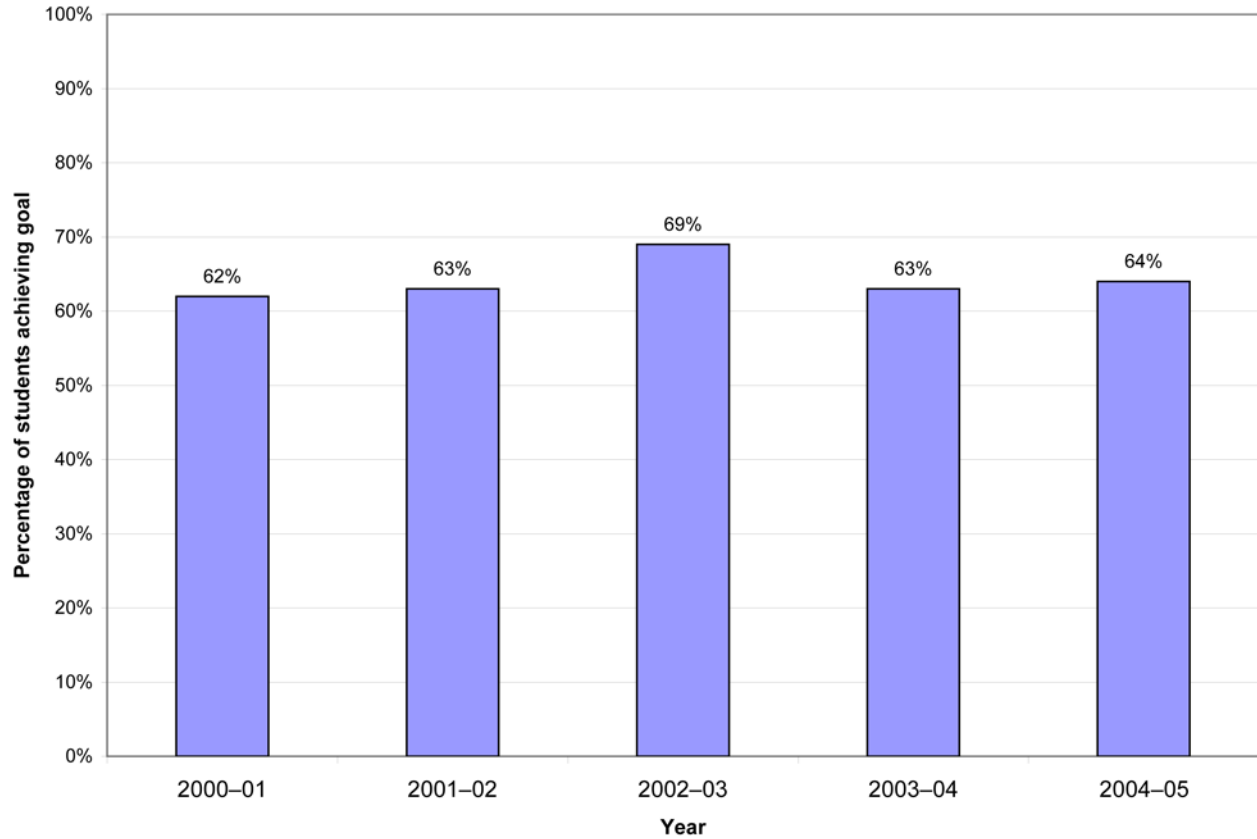
Number of Students Who Were Employed One Quarter After Exit

| 2000–01 | 2001–02 | 2002–03 | 2003–04 | 2004–05 | 5-Year Total |
|---------|---------|---------|---------|---------|--------------|
| 128,860 | 160,158 | 132,844 | 115,766 | 130,748 | 668,376 |

Source: AEFLA State Grant Program

Exhibit 16 shows that although the number of students achieving the goal of retaining employment decreased from PY 2000–01 to PY 2004–05, the percentage achieving the goal was 2 percentage points higher in PY 2004–05 than it was in PY 2000–01, with a spike in PY 2002–03. A total of 903,046 students achieved the goal over the five years.

**Exhibit 16.
Retained Employment from PY 2000–01 to PY 2004–05**



Number of Students Who Retained Employment Three Quarters After Exit

| 2000–01 | 2001–02 | 2002–03 | 2003–04 | 2004–05 | 5-Year Total |
|---------|---------|---------|---------|---------|--------------|
| 224,547 | 180,019 | 183,344 | 156,163 | 158,973 | 903,046 |

Source: AEFLA State Grant Program

NATIONAL AND STATE PROFILES OF SELECTED PROGRAM AND STUDENT INFORMATION

The following pages present selected program and student information at the national level and for each of the 50 states, the District of Columbia, and Puerto Rico. The first page of each profile provides student demographic and enrollment data, funding data, and retention and completion data. The second page details performance for educational gain and each of the four outcome measures from PY 2000–01 to PY 2004–05.

APPENDIX A

Enrollment of Young Adults Ages 16–18 in Adult Education By State PY 2000–01 through PY 2004–05

| State or Outlying Area | Program Year 2000–2001 # 16–18 Year Olds Enrolled | Program Year 2000–2001 % of Total Participants | Program Year 2001–2002 # 16–18 Year Olds Enrolled | Program Year 2001–2002 % of Total Participants | Program Year 2002–2003 # 16–18 Year Olds Enrolled | Program Year 2002–2003 % of Total Participants | Program Year 2003–2004 # 16–18 Year Olds Enrolled | Program Year 2003–2004 % of Total Participants | Program Year 2004–2005 # 16–18 Year Olds Enrolled | Program Year 2004–2005 % of Total Participants |
|------------------------|--|---|--|---|--|---|--|---|--|---|
| Alabama | 6,557 | 28% | 5,629 | 29% | 6,545 | 30% | 6,643 | 31% | 4,915 | 25% |
| Alaska | 803 | 15% | 810 | 15% | 735 | 16% | 606 | 17% | 660 | 17% |
| Arizona | 2,607 | 8% | 4,337 | 13% | 3,033 | 9% | 2,374 | 9% | 2,180 | 8% |
| Arkansas | 6,110 | 16% | 6,669 | 17% | 6,644 | 17% | 5,408 | 15% | 5,759 | 16% |
| California | 42,977 | 9% | 49,554 | 9% | 49,960 | 9% | 50,771 | 9% | 50,976 | 9% |
| Colorado | 2,483 | 18% | 2,410 | 16% | 2,373 | 16% | 2,138 | 14% | 1,677 | 11% |
| Connecticut | 5,979 | 19% | 5,759 | 18% | 6,165 | 19% | 6,411 | 19% | 6,430 | 20% |
| Delaware | 869 | 20% | 1,096 | 20% | 898 | 15% | 988 | 16% | 1,034 | 16% |
| District of Columbia | 213 | 6% | 322 | 9% | 195 | 6% | 209 | 7% | 297 | 8% |
| Florida | 82,439 | 20% | 104,850 | 26% | 95,291 | 25% | 100,220 | 27% | 82,451 | 24% |
| Georgia | 23,149 | 21% | 18,855 | 17% | 19,421 | 17% | 18,476 | 16% | 18,115 | 19% |
| Hawaii | 1,883 | 18% | 2,400 | 22% | 2,679 | 25% | 1,658 | 18% | 1,449 | 19% |
| Idaho | 1,849 | 18% | 1,561 | 16% | 1,618 | 18% | 1,268 | 17% | 1,360 | 18% |
| Illinois | 7,735 | 6% | 7,060 | 6% | 7,164 | 5% | 8,920 | 7% | 8,869 | 7% |
| Indiana | 13,969 | 33% | 13,916 | 31% | 12,662 | 31% | 12,308 | 30% | 11,694 | 27% |
| Iowa | 2,756 | 14% | 3,277 | 17% | 2,984 | 18% | 2,101 | 17% | 2,045 | 17% |
| Kansas | 2,698 | 24% | 2,568 | 24% | 2,357 | 23% | 2,104 | 21% | 1,924 | 20% |
| Kentucky | 5,276 | 17% | 5,702 | 17% | 5,656 | 16% | 3,507 | 11% | 3,340 | 11% |
| Louisiana | 11,631 | 38% | 9,621 | 30% | 9,372 | 29% | 8,156 | 25% | 7,481 | 25% |
| Maine | 3,423 | 28% | 3,068 | 28% | 2,525 | 24% | 2,196 | 25% | 2,148 | 26% |
| Maryland | 3,264 | 14% | 3,973 | 13% | 3,764 | 13% | 3,745 | 12% | 4,025 | 15% |
| Massachusetts | 1,638 | 7% | 1,709 | 7% | 1,337 | 6% | 1,425 | 7% | 1,144 | 5% |
| Michigan | 2,008 | 4% | 3,838 | 5% | 3,644 | 5% | 2,387 | 5% | 1,269 | 4% |
| Minnesota | 3,273 | 8% | 2,808 | 7% | 2,476 | 6% | 2,426 | 5% | 2,025 | 4% |
| Mississippi | 8,265 | 22% | 7,267 | 21% | 6,776 | 19% | 5,150 | 19% | 5,107 | 20% |
| Missouri | 5,352 | 13% | 6,561 | 16% | 7,065 | 17% | 4,156 | 11% | 4,529 | 12% |
| Montana | 1,276 | 26% | 992 | 22% | 977 | 22% | 850 | 22% | 739 | 22% |
| Nebraska | 1,656 | 21% | 1,974 | 21% | 1,986 | 19% | 1,773 | 17% | 1,614 | 16% |

Continued on the next page

**Enrollment of Young Adults Ages 16–18 in Adult Education By State
PY 2000–01 through PY 2004–05**

| State or Outlying Area | Program Year 2000–2001 | Program Year 2000–2001 | Program Year 2001–2002 | Program Year 2001–2002 | Program Year 2002–2003 | Program Year 2002–2003 | Program Year 2003–2004 | Program Year 2003–2004 | Program Year 2004–2005 | Program Year 2004–2005 |
|------------------------|----------------------------|-------------------------|----------------------------|-------------------------|----------------------------|-------------------------|----------------------------|-------------------------|----------------------------|-------------------------|
| | # 16–18 Year Olds Enrolled | % of Total Participants | # 16–18 Year Olds Enrolled | % of Total Participants | # 16–18 Year Olds Enrolled | % of Total Participants | # 16–18 Year Olds Enrolled | % of Total Participants | # 16–18 Year Olds Enrolled | % of Total Participants |
| Nevada | 3,675 | 16% | 461 | 6% | 449 | 6% | 437 | 5% | 497 | 5% |
| New Hampshire | 1,084 | 18% | 990 | 15% | 909 | 14% | 821 | 14% | 799 | 14% |
| New Jersey | 3,833 | 9% | 2,814 | 7% | 2,831 | 7% | 2,814 | 7% | 2,708 | 7% |
| New Mexico | 2,894 | 12% | 3,652 | 17% | 3,820 | 18% | 3,691 | 16% | 3,790 | 16% |
| New York | 12,513 | 7% | 11,850 | 7% | 5,915 | 4% | 7,429 | 4% | 6,472 | 4% |
| North Carolina | 21,159 | 20% | 21,768 | 19% | 19,741 | 18% | 19,418 | 18% | 19,245 | 18% |
| North Dakota | 309 | 15% | 503 | 23% | 487 | 23% | 457 | 21% | 476 | 23% |
| Ohio | 8,147 | 12% | 6,984 | 11% | 5,764 | 10% | 4,787 | 8% | 4,661 | 9% |
| Oklahoma | 3,815 | 19% | 3,833 | 18% | 3,710 | 17% | 2,873 | 14% | 3,041 | 15% |
| Oregon | 3,995 | 16% | 4,074 | 15% | 3,334 | 13% | 2,800 | 13% | 2,945 | 14% |
| Pennsylvania | 6,144 | 12% | 6,021 | 12% | 2,757 | 5% | 6,508 | 12% | 6,426 | 12% |
| Puerto Rico | 10,272 | 25% | 9,979 | 18% | 13,414 | 27% | 15,634 | 34% | 15,229 | 46% |
| Rhode Island | 682 | 12% | 631 | 12% | 531 | 12% | 577 | 11% | 759 | 11% |
| South Carolina | 14,143 | 15% | 12,710 | 14% | 7,789 | 11% | 7,284 | 11% | 7,039 | 11% |
| South Dakota | 1,442 | 26% | 611 | 22% | 614 | 18% | 582 | 16% | 520 | 15% |
| Tennessee | 5,594 | 14% | 6,381 | 14% | 6,620 | 14% | 8,829 | 18% | 9,535 | 19% |
| Texas | 13,673 | 12% | 14,073 | 12% | 14,436 | 11% | 13,845 | 11% | 13,410 | 11% |
| Utah | 4,326 | 14% | 3,710 | 12% | 3,258 | 10% | 3,143 | 10% | 3,068 | 10% |
| Vermont | 59 | 5% | 206 | 18% | 427 | 22% | 716 | 31% | 604 | 30% |
| Virginia | 2,894 | 8% | 2,907 | 9% | 2,642 | 8% | 2,351 | 8% | 2,560 | 9% |
| Washington | 3,393 | 6% | 3,683 | 6% | 3,385 | 6% | 1,990 | 5% | 2,592 | 5% |
| West Virginia | 1,315 | 10% | 1,651 | 16% | 1,923 | 18% | 1,754 | 17% | 1,804 | 19% |
| Wisconsin | 4,494 | 16% | 4,723 | 15% | 3,970 | 13% | 3,864 | 13% | 3,300 | 13% |
| Wyoming | 722 | 26% | 692 | 31% | 737 | 28% | 695 | 29% | 671 | 28% |
| United States* | 383,668 | 14% | 403,493 | 15% | 375,765 | 14% | 371,673 | 14% | 348,088 | 13% |

* Totals here differ from tables in the body of the report because these figures do not include territories. Table data refer to the 50 states, the District of Columbia, and Puerto Rico.



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