

Adult Education

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Introduction

According to 2008 estimates from the U.S. Census Bureau, more than 26 million American adults between the ages of 18 and 64 have less than a high school diploma.¹ Although all 50 states administer educational programs for adults who lack basic skills, nationwide less than 2.5 million of these adults receive services annually.²

Studies have found that low adult literacy levels can lower a workforce's effectiveness, decrease a family's earnings potential, and perpetuate the intergenerational cycle of poverty.³

An estimated 13 percent of Tennessee's adult population lack "basic prose literacy skills," according to the 2003 National Assessment of Adult Literacy. "The literacy of adults who lack [basic prose literacy skills] ranges from being unable to read and understand any written information in English to being able to locate easily identifiable information in short, commonplace prose text, but nothing more advanced."⁴ See Appendix A for a comparison of states by percent of adult population lacking basic prose literacy skills.

Tennessee has an estimated 571,938 adults between the ages of 18 and 64 without a high school diploma or its equivalent.⁵ See Appendix B for a comparison of this measure for all states by number and percent. Tennessee's low literacy rate may jeopardize its ability to compete in a global marketplace. Individuals with low literacy levels are more likely to face poverty, unemployment, homelessness, and incarceration. Children of low literacy parents have similar challenges and are less likely to complete high school or earn a GED.

This report bases adult education estimates for Tennessee and other states on the number of adults ages 18-64 without a high school diploma, as cited in the U.S. Census Bureau's 2008 American Community Survey. Using this source, Tennessee has an estimated 571,938 adults between the ages of 18 and 64 without a high school diploma or its equivalent.

However, the Division of Adult Education notes that Tennessee's official target population for adult education is based on the 2000 U.S. Census, pending release of the 2010 census results. Thus, DAE cites its current total target population as 990,706, which includes adults age 16 and over without a high school diploma or its equivalent. See Appendix J for a breakdown of the 2000 census data.

Background and Scope

The primary federal legislation affecting adult education is the Workforce Investment Act of 1998 (WIA), which focused federal attention on the need to retool America's labor force. Title II of the WIA, known as the Adult Education and Family Literacy Act (AEFLA), provides funds for state-administered adult education programs. This legislative brief describes generally the adult education system as defined by the AEFLA, considering governance and state administration of adult education programs, funding, need and participation, program effectiveness, providers of adult education, and professional development for adult education teachers. The brief makes some comparisons between Tennessee's adult education system and other states' systems.

This brief considers only states' approaches to adult education through AEFLA. Nonprofits, businesses, and other state and local government agencies provide adult education services in communities throughout Tennessee and in other states, but they are beyond the scope of this review.⁶

State adult education programs

The AEFLA generally defines the goals of state-supported adult education programs as:⁷

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

Adult education services, which are provided at no cost to participants,⁸ include:⁹

- adult basic education (ABE) —for adults with minimal competency in reading, writing, and computation; in general, this applies to adults with less than a 9th grade education level;
- adult secondary education (ASE) —for adults who are literate and can function in everyday life, but who are not proficient, or who lack a high school diploma or its equivalent; and
- English language proficiency—for adults who have sufficient difficulty speaking, reading, writing, or understanding the English language to deny those individuals the opportunity to learn successfully in classrooms where the language of instruction is English or to participate fully in society.

Governance and administration

The AEFLA is administered at the federal level by the U.S. Department of Education's Office of Vocational and Adult Education, Division of Adult Education and Literacy.¹⁰ States administer their adult education programs through various agencies: 30 are in state Departments of Education; 14 are in community college systems or other higher education entities; and seven (including Tennessee) are in agencies responsible for workforce development.¹¹ See

Appendix C for a list of agencies responsible for Title II adult education programs by state.

All 95 counties in Tennessee offer adult education programs, which are supported at the state level by the Division of Adult Education (DAE) in Tennessee's Department of Labor and Workforce Development (LWD). Responsibilities of the eight-member staff of DAE include:

- developing and implementing the state's five-year adult education plan, required by federal law;¹²
- consulting with other appropriate agencies, groups, and individuals involved in the development and implementation of adult education activities;¹³
- annually distributing grants, funded through a mixture of federal and state funds, to local providers of adult education services¹⁴ (see also "Funding");
- monitoring adult education programs and providing technical assistance;
- providing professional development for teachers of adult learners, through a partnership with the Center for Literacy Studies (CLS) at the University of Tennessee-Knoxville;
- fulfilling all federal reporting requirements under the AEFLA, including annual performance reports to the U.S. Department of Education¹⁵ (see also "Program effectiveness"); and
- overseeing the administration of the General Educational Development (GED) tests at 38 test sites across the state.¹⁶

Funding

Adult education programs are funded through a mixture of federal, state, and local funds. All states receive federal funding for adult education through the AEFLA's Adult Education State-administered Basic Grant Program, a formula-based program that requires a minimum 25 percent match from states.¹⁷ Federal funding to each state is based on the number of adults who are at least 16 years of age, are beyond the age of compulsory school attendance under state law, do not have a high school diploma or its recognized equivalent, and are not enrolled in high school.¹⁸ State funding for adult education varies widely; some states

The link between adult education and workforce development

Since 1966, when the U.S. Congress passed the Adult Education Act, the federal government has provided funding to states for adult basic education. In 1998, the U.S. Congress included funding for adult education programs in the Workforce Investment Act (WIA), which created a partnership of the federal, state, and local governments to provide educational opportunities for adults not enrolled in school who lack a high school diploma or the basic skills needed to function effectively in the workplace and in their daily lives. The WIA consists of five titles, all related to workforce development:

- Title I authorizes the Workforce Investment System (generally, states' job search, training, and placement services);
- Title II reauthorizes adult education and family literacy programs;
- Title III amends the Wagner-Peyser and related acts (the Wagner-Peyser program is a federally funded labor exchange designed to match up employers with qualified out of work applicants. It is linked to the unemployment compensation program, helping applicants filing for unemployment benefits to find new employment opportunities; the program partners with the one-stop career centers under the WIA);
- Title IV reauthorizes Rehabilitation Act programs;
- Title V contains general provisions.

The WIA is intended to consolidate, coordinate, and improve a variety of employment, training, literacy, and vocational rehabilitation programs for adults under the oversight of local workforce investment boards. Each board is responsible for developing a “one-stop” system intended to provide a coordinated and seamless system of employment and training opportunities for individuals.

In 1999, following the U.S. Congress' lead, the Tennessee General Assembly passed the state's Workforce Development Act, creating a new department—the Department of Labor and Workforce Development (DLWD)—that would integrate all components of the Departments of Labor and Employment Security, along with a few workforce-related components from the Departments of Education and Human Services. The legislation called for closer collaboration among these departments, along with the Department of Economic and Community Development and the Tennessee Board of Regents. The act proposed to accomplish these goals through the establishment of comprehensive state and local workforce investment boards. Overall, the Tennessee Workforce Development Act of 1999 was designed to streamline the state's workforce development system, through a competitive, private-sector driven approach.

The Tennessee career (“one-stop”) centers, which combine numerous training, education, and employment programs into a single, customer-friendly system, are a key component of the legislation. Beginning in September 1998, career centers opened in Chattanooga, Nashville, Knoxville, Memphis, Johnson City, and Clarksville. In 2010, the state has 15 comprehensive career centers and 46 affiliate sites throughout the state.

The Division of Adult Education (DAE) within DLWD has a partnership relationship with the career centers. Career center personnel refer clients to Adult Education who need educational testing, upgrades on skills, or a GED diploma. Adult education programs, in turn, refer their students to the career centers for assistance in finding employment.

provide the minimum 25 percent match while others add funds that far exceed the amount of the federal grant. Tennessee's match totals approximately 25 percent. See Appendix D for a list of federal and state funding for adult education by state.

States distribute most of the AEFLA funds (at least 82.5 percent) directly to adult education providers,¹⁹ who are required to operate programs providing instruction in adult education and literacy services, including workplace literacy services; family literacy services; and English literacy programs.²⁰ Under the AEFLA the following types of entities can qualify as eligible providers:²¹

- local educational agencies;
- community-based organizations;
- volunteer literacy organizations;
- institutions of higher education;
- public or private nonprofit agencies;
- libraries;
- public housing authorities;
- any other nonprofit institution with the ability to provide literacy services to adults and families; and
- consortia of any of these agencies, organizations, institutions, libraries, or authorities.

The AEFLA prohibits states from spending more than five percent of the federal grant funds for administrative expenses; it permits states to use up to 12.5 percent of the grant for state leadership activities, which provide professional development and technical assistance to providers of adult education services.²² Tennessee expended less than five percent of the federal grant for state administrative purposes in 2007-08 and about eight percent for state leadership activities (i.e., professional development and technical assistance).²³

Tennessee generally expends the bulk of funding—about 85 percent—for instructional purposes (i.e., instructors' salaries and benefits, paraprofessionals' salaries and benefits, and teaching and testing materials and supplies, including computer hardware and instructional software). It also expends a portion of the federal funds for state leadership to contract with the Center for Literacy Studies (CLS) at the University of Tennessee-Knoxville, to assist with reports, program

Local funding for adult education

DAE staff note that local investment in adult education is crucial to the state's efforts. Each local provider of adult education services is required by contract to provide suitable space for classes and a cash or in-kind match of 10 percent. It is difficult to estimate the total amount of local funding, however—over the years, local investments have helped build an infrastructure across the state that includes adult learning centers and teacher salary and benefit supplements. In addition, all local adult education programs have a community-based organization, usually a literacy or advisory council, that promotes adult education at the local level, recruits students, and provides funding for various activities, including GED graduation ceremonies, GED test fees, and student materials.

Source: Marva Doremus, Division of Adult Education, Department of Labor and Workforce Development, e-mail, Aug. 26, 2010.

implementation, and training.²⁴ See Exhibit 1 for a breakdown of federal and state spending for Tennessee's adult education program in 2007-08. See Appendix E for a list of 2010 grants to providers in Tennessee.

See also "Professional development for adult education teachers."

Need and Participation

Like all other states, Tennessee is able to serve only a small portion of the population that could benefit from adult education services. According to 2008 U.S. Census Bureau estimates, Tennessee has 571,938 adults between the ages of 18 and 64 without a high school diploma or its equivalent.²⁵ In FY 2007-08, Tennessee's state-administered adult education programs collectively served 41,439 individuals, or about 7.25 percent of the census estimate. Of those, 29,629 were enrolled in adult basic education, 5,333 were enrolled in adult secondary education, and 6,477 in English as a second language (ESL).²⁶ About 39 percent were between the ages of 25 and 44; about 26 percent were between the ages of 19 and 24.²⁷

Exhibit 1: Federal and State Funding for Adult Education in Tennessee, 2007-08

	Total Funding	Funds spent for State Administration	Funds spent for State Leadership Activities	Funds spent for Programs of Instruction for ABE	Funds spent for Programs of Instruction for ASE
Federal Funding	\$11,553,118.00	\$552,565.97	\$936,266.58	\$7,769,944.47	\$2,294,340.98
State Funding	\$3,916,160.72	\$184,188.66	\$412,088.86	\$2,555,102.88	\$764,780.32
<i>Totals</i>	<i>\$15,469,278.72</i>	<i>\$736,754.63</i>	<i>\$1,348,355.44</i>	<i>\$10,325,047.35</i>	<i>\$3,059,121.30</i>

Notes: ABE, Adult Basic Education, provides services for adults with less than a 9th grade education level; ASE, Adult Secondary Education, provides services for adults with literacy skills that allow them to function in daily life but who lack a high school diploma or its equivalent.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System, Tennessee, Statistical Tables, Program Year 2008, [Table FSR2: Final Report—Total Allocation](#). Note: Select the public login option.

The percent of state populations who require adult education services, and the needs of those populations, vary considerably from state to state. Some states with large non-English speaking populations, for example, serve a greater number of English language learners (e.g., California, Florida, Illinois, Minnesota, New Jersey, New York, Oregon, Texas, Virginia, and Washington); other states, like Tennessee, serve a greater number of adult basic learners. Tennessee falls in the top third of states with a high number and percent of individuals between the ages of 18 and 64 with less than a high school diploma. In addition, about 27 percent of this population in Tennessee has less than a 9th grade education.²⁸ About 2.6 percent of Tennessee’s adult population report that they speak English less than “very well” and about 5.7 percent indicate that they speak a language other than English at home.²⁹

See Appendix B for the number of persons aged 18-64 with less than a high school diploma by state and for the same data displayed as a percent of total population by state. See Appendix F for a list of states’ target populations, total enrollment in adult education, and total enrollment in adult basic education, adult secondary education, and English as a second language.

According to the National Council of State Directors of Adult Education (NCSDAE), all states have waiting lists for adult education services. In a survey the NCSDAE conducted in spring 2010, Tennessee reported

information from 45 grantees. Of those reporting, 29 programs had no waiting list and 16 programs had a waiting list; eight programs reported waiting lists of less than 20, five with lists between 21 and 50 students, one with between 51 and 100 students, and two with between 251 and 500 students. In addition, six programs reported a wait of less than one month, nine reported a wait time between two and four months, and one reported a wait time exceeding nine months.³⁰ DAE staff indicate that the programs with the greatest number of students on waiting lists are in Memphis, Nashville, and Knoxville.³¹

Program effectiveness

The AEFLA established a comprehensive performance accountability system to assess states’ effectiveness “in achieving continuous improvement of adult education and literacy activities.”³² The law created specific performance indicators that state adult education programs must report on:³³

- Core Indicator 1: Demonstrated improvements in literacy skill levels in reading, writing, and speaking the English language; numeracy; problem-solving; English Language acquisition; and other literacy skills.
- Core Indicator 2: Placement in, retention in, or completion of postsecondary education, training, unsubsidized employment, or career advancement.
- Core Indicator 3: Receipt of a secondary school diploma or its recognized equivalent.

Under the AEFLA, each state must annually negotiate with the U.S. Department of Education (USDOE) to set target levels of the performance measures (e.g., 75 percent of participants will complete at least one educational level or 55 percent will retain employment); thus, each state's goals vary.

States that meet or exceed their negotiated goals are eligible for incentive awards from the USDOE; Tennessee has met or exceeded its adult education goals and been awarded incentive awards for every year since 2001 with the exception of 2006 and 2007.³⁴ (See more about the state's incentive awards on page 10. See Exhibit 4 for Tennessee's goals and performance for 2007-08 and 2008-09.)

States are required to report their progress through the federal National Reporting System for Adult Education (NRS). Each state has established a performance accountability system that meets NRS requirements, and NRS data are the basis for assessing the effectiveness of states. The NRS website contains statistical and financial information about all 50 states' adult education programs.³⁵ See pullout box: "Performance indicators for adult education."

For another measure of states' effectiveness in adult education, see Appendix G for a comparison of states' GED attainment levels.

Performance indicators for adult education

The National Reporting System for Adult Education (NRS) requires states to collect data and report on adult education program performance, allowing stakeholders and policymakers a way to assess the effectiveness of adult education instruction. States must collect and report data for students who receive 12 hours or more of adult education services. The U.S. Department of Education uses these measures to judge state performance, including eligibility for incentive grants.

States are required to collect and set performance measures on educational gain (basic literacy skills and English language acquisition) for all students, and must collect information on follow-up measures—high school completion, entered postsecondary education or training, entered employment, and retained employment—for students who have made explicit the goal of achieving one or more of these outcomes.

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. (See Exhibit 3 and Appendix H.) The levels are defined through reading, writing, numeracy, and functional and workplace skills (and, for English literacy, speaking and listening skills) at each level. 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). Adult education programs are required to use standardized assessments.

Students are not required to set follow-up goals, but may choose to do so at the beginning of, or at some point during, the instructional period. When a student sets a follow-up goal, the adult education program is held accountable for helping the student attain the goal. The program must obtain and report whether the student achieved the goal after he or she leaves the program. For example, the "entered employment" measure applies only to students who have the goal of getting a job, while the receipt of a secondary school credential measure applies only to learners who want to attain this outcome.

Source: Division of Adult Education and Literacy, Office of Vocational and Adult Education, *Implementation Guidelines: Measures and Methods for the National Reporting System for Adult Education*, March 2010, pp. 22-31, <http://www.nrsweb.org> (accessed Sept. 1, 2010).

Program Quality

The Division of Adult Education uses the Tennessee Center for Performance Excellence (TNCPE) Criteria, based on the Malcolm Baldrige Education Criteria, to provide a focus for program improvement in adult education programs across the state.³⁶ The Baldrige Criteria for Performance Excellence help organizations focus on critical aspects of management that contribute to performance excellence in these areas:³⁷

- Leadership
- Strategic planning
- Customer focus
- Measurement, analysis, and knowledge management
- Workforce focus
- Process management
- Results

According to the Baldrige National Quality Program, the criteria (for which there are three versions: business/nonprofit, education, and health care) serve two main purposes:³⁸

- To identify award recipients to serve as role models for other organizations
- To help organizations assess their improvement efforts, diagnose their overall performance management system, and identify their strengths and opportunities for improvement

The TNCPE, a nonprofit agency, provides assessments of organizations using the Baldrige Criteria. “Through a methodology based on the Baldrige National Quality Program, organizations

receive detailed feedback that they use to improve their processes and results.”³⁹

All adult education programs in the state are involved in the quality initiative and have reached varying levels of completion. Several, including the Division of Adult Education, have received awards from TNCPE.⁴⁰ DAE, in partnership with the Tennessee Center for Performance Excellence, provides technical assistance to adult education programs, which includes “feedback and analysis of AE programs’ implementation of the Baldrige Educational Criteria, principles, practices, and tools of continuous improvement.”⁴¹

Providers of adult education services

The Division of Adult Education contracts with and funds providers of adult education services. In 2008-09, 74 local education agencies provided most of the adult education services in Tennessee; in addition, nine community or technical colleges and six community-based organizations acted as providers.⁴²

Most adult education teachers in Tennessee are part-time (454 of 622 total teachers). (See Exhibit 2, which shows the number of adult education personnel at the local level in 2008.) Many work full-time in K-12 or in another occupation and teach adult education classes in the evenings. In 2008, fewer than seven percent of adult educators (43 of 622 total teachers) in Tennessee taught adults full-time.⁴³ Most adult education teachers are paid hourly and make a minimum of \$18 per hour; full-time instructors receive benefits.⁴⁴ Some local programs have supplemented the hourly rate and benefits.⁴⁵

Exhibit 2: Adult Education Personnel in Tennessee Adult Education Programs at the Local Level, 2008

	Full-time	Part-time	Unpaid volunteer	Totals
Administrative/supervisory	83	22	10	115
Teachers	43	454	125	622
Counselors	*	*	27	27+
Paraprofessionals	51	77	34	162

Note: * indicates that five or fewer individuals serve in these capacities; the U.S. Department of Education suppresses data about individuals when the values are between one and five.

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System, Tennessee, Statistical Tables, Program Year 2008, [Table 7: Adult Education Personnel by Function and Job Status](#). Note: Select the public login option.

All paid adult educators in Tennessee are required to have a K-12 teaching certification. However, degreed individuals lacking certification may be eligible to teach if they receive a teacher waiver from the Division of Adult Education. According to the Division of Adult Education, about 10 percent of the adult education instructors statewide have teacher waivers.⁴⁶

Professional development for adult education teachers

Tennessee supports adult educators with a comprehensive professional development program. The state is considered a leader in the field of professional development. In 2008, the Maryland Workforce Creation and Adult Education Transition Council featured Tennessee's program in one of a series of briefs about best practices in adult education.⁴⁷

Adult educators in Tennessee have benefited from the longstanding relationship between DAE and the Center for Literacy Studies (CLS) at the University of Tennessee-Knoxville. CLS is one of three regional resource centers in the United States organized under the LINCS (Literacy Information and Communications System) program of the National Institute for Literacy. LINCS provides adult educators with resources and professional development, including workshops and presentations, online courses, electronic discussion lists, and webinars.⁴⁸

Training for Tennessee's adult educators, supervisors, and paraprofessionals is generally developed by CLS, which also maintains the Professional Development Framework and Tracking system to document the professional development activities of adult education teachers and supervisors across the state.⁴⁹

Equipped for the Future: Adult education standards

In 1994, the National Institute for Literacy started the Equipped for the Future (EFF) initiative to develop adult learning content standards. Similar to standards-based K-12 education reform, the EFF project developed a framework for adult learning content standards and assessments. The ultimate goal was to strengthen the ability of adult education programs to better meet the needs of adult learners. Tennessee first became involved in EFF in 1995.

From 1997 to 1999, the Center for Literacy Studies (CLS) at the University of Tennessee-Knoxville coordinated the national standards development, with Knox County participating as one of 25 pilot programs nationwide. Between 2001 and 2006, the Tennessee Division of Adult Education funded a statewide implementation project to train teachers and supervisors on EFF principles, practices, and research.

Most (95 percent) adult education programs participated in the project. Adult educators participated in a variety of teaching and learning activities through workshops, online courses, and a listserv. At the annual Academy for Instructional Excellence in 2003-04, more than 600 Tennessee adult educators received training on the fundamentals and applications of EFF.

The EFF initiative resulted in significant changes in adult educators' classrooms: "Teachers reported becoming more intentional in developing teaching strategies and planning lessons, contextualizing classroom activities to connect with their students' lives, and having a greater awareness of the importance of measuring and documenting student progress. Supervisors reported updating intake procedures to include goal setting, using EFF in student orientation sessions, using the EFF framework for staff development, using EFF for program accountability, and using EFF in the development of a continuous improvement plan."

Source: Center for Literacy Studies, "Equipped for the Future (EFF) in Tennessee Project Summary."

In partnership with CLS, DAE provides an annual Academy of Instructional Excellence for adult educators, and two annual leadership summits, one in spring and one in fall, for local program supervisors. The most recent academy, held in July 2010, was attended by 550 adult educators.⁵⁰ DAE also offers online training on various issues to the state’s adult educators and provides regional trainings as needed to meet the state and federal performance targets. DAE plans to hold a series of nine regional trainings in the fall of 2010 to follow-up the reading strategies presented at the summer academy. In addition, a new peer training network—the Tennessee Teacher Network—is currently being trained to provide an introductory four-hour course locally or within a one hour driving distance of new adult education teachers within their first 30 days.⁵¹

According to DAE, most adult educators in Tennessee, the majority of whom are part time, attend between 12 and 18 hours of professional development annually.⁵²

Conclusions

Compared to other states, Tennessee ranks high in need for adult education services and low in state funding for adult education services. Appendix B shows the numbers and percent of persons ages 18 to 64 with less than a high school diploma by state; Appendix D provides a list of federal and state funding for adult education. Tennessee provides the minimum 25 percent state match required by the AEFLA and has the lowest state funding per participant (\$95). However, the need for adult education in Tennessee is greater than in many other states: Tennessee falls in the top third of states ranked by number and percent of individuals between the ages of 18 and 64 with less than a high school diploma.

In addition, about 27 percent of Tennesseans between the ages of 18 and 64 with less than a high school diploma have less than a 9th grade education.⁵³ Anecdotal evidence suggests that some of these individuals have much lower skill levels. For example, the Nashville Adult Literacy Coalition (NALC)—a privately operated nonprofit that receives no state funding—focuses largely on a clientele with a 6th grade education level or less. In 2008-09, NALC served 1,750

Exhibit 3: Entering Educational Functioning Level and Total Number Enrolled, Tennessee, 2007-08

ABE Beginning Literacy	3,789
ABE Beginning Basic	5,454
ABE Intermediate Low	9,206
ABE Intermediate High	11,180
ASE Low	3,535
ASE High	1,798
ESL Beginning Literacy	2,129
ESL Beginning Low	1,215
ESL Beginning High	917
ESL Intermediate Low	735
ESL Intermediate High	879
ESL Advanced	602

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System, Tennessee, Statistical Tables, Program Year 2008, [Table 4: Educational Gains and Attendance by Educational Functioning Level](#). Note: Select the public login option.

learners.⁵⁴ While the state-administered adult education programs serve adults at all levels, it is not known how many adults at the lowest literacy levels are served by private nonprofits that are not state- or federally-funded. (See Exhibit 3 for the number of participants at each educational functioning level served by the state-administered adult education programs in 2007-08. See also Appendix H for educational level descriptors from the National Reporting System for adult education.)

Although increased funding does not ensure an effective, efficient adult education program, providing only a minimal amount of funding may limit state options, according to a report by the Council for Advancement of Adult Literacy, a national nonprofit agency with a mission to advance adult education and literacy in the U.S.:

There is, by any measure, a disturbing lack of evidence about what level of state spending creates better adult education and literacy service. States that over-match their federal allotments have bigger programs. We do not know if they have better programs. It stands to reason that the key to success is a combination of funding with effective policy and administration. Money is only one tool and it

can be said with certainty is that low-spending states forego the option to use this tool to their advantage. They tend to have less of everything, including fewer staff at the state and local level to carry out their policy decisions.⁵⁵

Tennessee performs well in relation to other states with similar and somewhat higher state funding.

- **Tennessee enrolls about 7.25 percent of its target population in adult education, better than about half the other states.** States range from enrollments of 2.95 percent of their target population (Arizona) to about 19.15 percent (Minnesota). Tennessee enrolls a higher percentage of its target population than many states that provide state funding at a level between 25 and 40 percent of total adult education funding.⁵⁶

In 2004, DAE's goal for all local programs was to increase enrollment to 10 percent of the target population, but it has since decreased that to what DAE officials believe to be a more realistic five percent given present funding levels.⁵⁷ Within Tennessee the percentage of the target population served varies from program to program. In 2007-08, Tennessee adult education programs ranged from serving a low of one percent of the target population to 10 percent.⁵⁸

- **Tennessee also performs well based on the annual goals it negotiates with the federal Office of Vocational and Adult Education.** Each year, Tennessee uses its student performance data to negotiate performance goals with the U.S. Department of Education's Office of Vocational and Adult Education for the measures shown in Exhibit 4, which shows the state's goals and performance for 2007-08 and 2008-09. The literacy level performance goals are based on the percentage of all enrollees who complete a literacy level within the program year; for example, 71 percent of ABE Beginning Literacy students were expected to

complete at least one level and 78 percent achieved this goal in 2007-08. Core indicators 2 and 3 are follow-up measures based on the percentage of adult learners who identify specific goals for their enrollment and achieve the goals after exiting the program.

States are not penalized (in basic funding) for not achieving their performance targets; however, states not achieving their targets are not eligible to receive federal incentive grants. Tennessee has met or exceeded its goals and been awarded federal incentive grants every year since 2001 with the exception of 2006 and 2007. Incentive grants are awarded by the U.S. Department of Labor only if Adult Education, Employment and Workforce Development, and Vocational Education all meet their federal performance targets. The list below provides details on how DAE has spent past incentive funding, along with the year and amount of the grant:

- o 2004 / \$100,658: used to set up mobile computer labs (laptops) in the areas with the highest rates of unemployment to teach basic workforce computer skills.
- o 2005 / \$392,002: expanded mobile computer labs and service from previous year.
- o 2008 / \$103,000: used as performance awards for the number of GEDs earned by each program (i.e., each program awarded a percentage of the funds based on their percentage of GEDs statewide).

DAE staff indicate that the agency has used incentive grants in other years to meet crucial needs in the field based on a proposal process and for crucial technology upgrades.⁵⁹

Exhibit 4: Core Indicators of Performance and Performance Results for Tennessee Adult Education Participants, 2007-08 and 2008-09, by Percentage of Participants

Italics denote indicators for which Tennessee has met or exceeded its goals.

Core Indicator # 1	2007-08		2008-09	
	Goal	Performance	Goal	Performance
<i>ABE Beginning Literacy</i>	71%	78%	77%	63%
<i>ABE Beginning Basic Education</i>	49%	45%	46%	51%
<i>ABE Intermediate Low</i>	45%	43%	41%	51%
<i>ABE Intermediate High</i>	50%	52%	48%	55%
<i>Adult Secondary Education Low</i>	63%	70%	65%	72%
<i>Adult Secondary Education High</i>	NA	NA	NA	71%
<i>ESL Literacy</i>	48%	37%	56%	45%
<i>Low Beginning ESL</i>	48%	46%	46%	54%
<i>High Beginning ESL</i>	48%	43%	45%	53%
<i>Low Intermediate ESL</i>	54%	45%	43%	57%
<i>High Intermediate ESL</i>	56%	41%	45%	45%
<i>Advanced ESL Literacy</i>	46%	47%	49%	39%

Core Indicator # 2	2007-08		2008-09	
	Goal	Performance	Goal	Performance
Entered employment	70%	61%	69%	52%
<i>Retained employment</i>	50%	80%	91%	70%
<i>Entered postsecondary education or training</i>	63%	82%	57%	97%

Core Indicator # 3	2007-08		2008-09	
	Goal	Performance	Goal	Performance
Obtained a GED or secondary school diploma	70%	64%	61%	59%

Notes: (1) "NA" means "not applicable." (2) States are not required to set a goal for adult secondary education high. *Italicized text identifies those indicators for which Tennessee met or exceeded its goals.*

Source: Tennessee Department of Labor and Workforce Development, Division of Adult Education, *Narrative Report to the U.S. Department of Education*, Dec. 31, 2008, and Dec. 31, 2009. Note: Select the public login option.

- Tennessee reports a higher number of adult education participants with the goal of obtaining a GED than any other state except California. Among its adult education participants, Tennessee's state-supported programs produce a higher number of GED recipients than any other state except for California and Ohio.**⁶⁰

Tennessee's state-administered programs enroll a greater number of students with somewhat higher skill levels—those at the adult basic intermediate level and above who may be in a better position to attain the GED

and advance to postsecondary education or training. (See Exhibit 3. See also Appendix H, which provides descriptions of the adult basic education levels used by the National Reporting System. See Appendix I for a comparison by state of the numbers of adult education participants with the goal of GED attainment as well as the numbers obtaining the goal.)

According to DAE staff, the agency's main goal is GED instruction and attainment.⁶¹ At current funding levels, it is reasonable that the state targets its efforts largely in one area.

Enrollment in Tennessee’s adult education programs has decreased every year since 2004-05, when 48,924 adults were served; in 2007-08, 41,439 Tennessee adults received educational services.⁶²

The decrease was largely the result of a federally required change in Tennessee’s welfare program, Families First. An 11-year federal waiver, which expired in 2007, previously allowed Tennessee’s welfare program to emphasize adult education and training more than does the federal law. While it operated under the waiver, Tennessee placed no limit on the duration of adult education or ESL participation for welfare recipients; in 2000, about 20 percent of Tennessee’s Families First participants were involved in job training or education programs as their primary work activity, well above the national average of 7.3 percent.⁶³ Prior to 2006, the Department of Human Services contracted with DAE to provide adult education services to Families First participants. As a result of the waiver expiration, DHS altered its bidding process for the adult education portion of the contract; according to DAE staff, the changes prevented it from bidding on the statewide contract, which resulted in a loss of between 15 and 20 percent of its adult education student population.⁶⁴

In addition, participation decreased substantially in the Davidson County adult education program—then administered by the Metro Nashville Public Schools (MNPS)—from 5,686 learners in 2004-05 to 1,914 in 2008-09.⁶⁵ DAE staff cancelled the contract with MNPS in mid-2009 for underperformance.⁶⁶ Nashville State Community College and the YWCA now hold state contracts to provide adult education services for Davidson County.⁶⁷

According to the National Commission on Adult Literacy, overall enrollment in U.S. adult education programs decreased nearly 10 percent between 2001 and 2006.⁶⁸

No research exists concerning whether one form of state governance of Title II adult education programs is more successful than another.

However, a 2004 report from the Council for Advancement of Adult Literacy discussed the perceived advantages and disadvantages attached to locating state adult education programs either in K-12

education agencies or boards, community college systems or higher education agencies, or workforce-related agencies. Exhibit 5 summarizes the discussion’s main points.

The WIA gives states great flexibility in program administration. Since the passage of the WIA in 1998, some states—including Tennessee—have moved their adult education programs from one agency to another. Although most states administer adult education through their Departments of Education, some states, including Tennessee, have chosen to place adult education programs in other state agencies, “reflecting states’ greater policy emphasis on the importance of adult education for employment and access to postsecondary education.”⁶⁹

In 2009, Maryland transferred its adult education program from the Department of Education to the Department of Labor, promising a stronger alignment of adult education with workforce development. Similarly, South Dakota moved its adult education program from Education to Labor in 2001 and New Jersey did the same in 2004. In 2009, Ohio moved its program from the Department of Education to the University System of Ohio. In 2006, Wyoming moved its program from the Department of Workforce

Excerpt from the Lincoln County Literacy Center website:

Tennessee Adult Education services have always supported workforce development, but in recent years have seen an increased focus in this area. Local areas provide a “one-stop delivery system” or Career Center to provide training services responsive to the needs of employers and individuals. Adult Education practitioners can conduct a Job Task Analysis to identify the critical tasks that are essential to effective job performance, can isolate the essential skills and thinking strategies required to complete job tasks, and can design customized instruction and classes to upgrade employee skills.

See Lincoln County Literacy Council, “Adult Education Programs,” http://www.thelclc.org/adult_ed.html.

Services to the Community College Commission. In 2010, Louisiana moved its program from the Department of Education to the Louisiana Board of Supervisors for Community and Technical Colleges.

Prior to the passage of the state’s Workforce Development Act in 1999, Tennessee’s adult education program was housed in the Tennessee Department of Education. According to staff of the Division of Adult Education, many of whom have been with the agency since before 1999, placing the adult education program within the Department of Labor and Workforce Development has allowed adult education to be “fully integrated” into the state’s workforce development delivery system.⁷⁰ DAE staff cite the following as examples:⁷¹

- Since 1999, an adult education representative has been placed on every local workforce investment board, and adult education programs and/or classes have been integrated into some career centers.

- Since 2003, an adult education representative has been placed on every Rapid Response Team to serve dislocated workers.
- In 2004, the former Office of Adult Education was elevated to division status and its director was made an administrator within the Department of Labor and Workforce Development.

One measure of a state’s integration of its adult education services with its workforce development system might be the number of adult education, or Title II, participants who also receive services under Title I, which is the adult and dislocated worker program, designed to provide employment and training services to help eligible individuals find and qualify for meaningful employment. DAE officials were unable to provide OREA with the number of Title II participants who are also recipients of Title I services in Tennessee.⁷² Nationally, according to the U.S. Department of Labor, the number of participants who are co-enrolled is not high. For example, under WIA,

Exhibit 5: Perceived advantages and disadvantages attached to locating state adult education programs either in K-12 education agencies or boards, community college systems or higher education agencies, or workforce-related agencies

Type of Agency	Advantages	Disadvantages
K-12 education agencies or boards	This arrangement can make Title II programs part of the public school funding formula with the potential to make funding increases.	The needs of adults with low basic skills differ from those of children at the same skill levels, according to adult education leaders; advocates fear that adult education is never a priority in a K-12 focused system.
Community college systems or other higher education agencies	This arrangement can make it easier to integrate Title II services with other adult services provided by community colleges (e.g., easier transition from GED instruction to regular college enrollment).	Adult education advocates worry whether community colleges will place as much emphasis on low-level readers and ESL students as K-12 agencies have traditionally done.
Workforce-related agencies	This arrangement is considered to be “in the spirit” of the WIA, ⁷⁴ which encourages collaboration between adult education services and Title I services (which provide states’ job search, training, and placement services).	It is not clear that states that have integrated Title I and Title II services have benefitted from doing so. However, “it may be that most of the benefits gained by this governance system are difficult to measure in terms of the traditional goals of education. These integrated programs may, for example, facilitate greater transference of learning to the world of work.” ⁷⁵

Source: Forrest P. Chisman, *Leading from the Middle: The State Role in Adult Education and Literacy*, prepared for the Council for Advancement of Adult Literacy, Aug. 2002, pp. 24-29, <http://www.caalusa.org> (accessed July 30, 2010).

ABE and ESL are allowable training activities in conjunction with other types of training, but in program year 2007, only 4.5 percent of program exiters who received training services under the WIA Title I adult program received ABE or ESL in combination with other types of training. Less than one percent (0.8) of program exiters who received intensive or training services between April 2007 and March 2008 were co-enrolled in adult education.⁷⁶

As of September 2010, the federal government has yet to reauthorize the WIA, which expired at the end of fiscal year 2004. Ongoing stakeholder discussions around reauthorization include the need to forge a stronger link between Title I and Title II programs.⁷⁷ States increasingly face the challenge of helping workers who have only basic skills transition into and succeed in postsecondary education or training that would allow them to move into higher wage jobs.

The National Commission on Adult Literacy's 2008 report concluded that the nation's current adult education system is "ill-equipped to meet 21st Century needs."⁷⁸ The report recommends that adult education in the U.S. should be redesigned as an adult education and workforce skills system with the mission of attainment of postsecondary and workforce readiness.⁷⁹ In this context, the location of a state's adult education program seems secondary to its capacity to fulfill the mission and goals for adult education and its ability and willingness to collaborate with other agencies, both public and private, in doing so.

A 2010 SREB report on adult literacy recommends that state policymakers improve coordination and governance of adult learning statewide. According to the report, several SREB states have created special committees or groups to coordinate adult learning services, including Arkansas, Delaware, Oklahoma, and Texas. This kind of coordination allows states to address adult literacy efforts comprehensively.⁸⁰ Exhibit 6 lists some states' coordination efforts as reported by SREB.

Exhibit 6: Select States and Efforts to Improve Coordination and Governance of Adult Literacy

Arkansas	Governor convened Workforce Cabinet, made up of the directors of education and workforce departments, charged with studying duplication of services
Delaware	Lieutenant Governor's office operates the Interagency Council on Adult Literacy, which brings state agencies together to address adult literacy efforts
Oklahoma	Governor established the Council on Work Force and Economic Development to allow state agency representatives to improve coordination of workforce activities and services
Texas	A workgroup coordinates activities of the Texas Education Agency, the Texas Higher Education Coordinating Board, and the Texas Workforce Commission; members from the three agencies meet quarterly to coordinate efforts

Source: Joan M. Lord, Trudy Blackmon, Bruce Chaloux, Chris Weaver, and Sue Street, *A Smart Move in Tough Times: How SREB States Can Strengthen Adult Learning and the Work Force*, Southern Regional Education Board, 2010, pp. 16-17, <http://www.sreb.org> (accessed Aug. 16, 2010).

Excerpt from the Department of Labor and Workforce Development website: History of Adult Education

Tennessee has participated in activities authorized by the Adult Education Act since its inception in 1964 and has received a federal grant for the delivery of basic skills services every year since that time. In 1985, Governor Lamar Alexander authorized the first expenditure of state funds for the Adult Education and Literacy program (above and beyond the match required for the federal grant), demonstrating the state level commitment to Adult Education. A milestone was reached in 1986 with the introduction of full-time, year-round programs across the state.

The Office of Adult Education has a long tradition of partnering with other agencies to serve the needs of specific populations. From 1986 through 1993, the Tennessee Department of Education, Office of Adult Education was awarded additional funding from the Appalachian Regional Commission (approximately \$500,000 annually) to extend the services of the Adult Education program. Between 1986 and 1997, the Tennessee Department of Education, Office of Adult Education received funding under the 8% set aside for basic skills training under Tennessee's Job Training Partnership Act (JTPA) federal grant. The Tennessee Adult Education programs provide adults with the opportunity to acquire and improve functional skills necessary to enhance the quality of their lives as workers, family members and citizens. These programs play an important roles in fostering productive employment, effective citizenship, personal and family growth, self-esteem and dignity for adult learners.

With the growing demands in the workplace, more individuals are expected to be able to attend to multiple features of information, to compare and contrast information, to generate ideas based on what they read, and to apply arithmetic operations sequentially to solve a problem. Adult Education programs play a vital role in enabling men and women to significantly increase their performance capability in these areas. Workforce education is one of the many ways Adult Education significantly impacts the economic stability of Tennessee.

Excerpt from *Teaching Tennessee Adults*, Offices of Research and Education Accountability, 2004

Despite a limited budget and a small staff, OAE has made notable improvements in Tennessee's adult education system in the last few years. OAE has a small staff composed of a director and 10 staff members, but has earned the admiration of local programs and gained the attention of national audiences. Each of the local adult education program directors interviewed for this report praised OAE for its support and efficiency. Over the past few years, OAE has worked to professionalize adult education with the creation of the Tennessee Quality Award (TQA), which encourages programs to use a quality assessment tool, and the Academy for Instructional Excellence, which offers an intensive training program for adult educators and supervisors each summer. OAE has also contracted with the Center for Literacy Studies (CLS) to assist with reports, program implementation, and training. On a national level, OAE and CLS have been selected to oversee the field development of the national Equipped for the Future (EFF) curriculum. The EFF project is working to create a curriculum based on the skills and knowledge that adult learners need to be effective workers, family members, and citizens. OAE and CLS have also collaborated to create a model curriculum for diversity education called *Lessons from the Holocaust* and a professional development activities and tracking system for teacher training. Both of these projects have become models for other states.

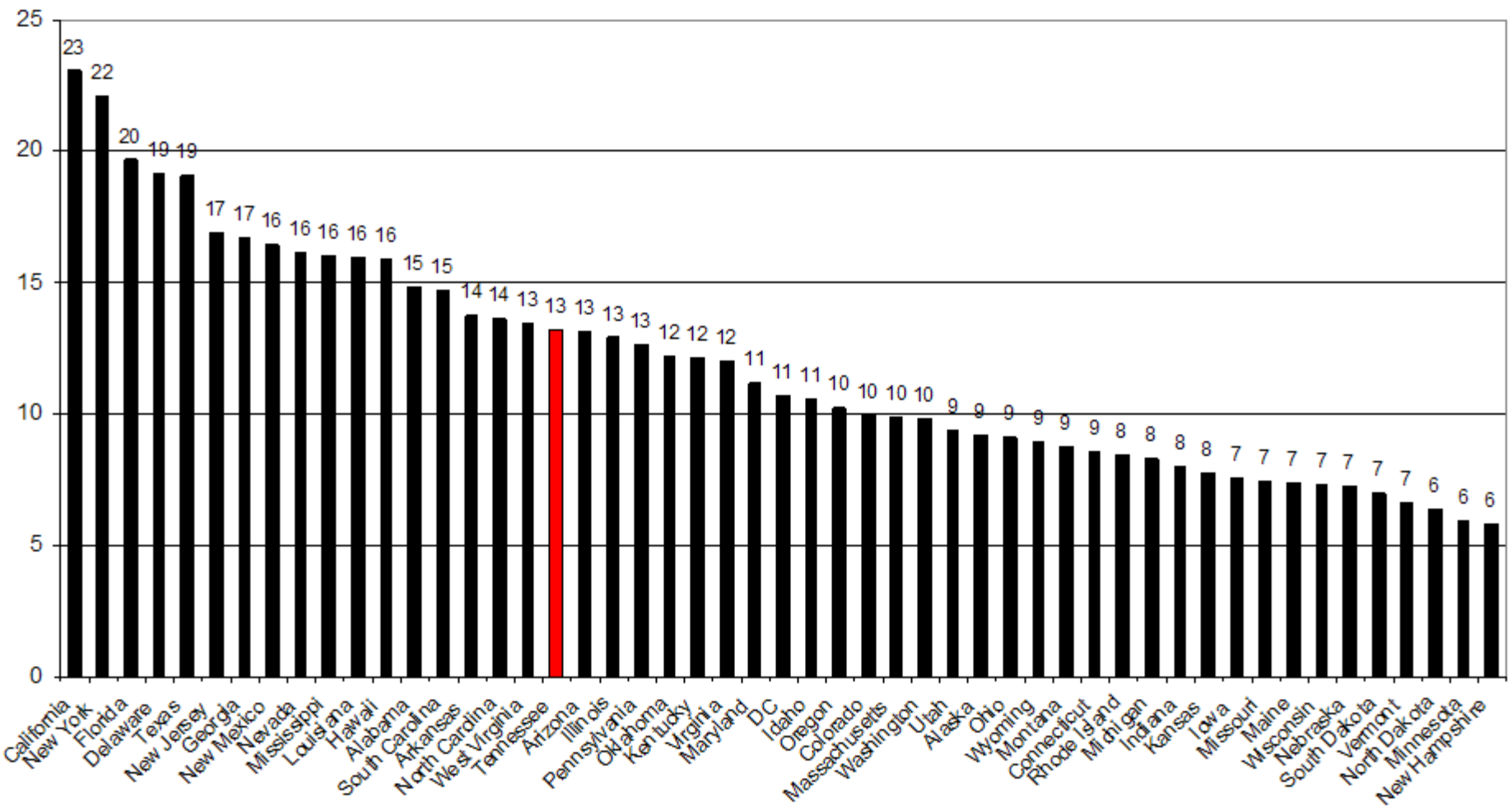
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- ¹ U.S. Census Bureau, 2008 American Community Survey, Three-year estimates.
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- ⁶ For a list of private literacy organizations throughout Tennessee, see the Tennessee Literacy Coalition's website at http://www.tnliteracy.org/Private_Providers.html.
- ⁷ In 1998, the Adult Education and Family Literacy Act (formerly the Adult Education Act) was passed by the U.S. Congress as Title II of the Workforce Investment Act (WIA). The U.S. Department of Education, Office of Vocational and Adult Education, administers the AEFLA. The WIA was originally scheduled for reauthorization in 2003, but has not been reauthorized as of the date of this brief's publication. Under Title II of the WIA, states originally submitted five-year plans and are now required to submit annual program updates, which allow them to continue receiving annual federal adult education grants.
- ⁸ Code of Federal Regulations, Title 34: Education, Part 461.10(7).
- ⁹ Code of Federal Regulations, Title 34: Education, Part 460.4, "What definitions apply to the adult education programs?."
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- ¹¹ Note that the distinction between states with agencies in Departments of Education and in higher education entities is not completely clear. States configure their systems of education differently; for example, Florida's Department of Education includes its postsecondary institutions.
- ¹² 20 USC 9221.
- ¹³ 20 USC 9221.
- ¹⁴ 20 USC 9241.
- ¹⁵ Tennessee Department of Labor and Workforce Development, Division of Adult Education, [Narrative Report to the U.S. Department of Education](#), Dec. 31, 2008. Note: Select the public login option.
- ¹⁶ Tennessee Department of Labor and Workforce Development, "[Tennessee GED Centers](#)," <http://www.state.tn.us/labor-wfd>, and "[GED Testing](#)," <http://www.tn.gov/labor-wfd> (accessed June 17, 2010).
- ¹⁷ 20 USC 9222.
- ¹⁸ 20 USC 9211.
- ¹⁹ 20 USC 9222.
- ²⁰ 20 USC 9241.
- ²¹ 20 USC 9202.
- ²² 20 USC 9222 and 9223.

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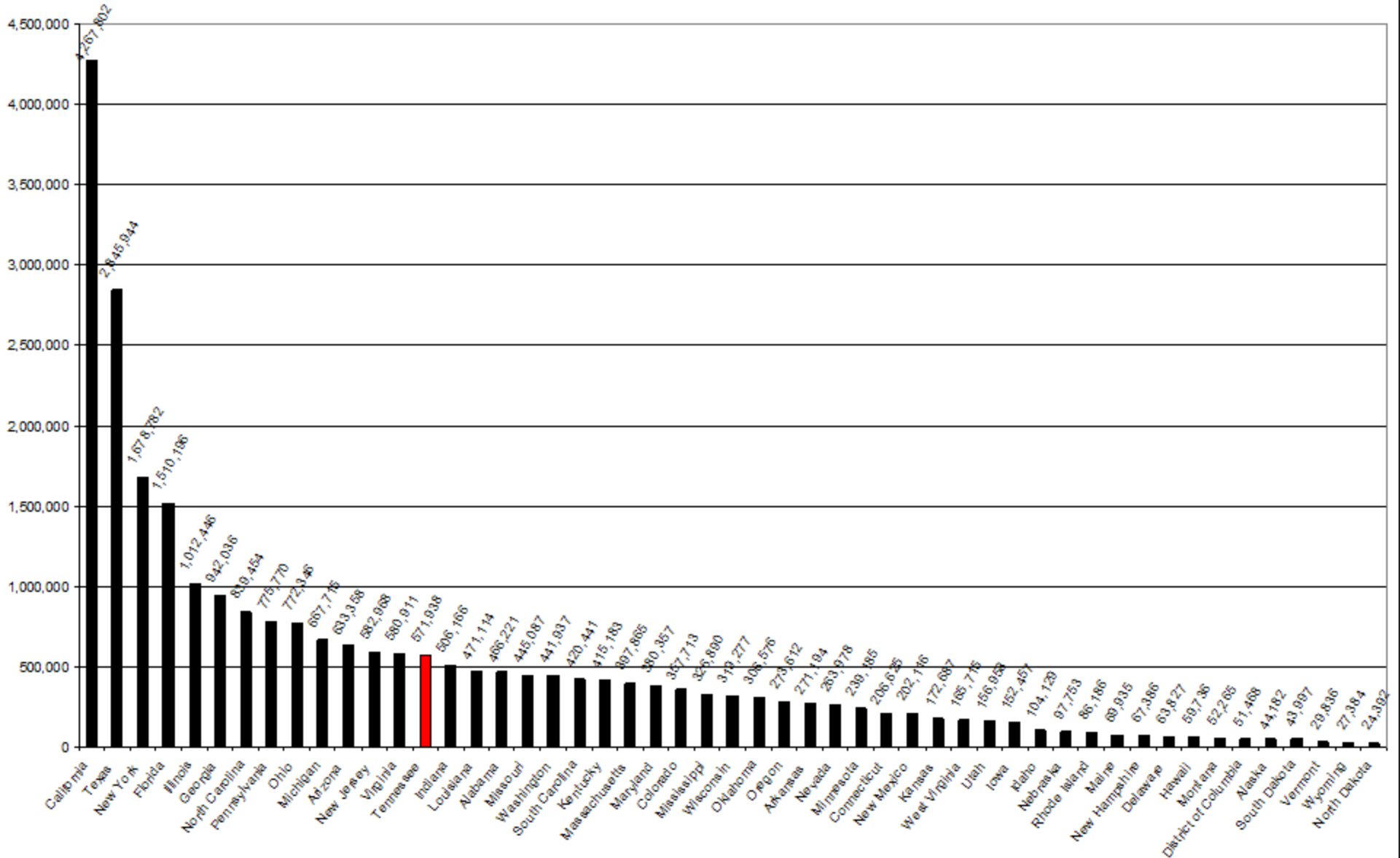
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Source: Institute of Education Sciences, National Center for Education Statistics, National Assessment of Adult Literacy, State and County Estimates of Low Literacy, <http://nces.ed.gov/naal> (accessed July 21, 2010).

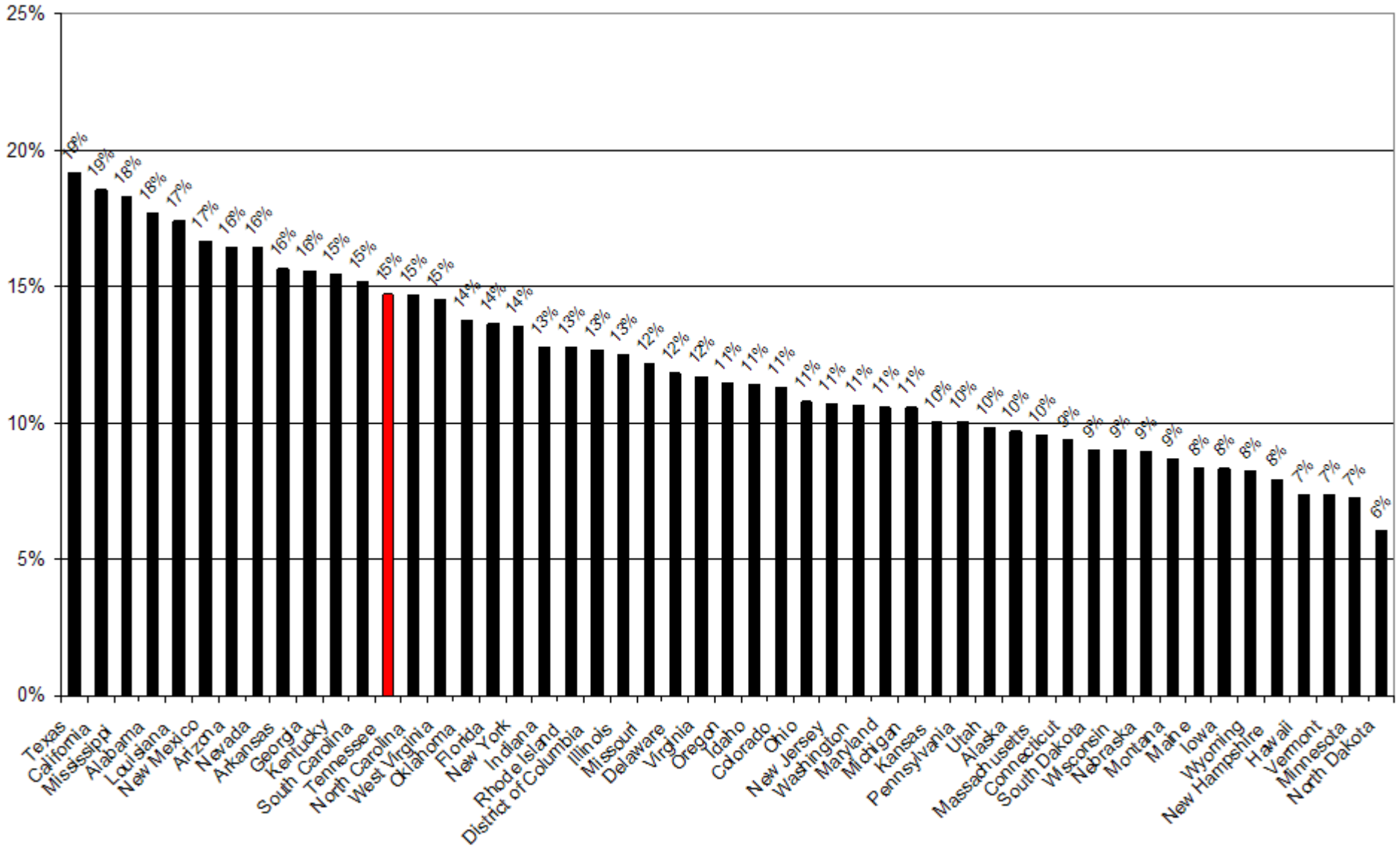
Number of persons aged 18-64 with less than a high school diploma or its equivalent, by state



Appendix B: Persons aged 18-64 with less than a high school diploma or its equivalent, by state

Source: U.S. Census Bureau, American Community Survey, 2006-08 Three-year estimates.

Percent of persons 18-64 with less than a high school diploma or its equivalent, by state



Source: U.S. Census Bureau, American Community Survey, 2006-08 Three-year estimates.

Appendix C: State agencies responsible for administering Title II of the Workforce Investment Act, the Adult Education and Family Literacy Act, as of July 2010

State	Agency Responsible for Adult Education
Alabama	State Board of Education –Community College System – Department of Postsecondary Education http://www.accs.cc/AdultEduDivision.aspx
Alaska	Department of Labor and Workforce Development http://www.jobs.state.ak.us/abe
Arkansas	Department of Career Education (formerly the Department of Workforce Education) http://ace.arkansas.gov/adultedpage.html and http://ace.arkansas.gov/AdultEd/WAGE.html
Arizona	Department of Education – Adult Education Services http://www.ade.az.gov/Adult-Ed
California	Department of Education—Adult Education Office http://www.cde.ca.gov/sp/ae and http://www.cde.ca.gov/sp/ae/po
Colorado	Department of Education – Student Support – Adult Education and Family Literacy Program http://www.cde.state.co.us/index_adult.htm
Connecticut	Department of Education – Adult Education http://www.sde.ct.gov/sde/taxonomy/taxonomy.asp?DLN=45426&sdeNav= 45426
Delaware	Department of Education – College and Workforce Readiness Branch – Adult Education and Prison Education Resources http://www.doe.k12.de.us/infosuites/ddoe/aboutdoe/workgroups/college_workforce.shtml
District of Columbia	Office of the State Superintendent of Education – Adult and Family Education Unit http://osse.dc.gov/seo/cwp/view,a,1222,q,561753,seoNav,%7C31193%7C.asp
Florida	Department of Education – Community Colleges and Workforce Education Division http://www.fldoe.org/workforce
Georgia	Technical College System – Department of Technical and Adult Education – Office of Adult Literacy http://www.dtae.org/adultlit/menu.html
Hawaii	Department of Education http://adulted.k12.hi.us/index.html http://165.248.6.166/data/schoollist_csa.asp
Idaho	Department of Education – Division of Professional-Technical Education http://www.pte.idaho.gov/ABE/Index.html
Illinois	Community College Board http://www.iccb.org/aegateway/educator/iccb.html
Indiana	Department of Education – Division of Adult Education http://www.doe.in.gov/adulted
Iowa	Department of Education – Iowa Community Colleges http://www.iowa.gov/educate/index.php?option=com_content&
Kansas	Board of Regents – Adult Education Office http://www.kansasregents.org/adult_education

State	Agency Responsible for Adult Education
Kentucky	Council on Postsecondary Education – Adult Education Department http://kyae.ky.gov/
Louisiana	Board of Supervisors for Community and Technical Colleges (LCTCS) (moved from Dept. of Education effective 6/2010)
Maine	Department of Education – Adult Education Division http://www.maine.gov/education/aded/dev/index.htm
Maryland	Department of Labor, Licensing and Regulation – Division of Workforce Development and Adult Learning (DWDAL) (moved in 2009 from Department of Education) https://www.dllr.maryland.gov/ae and https://www.dllr.maryland.gov/employment
Massachusetts	Department of Elementary and Secondary Education – Adult and Community Learning Services Unit http://www.doe.mass.edu/acls
Michigan	Department of Labor and Economic Growth – Bureau of Workforce Transformation – Office of Adult Education http://www.michigan.gov/mdcd/0,1607,7-122-1680_2798---.00.html
Minnesota	Department of Education – Learning Support – Adult Education and GED http://education.state.mn.us/MDE/Learning_Support/Adult_Basic_Education_GED/index.html
Mississippi	State Board for Community and Junior Colleges http://sbcjcweb.sbcjc.cc.ms.us/adulted
Missouri	Department of Elementary and Secondary Education – Division of Career Education http://dese.mo.gov/divcareered/ael_programs.htm
Montana	Office of Public Instruction – Career, Technical and Adult Education http://opi.mt.gov/Programs/CTAE/index.html?gpm=1_2
Nebraska	Department of Education – Adult Education Program http://www.nde.state.ne.us/ADED/home.htm
Nevada	Department of Education – Office of Adult Education http://www.literacynet.org/nvadulted
New Hampshire	Department of Education – Division of Career Technology and Adult Learning – Bureau of Adult Education http://www.education.nh.gov/career/adult/index.htm
New Jersey	Department of Labor and Workforce Development – Career Development – Education and Training http://lwd.dol.state.nj.us/labor/wfprep/edtrain/skills/Adult_Basic_Skills.html
New Mexico	Higher Education Department – Adult Basic Education Division http://hed.state.nm.us/content.asp?CustComKey=349137&CategoryKey=358354&pn=Page&DomName=hed.state.nm.us
New York	State Education Department – Adult Education and Workforce Development Office http://www.emsc.nysed.gov/aewd/
North Carolina	Community Colleges http://www.ncccs.cc.nc.us/Basic_Skills/index.html
North Dakota	Department of Public Instruction – Adult Education and Family Literacy Unit http://www.dpi.state.nd.us/adulted/index.shtm

State	Agency Responsible for Adult Education
Ohio	University System of Ohio – Ohio Board of Regents http://www.uso.edu/network/workforce/able (also see http://www.uso.edu/network/workforce/index.php)
Oklahoma	Department of Education – Lifelong Learning Section http://sde.state.ok.us/Programs/LifelongLearn/default.html and http://sde.state.ok.us/Programs/LifelongLearn/AdultEd.html
Oregon	Department of Community Colleges and Workforce Development – Adult Basic Skills Program http://www.oregon.gov/CCWD/ABE/index.shtml
Pennsylvania	Department of Education – Bureau of Adult Basic and Literacy Education http://www.portal.state.pa.us/portal/server.pt/community/adult_basic_and_literacy_education_(able)/8703 and http://www.portal.state.pa.us/portal/server.pt/community/bureau_of_able/9080
Rhode Island	Department of Elementary and Secondary Education – Office of Adult and Career and Technical Education http://www.ride.ri.gov/adulteducation/default.aspx
South Carolina	Department of Education – Office of Adult Education http://ed.sc.gov/agency/Standards-and-Learning/Adult-Education/old/ace
South Dakota	Department of Labor – Adult Education and Literacy http://dol.sd.gov/workforce_training/ael_intro.aspx
Tennessee	Department of Labor and Workforce Development – Division of Adult Education http://www.state.tn.us/labor-wfd/AE/index.htm
Texas	Education Agency – Adult and Community Education AND Harris County Department of Education http://ritter.tea.state.tx.us/adult and http://www.hcde-texas.org/default.aspx?name=AdultEducation
Utah	Department of Education – Adult Education http://schools.utah.gov/adulted
Vermont	Department of Education – Adult Education and Literacy (AEL) system – Learning Works http://www.vtadulthoodlearning.org/html/about.shtml and http://education.vermont.gov/new/html/pgm_adulted.html
Virginia	Department of Education – Office of Adult Education and Literacy http://www.doe.virginia.gov/instruction/adulted
Washington	State Board for Community and Technical Colleges – Office of Adult Literacy http://www.sbctc.edu/college/e_abe.aspx
West Virginia	Department of Education – Division of Technical and Adult Education Services – Office of Adult Education http://wvde.state.wv.us/abe
Wisconsin	Technical College System http://www.witechcolleges.org/Explore_Careers/Adult_Basic
Wyoming	Community College Commission – Adult Basic Education http://www.communitycolleges.wy.edu/business/ABE.htm

Appendix D: Federal and state funding for adult education, total and per participant, in descending order by percent of state funding, 2007-08

State	Federal grant	State funding	State funding as a percent of total funding	Federal funding per participant	State funding per participant	Total funding per participant
California	\$79,823,349	\$748,238,977	90%	\$132	\$1,241	\$1,374
Florida	33,903,653	254,646,993	88%	128	962	1,090
Connecticut	5,793,786	40,697,949	88%	210	1,477	1,688
Michigan	15,976,065	112,126,070	88%	523	3,668	4,190
Maine	2,040,067	14,171,673	87%	259	1,799	2,058
Oregon	5,579,545	36,880,550	87%	257	1,700	1,958
Minnesota	6,802,192	39,139,800	85%	149	854	1,003
Washington	9,109,569	42,594,818	82%	158	741	900
Vermont	1,064,246	4,717,401	82%	609	2,699	3,308
North Carolina	15,374,130	63,450,656	80%	140	576	716
Arkansas	5,609,279	20,157,035	78%	181	650	831
Utah	3,234,164	9,837,908	75%	149	452	601
Massachusetts	10,486,338	30,866,123	75%	483	1,422	1,905
Indiana	9,961,409	27,849,216	74%	259	724	983
Kentucky	8,753,184	22,377,998	72%	278	711	990
South Carolina	8,048,067	19,272,511	71%	136	326	462
Iowa	4,240,789	9,269,614	69%	457	1,000	1,457
New York	41,290,692	84,379,960	67%	308	630	939
Alaska	1,066,348	2,103,800	66%	371	732	1,102
New Mexico	3,693,111	6,599,117	64%	184	329	513
New Hampshire	1,881,183	3,163,814	63%	336	566	902
Hawaii	2,285,511	3,657,777	62%	281	450	731
New Jersey	16,639,835	25,848,900	61%	487	756	1,242
Rhode Island	2,310,585	3,473,087	60%	345	519	864
Maryland	9,053,373	12,788,942	59%	293	414	707
Pennsylvania	20,455,803	27,680,994	58%	401	543	944
Wyoming	903,956	1,141,348	56%	379	479	858
DC	1,470,339	1,695,416	54%	398	459	858
Delaware	1,543,389	1,760,821	53%	351	401	752
Alabama	9,223,981	9,870,295	52%	466	498	964
West Virginia	3,902,196	3,703,257	49%	430	408	838
Wisconsin	7,887,634	7,473,010	49%	325	308	632
Louisiana	9,375,310	8,865,726	49%	397	375	772
Montana	1,429,057	1,328,688	48%	488	454	942
Georgia	16,123,775	11,994,189	43%	223	166	388

State	Federal grant	State funding	State funding as a percent of total funding	Federal funding per participant	State funding per participant	Total funding per participant
Illinois	22,846,733	16,227,265	42%	213	151	365
Ohio	17,869,546	11,960,295	40%	371	248	619
Mississippi	6,328,831	3,630,674	36%	311	178	489
Missouri	9,590,438	4,968,663	34%	286	148	435
North Dakota	1,210,412	615,108	34%	716	364	1,080
Virginia	12,822,956	6,433,771	33%	414	208	622
Colorado	6,415,366	2,947,114	31%	437	201	638
Idaho	2,177,917	987,028	31%	313	142	455
Arizona	9,678,699	4,030,111	29%	517	215	733
Nevada	4,177,836	1,646,286	28%	439	173	611
Kansas	4,014,507	1,528,998	28%	466	178	644
Oklahoma	6,210,870	2,286,418	27%	351	129	481
South Dakota	1,364,168	491,689	26%	520	187	707
Tennessee	11,553,118	3,916,161	25%	279	95	373
Nebraska	2,600,501	881,013	25%	306	104	410
Texas	46,501,474	15,500,491	25%	499	166	665

Note: Some states may include local funds in reporting nonfederal funds to the National Reporting System.
Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System for Adult Education; OREA calculations.

Appendix E: 2010 Tennessee Adult Education Grantees and Budget

Grantees	Adult Education Amount	Personnel	Non-personnel	Staff Development	Total
Anderson Co Schools	\$105,000	\$100,000	\$5,000	\$1,478	\$106,478
Athens City Schools	171,200	151,200	20,000	6,351	177,551
Bedford Co Schools	134,750	131,450	3,300	2,219	136,969
Benton Co Schools	78,750	76,000	2,750	6,655	85,405
Bledsoe Co Schools	78,750	70,000	8,750	2,667	81,417
Blount Co Schools	192,500	190,500	2,000	8,418	200,918
Bradley Co Schools	131,250	130,138	1,112	6,393	137,643
Campbell Co Schools	80,013	60,000	20,013	2,324	82,337
Carroll Co Schools	70,000	68,000	2,000	1,946	71,946
Carter Co Schools	101,500	98,500	3,000	5,472	106,972
Chattanooga St CC	306,250	286,250	20,000	13,083	319,333
Cheatham Co Schools	105,000	95,710	9,290	1,550	106,550
Claiborne Co Schools	113,000	108,000	5,000	4,629	117,629
Clay Co Schools	72,000	55,000	17,000	1,583	73,583
Cocke Co Schools	100,625	97,600	3,025	2,415	103,040
Crockett Co Schools	96,250	93,750	2,500	2,066	98,316
Decatur Co Schools	91,350	90,850	500	2,309	93,659
Dickson Co Schools	118,825	103,825	15,000	1,437	120,262
Dyersburg St CC	132,388	128,388	4,000	2,291	134,679
Fayette Co Schools	78,356	69,356	9,000	5,186	83,542
Fentress Co Schools	124,536	101,161	23,375	128	124,664
Franklin Co Schools	91,875	91,775	100	2,402	94,277
Giles Co Schools	87,238	87,138	100	2,823	90,061
Grainger Co Schools	102,812	99,000	3,812	5,378	108,190
Greeneville City Schools	179,463	170,000	9,463	9,439	188,902
Grundy Co Schools	65,625	62,961	2,664	2,033	67,658
Hamblen Co Schools	151,550	141,176	10,384	5,302	156,862
Hancock Co Schools	41,125	39,125	2,000	1,658	42,783
Hardeman Co Lit Council	78,750	66,750	12,000	1,693	80,443
Hardin Co Schools	87,238	83,000	4,238	3,086	90,324
Hawkins Co Schools	115,231	111,400	3,831	3,060	118,291
Haywood Co Schools	100,625	93,466	7,159	4,050	104,675
Henderson Co Schools	105,000	95,000	10,000	5,342	110,342
Henry Co Schools	187,990	169,625	18,365	4,472	192,462
Hickman Co Schools	\$106,750	\$101,336	\$5,414	\$2,742	\$109,492
Humphreys Co Schools	74,375	60,157	14,218	1,760	76,135
Jackson Co Schools	74,375	72,091	2,284	1,888	76,263
Jefferson Co Schools	122,500	106,954	15,546	1,547	124,047
Johnson City Schools	253,061	243,061	10,000	6,988	260,049

Grantees	Adult Education Amount	Personnel	Non-personnel	Staff Development	Total
Johnson Co Schools	101,413	100,213	1,200	3,665	105,078
Kingsport City Schools	225,000	200,000	25,000	58,336	283,336
Knox Co Schools	311,250	300,000	11,250	12,957	324,207
Lawrence Co Schools	152,688	150,688	2,000	5,191	157,879
Lenoir City Schools	98,000	95,000	3,000	8,328	106,328
Lincoln Co Lit Council	170,000	160,000	10,000	14,833	184,833
Macon Co Schools	100,625	88,011	12,614	2,960	103,585
Marion Co Schools	113,750	106,000	7,750	668	114,418
McNairy Co Schools	113,750	110,750	3,000	5,742	119,492
Meigs Co Schools	95,375	89,290	6,085	3,832	99,207
Memphis City Schools	586,681	535,681	51,000	59,177	645,858
Monroe Co Schools	92,750	85,332	7,418	4,784	97,534
Montgomery Co Schools	227,500	212,500	15,000	8,537	236,037
Obion Co Schools	97,875	96,875	1,000	4,909	102,784
Overton Co Schools	88,550	84,550	4,000	3,143	91,693
Pellissippi St CC	297,500	269,791	27,709	7,502	305,002
Polk Co Schools	98,788	85,788	13,000	3,044	101,832
Putnam Co Schools	154,516	151,000	3,516	6,402	160,918
RE:START CFAE	225,138	220,138	5,000	13,915	239,053
Rhea Co Schools	118,213	112,607	5,606	5,571	123,784
Roane St CC	147,000	142,352	4,648	4,254	151,254
Rutherford Co Schools	328,125	278,500	49,625	1,540	329,665
Sequatchie Co Schools	86,000	82,110	3,890	5,062	91,062
Sevier Co Schools	115,588	110,000	5,588	2,247	117,835
Smith Co Schools	89,250	87,250	2,000	2,952	92,202
South Central CC	127,575	124,000	3,575	1,669	129,244
Stewart Co Schools	100,625	95,348	5,277	1,396	102,021
Sumner Co Schools	257,950	248,688	9,262	9,915	267,865
Tipton Co Schools	96,425	90,000	6,425	6,364	102,789
Trenton Sp Schools Dist	109,375	101,403	7,972	4,980	114,355
Trousdale Co Schools	83,125	57,145	25,980	653	83,778
TTC at Crossville	181,799	173,338	8,461	3,385	185,184
TTC at Hohenwald	143,098	123,986	19,112	3,360	146,458
TTC at Jackson	140,000	134,000	6,000	8,690	148,690
TTC at McMinnville	\$148,750	\$147,250	\$1,500	\$7,312	\$156,062
TTC at Pulaski	116,553	80,503	36,050	2,340	118,893
TTC at Ripley	119,875	119,675	200	6,387	126,262
TTC at Whiteville	80,000	70,696	9,304	1,798	81,798
Tullahoma City Schools	106,750	96,766	9,984	3,579	110,329

Grantees	Adult Education Amount	Personnel	Non-personnel	Staff Development	Total
Union Co Schools	86,013	84,013	2,000	2,658	88,671
Van Buren Co Schools	41,125	40,125	1,000	1,485	42,610
Wayne Co Schools	118,000	95,200	22,800	2,528	120,528
Weakley Co Schools	142,625	137,625	5,000	6,846	149,471
White Co Schools	140,000	110,000	30,000	2,475	142,475
Williamson Co Schools	275,000	225,000	50,000	4,822	279,822
Wilson Co Schools	178,000	171,350	6,650	5,117	183,117
Workforce Essentials	118,000	103,000	15,000	2,318	120,318
YWCA	218,000	165,000	53,000	3,005	221,005
Subtotals	\$11,871,864	\$10,948,230	\$923,644	\$488,896	\$12,360,770
TN Center for Performance Excellence	0			104,325	
University of Tennessee	0			585,616	
Subtotals	11,871,864			1,178,837	
Nashville SCC	289,188	248,665	40,523	7,033	
Totals	\$12,161,052	\$11,196,895	\$964,167	\$1,185,870	

Source: Department of Labor and Workforce Development, Division of Adult Education.

Appendix F: Total enrollment in adult education; breakdown of enrollment in adult basic education, adult secondary education, and English as a second language; number of persons 18-64 with less than a high school diploma or its equivalent, by state

State	Total enrollment	Enrollment: ABE	Enrollment: ASE	Enrollment: ESL	Number of persons 18-64 with less than a high school diploma or its equivalent, by state
Alabama	19,809	13,590	4,301	1,918	466,221
Alaska	2876	2,043	298	535	44,182
Arizona	18,704	10,702	1,378	6,624	633,358
Arkansas	31,010	19,275	6,841	4,894	271,194
California	602,837	122,601	71,579	408,657	4,267,802
Colorado	14,683	3,770	1,180	9,733	357,713
Connecticut	27,549	7,312	7,593	12,644	206,625
Delaware	4,395	2,635	510	1,250	63,827
DC	3,690	1,908	424	1,358	51,468
Florida	264,670	107,093	33,098	124,479	1,510,196
Georgia	72,390	45,839	6,253	20,298	942,036
Hawaii	8,135	3,452	1,573	3,110	59,736
Idaho	6,950	3,795	534	2,621	104,129
Illinois	107,120	26,803	13,739	66,578	1,012,446
Indiana	38,468	22,737	8,766	6,965	506,166
Iowa	9,271	3,951	2,210	3,110	152,457
Kansas	8,606	4,009	1,087	3,510	172,687
Kentucky	31,456	22,728	5,338	3,390	415,183
Louisiana	23,642	17,896	3,603	2,143	471,114
Maine	7,878	3,689	2,643	1,546	69,935
Maryland	30,882	13,622	4,192	13,068	380,357
Massachusetts	21,706	4,917	3,525	13,264	397,865
Michigan	30,571	18,102	3,389	9,080	667,715
Minnesota	45,805	14,610	7,206	23,989	239,185
Mississippi	20,372	16,825	2,982	565	326,890
Missouri	33,497	22,061	4,775	6,661	445,087
Montana	2,926	2,176	539	211	52,265
Nebraska	8,501	3,801	1,094	3,606	97,753
Nevada	9,526	1,140	466	7,920	263,978
New Hampshire	5,592	1,662	2,217	1,713	67,386
New Jersey	34,198	11,372	2,152	20,674	582,968
New Mexico	20,063	10,623	2,015	7,425	202,116
New York	133,852	51,463	8,666	73,723	1,678,782
North Carolina	110,126	60,450	18,785	30,891	839,454
North Dakota	1,690	956	497	237	24,392
Ohio	48,209	32,526	8,479	7,204	772,346
Oklahoma	17,672	12,208	2,033	3,431	306,576

State	Total enrollment	Enrollment: ABE	Enrollment: ASE	Enrollment: ESL	Number of persons 18-64 with less than a high school diploma or its equivalent, by state
Oregon	21,690	9,507	1,631	10,552	273,612
Pennsylvania	50,996	26,860	10,238	13,898	775,770
Rhode Island	6,697	3,017	646	3,034	86,186
South Carolina	59,077	44,687	8,585	5,805	420,441
South Dakota	2,624	1,674	576	374	43,997
Tennessee	41,439	29,629	5,333	6,477	571,938
Texas	93,242	36,358	4,308	52,576	2,845,944
Utah	21,764	11,347	2,561	7,856	156,958
Vermont	1,748	1,189	441	118	29,836
Virginia	30,940	11,354	4,574	15,012	580,911
Washington	57,474	21,624	4,011	31,839	441,937
West Virginia	9,079	6,931	1,983	165	165,715
Wisconsin	24,302	11,938	6,257	6,107	319,277
Wyoming	2,385	1,202	708	2,385	27,384

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System for Adult Education. U.S. Census Bureau, 2008 American Community Survey, Three-year Estimates.

Appendix G: Total Enrollment and GED Attainment by state, as a percent of need, 2007-08

State	Total enrollment as a percent of need	GED attainment as a percent of need
Minnesota	19.15%	2.63%
Florida	17.53%	2.36%
California	14.13%	0.84%
South Carolina	14.05%	1.58%
Utah	13.87%	3.40%
Hawaii	13.62%	2.52%
Connecticut	13.33%	1.62%
North Carolina	13.12%	1.66%
Washington	13.01%	2.95%
Arkansas	11.43%	2.63%
Maine	11.26%	3.48%
Illinois	10.58%	1.58%
New Mexico	9.93%	2.39%
Wyoming	8.71%	5.13%
Nebraska	8.70%	2.27%
New Hampshire	8.30%	2.33%
Maryland	8.12%	1.47%
New York	7.97%	1.98%
Oregon	7.93%	3.20%
Rhode Island	7.77%	1.68%
Georgia	7.68%	2.10%
Wisconsin	7.61%	2.43%
Indiana	7.60%	2.33%
Kentucky	7.58%	2.37%
Missouri	7.53%	2.24%
Tennessee	7.25%	2.14%
DC	7.17%	1.20%
North Dakota	6.93%	4.07%
Delaware	6.89%	1.18%
Idaho	6.67%	3.69%
Pennsylvania	6.57%	1.87%
Alaska	6.51%	3.75%
Ohio	6.24%	2.47%
Mississippi	6.23%	2.42%
Iowa	6.08%	2.54%
South Dakota	5.96%	2.88%
New Jersey	5.87%	1.57%
Vermont	5.86%	2.56%
Oklahoma	5.76%	2.13%
Montana	5.60%	4.24%
West Virginia	5.48%	2.38%
Massachusetts	5.46%	2.06%
Virginia	5.33%	2.73%
Louisiana	5.02%	1.52%
Kansas	4.98%	1.85%
Michigan	4.58%	1.65%
Alabama	4.25%	1.91%
Colorado	4.10%	2.72%
Nevada	3.61%	1.81%
Texas	3.28%	1.12%
Arizona	2.95%	2.12%

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System for Adult Education. U.S. Census Bureau, 2008 American Community Survey, Three-year Estimates. American Council on Education, *2008 GED Testing Program Statistical Report*, July 2009, <http://www.acenet.edu>. OREA calculations.

Adult Basic Education Levels			
Literacy Level	Basic Reading and Writing	Numeracy Skills	Workplace Skills
Beginning ABE Literacy	Individual has no or minimal reading and writing skills. May have little or no comprehension of how print corresponds to spoken language and may have difficulty using a writing instrument. At the upper range of this level, individual can recognize, read, and write letters and numbers but has a limited understanding of connected prose and may need frequent re-reading. Can write a limited number of basic sight words and familiar words and phrases; may also be able to write simple sentences or phrases, including very simple messages. Can write basic personal information. Narrative writing is disorganized and unclear, inconsistently uses simple punctuation (e.g., periods, commas, question marks), and contains frequent errors in spelling.	Individual has little or no recognition of numbers or simple counting skills or may have only minimal skills, such as the ability to add or subtract single digit numbers.	Individual has little or no ability to read basic signs or maps and can provide limited personal information on simple forms. The individual can handle routine entry level jobs that require little or no basic written communication or computational skills and no knowledge of computers or other technology.
Beginning Basic Education	Individual can read simple material on familiar subjects and comprehend simple and compound sentences in single or linked paragraphs containing a familiar vocabulary; can write simple notes and messages on familiar situations but lacks clarity and focus. Sentence structure lacks variety, but individual shows some control of basic grammar (e.g., present and past tense) and consistent use of punctuation (e.g., periods, capitalization).	Individual can count, add, and subtract three digit numbers, can perform multiplication through 12, can identify simple fractions, and perform other simple arithmetic operations.	Individual is able to read simple directions, signs, and maps, fill out simple forms requiring basic personal information, write phone messages, and make simple changes. There is minimal knowledge of and experience with using computers and related technology. The individual can handle basic entry level jobs that require minimal literacy skills; can recognize very short, explicit, pictorial texts (e.g., understands logos related to worker safety before using a piece of machinery); and can read want ads and complete simple job applications.

Adult Basic Education Levels			
Literacy Level	Basic Reading and Writing	Numeracy Skills	Workplace Skills
Low Intermediate Basic Education	Individual can read text on familiar subjects that have a simple and clear underlying structure (e.g., clear main idea, chronological order); can use context to determine meaning; can interpret actions required in specific written directions; can write simple paragraphs with a main idea and supporting details on familiar topics (e.g., daily activities, personal issues) by recombining learned vocabulary and structures; and can self and peer edit for spelling and punctuation errors.	Individual can perform with high accuracy all four basic math operations using whole numbers up to three digits and can identify and use all basic mathematical symbols.	Individual is able to handle basic reading, writing, and computational tasks related to life roles, such as completing medical forms, order forms, or job applications; and can read simple charts, graphs, labels, and payroll stubs and simple authentic material if familiar with the topic. The individual can use simple computer programs and perform a sequence of routine tasks given direction using technology (e.g., fax machine, computer operation). The individual can qualify for entry level jobs that require following basic written instructions and diagrams with assistance, such as oral clarification; can write a short report or message to fellow workers; and can read simple dials and scales and take routine measurements.
High Intermediate Basic Education	Individual is able to read simple descriptions and narratives on familiar subjects or from which new vocabulary can be determined by context and can make some minimal inferences about familiar texts and compare and contrast information from such texts but not consistently. The individual can write simple narrative descriptions and short essays on familiar topics and has consistent use of basic punctuation but makes grammatical errors with complex structures.	Individual can perform all four basic math operations with whole numbers and fractions; can determine correct math operations for solving narrative math problems and can convert fractions to decimals and decimals to fractions; and can perform basic operations on fractions.	Individual is able to handle basic life skills tasks such as graphs, charts, and labels and can follow multistep diagrams; can read authentic materials on familiar topics, such as simple employee handbooks and payroll stubs; can complete forms such as a job application and reconcile a bank statement. Can handle jobs that involve following simple written instructions and diagrams; can read procedural texts, where the information is supported by diagrams, to remedy a problem, such as locating a problem with a machine or carrying out repairs using a repair manual. The individual can learn or work with most basic computer software, such as using a word processor to produce own texts, and can follow simple instructions for using technology.

Adult Secondary Education Levels			
Literacy Level	Basic Reading and Writing	Numeracy Skills	Workplace Skills
Low Adult Secondary Education	Individual can comprehend expository writing and identify spelling, punctuation, and grammatical errors; can comprehend a variety of materials such as periodicals and nontechnical journals on common topics; can comprehend library reference materials and compose multiparagraph essays; can listen to oral instructions and write an accurate synthesis of them; and can identify the main idea in reading selections and use a variety of context issues to determine meaning. Writing is organized and cohesive with few mechanical errors; can write using a complex sentence structure; and can write personal notes and letters that accurately reflect thoughts.	Individual can perform all basic math functions with whole numbers, decimals, and fractions; can interpret and solve simple algebraic equations, tables, and graphs and can develop own tables and graphs; and can use math in business transactions.	Individual is able or can learn to follow simple multistep directions and read common legal forms and manuals; can integrate information from texts, charts, and graphs; can create and use tables and graphs; can complete forms and applications and complete resumes; can perform jobs that require interpreting information from various sources and writing or explaining tasks to other workers; is proficient using computers and can use most common computer applications; can understand the impact of using different technologies; and can interpret the appropriate use of new software and technology.
High Adult Secondary Education	Individual can comprehend, explain, and analyze information from a variety of literacy works, including primary source materials and professional journals, and can use context cues and higher order processes to interpret meaning of written material. Writing is cohesive with clearly expressed ideas supported by relevant detail, and individual can use varied and complex sentence structures with few mechanical errors.	Individual can make mathematical estimates of time and space and can apply principles of geometry to measure angles, lines, and surfaces and can also apply trigonometric functions.	Individual is able to read technical information and complex manuals; can comprehend some college level books and apprenticeship manuals; can function in most job situations involving higher order thinking; can read text and explain a procedure about a complex and unfamiliar work procedure, such as operating a complex piece of machinery; can evaluate new work situations and processes; and can work productively and collaboratively in groups and serve as facilitator and reporter of group work. The individual is able to use common software and learn new software applications; can define the purpose of new technology and software and select appropriate technology; can adapt use of software or technology to new situations; and can instruct others, in written or oral form, on software and technology use.

English as a Second Language Levels			
Literacy Level	Basic Reading and Writing	Numeracy Skills	Workplace Skills
Beginning ESL Literacy	Individual cannot speak or understand English, or understands only isolated words or phrases.	Individual has no or minimal reading or writing skills in any language. May have little or no comprehension of how print corresponds to spoken language and may have difficulty using a writing instrument.	Individual functions minimally or not at all in English and can communicate only through gestures or a few isolated words, such as name and other personal information; may recognize only common signs or symbols (e.g., stop sign, product logos); can handle only very routine entry-level jobs that do not require oral or written communication in English. There is no knowledge or use of computers or technology.
Low Beginning ESL	Individual can understand basic greetings, simple phrases and commands. Can understand simple questions related to personal information, spoken slowly and with repetition. Understands a limited number of words related to immediate needs and can respond with simple learned phrases to some common questions related to routine survival situations. Speaks slowly and with difficulty. Demonstrates little or no control over grammar.	Individual can read numbers and letters and some common sight words. May be able to sound out simple words. Can read and write some familiar words and phrases, but has a limited understanding of connected prose in English. Can write basic personal information (e.g., name, address, telephone number) and can complete simple forms that elicit this information.	Individual functions with difficulty in social situations and in situations related to immediate needs. Can provide limited personal information on simple forms, and can read very simple common forms of print found in the home and environment, such as product names. Can handle routine entry level jobs that require very simple written or oral English communication and in which job tasks can be demonstrated. May have limited knowledge and experience with computers.
High Beginning ESL	Individual can understand common words, simple phrases, and sentences containing familiar vocabulary, spoken slowly with some repetition. Individual can respond to simple questions about personal everyday activities, and can express immediate needs, using simple learned phrases or short sentences. Shows limited control of grammar.	Individual can read most sight words, and many other common words. Can read familiar phrases and simple sentences but has a limited understanding of connected prose and may need frequent re-reading. Individual can write some simple sentences with limited vocabulary. Meaning may be unclear. Writing shows very little control of basic grammar, capitalization and punctuation and has many spelling errors.	Individual can function in some situations related to immediate needs and in familiar social situations. Can provide basic personal information on simple forms and recognizes simple common forms of print found in the home, workplace and community. Can handle routine entry level jobs requiring basic written or oral English communication and in which job tasks can be demonstrated. May have limited knowledge or experience using computers.

English as a Second Language Levels			
Literacy Level	Basic Reading and Writing	Numeracy Skills	Workplace Skills
Low Intermediate ESL	Individual can understand simple learned phrases and limited new phrases containing familiar vocabulary spoken slowly with frequent repetition; can ask and respond to questions using such phrases; can express basic survival needs and participate in some routine social conversations, although with some difficulty; and has some control of basic grammar.	Individual can read simple material on familiar subjects and comprehend simple and compound sentences in single or linked paragraphs containing a familiar vocabulary; can write simple notes and messages on familiar situations but lacks clarity and focus. Sentence structure lacks variety but shows some control of basic grammar (e.g., present and past tense) and consistent use of punctuation (e.g., periods, capitalization).	Individual can interpret simple directions and schedules, signs, and maps; can fill out simple forms but needs support on some documents that are not simplified; and can handle routine entry level jobs that involve some written or oral English communication but in which job tasks can be demonstrated. Individual can use simple computer programs and can perform a sequence of routine tasks given directions using technology (e.g., fax machine, computer).
High Intermediate ESL	Individual can understand learned phrases and short new phrases containing familiar vocabulary spoken slowly and with some repetition; can communicate basic survival needs with some help; can participate in conversation in limited social situations and use new phrases with hesitation; and relies on description and concrete terms. There is inconsistent control of more complex grammar.	Individual can read text on familiar subjects that have a simple and clear underlying structure (e.g., clear main idea, chronological order); can use context to determine meaning; can interpret actions required in specific written directions; can write simple paragraphs with main idea and supporting details on familiar topics (e.g., daily activities, personal issues) by recombining learned vocabulary and structures; and can self and peer edit for spelling and punctuation errors.	Individual can meet basic survival and social needs, can follow some simple oral and written instruction, and has some ability to communicate on the telephone on familiar subjects; can write messages and notes related to basic needs; can complete basic medical forms and job applications; and can handle jobs that involve basic oral instructions and written communication in tasks that can be clarified orally. Individual can work with or learn basic computer software, such as word processing, and can follow simple instructions for using technology.
Advanced ESL	Individual can understand and communicate in a variety of contexts related to daily life and work. Can understand and participate in conversation on a variety of everyday subjects, including some unfamiliar vocabulary, but may need repetition or rewording. Can clarify own or others' meaning by rewording. Can understand the main points of simple discussions and informational communication in familiar contexts. Shows some ability to go beyond learned patterns and construct new sentences. Shows control of basic grammar but has difficulty using more complex structures. Has some basic fluency of speech.	Individual can read moderately complex text related to life roles and descriptions and narratives from authentic materials on familiar subjects. Uses context and word analysis skills to understand vocabulary, and uses multiple strategies to understand unfamiliar texts. Can make inferences, predictions, and compare and contrast information in familiar texts. Individual can write multi-paragraph text (e.g., organizes and develops ideas with clear introduction, body, and conclusion), using some complex grammar and a variety of sentence structures. Makes some grammar and spelling errors. Uses a range of vocabulary.	Individual can function independently to meet most survival needs and to use English in routine social and work situations. Can communicate on the telephone on familiar subjects. Understands radio and television on familiar topics. Can interpret routine charts, tables and graphs and can complete forms and handle work demands that require non-technical oral and written instructions and routine interaction with the public. Individual can use common software, learn new basic applications, and select the correct basic technology in familiar situations.

Note: The descriptors are *entry-level* descriptors and are illustrative of what a typical student functioning at that level should be able to do. They are not a full description of skills for the level.

Source: U.S. Department of Education, Division of Adult Education and Literacy, Office of Vocational and Adult Education, *Implementation Guidelines: Measures and Methods for the National Reporting System for Adult Education*, March 2010, pp. 17-21, <http://www.nrsweb.org> (accessed June 28, 2010).

Appendix I: Number of Adult Education participants selecting GED attainment as a goal, program year 2007, by state

California	34,113
Tennessee	14,243
Michigan	11,723
North Carolina	10,966
Ohio	10,834
Georgia	9,611
Missouri	9,258
Washington	8,769
Indiana	8,695
Utah	8,045
Illinois	7,786
Arkansas	7,560
Pennsylvania	7,297
Kentucky	6,361
Texas	6,063
New York	6,042
Louisiana	5,999
South Carolina	5,790
Oregon	5,776
Mississippi	5,054
New Mexico	4,569
Florida	4,350
Connecticut	4,275
Minnesota	4,264
Virginia	4,224
Alabama	3,984
Oklahoma	3,688
New Jersey	3,633
Maryland	3,407
Wisconsin	3,266
Hawaii	2,825
Iowa	2,724
Maine	2,467
Colorado	2,465
Kansas	2,197
Arizona	1,998
West Virginia	1,888
New Hampshire	1,656
Nebraska	1,641
Idaho	1,536
Massachusetts	1,500
Rhode Island	1,449
North Dakota	1,079
Montana	1,023
Wyoming	1,022
Alaska	834
South Dakota	770
Nevada	565
District of Columbia	562
Delaware	395
Vermont	295

Source: U.S. Department of Education, Office of Vocational and Adult Education, National Reporting System, Table 5: Core Outcome Follow-up Achievement, Program Year 2007.

Table A: Adult Education Target Population by Number of Years of Schooling Completed

Level of Educational Attainment	Number in Target Population
Total	990,706
0 to 4 Years Completed	75,470
5 to 8 Years Completed	298,216
9 to 12 Years Completed	617,020
9 Years	132,248
10 Years	170,159
11 Years	156,543
12 Years, No Diploma	158,070

Table B: State Population Age 16 and Over and Out of School

	Attained High School Diploma or Equivalent	Target Population: No Diploma or Equivalent	Total	Target Population As Percent of Total
Adult Population, Out of School	2,950,263	990,706	3,940,969	25.14%

Table C: Adult Education Target Population, by Years of Schooling and Age

Level of Educational Attainment	Number in Target Population				
	Total	Ages 16 to 24	Ages 25 to 44	Ages 45 to 59	Ages 60 & Older
Total	990,706	96,222	276,784	213,527	404,173
0 to 4 Years Completed	75,470	4,318	13,332	13,436	44,384
5 to 8 Years Completed	298,216	10,485	43,896	62,008	181,827
9 to 12 Years Completed	617,020	81,419	219,556	138,083	177,962
9 Years	132,248	13,009	40,668	29,759	48,812
10 Years	170,159	21,117	56,160	39,447	53,435
11 Years	156,543	25,262	59,982	33,969	37,330
12 Years, No Diploma	158,070	22,031	62,746	34,908	38,385

Source: U.S. Department of Education, Office of Vocational and Adult Education, <http://www2.ed.gov/about/offices/list/ovae/pi/AdultEd/facts-figures.html>.



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