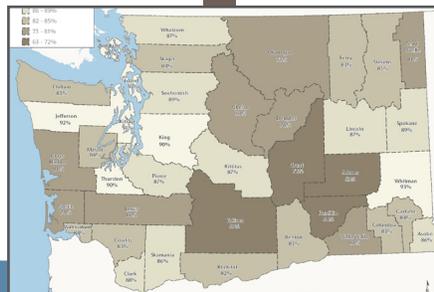
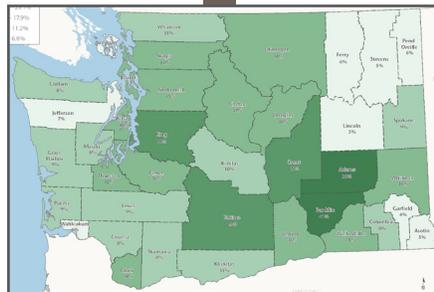
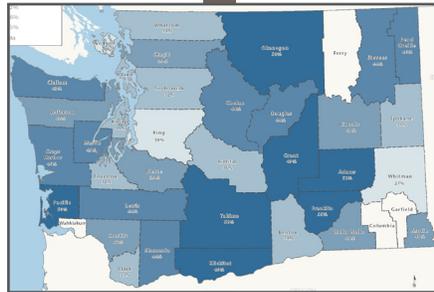
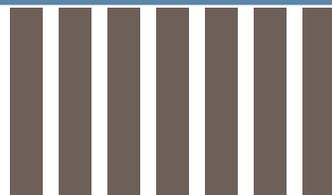


State of Washington



Adult Literacy Education Study Technical Appendices

November 14, 2008 (Revised December 2008)



Washington State
Institute for
Public Policy

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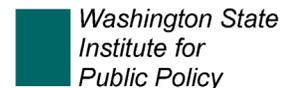


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ADULT LITERACY EDUCATION IN WASHINGTON STATE

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**ATTACHMENT A:
List of Research and Stakeholder Interviews**

LIST OF RESEARCH AND STAKEHOLDER INTERVIEWS

The following experts and stakeholders were interviewed for the study. The interviewees represent diverse geographic locations, provider types, roles in adult basic skills education provision, and perspectives.

State Board of Community and Technical Colleges

Kathy Cooper, Basic Skills Policy Associate, State Board of Community and Technical Colleges, and Adult Education Advisory Council

Brian Kanen, ABE Policy Associate, State Board of Community and Technical Colleges

Israel Mendoza, Director of Adult Basic Education, State Board of Community and Technical Colleges

David Prince, Senior Researcher, State Board of Community and Technical Colleges

State Agencies

Kathy DiJulio, Special Assistant to the Commissioner, Employment Security Department, Office of Integration, and Adult Education Advisory Council

Washington State Adult Literacy Service Providers

Community and Technical Colleges

Donald Bressler, President, Renton Technical College

Sandy Cheek, Director of Basic Skills, Big Bend Community College

Dixie Simmons, Vice President of Learning, Institute of Extended Learning, Spokane Community College District

Geri Swope, Dean of Instruction for Adult Basic Education, Institute of Extended Learning, Spokane Community College District

Community Based Organizations

Olga Federovski, Executive Director, Literacy Council of Kitsap

Anthony Pinchuk, ESL Program Coordinator, Lutheran Community Services

Debbie Reck, Education Director, Tacoma Community House

Mary-Jane Vinella, Literacy and ESL Coordinator, King County Library System, and Adult Education Advisory Council

Ross Wiggins, Chair of the Board of Trustees, Mason County Literacy, and Adult Education Advisory Council

Other States

Karen Brown, Director of ABE/ESL, North Carolina Community College System

Jennifer Foster, Senior Director of Adult Education and Family Literacy/State Director for GED Testing, Illinois Community College Board

Barbara Hanley, South Central Regional Coordinator, Proliteracy America

David Moore, State Director of Adult Basic Skills, Oregon Department of Community Colleges and Workforce Development

Ann Serino, Director of Adult Education, Massachusetts Department of Elementary & Secondary Education

Marilyn Schmidt, Associate Director for Adult Education and Family Literacy – Monitoring and Evaluation, Illinois Community College Board

Kathy St. John, West Regional Coordinator, Proliteracy America

Katie Waters, Basic Skills Training Specialist, North Carolina Community College System

Research Institutes

Lennox McLendon, Executive Director, National Adult Education Professional Development Consortium

Heide Spruck Wrigley, Senior Researcher with Language, Literacy, and Learning, LiteracyWork International

Julie Strawn, Senior Researcher, Center for Law and Social Policy

Data Collection and Analysis Assistance

In addition to interviews, staff from several Washington State agencies assisted in the research and data collection process, including the following:

Elizabeth Kohlenberg, Director, Department of Social and Health Services, Research and Data Analysis Division

Julie Salvi, K–12 Budget Analyst, Office of Financial Management

Carmen Stewart, Data Services Manager, State Board for Community and Technical Colleges

Carol Welch, Chief, Economic Security Agency Management Accountability and Program Statistics, Department of Social and Health Services

**ATTACHMENT B:
Interview Protocol Documents**

The interview protocol documents serve as a sample and guideline for the questions asked during stakeholder interviews with different parties. The actual questions asked may have been modified depending on the specific circumstances of the individual or organization being interviewed.

INTERVIEW PROTOCOL DOCUMENTS

Research and Data Collection Questions

Literacy Definition

1. Does your agency have or use a definition of literacy? If so, what is it?
2. Does your agency use any literacy measures or indicators? If so, what are they?

Adult Literacy in Washington

Demographic Information for Subpopulations

3. What kind of demographic data do you have that would help in our descriptions of the sub-populations listed above?
 - o What format?
 - o By county?

Literacy Estimates

4. What measures (both literacy assessment tests and proxy indicators) would you recommend using to estimate literacy rates in Washington?
5. Do you have any data that could be helpful in measuring the literacy rates of the sub-populations listed above? (Literacy assessment scores or proxy indicators?)
6. Do you know of any other resources or contacts that might collect literacy scores or proxy indicators?

Adult Literacy Programs

7. Do you have any information regarding the provision of adult literacy programs and services offered for the sub-populations listed above?
8. Can you recommend any other resources or contacts that might have information about literacy programs and services?
9. Can you recommend other states to examine as a part of our best practices review, based on (a) similarity to Washington, or (b) recognized leadership in the realm of adult literacy?

Closing Questions

10. Is there anything else you'd like to tell us?

Questions for Service Providers and the Adult Education Advisory Council

Adult Education Advisory Council

1. Please describe your work with the council. What is your role?
2. What do you see as the most important issues with regard to adult literacy and adult literacy education in Washington?

Programs and Services

3. What are the specific programs that you provide?
4. Do you offer any other support services to your adult literacy clients (e.g., day care, job placement, transportation)?
5. What are your primary service delivery methods (one-on-one, small class, online, etc)?
6. Who else in your area provides services?

Client Type

7. What kinds of client do you serve?
8. How many clients are served per year per program/average? Trends?

Measurements and Outcomes

9. How do you define and measure student success? What kind of assessments do you use (CASAS, TABE, others)?
10. How do you measure program effectiveness?
11. Do you have any concerns with these existing assessment methods or indicators?

Funding

12. What are your funding sources?
13. What is the average cost per client?

Organizational Challenges

14. What kind of challenges does your organization face (outcomes, funding, student retention, etc.)?
15. What has your organization done to address these issues?
16. What does your organization need to be more effective?

Community Challenges

17. What do you see as the strengths of the current adult literacy education system in Washington?
18. Where do you see challenges and/or unmet needs in addressing adult literacy in Washington?
19. What, if any action, has been taken to meet these needs?

Final Thoughts

20. Do you have any other comments or thoughts concerning service provision or adult education in general? Do you have recommendations on anyone else with whom we should be speaking?

Questions for State Providers

Administrative Structure and Funding

1. What is your agency's role in administering the statewide adult basic skills programs?
2. Can you describe any key partnerships you have at the statewide level?
3. How are adult basic skills programs funded in your state?
4. Do you have any cost per participant figures?

Programs and Services

5. Who provides adult literacy and basic education services in your state? How many providers are funded through your agency?
6. Please describe the population of adult education students in your state (Total number, key characteristics)
7. What are some of the innovative policies or programs in your state around adult literacy?
8. What kind of financial aid do you offer to adult basic skills students?
9. Do you have any specific methods for reaching the 18–25 age demographic?

Measurements and Outcomes

10. What kind of requirements, in addition to the federal requirements, do programs in your state have to meet?
11. What kind of data does the state collect regarding adult literacy education programs?
12. How do you measure program effectiveness?
13. Do you have any outcomes or indicators of success to point to?

Challenges and Gaps

14. What are the biggest challenges your state faces with respect to adult literacy?
15. Where do you see unmet needs in addressing adult literacy in your state?

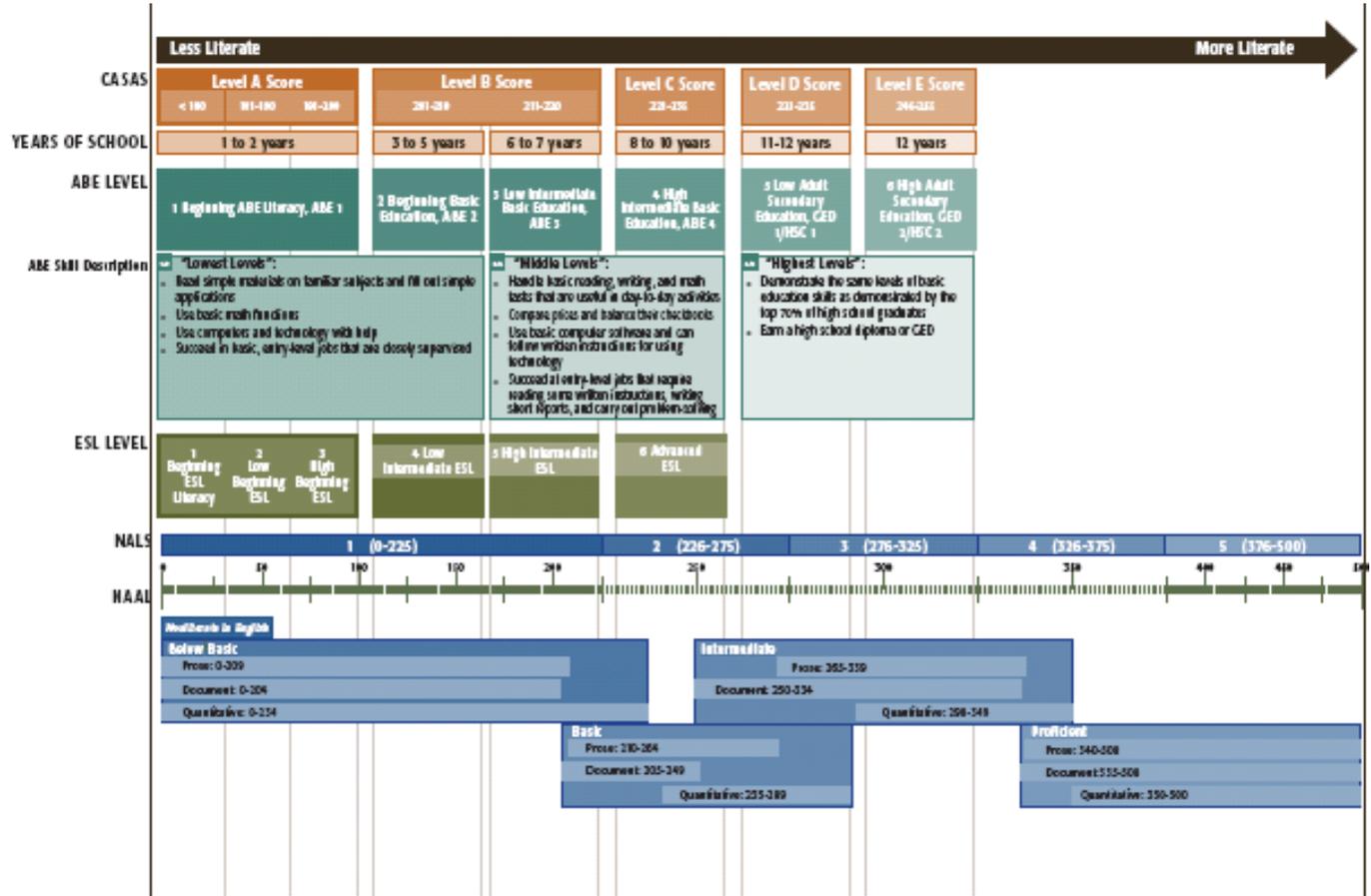
Factors for Success

16. Are there areas that you consider your state to be particularly successful in?
17. What are the key factors for your success in these areas?

**ATTACHMENT C:
Literacy Levels: Measurements, Descriptions, and Linkages**

This version of the levels of literacy schematic includes CASAS Levels and point scores.

LITERACY LEVELS: MEASUREMENTS, DESCRIPTIONS, AND LINKAGES



Source: Berk & Associates, 2008

**ATTACHMENT D:
An Explanation of Data Sources and Methodology Used in Measuring Literacy**

A description of the literacy assessment tools and proxy indicators used in section 3.0 of the study.

AN EXPLANATION OF DATA SOURCES AND METHODOLOGY USED IN MEASURING LITERACY

Data sources. The analysis in section 3.0 relies upon existing data and literacy measurements; no independent survey or assessment of literacy skills in Washington was conducted. Demographic and literacy data was collected at the state, county, and subpopulation of interest level from several state and national sources, including the following:

- **State sources:** The State Board of Community and Technical Colleges (SBCTC), the Department of Social and Health Services (DSHS), the Office of Financial Management (OFM), the Office of the Superintendent of Public Instruction (OSPI), and the Department of Corrections (DOC)
- **National and other sources:** U.S. Census, American Community Survey, U.S. Department of Health and Human Services Office of Refugee Resettlement (ORR), Portland State University (PSU), and U.S. Department of Education (DOE) (in association with the National Assessment for Adult Literacy and the National Center for Education Statistics)

Estimating literacy: assessment tools and proxy indicators. Literacy levels were estimated using data from a combination of literacy and education-specific assessment tools and demographic proxy indicators. Wherever available, literacy assessment results from the population examined were used as the primary tool from which to estimate literacy. What follows is a description of each tool and proxy indicator.

Literacy Assessment Tools

- The **1992 National Assessment of Literacy Survey (NALS)** measured the literacy skills of a random sample of over 26,000 individuals age 16 and older in the U.S. Conducted by the Education Testing Service (ETS) on behalf of the U.S. Department of Education, the survey had three parts: a national survey of 13,600 people; a survey of 1,000 people in each of 12 participating states; and a survey of 1,100 inmates in 80 federal and state prisons. Washington was one of 12 states participating in the State Assessment of Literacy Survey (SALS).
- The **2003 National Assessment of Adult Literacy (NAAL)** was the second and most recent national survey conducted by the ETS on behalf of the U.S. Department of Education. The assessment was administered between 2003 and 2004 to a representative sample of 18,000 adults, age 16 and older and living in households, and 1,200 inmates in state and federal prisons. A State Assessment of Adult Literacy (SAAL) was conducted for six states: Kentucky, Maryland, Massachusetts, Missouri, New York, and Oklahoma. Both the NALS and NAAL also solicited select demographic and background characteristics from surveyed adults.
- The **Comprehensive Adult Student Assessment Systems (CASAS)** is used by multiple Washington State agencies to test adult basic skills and English as a Second Language (ESL) skills. Results of CASAS assessments are reported for students enrolled in basic skills education, TANF clients, and incarcerated individuals according to the corresponding ABE or ESL level. It is important to note that CASAS testing is fairly new in Washington State and began in the mid-

2000s. Given this data limitation, no historical comparisons can be made, and test results are presented for a limited number of the subpopulations.

- The ***Washington Assessment of Student Learning (WASL)*** is a set of standardized tests in reading, writing, math, and science taken by students in 3rd–10th grades. The tests are designed to track a student’s progress with the state’s learning standards. WASL passage rates are presented for students age 18 and older enrolled in K–12.

Literacy Proxy Indicators

- ***Proxy estimates*** are literacy estimates developed by PSU through statistical modeling. Using 1990 U.S. Census data, the model predicted NALS literacy proficiencies based on a combination of demographic variables, including education, English proficiency, employment, occupation, race/ethnicity, recent immigrant status, weeks worked, and work disability. These synthetic estimates are available for Washington and 35 of Washington’s 39 counties. These estimates were tested for accuracy and reliability by comparing actual NALS results in sampled geographic areas.
- ***Educational attainment*** in the form of a high school diploma or equivalent as reported by the U.S. Census and the American Community Survey is used here as a proxy indicator.

English proficiency as reported by the U.S. Census and American Community Survey is used as a proxy indicator to estimate the potential population not proficient in English. While these populations might be literate in their native language, these populations’ English literacy levels may limit their ability to function in society. The American Community Survey reports English language proficiency in the categories of speaking English: “not at all,” “not well,” “well,” and “very well.” Only those identified as speaking English “very well” are considered proficient; the term “English language learner” (ELL) applies to all other categories.

**ATTACHMENT E:
List of School Districts Reporting Students Age 18 and Older Enrolled in K-12**

The following table shows the school districts with 10 or more students over 18 enrolled in K-12. In compliance with Washington State's implementation of federal privacy laws, the 148 school districts with fewer than 10 students over 18 are not shown.

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District	Number of Students 18 and Older	Total Enrollment	Students 18+ as Percent of District Students
SEATTLE PS	151	45365	0.33%
TACOMA	94	29411	0.32%
HIGHLINE	80	17402	0.46%
KENT	57	26996	0.21%
YAKIMA	54	14623	0.37%
FEDERAL WAY	53	22184	0.24%
WENATCHEE	39	7508	0.52%
CLOVER PARK	31	11627	0.27%
PASCO	28	12515	0.22%
AUBURN	26	14309	0.18%
RENTON	25	13378	0.19%
KENNEWICK	25	15119	0.17%
PUYALLUP	25	21473	0.12%
EDMONDS	24	20721	0.12%
FRANKLIN PIERCE	23	7623	0.30%
SPOKANE	22	30323	0.07%
BETHEL	21	17850	0.12%
SOUTH KITSAP	19	10468	0.18%
EVERETT	19	18539	0.10%
BELLEVUE	18	16599	0.11%
TOPPENISH	17	3274	0.52%
SHELTON	17	4257	0.40%
TUKWILA	16	2697	0.59%
WALLA WALLA	15	6093	0.25%
BELLINGHAM	15	10498	0.14%
CENTRAL KITSAP	15	12186	0.12%
WOODLAND	14	2186	0.64%
MOSES LAKE	14	7142	0.20%
MUKILTEO	14	15037	0.09%
VANCOUVER	14	22310	0.06%
RICHLAND	13	10065	0.13%
NORTHSHORE	13	20132	0.06%
MARYSVILLE	12	11800	0.10%
BRIDGEPORT	11	733	1.50%
BREWSTER	11	913	1.20%
ARLINGTON	11	5570	0.20%
MOUNT VERNON	11	5860	0.19%
NORTH THURSTON PS	11	13293	0.08%
QUINCY	10	2380	0.42%
CENTRALIA	10	3505	0.29%
LAKE WASHINGTON	10	23696	0.04%

**ATTACHMENT F:
Adult TANF Clients by County**

**Adult Literacy Education in Washington State
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Adult TANF Clients by County, June 2007

County	Total Clients	Percent of Total County Population	High School Graduates	Percent Clients: High School Graduates	Primary Languate Other than English	Percent Clients: Primary Language Other than English
Washington	33,526	0.5%	22,033	65.7%	2,408	7.2%
Adams	74	0.4%	35	47.3%	9	12.2%
Asotin	184	0.9%	122	66.3%	1	0.5%
Benton	1,016	0.6%	610	60.0%	69	6.8%
Chelan	272	0.4%	166	61.0%	19	7.0%
Clallam	531	0.8%	370	69.7%	1	0.2%
Clark	2,000	0.5%	1,289	64.5%	102	5.1%
Columbia	19	0.5%	14	73.7%	0	0.0%
Cowlitz	969	1.0%	627	64.7%	7	0.7%
Douglas	105	0.3%	71	67.6%	3	2.9%
Ferry	53	0.7%	38	71.7%	0	0.0%
Franklin	443	0.6%	201	45.4%	59	13.3%
Garfield	3	0.1%	3	100.0%	0	0.0%
Grant	549	0.6%	320	58.3%	47	8.6%
Grays Harbor	607	0.9%	393	64.7%	5	0.8%
Island	153	0.2%	115	75.2%	2	1.3%
Jefferson	138	0.5%	109	79.0%	0	0.0%
King	7,272	0.4%	4,941	67.9%	1,162	16.0%
Kitsap	903	0.4%	627	69.4%	1	0.1%
Kittitas	205	0.5%	147	71.7%	5	2.4%
Klickitat	148	0.7%	104	70.3%	0	0.0%
Lewis	593	0.8%	369	62.2%	6	1.0%
Lincoln	19	0.2%	15	78.9%	0	0.0%
Mason	264	0.5%	172	65.2%	2	0.8%
Okanogan	162	0.4%	100	61.7%	9	5.6%
Pacific	124	0.6%	74	59.7%	2	1.6%
Pend Oreille	88	0.7%	60	68.2%	0	0.0%
Pierce	5,235	0.6%	3,457	66.0%	292	5.6%
San Juan	9	0.1%	8	88.9%	0	0.0%
Skagit	449	0.4%	259	57.7%	18	4.0%
Skamania	37	0.3%	26	70.3%	0	0.0%
Snohomish	2,243	0.3%	1,538	68.6%	206	9.2%
Spokane	3,104	0.7%	2,329	75.0%	92	3.0%
Stevens	228	0.5%	162	71.1%	3	1.3%
Thurston	1,234	0.5%	897	72.7%	21	1.7%
Wahkiakum	12	0.3%	8	66.7%	0	0.0%
Walla Walla	327	0.6%	216	66.1%	23	7.0%
Whatcom	805	0.4%	541	67.2%	36	4.5%
Whitman	89	0.2%	72	80.9%	0	0.0%
Yakima	2,860	1.2%	1,428	49.9%	217	7.6%

Source: Washington Department of Social and Health Services and Berk & Associates, 2008

**ATTACHMENT G:
List of Adult Basic Skills Education/Literacy Providers in Washington State**

The list of providers was compiled using four sources: the Literacy NOW student referral list, State Board of Community and Technical Colleges provider list, ProLiteracy Worldwide online referral list, and the National Center for Family Literacy online referral list. Recommendations were also collected from stakeholders during the interview process of providers not already included on the list.

**LIST OF ADULT BASIC SKILLS EDUCATION/LITERACY PROVIDERS IN
WASHINGTON STATE**

American Indian Community Center, *Spokane*

Asian Counseling and Referral Service (ACRS),
Seattle

Barton School, *Spokane*

Bates Technical College, *Tacoma*

Bellevue Community College, *Bellevue*

Bellingham Technical College, *Bellingham*

Big Bend Community College, *Moses Lake,
George, Mattawa, Othello, Quincy, Royal City,
Soap Lake, Warden*

Blue Mountain Action Council, *Walla Walla*

Brewster Area Literacy Council, *Brewster*

Bookends Literacy - SPSCC and Mason County
Literacy, *Lacey*

CASA Latina, *Seattle*

Cascadia Community College, *Bothell,
Redmond, Kirkland*

Center for Career Alternatives, *Seattle*

Center for Human Service-Shoreline Family
Support Center, *Shoreline*

Center for Multicultural Health, *Seattle*

Centralia College, *Centralia, Morton, Oakville,
Shelton, Mossyrock, Rochester, Winlock*

Centro Latino, *Tacoma*

Challenge Learning Center, *Tacoma*

Chinese Information and Service Center,
Seattle

CIELO Project, *Olympia*

Clallam County Literacy Council, *Port Angeles*

Clark College, *Vancouver*

Clover Park Technical College, *Lakewood*

Columbia Basin College, *Lakewood, Pasco,
Kennewick*

Community Colleges of Spokane, *Spokane*

Edmonds Community College, *Lynnwood*

El Centro de la Raza, *Seattle*

Everett Community College, *Everett*

Filipino Community of Seattle, *Seattle*

Fort Vancouver Regional Library District,
Vancouver, Battle Ground

Grays Harbor College, *Aberdeen, Elma, Ilwaco,
Raymond*

Green River Community College, *Auburn*

Helping Link, *Seattle*

Highline Community College, *Des Moines*

Hopelink, *Bellevue, Carnation, Shoreline*

Horn of Africa Services, *Seattle*

Indochina Chinese Refugee Association, *Seattle*

International District Housing Alliance, *Seattle*

International Rescue Committee, *Seattle*

IRC – SeaTac, *SeaTac*

Jewish Family Services, *Bellevue*

Kaizen Program for New English Learners with
Visual Limitations, *Seattle*

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Khmer Community of Seattle, *Seattle*

King County Library System, *Issaquah, Auburn, Bellevue, Bothell, Kent, Des Moines, Duvall, Renton, Federal Way, Kirkland, Mercer Island, North Bend, Redmond, Shoreline, Sammamish, Vashon Island, Seattle, Woodinville*

Korean Women's Association, *Tacoma*

Lake Washington Technical College, *Kirkland*

Lao Community Service Office, *Seattle*

Lewis County Literacy Council, *Centralia*

Lewis-Clark Valley Literacy Council, *Clarkston*

Literacy Council of Kitsap, *Bremerton, Poulsbo*

Literacy Council of Seattle, *Seattle*

Literacy Source, *Seattle, Tukwila*

Lions for Literacy, *Everett*

Lower Columbia College, *Longview*

Lutheran Community Services Northwest, *Vancouver*

Lutheran Family Services, *Seattle*

Maple Leaf Lutheran Church, *Seattle*

Mason County Literacy, *Shelton, Belfair*

Multi-Service Center, *Federal Way, Kent*

My Service Mind, *Lakewood*

Neighborhood House, *Seattle, Auburn, SeaTac*

North Seattle Community College, *Seattle*

North Seattle Family Center, *Seattle*

North Whidbey Literacy @ Skagit Valley College, *Oak Harbor*

Northwest Indian College, *Bellingham*

Okanogan County Literacy Council, *Omak*

Olympic College, *Bremerton, Shelton*

Peninsula College, *Port Angeles, Forks, La Push, Neah Bay, Port Townsend, Sequim*

Pierce College - Fort Steilacoom, *Lakewood*

Pierce College, *Puyallup*

Project Read, *Longview*

Refugee and Immigrant Assistance Center, *Olympia*

Refugee and Immigrant Services Northwest, *Everett*

Refugee Federation Service Center, *Seattle, Kent, White Center*

Refugee Women's Alliance, *Seattle, SeaTac*

Renton Technical College, *Renton, Kent, Seattle*

Rural Resources Community Action, *Colville*

SeaMar Community Health Centers, *Seattle*

Seattle Central Community College, *Seattle*

Seattle Indian Center, *Seattle*

Seattle Public Library, *Seattle*

Seattle Vocational Institute, *Seattle*

Secondary Bilingual Orientation Center, *Seattle*

Shoreline Community College, *Seattle*

Skagit Literacy, *Mount Vernon*

Skagit Valley College Adult Basic Education, *Mount Vernon, Friday Harbor, Oak Harbor*

Skill Source, *Wenatchee*

Somali Community Services Coalition, *SeaTac*

South Puget Sound Community College, *Olympia*

South Seattle Community College, *Seattle*

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Southwest Youth and Family Services, *Seattle*

St. James ESL Program, *Seattle*

Spokane Community College District, *Spokane*

Stevenson Community Library, *Stevenson*

Study Buddy, *Seattle*

Tacoma Area Literacy Council, *Tacoma*

Tacoma Community College, *Tacoma, Gig Harbor*

Tacoma Community House, *Tacoma*

Tacoma Rescue Mission, *Tacoma*

The Language Institute at UPC, *Seattle*

Tukwila Adult Literacy Program, *Tukwila*

Ukrainian Community Center, *Renton*

Washington Migrant Council, *Sunnyside*

Walla Walla Community College, *Walla Walla*

Watered Garden Family Learning Center,
Everson

Wenatchee Valley College, *Wenatchee,
Brewster, Omak, Orondo, Rock Island,
Tonasket*

Wenatchee Valley Literacy Council, *Wenatchee*

Whatcom Community College, *Bellingham,
Ferndale*

Whatcom Literacy Council, *Bellingham*

White Swan Adult ESL Program, *White Swan*

World Relief, *Kent, Seattle, Spokane*

Yakima Valley Community College, *Yakima*

Yakima Valley OIC, *Yakima*

Youth Care, *Seattle*

YouthSource, *Renton*



**ATTACHMENT H:
Comparative Survey States Detailed Program Descriptions**

The comparative survey interviews of Illinois, Massachusetts, North Carolina, and Oregon were used to inform Section 5.0. The results of those interviews regarding adult basic skills education program provision are detailed below for each of the states.

Illinois

Administration

Adult basic skills education in Illinois is governed by the Illinois Community College Board (ICCB). In Illinois, 45 community colleges, 32 CBOs, 25 school districts or regional offices of education, 2 jails, and 1 university receive federal and state funding to provide adult basic skills instruction. In addition, many independently funded literacy programs provide adult basic skills education but are not tracked by the ICCB. With the exception of content standards and reporting requirements tied to funding, providers have autonomy in program management and instruction.

Adult basic skills administration moved from the State Board of Education to ICCB in 2001, which may account for the diverse mix of providers.

State role. The role of the adult basic skills division at the ICCB is:

- To issue funds based on a methodology;
- To oversee educational outcomes and program goals as outlined by NRS and interpret policies and standards set by the state legislature and Illinois Community College Board;
- To provide oversight and technical assistance to the five basic skills program areas: ABE, GED, AHS, CED (Compensatory Education), and ESL; and
- To provide professional development training that meets the needs of the field.

Advisory council. The Adult Education Advisory Council, consisting of representatives from all categories of providers, state partners, and other stakeholders, identify, deliberate, and make recommendations to the State Board on adult education policy and priorities.

Funding

Adult basic skills programs in Illinois receive more state than federal funding. The ICCB distributes Title II and state funds to all 108 programs and federal English Language Civics (EL Civics) grants to 42 programs. The state funding sources earmarked for basic skills education in Illinois include the following:

- **Basic award.** All funded organizations receive this amount based on a formula that allocates a certain amount to each of the 39 area planning council districts based on an index of need. That money then is distributed to the eligible providers in that district.
- **Performance award.** This amount is allocated based on program outcomes including NRS level gains and TABE point gains, GED completion, vocational completion, citizenship, and adult high school graduation.
- **Public assistance.** These funds are used by programs exclusively to recruit TANF recipients into basic skills programs.

General fund. The state provides general fund dollars to community colleges every year that can be used for adult basic skills programming. Part of this general fund allocation is based on enrollment. If a community college counts adult learners in their enrollment numbers for general fund money, they

cannot again claim these students in their state adult basic skills grant application. In other words, these students cannot be double counted for funding purposes.

Competitive bid. Illinois ran its last competitive bid process for eligible providers in 2002, although providers must submit a continuation plan every year. Several school district providers have dropped off as a result of shifting priorities toward K–12 education in recent years.

Financial aid. Basic skills students in Illinois receive no additional financial aid beyond what they are eligible for at the federal level. Some of the local programs may partner with foundations to help students cover costs such as childcare, books, or GED fees.

Average cost per student. The estimated average cost per student per year across provider types is \$396; however, extreme variability exists in the hours of instruction and level of support services a student receives for that cost.

Characteristics of Learners

In 2007, the ICCB adult basic skills programs served 125,020 students. Of those students, 59% enrolled in ESL, 22% enrolled in ABE, 13% enrolled in ASE, and 5% enrolled in vocational high school credit.

Measurements and Outcomes

In addition to collecting the required federal data, the ICCB collects data on vocational elements of programs and foreign language GED instruction. The NRS outcomes are used to determine a portion of the funding allocation. These data are also currently being used to identify programs that have successfully transitioned students to jobs or post-secondary education for further study.

Assessment tests. Illinois uses the TABE and the BEST Plus.

Content standards. Illinois has developed ESL content standards.

Program evaluation. Every five years, the ICCB evaluates programs for instructional quality and administrative process. They monitor programs for compliance with record keeping on an ongoing basis.

Innovations and Successes

Distance learning. The ICCB Adult Education Office leads the development of the GED-I online curriculum, which has been nationally recognized and is now being used in several states, including Washington. GED-I increases access to education for individuals who do not have the time or the ability to participate in traditional classes. Illinois is working on developing online ABE curriculum next.

ESL. Because Illinois has a large percentage of ESL students, it has put a lot of focus into that area, including developing ESL content standards and English Language Civics competency. State funds may be used to teach GED preparation classes in foreign languages, with the goal of getting immigrants the basic credentials they need to be eligible for employment before teaching other skills. There is also an ESL Task Force that advises specifically on ESL-related issues. For example, this group developed competencies and did pilot testing of assessment tests when Illinois was considering switching to the BEST Plus assessment test.

Special learning needs. Each program has a special needs coordinator on site that can handle special needs students. Coordinators receive training on the subject and are given guidelines for serving special needs students.

Factors for Success

In recent years, the importance of adult basic skills in transitioning adults from point A to point B in the workforce has been recognized by a wider audience in Illinois. The Illinois director believes the state's concentration on industry-specific curriculum and the formal tie-in between adult education and One-Stop Centers has resulted in much more integrated services for adult basic skills students.

Challenges

Addressing needs with limited resources. Better data are helping the ICCB target its funds toward the greatest areas of need and results-oriented programs.

Autonomy vs. control. The diversity of provider types makes it more difficult to establish and enforce policies and programs that make sense across the board. The ICCB recognizes the value of giving the programs autonomy but wants to ensure a certain standard of instruction across programs.

Career pathways. The Shifting Gears Initiative, funded by the Joyce Foundation, is focused on transitioning students into secondary education. The Initiative has just formed a committee to take a look at the programs in the state that are doing this effectively and understand the factors for success in this area. This exercise should result in a series of best practices for transitions. The next step will be coming up with a system-wide structure to address pathways.

Gaps

ASE students. There are many adults who need ASE and are not being served. The ICCB plans to develop new ways to provide instruction to reach more people.

ESL wait lists. Illinois is experiencing long wait lists for ESL classes. The ICCB is trying to first get an accurate understanding of the composition of the ESL wait lists, and then will try to address how to serve these people in a more timely fashion. Possible solutions include online instruction or a federal government program targeted at ESL specifically. ESL providers do not have the resources needed to open up additional classes, especially if this would involve expanding their facilities.

Massachusetts

Administration

Adult basic skills education in Massachusetts is administered by the Adult and Community Learning Services (ACLS) division of the Massachusetts Department of Elementary & Secondary Education.

Through both federal and state grants, ACLS funds a broad network of providers, including 59 CBOs, 21 local school systems, 18 community colleges, 13 correctional facilities, 2 libraries, and 2 unions. ACLS also funds family literacy and workplace education programs. In addition to ABE classes, ACLS funds projects to enhance programs' delivery and diversity of services, including curriculum frameworks, health education, English Language Civics, community planning, distance learning, family literacy, workplace education, and technology. ACLS also funds the professional development of

teachers and other adult basic skills professionals through the System for Adult Basic Education Support.

Funding

In 2008, adult basic skills programs received \$31 million from the state and approximately \$10 million from the federal government. Adult basic skills instruction is a line item in the state budget. Both federal and state monies are distributed through a competitive RFP process, which has been done every five years. The last RFP was in 2005.

Financial aid. Basic skills students in Massachusetts receive no additional financial aid beyond what they are eligible for at the federal level.

Average cost per student. The average cost per student is \$1,700 per participant.

Characteristics of Learners

In 2007, the Massachusetts program served 22,000 students. The majority of students are between 25 and 44, and just over half are employed. There are more women than men. ESL students now receive 65% of the funding, while ABE and ASE receive the remaining 35%.

Measurements and Outcomes

Massachusetts has layered additional performance standards on top of the required NRS standards. Based on statistical analysis of multiple years of data, a goals pilot, and input from the field, ACLS has developed six performance standards at or near the Massachusetts state average for performance in attendance, average attended hours, pre- and post-testing percentage, learner gains, setting and meeting student goals, and Educational Functioning Level completion. ACLS provides support to programs regardless of performance for the five-year funding cycle, but past performance will be considered for future RFPs.

Assessment test. ACLS, in partnership with educational researchers at the University of Massachusetts, has developed an assessment test, the Massachusetts Adult Proficiency Test (MAPT), that aligns with the state's content frameworks to effectively measure how well particular material is being taught. The results of this test are believed to be a more accurate representation of how effectively students are learning in Massachusetts than the tests currently approved by the U.S. Department of Education (DOE). The test has been submitted to the DOE for approval. Massachusetts uses the Best Plus and the Refugee Education and Employment Program Writing Assessment(REEP) for ESL.

Content standards. The ACLS has also developed curriculum frameworks for ABE and ESL instruction that all programs are expected to comply with. The frameworks address the question, "What do adult learners need to know and be able to do to function successfully in their roles as parent/family member, worker, citizen, and life-long learner?" They give teachers a structure from which to develop lesson plans and curricula.

Innovations and Successes

By developing an assessment test that aligns with content frameworks, Massachusetts now has a tool that can be used to target programs that do not meet the state standards for additional technical

assistance and reward programs that do meet standards. This system aims to establish consistency of instruction across the state.

Factors for Success

The state director attributes success, especially in the area of assessment and tracking, to having adequate financial resources to do a thorough job and to its partnership with educational assessment researchers at the University of Massachusetts.

Challenges

Finding the balance between quality and quantity. Given limited resources and the staggering need for adult basic skills, serving everyone with high quality instruction is a challenge. Massachusetts has focused on the quality of instruction with emphasis on adequate teacher salaries, high reporting standards, provision of books for students, and carefully-crafted curriculum frameworks, perhaps at the expense of program quantity. Participant cost has increased as a result, which means fewer students being served overall. The ACLS website reported wait lists for ABE at 5,173 people and ESL at 15,257 people.

Gaps

With a growing immigrant population, Massachusetts has experienced strong demand for ESL. Providers have reacted by offering more ESL classes, which seem to fill up with little outreach. As a result, providers are not doing much outreach overall, and the state director believes that ABE students with the lowest literacy levels may be getting overlooked.

North Carolina

Administration

Adult basic skills education in North Carolina is administered through the community college system (NCCCS). All 58 community colleges and 26 CBOs provide federally funded adult basic skills instruction. Additionally, many independent literacy organizations that are not funded or tracked by NCCCS provide basic skills instruction. Many of these organizations have relationships with the funded CBOs in their communities.

The community colleges are self-regulated, so program and staff management is governed by each individual college. The role of the State Office of Adult Basic Skills at the NCCCS is:

- To oversee educational outcomes and program goals as outlined by federal reporting requirements and interpret policies and standards set by the state legislature and North Carolina Community College State Board
- To provide oversight and technical assistance to the five basic skills program areas: ABE, GED, AHS, CED (Compensatory Education), and ESL
- To provide professional development training that meets the needs of the field

Funding

Adult basic skills programs in North Carolina receive more state than federal funding. Annually, NCCCS distributes only Title II and English Literacy and Civics Education (EL Civics) money to CBOs and federal and state money to community colleges.

The Title II funds and state money earmarked for adult basic skills is allocated to community colleges based on a formula consisting of a base amount of \$20,000, an additional amount for exceeding the target population, \$50 per GED diploma and \$150 per adult high school diploma, an additional amount when level of effort is exceeded, and \$5,521 per FTE contact hour. Federal funds are allocated to CBOs through a competitive RFP process and funding is allocated based on the merit of the grant and the number of students served. The state also allocates State Leadership Funds to support special activities for experimental, site-based projects used directly with the students.

Financial aid. Basic skills students receive no additional financial aid beyond what they are eligible for at the federal level.

Average cost per student. The estimated annual cost per participant is \$754 per student at community colleges. There is extreme variability in the hours of instruction and level of support services a student receives for that estimated cost.

Characteristics of Learners

There are approximately 108,000 adult basic education students in North Carolina. The break out of adult learners in federally funded programs is:

- 56% in ABE (59,000 in community colleges and 900 in CBOs)
- 28% in ESL (29,000 in community colleges and 1,400 in CBOs)
- 14% in ASE (either GED or adult high school; 15,300 in community colleges and 300 at CBOs)
- 2% in compensatory special education (2,000 in community colleges)

The ESL population in North Carolina is shrinking. In the 1990's, enrollment rose every year and peaked in 2000 and 2001, with over 37,000 ESL students served. It is unclear whether the immigrant population in North Carolina has also dropped over the past few years.

Measurements and Outcomes

The State Office of Adult Basic Skills at NCCCS coordinates all the data collected by local agencies to meet federal reporting requirements. As a recipient of federal EL Civics funds, the state also collects the annual project reports from the 20 EL Civics programs. The State Office of Adult Basic Skills also keeps track of retention rates at community colleges, as the state requires all community colleges to meet a 75% retention rate to be eligible for carry-forward funds.

Assessment Tests: North Carolina uses the CASAS for all students, the TABE for ABE, GED, and adult high school students, ACT Workkeys for high intermediate ABE, GED, and adult high school students, and BEST and BEST Plus for ESL students.

Program evaluation. The state office audits programs every five years in five areas: program practices, support services, NRS, Recruitment/Retention, and program evaluation. Each program is required to submit a performance management plan that demonstrates a path for improvement.

Innovations and Successes

Professional development. In the area of professional development, North Carolina has created an online portal, NC Online, to deliver training for instructors and managers, provide resources, and enable communication via listserv. This interactive communications tool provides the foundation for many of the professional development initiatives, including credentialing for instructors, an annual five-day intensive teacher training, and the *Leadership Excellence Academy* for managers.

Distance learning. The NCCCS provides an ESL distance learning program to help to increase access to instruction. The program, Project IDEAL, offers distance education to ESL and ABE learners. There are 14 programs and over 38 instructors who have been trained thus far. In 2001, North Carolina was one of the first states to deliver ESL instruction online. The state has since developed two online ESL curricula with EL Civics funding.

Workplace literacy. Fifteen years ago, North Carolina had many well-respected workplace literacy programs among its industrial companies. However, according to the state director, with the demise of the textile and furniture industries, many of the workplace programs were dissolved. Many of these programs simply taught basic literacy skills at the workplace, including a few job-related vocabulary words, rather than contextualizing the content with a more holistic set of job skills.

There is now an emphasis across the country on basic skills curriculum that is infused with industry-specific job skills and set in the context of a realistic career pathway. North Carolina believes it is well positioned to bring back workplace literacy, as a place to teach this new curriculum, because of strong partnerships between community colleges and the workforce development groups.

Factors for Success

The state director ascribes North Carolina's success, especially in the area of distance learning and professional development, to having the right people in leadership positions. Several consultants have pulled together the stakeholders and helped structure new initiatives. Several teachers at community colleges stepped up and showed initiative in helping to develop curricula and champion best practices. Another factor for success is strong support from the NCCCS Advisory Board.

Challenges

Technology infrastructure and staffing. Currently, 5% of state and federal funds may be used to buy computers for adult basic skills education. Because basic skills classes are often held in facilities dedicated to other purposes (college curriculum classes, public school instruction), it is often difficult to have technology in the classroom.

The Basic Skills Advisory Board recommended that North Carolina employ a full-time distance learning coordinator to develop the curriculum and help implement it. Until now, distance learning curriculum has been developed on an ad hoc basis primarily by local directors who have taken the initiative.

Young adults. Instructors report that they are having a difficult time teaching 18–21 year old students because of behavioral issues. Some providers have created a separate GED class to teach this group. The state director believes that this population requires a different set of classroom rules and a teacher with more training in high school classroom management than older basic skills students. Professional development activities have not focused on teaching the young adult

population but may be included to provide instructors who work with young adults additional classroom and technology training.

Oregon

Administration

Adult basic skills education in Oregon is administered by the State Department of Community Colleges and Workforce Development (DCCWD). Oregon's 17 community colleges plus 1 CBO offer federally funded adult basic skills instruction. There are also many adult basic skills CBOs in Oregon that are not funded by state or federal grants. These organizations often partner with community colleges to share resources and provide comprehensive services in a community.

The DCCWD does not exert administrative control over the colleges because each college is independently governed by its own board. The role of the Adult Basic Skills Team at the DCCWD is:

- To allocate Title II federal funding to providers and oversee NRS reporting;
- To provide technical assistance and oversight, including a program review every seven years, to providers;
- To provide professional development opportunities for instructors and program managers.

Funding

The DCCWD distributes federal Title II funding to 17 community colleges and 1 CBO based on the following formula: a base grant of \$30,000; additional amount based on enrollment; and additional amount based on regional need. The DCCWD is phasing in a performance-based model for allocating the Title II funding. Starting in fiscal year 2009–10, the formula will include a portion based on outcomes measured by the NRS core indicators.

General fund. State money for adult basic education comes in the form of general fund distributions to all the community colleges. The colleges can decide how much of this money to spend on adult basic skills. The state reimburses colleges for adult education students at the same rate as credit-bearing community college students. Some of the smaller colleges get so little general fund money that they almost exclusively rely on federal funding for their basic skills program.

Competitive bid. DCCWD put out its last competitive RFP for Title II funding in 2000; it has issued state extensions ever since. According to the state director, only a handful of CBOs have inquired to the state about competing for federal funds in the last several years.

Financial Aid. Oregon does not offer any financial aid for adult basic skills students.

Average cost per student. The state director did not provide average cost per student because of the variation per program. However, a rough estimate calculated by dividing total funding by total enrolled students is \$1,101.

Characteristics of Learners

The 18 federally-funded adult basic skills programs in Oregon served 22,000 students in 2007. This number has been fairly consistent over the past several years. In 2002, the break out of adult learners was 46% in ABE, 45% in ESL, and 9% in ASE (2003 CASAS Report).

Those enrolled in adult basic skills programs tend to not have a college degree, many do not speak English well, and many are low-income. The adult population in Oregon has similar high school completion rates to other states, but fewer graduates transition to post-secondary education.

Measurements and Outcomes

The DCCWD coordinates federal reporting and the state is making an effort to more intentionally use outcomes data to drive both funding and practice. Starting this year, Oregon is using federal data to develop a set of best practices in each area of program implementation. These core indicators plus state performance targets will become the basis for a portion of the Title II funding allocation beginning in 2009.

Assessment test. Oregon providers use CASAS and BEST to assess student progress.

Content standards. Oregon does not currently have content standards but is in the process of developing them.

Program evaluation. To ensure program quality, a state team of subject matter experts review each adult basic skills provider every seven years. They assess programs based on the Oregon Indicators of Program Quality, which looks at recruitment, administration, orientation, and instruction. The DCCWD has recently requested that providers respond to any findings or recommendations from their review and to report on their progress every year.

Innovations and Successes

Data and program improvement. According to those interviewed for this study, Oregon is known to have high-quality data and to use systematic approaches to improve program quality. For example, in 2001 Oregon participated in the Northwest Quality Initiative, a four-year research and demonstration project to create, pilot test, and refine a process for developing leadership and carrying out program improvement (Washington also participated in this project). The model consisted of applying five steps to improving specific program areas: analyze, identify, develop, document, and evaluate. This process helped adult basic skills programs in Oregon be more systematic in their development, establish a clear framework connecting the components of the system, and align local, state, and national priorities.

Ocean Science and Math Initiative. The Ocean Science and Math Initiative is a program which pairs ABE instructors with university oceanography researchers to develop curriculum contextualized for oceanography. This program has attracted ABE instructors from other states and has been lauded by scientists as a way to show value added in their grants.

Transitions. Oregon has recently received attention for its Pathways to Advancement Initiative. The goal of the initiative is to increase the number of students attaining credentials using programs designed at the local level and driven by industry needs that use flexible schedules and provide student support. Pathways courses are designed to integrate academic and occupational content. The

program provides advising and tools to help students bridge adult basic skills education to college or a sustainable career.

Pathways deliverables includes curriculum that incorporates the target careers; “roadmaps,” or visual representations, that depict the coursework, competencies, skill requirements, and credentials needed to secure a job in a particular industry sector; and a state-sanctioned Career Pathway Certificate of Completion.

The DCCWD began Pathways as a three-year pilot program in 2006 at six colleges using the federal “Incentive Grant Award” and state Board of Education general funds. The pilot has also received support from Carl Perkins grants, TANF, and the Oregon Workforce Investment Board. Pathways to Advancement is directed by the Pathways Steering Committee made up from representatives from nine state agencies and the participating community colleges.

In 2008, the program will expand to nine programs, and next summer the curriculum will be made available to the public. As the pilot progresses the curriculum is being refined and the practices evaluated. The Pathways to Advancement model is designed to be replicated.

Factors for Success

Oregon’s state director attributes Oregon’s strong data partially to its community college model. The community colleges have the capacity to do the sophisticated reporting that many CBOs struggle with, and they are familiar with basing programmatic decisions on outcomes. Oregon’s success in implementing Pathways to Advancement is partly due to the commitment and initiative of individuals throughout the system. Because the DCCWD cannot enforce any practices at community colleges, it depends on leaders within each program to champion best practices and new initiatives.

Challenges

Consistency in quality. One challenge is the lack of content standards for adult basic skills in Oregon and the differential in quality of curriculum across the state. The federal government has not required content standards. Oregon recently completed a feasibility study of content standards and is going to implement a pilot to test them.

Transitions. Transitioning students to post-secondary education is a major challenge in Oregon. This will require a culture shift as many practitioners still believe that getting a GED is the final goal. The state is primarily addressing this challenge through the Oregon Pathways for Adult Basic Skills Transition to Education and Work Initiative.

Gaps. The Hispanic population in eastern Oregon is highly underrepresented in Oregon’s basic skills programming, according to the state director.

**ATTACHMENT I:
List of Acronyms**

LIST OF ACRONYMS

ABE	Adult Basic Education
ABLE	Adult Basic Learning Examination
ACS	American Community Survey
ASE	Adult Secondary Education
CASAS	Comprehensive Adult Student Assessment Systems
CBO	Community Based Organization
CTC	Community and Technical College
DOC	Department of Corrections
DSHS	Department of Social and Health Services
ELL	English Language Learner
ESL	English as a Second Language
ETS	Educational Testing Services
GED	General Equivalency Degree
I-BEST	Integrated Basic Education and Skills Training
LEP	Limited English Proficient
NALS	National Adult Literacy Survey
NAAL	National Adult Assessment of Literacy
NRS	National Reporting System
OFM	Office of Financial Management
OSPI	Office of the Superintendent of Public Instruction
SALS	State Adult Literacy Survey
SBCTC	State Board of Community and Technical Colleges
TABE	Test for Adult Basic Education