National Reporting System for Adult Education:
Performance Accountability

Office of Career, Technical, and Adult Education

New State Director Training

Washington, D.C.

September 27, 2017

National Reporting System

Good morning!

Group Activity

1. In the group at your table, discuss the questions about designing a national accountability system. Be creative!

2. Report your answers to the larger group.

National Reporting System TIMELINE

1993: Government Performance and Results Act (GPRA) requires all federal agencies to develop indicators of program performance to demonstrate they are meeting their goals.

1996: State directors and U.S. Department of Education develop a framework for a system of program accountability.

1997: National stakeholder meeting held to validate framework and identify outcome measures.

1997: National Reporting System (NRS) for adult education begins.

NRS TIMELINE (continued)

1998: Workforce Investment Act (WIA) becomes law, requiring an accountability system with core indicators of performance.

1999: Initial performance standards become effective for states and local programs.

2000: National Reporting System is implemented in all states.

2002 – 2011:

- OMB changes to employment reporting[1].
- Revised ESL levels.
- Added tables 4c, 5a, and 14.
- OMB Race/ethnicity guidance.
- Added measures for student's highest educational level.
- Added measures for teacher experience and certification.

[1] Required by Office of Management and Budget (OMB) effective in PY 2005.

NRS TIMELINE (continued)

2012: Automatic cohorts for NRS follow-up measures go into effect for program year (PY) 2012-13.

2014: Workforce Innovation and Opportunity Act (WIOA) becomes law and reauthorizes the Adult Education and Family Literacy Act (AEFLA), Title II of WIOA.

2015: Transition year from WIA to WIOA.

2016: WIOA performance accountability system in Section 116 goes into effect for PY 2016-17.

2016: WIOA regulations, information collection requests (ICRs), joint guidance, and training.

- **Joint performance regulations (20 CFR Part 677)**
- **Title II regulations (34 CFR Parts 462 and 463)**
- **Joint performance ICR (OMB 1205-0526)**
- **Title II ICR – NRS tables (OMB 1830-0027)**
- **Joint performance guidance (OCTAE Program Memo 17-2)**
- **NRS regional trainings (LEAP I and LEAP II)**

How to Develop a National System to Demonstrate Program Effectiveness

Guiding Principles:

- ✓ Meet statutory accountability requirements

- ✓ Measurable and objective across all states

- ✓ Maintain state and local control, flexibility to meet learner needs

- ✓ Minimize burden

- ✓ Accommodate methodology to produce valid and reliable data

- ✓ Definitions and procedures aligned with partner programs

- ✓ Early and consistent input from stakeholders

USES OF NRS DATA
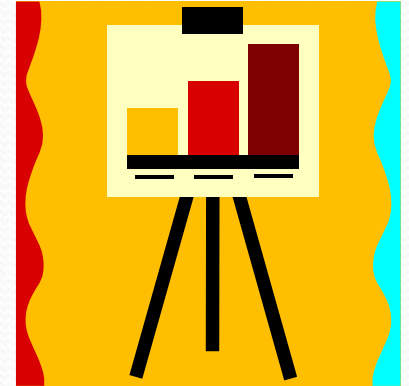
Federal Level

- To meet agency accountability requirements (GPRA)
- To demonstrate program effectiveness to Congress
- To determine state technical assistance needs and sanctions

State Level

- To meet state and federal reporting requirements for funding
- As one factor in determining local funding
- To understand local programs and identify TA needs

Local Level

- For program improvement efforts
- For program management – to understand students and classes

# What the NRS Is Not

The NRS does not:

- **Preclude states from collecting other measures and using them for state accountability.**

- **Preclude the use of other educational functioning levels.**

- **Specify one test or assessment that must be used.**

- **Require specific software or record-keeping system.**

- **Specify skill areas or topics to teach students.**

WIOA Performance Data

Reported for all AEFLA participants who have at least 12 contact hours:

- ✓ **Primary indicators of performance required by Section 116 of WIOA.**

- ✓ **Descriptive and participation data.**

- ✓ **Secondary Measures (optional) – no performance standards or sanctions tied to them, but states may consider for local funding.**
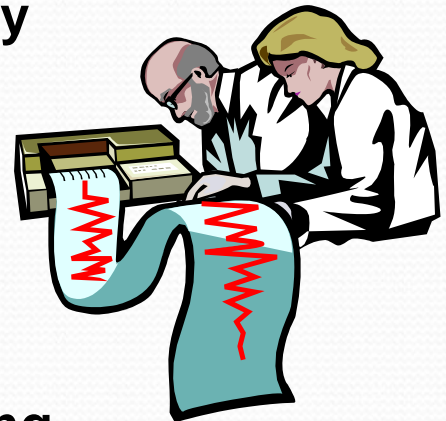
WIOA Primary Indicators of Performance

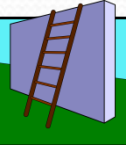| Indicator	Definition
Measurable Skill Gain	Percentage of participants who achieve at least one educational functioning level (EFL) gain (through post-testing , credits, or postsecondary enrollment) or attain a secondary school diploma.
Employment Rate – 2nd Quarter	Percentage of participants who are in unsubsidized employment during the second quarter after exit from the program.
Employment Rate – 4th Quarter	Percentage of participants who are unsubsidized employment during the fourth quarter after exit from the program.
Median Earnings – 2nd Quarter	Median earnings of participants who are in unsubsidized employment during the second quarter after exit from the program.
Credential Attainment	Percentage of participants who attain a recognized postsecondary credential or a secondary school diploma (subject to conditions) during participation in or within one year after exit from the program.
Effectiveness in Serving Employers	Piloting three approaches: 1. Retention with the same employer 2. Repeat business customers 3. Employer Penetration Rate

Exit based indicators

Barriers to Employment, Demographics, and Participation

Barriers to Employment	
Barrier	**Definition**
Displaced homemaker	Has been dependent on the income of another family member but is no longer supported by that income; is the dependent spouse of a member of the armed forces on active duty whose family income is significantly reduced.
English language learner, low literacy level, cultural barriers	Limited ability in speaking, reading, writing, or understanding the English language; an inability to compute and solve problems, or read, write, or speak English at a level necessary to function on the job in the participant's family or in society; or a perception of him- or herself as possessing attitudes, beliefs, customs, or practices that influence a way of thinking, acting, or working that may serve as a hindrance to employment.
Exhausting Temporary Assistance for Needy Families (TANF) within 2 years	Within 2 years of exhausting lifetime eligibility under Part A of Title IV of the Social Security Act (42 U.S.C. 601 et seq.), regardless of whether he or she is receiving these benefits at program entry.
Ex-offender	Has been subject to any stage of the criminal justice process for committing a status offense or delinquent act or requires assistance in overcoming barriers to employment resulting from a record of arrest or conviction.

Barriers to Employment, Demographics, and Participation

Barrier	Definition
Barriers to Employment (continued)	
Homeless or runaway youth	Lacks a fixed, regular, and adequate nighttime residence; primary nighttime residence not designed for regular sleeping accommodation; migratory child; under 18 years of age and absents himself or herself from place of legal residence without the permission.
Long-term unemployed	Has been unemployed for 27 or more consecutive weeks.
Low-income	SNAP, TANF, SSI, or public assistance; total family income not higher than poverty line or 70% of the lower living standard income level; free or reduced-price lunch; foster child; with disability and income is the poverty line; homeless participant; youth living in a high-poverty area.
Migrant and seasonal farmworker	Low-income individual primarily employed in agriculture or fish farming labor that is characterized by chronic unemployment or underemployment.
Individual with disabilities	Indicates that he or she has any disability, defined as a physical or mental impairment that substantially limits one or more of the person's major life activities, as defined under the Americans with Disabilities Act of 1990.
Single parent	Single, separated, divorced, or widowed with primary responsibility for dependent children under age 18 (including single pregnant women).
Youth in foster care or who has aged out of system	Person who is currently in foster care or has aged out of the foster care system.

Barriers to Employment, Demographics, and Participation

Demographic Measures	
Race/Ethnicity	• American Indian or Alaska Native • Asian • Black or African American • Hispanic/Latino of any race • Native Hawaiian or Other Pacific Islander • White • More than one race
Sex	Participant's sex
Date of birth	Participant's date of birth
Labor Force Status	• Employed • Employed but received notice of termination of employment or military separation is pending • Unemployed • Not in the labor force
Highest Degree or Level of School Completed	Highest number of years of formal schooling the participant has completed or the highest credential or degree the participant has achieved. Schooling in the United States or abroad is included.
Teacher Descriptive Measures	• Total Years of Adult Education Teaching Experience • Teacher Certification

Barriers to Employment, Demographics, and Participation

Participation Measures	
Contact Hours	Hours of instruction or instructional activity that the participant receives from the program. • **In-person hours** • **Proxy hours** ➤ *Clock Time Model* ➤ *Teacher Verification Model* ➤ *Learner Mastery Model*
Program Enrollment Type	• **Adult Basic Education Program** • **Adult Secondary Education Program** • **ESL/English Language Acquisition Program** • **Integrated Education and Training (IET)** • **Integrated English Literacy and Civics Education** • **Correctional Education Program** • **Family Literacy Program** • **Community Corrections Programs** • **Other Institutional Programs** • **Distance Education**

NRS Optional Measures

Optional Outcome Measures for Family Literacy and Civics Education Programs	
Optional Family Literacy Measure: Involvement in Children's Education	• Helping children more frequently with their schoolwork. • Increasing contact with children's teachers. • More involvement in children's school.
Optional Family Literacy Measure: Involvement in Children's Literacy-Related Activities	• Reading to children. • Visiting a library. • Purchasing books or magazines for children.
Optional Civics Education Measure: Achieved Citizenship Skills	Participant attains the skills needed to pass the U.S. citizenship exam.
Optional Civics Education Measure: Voter Registration	Participant registers to vote or votes for the first time anytime during the program year.
Optional Civics Education Measure: Involvement in Community Activities	• Attending or organizing meetings of neighborhood, community, or political organizations. • Volunteering to work for such organizations. • Contributing to the support of such organizations. • Volunteering to work on community improvement activities.

Performance Accountability Requirements for States

- **States must identify "expected levels of performance" for each of the indicators and reach agreement on "adjusted levels of performance."**
  Sec. 116(b)(3)(A)(iii) and 116(b)(3)(A)(iv)(I)

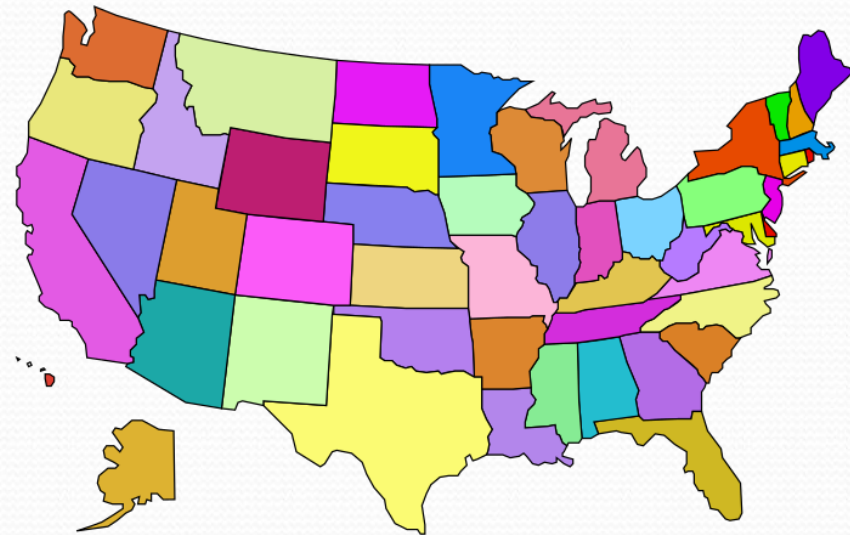- **States have the option to consider additional outcome measures.**
  Sec. 116(b)(2)(B)

- **States may be sanctioned for failure to submit an annual report or failure to meet expected levels of performance.**
  Sec. 116(f)(1)(B)

- **States must consider past effectiveness (performance) when funding local programs.**
  Sec. 231(e)(3)

Three Possible Approaches for Establishing Local Performance Standards

1. **Individual Program Improvement:**

   Past performance on the measure is the baseline for negotiating future performance. Harder to manage because each program could have a different baseline for each measure.

2. **Relative Ranking and Averaging:**

   All programs are ranked from highest to lowest on each performance measure. The average is the standard. The standard established may be too high for low performing programs. Can also result in unacceptable low performance, especially if many programs in the state are low performers.

3. **External Criteria:**

   Performance levels are established without consideration of past performance to meet policy goals. This method does promote state policy on achieving long-term goals. Ignores individual differences among providers and can result in unintended consequences especially for low performing programs.
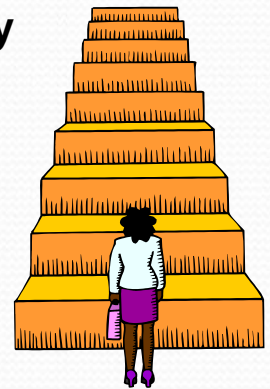
OCTAE's Keys to a Strong Accountability System

- A student level reporting system with a web-based relational database.

- A comprehensive Data Dictionary/Users Guide outlining definitions, procedures, and technical standards for data collection and reporting.

- Standard forms with coding categories, tied to database, and timely data entry procedures (at least quarterly).

- Local staff assigned to data collection with clear understanding of responsibilities and appropriate level training provided by state.

- A state assessment policy with training and monitoring.

OCTAE's Keys to a Strong Accountability System (continued)

- A standardized follow-up methodology is established with training and monitoring.

- An understanding of allowable costs and ensuring all sub-recipients are informed about financial requirements and are required to report detailed expenditure reports on a regular and timely basis.

- Regular data regular data review and error checking by state staff with immediate feedback.

- Evaluation and monitoring system is in place to determine local data quality.

- Local access to data with reporting capabilities that support program management decisions.

NRS Technical Assistance Web Site

NRSWEB.ORG

- **WIOA information**

- **Annual Training Materials**

- **Assessment Guidance**

- **Data Quality Resources**

- **Self-paced Online Courses**

- **National and State Reports**

- **NRS History**

- **NRS publications**

NRS Web-based Reporting Database

How to Access the System

- **https://wdcrobcolp01.ed.gov/CFAPPS/OVAE/NRS/main.cfm**
- **Three main user groups (public, state staff, OCTAE)**
- **Contact nrs@ed.gov for individual password assistance**

What Does the System Look Like?

- **Statistical Section (Performance Tables)**
- **Financial Section**
- **Documents Section (Narrative Report)**
- **Performance Section (History)**
- **Data Quality Checklist**
- **Reports (State, Regional, and National Data)**

ED.gov

Office of Career, Technical, and Adult Education
National Reporting System

Please select a link below.

- Statistical section.
- Financial section.
- Documents section.
- Performance section.
- Data Quality Checklist

Break