

**Virginia State Plan**  
For  
**Adult Education and Family Literacy**  
*Under*  
*Title II, The Adult Education and Family Literacy Act*  
*of the*  
*Workforce Investment Act of 1998 (Public Law 105-220)*

**1999-2004**  
**Draft**  
**April, 1999**

Adult Education Services  
Office of Vocational and Adult Education Services  
Virginia Department of Education  
P.O. Box 2120  
Richmond, VA 23218-2120  
(804) 225-2075

# Contents

Chapter		Page
	<b>Executive Summary.....</b>	<b>iv</b>
<b>1</b>	<b>Eligible Agency Certifications and Assurances.....</b>	<b>1</b>
	1.1 Certifications.....	1
	1.2 Assurances.....	2
<b>2</b>	<b>Needs Assessment.....</b>	<b>4</b>
	2.1 Individuals Most in Need and Populations.....	4
<b>3</b>	<b>Description of Adult Education and Literacy Activities.....</b>	<b>9</b>
	3.1 Description of Allowable Activities.....	9
	3.2 Special Rule Uses of Funds for Family Literacy.....	10
	3.3 Description of New Organizational Arrangements.....	10
<b>4</b>	<b>Annual Evaluation of Adult Education and Literacy Activities.....</b>	<b>12</b>
<b>5</b>	<b>Performance Measures.....</b>	<b>15</b>
	5.1 Eligible Agency Performance Measures.....	15
	5.2 Additional Indicators.....	16
	5.3 Levels of Performance for First Three Years.....	16
	5.4 Factors.....	23
<b>6</b>	<b>Procedures and Process of Funding Eligible Providers.....</b>	<b>24</b>
	6.1 Applications.....	24
	6.2 Eligible Providers.....	25
	6.3 Notice of Availability.....	25
	6.4 Process.....	25
	6.5 Evaluation of Applications.....	27
	6.6 Special Rule Local Administrative Expenditures.....	28
<b>7</b>	<b>Public Participation and Comment.....</b>	<b>29</b>
	7.1 Description of Activities.....	29
	7.2 Governor’s Comments.....	29
	7.3 Public Comments.....	29
<b>8</b>	<b>Description of Program Strategies for Populations.....</b>	<b>30</b>
	8.1 Local Strategies.....	30
	8.2 State Strategies.....	30
<b>9</b>	<b>Integration with other Adult Education and Training Activities.....</b>	<b>31</b>
	9.1 Description of Planned Integrated Activities.....	31

*Contents (Continued)*

9.2	State Unified Plan.....	31
<b>10</b>	<b>Description of the Steps to Ensure Direct and Equitable Access.....</b>	<b>32</b>
10.1	Description of Steps.....	32
10.2	Notice of Availability.....	32
<b>11</b>	<b>Programs for Corrections Education and Other Institutionalized Individuals.....</b>	<b>33</b>
11.1	Types of Programs.....	33
11.2	Priority.....	33
11.3	Types of Institutional Settings.....	33
11.4	Limitation of Expenditure.....	33
11.5	Policies, Procedures and Activities.....	33
<b>12</b>	<b>State Leadership Activities.....</b>	<b>34</b>
12.1	Description of Activities.....	34
12.2	Collaboration with Other Related Agencies and Programs.....	35
<b>Appendix A.</b>	<b>Regional Briefings Workforce Investment Act of 1998.....</b>	<b>37</b>
<b>Appendix B.</b>	<b>Interagency Planning Report.....</b>	<b>45</b>
<b>Appendix C.</b>	<b>The Virginia Adult Learning System.....</b>	<b>59</b>
<b>Appendix D.</b>	<b>Adult Education Program Initiatives.....</b>	<b>69</b>
<b>Appendix E.</b>	<b>Virginia Department of Education Organizational Structure.....</b>	<b>80</b>
<b>Appendix F.</b>	<b>Governor's Comments.....</b>	<b>81</b>
<b>Appendix G.</b>	<b>Summary of Public Comments.....</b>	<b>82</b>

## Executive Summary

### 1999-2004 State Plan Virginia Adult Education and Family Literacy

More than 1,000,000 adult Virginians have not finished high school (U.S. Census, 1990). In addition, approximately 1,000,000 adult Virginians who have finished high school lack basic reading, math, or English skills necessary to fulfill their roles as family members, workers, and community members (National Institute for Literacy, 1998). Adult education is no longer merely reading and writing and GED classes. **It encompasses an adult learning system that enables adults to express themselves, access resources, make decisions in order to act independently and with others, and to continue to learn in a constantly changing world.**

An “adult learning system” links adult services within a community. Undereducated adults need educational services. In addition, they often need other support services, which, when absent, create barriers to learning and successful participation in work, family, and community opportunities. The linkage of services enhances the accessibility and impact of each. For example, welfare-to-work clients need a job and/or education to remove them from welfare roles and cyclical poverty. Research shows that there is a direct correlation between educational level and health conditions. Children are more successful in school if their parents are able to communicate with school personnel and help their children with homework.

The adult learning system enhances adults’ learning in their three primary roles of family member, worker, and citizen. To ensure access to these opportunities, this plan supports community-based classes in every locality in the state, expands the workplace education sites beyond the 200 current sites in order to maintain a competitive workforce, and extends family literacy programs to support parents as the first teachers, as well as a new distance learning initiative with statewide accessible adult learning opportunities.

This five-year plan was developed with input from stakeholders throughout the state and from the state agencies that are our partners in serving adult Virginians (see Appendices A and B). Thanks to that input, this plan accomplishes the following four goals:

1. **Local Decision-Making.** States have lamented the intrusion of the federal government in local services for years. The Workforce Investment Act of 1998 (WIA) responded by removing most federally mandated set-asides, leaving the decisions regarding program priorities to localities. For the last ten years, Virginia adult education used a comprehensive planning process to involve stakeholders in developing state and local multi-year plans. Therefore, this plan continues to support that local decision-making.
2. **Performance Measures.** Accountability accompanies flexibility. WIA includes three performance indicators (educational gains, student follow up, and high school credentials) for Title II, the Adult Education and Family Literacy Act. Beginning in 1993, Virginia adult education involved practitioners from across the state to evolve a Quality Works system of performance measures. With minor adaptation, the Quality Works standards and the WIA measures were merged in this plan. This plan incorporates the federal standards with minimal disruption to the existing quality system.
3. **Support for Other State Plans.** The WIA of 1998 streamlines federal funding for adult education and training activities. However, the timetable for the development of the individual plans is not synchronized. This adult education plan is due in Washington in the spring of 1999. The larger Title I plan is due in Washington in spring of 2000. Therefore, this adult education and family literacy plan was developed in consultation with the other partners and in compliance with the federal requirements for Title II. However, with built-in annual updates, it contains the flexibility to support the other plans as they are developed and implemented.

4. State Leadership. Even though the Act reduces the funds available for state leadership, a comprehensive state leadership initiative is in place and supported by this document (see Appendix D). The initiative, though optimistic, can be accomplished with the available resources and will result in an enhanced adult learning system that will enable adults to access relevant, responsive learning opportunities.

Using the annual performance reports, the interagency working group will review the progress of this Plan and recommend updated strategies. An annual report will be made to the Superintendent of Public Instruction, the Virginia Council for Adult Education and Literacy, the Virginia Workforce Investment Council, and the United States Department of Education.

# CHAPTER 1

## Eligible Agency Certifications and Assurances

---

### 1.1 Certifications

#### UNITED STATES DEPARTMENT OF EDUCATION Office of Vocational and Adult Education

##### Adult Education and Family Literacy Act Enacted August 7, 1998 as Title II of the Workforce Investment Act of 1998 (Public Law 105-220)

The Virginia Department of Education of the Commonwealth of Virginia hereby submits its five-year State Plan to be effective until June 30, 2004. The eligible agency also assures that this Plan, which serves as an agreement between State and Federal Governments under the Adult Education and Family Literacy Act, will be administered in accordance with applicable Federal laws and regulations, including the following certifications and assurances:

#### CERTIFICATIONS

##### EDUCATION DEPARTMENT GENERAL ADMINISTRATIVE REGULATIONS (34 CFR PART 76.104)

1. The plan is submitted by the State agency that is eligible to submit the plan.
2. The State agency has authority under State law to perform the functions of the State under the program.
3. The State legally may carry out each provision of the plan.
4. All provisions of the plan are consistent with State law.
5. A State officer specified by title in the certification has authority under State law to receive, hold and disburse Federal funds made available under the plan.
6. The State officer who submits the plan specified by the title in the certification has authority to submit the plan.
7. The agency that submits the plan has adopted or otherwise formally approved the plan.
8. The plan is the basis for State operation and administration of the program.

## 1.2 Assurances

### WORKFORCE INVESTMENT ACT OF 1998 (Public Law 105-220)

#### (Section 224(b) (5), (6), and (8))

1. The eligible agency will award not less than one grant to an eligible provider who offers flexible schedules and necessary support services (such as child care and transportation) to enable individuals, including individuals with disabilities, or individuals with other special needs, to participate in adult education and literacy activities, which eligible provider shall attempt to coordinate with support services that are not provided under this subtitle prior to using funds for adult education and literacy activities provided under this subtitle for support services.
2. Funds received under this subtitle will not be expended for any purpose other than for activities under this subtitle.
3. The eligible agency will expend the funds under this subtitle in a manner consistent with fiscal requirements in Section 241.

#### SECTION 241 ADMINISTRATIVE PROVISIONS

(a) Supplement Not Supplant.--Funds made available for adult education and literacy activities under this subtitle shall supplement and not supplant other State or local public funds expended for adult education and literacy activities.

(b) Maintenance of Effort. --

(1) In general. --

(A) Determination. --An eligible agency may receive funds under this subtitle for any fiscal year if the Secretary finds that the fiscal effort per student or the aggregate expenditures of such eligible agency for adult education and literacy activities, in the second preceding fiscal year, were not less than 90 percent of the fiscal effort per student or the aggregate expenditures of such eligible agency for adult education and literacy activities, in the third preceding fiscal year.

(B) Proportionate reduction. --Subject to paragraphs (2), (3), and (4) for any fiscal year with respect to which the Secretary determines under subparagraph (A) that the fiscal effort or the aggregate expenditures of an eligible agency for the preceding program year were less than such effort or expenditures for the second preceding program year, the Secretary --

(i) shall determine the percentage decreases in such effort or in such expenditures; and

(ii) shall decrease the payment made under this subtitle for such program year to the agency for adult education and literacy activities by the lesser of such percentages.

(2) Computation.--In computing the fiscal effort and aggregate expenditures under paragraph (1), the Secretary shall exclude capital expenditures and special one-time project costs.

(3) Decrease in federal support.--If the amount made available for adult education and literacy activities under this subtitle for a fiscal year is less than the amount made available for adult education and literacy activities under this subtitle for the preceding fiscal year, then the fiscal effort per student and the aggregate expenditures of an eligible agency required in order to avoid a reduction under paragraph (1) (B) shall be decreased by the same percentage as the percentage decrease in the amount so made available.

(4) Waiver.--The Secretary may waive the requirements of this subsection for one fiscal year only, if the Secretary determines that a waiver would be equitable due to exceptional or uncontrollable circumstances, such as a natural disaster or an unforeseen and precipitous decline in the financial resources of the State or outlying area of the eligible agency. If the Secretary grants a waiver under the preceding sentence for a fiscal year, the level of effort required under paragraph (1) shall not be reduced in the subsequent fiscal year because of the waiver.

\_\_\_\_\_  
(State Agency)

\_\_\_\_\_  
(Address)

By: \_\_\_\_\_  
(Signature of Agency Head)

\_\_\_\_\_  
(Date)

\_\_\_\_\_  
(Title)

## CHAPTER 2

### Needs Assessment (Section 224(b)(1))

---

Virginia's richness lies in its diversity--diversity in its natural resources, its topography, and its people. In general, diversity is reflected in the state needs and, more specifically, in the adult learning needs. There are generic adult learning needs that are pervasive throughout the Commonwealth; there are also regional differences. In the preparation of this plan, our needs assessment took that diversity into consideration. A variety of data sources were used to assess adult learning needs at the state level: adult education attainment data from the 1990 U.S. Census, synthetic estimates from the National Adult Literacy Survey (National Institute for Literacy, 1998), state-level interagency meetings that involve our *Workforce Investment Act of 1998* (WIA) partner agencies, and regional meetings that include public and private local program practitioners and local WIA partners.

Likewise, several sources were used at the local/regional level: local and regional adult education attainment data from the 1990 U.S. Census, synthetic estimates from the National Adult Literacy Survey (National Institute for Literacy, 1998), workforce data from the planning district office, family education needs from the public schools, and regional interagency meetings that include WIA partners. The regional interagency meetings are a part of the Adult Education Comprehensive Planning Process through which the local partner organizations collaborate to develop the five-year local Adult Education Comprehensive Plan. In addition, this planning process will inform the Title I planning process when it begins in the spring of 1999.

#### 2.1 Individuals Most in Need and Populations

##### State Level Needs Assessment

As a part of the development of this state plan, an extensive needs assessment was conducted including the analysis of the census and National Institute for Literacy, 1998 (NALS) data, an interagency meeting that included WIA state-agency partners, and regional meetings of public and private practitioners and local WIA partners. The results of that needs assessment follow.

##### U.S. Census

The census produced data relevant to *individuals most in need* and important service populations including (1) low-income adults who are educationally disadvantaged, (2) individuals with disabilities, (3) single parents and displaced homemakers, (4) individuals with multiple barriers to educational enhancement, including individuals with limited English proficiency, (5) criminal offenders in correctional institutions and other institutionalized individuals, and (6) other populations, such as homeless adults. The data are presented in Table 1.

**Table 1. Individuals Most in Need and Service**

Population	Number	Data Source
<b>Individuals Most in Need</b>		Thorne and Fleenor, 1998, pp.3-277
Level I	107,196	
Level II	355,905	
Level III	633,939	
Total	1,097,040	
<b>Service Populations</b>		1990 U. S. Census Data
Single parents and displaced homemakers	182,769	
Limited English proficiency	60,748	
Criminal offenders in correctional institutions and other institutionalized individuals	28,000	Virginia Department of Correctional Education
Homeless adults		Virginia Coalition for the Homeless

### National Adult Literacy Survey

The *State of Literacy in America* (National Institute for Literacy, 1998) projects local, state, and national level synthetic adult literacy estimates based on the National Adult Literacy Survey (NALS). NALS interviewed 26,000 adults to determine the level of literacy in the country. Level I adults “could perform many tasks involving simple texts and documents” but “displayed difficulty using certain reading, writing, and computational skills considered necessary for functioning in everyday life” (National Institute for Literacy, 1998, p. 4). The table below (National Institute for Literacy, 1998, p. 4) cites examples of Level I adults. Nineteen percent (19%) of adult Virginians are Level I, which equates to approximately **755,200 adult Virginians**.

**Table 2. Level I Adults**

<b>Skills of Adults at Level I</b>	
<b>Can Usually Perform</b>	<b>Cannot Usually Perform</b>
Sign one’s name	Locate eligibility from a table of employee benefits
Identify a country in a short article	Locate intersection on a street map
Locate one piece of information in a sports article	Locate two pieces of information in a sports article
Locate expiration date information on a driver’s license	Identify and enter background information on a Social Security card application
Total a bank deposit entry	Calculate total costs of purchase from an order form

## Regional Meetings

During November 1998, the adult education staff conducted four regional WIA Briefings. Invitations were sent to public and private providers, as well as to our WIA partners include local social services, community colleges, libraries, and JTPA service delivery area offices. Each briefing included a review of each section of Title II of WIA, participants' identification of needed local changes and proposed state changes for the purpose of adapting to the new requirements, and a discussion of the impact of these changes. The results are reported in the *Regional Briefings Workforce Investment Act (Appendix A)*. The major needs that were identified are listed below.

1. Changes and needs at the local level

- Refocusing adult education to the broader definition of adult education and literacy
- Developing strong collaborative relationships with WIA partners
- Staff development related to using data to improve the quality of our work
- Improving our performance indicator data to improve the quality of our work

2. Changes and needs at the state level

- Promotion of the broader definition of adult education to potential learners and our WIA partners and stakeholders
- State-level collaboration with WIA partner agencies
- Development of an accurate, user-friendly performance data system for all users to improve the quality of our work

## Interagency Meeting

In fall 1998, the State Superintendent of Public Instruction invited the heads of the following agencies to send representatives to a meeting to identify learner and system needs: Department of Correctional Education, Department of Labor and Industry, Department of Social Services, Council of Higher Education, Department of Business Assistance, Virginia Community College System, Virginia State Library, Governor's Employment and Training Department, Virginia Employment Commission, Virginia Literacy Foundation, Virginia Board for People with Disabilities, and the Department of Rehabilitation. Representatives from all but three (Social Services, Community College, and Literacy Foundation) attended a meeting on November 24, 1998. The agenda consisted of a presentation by the adult education staff on the WIA and current adult education activities, a presentation from each representative regarding the activities of that agency, and a discussion focused on the five questions listed below. The results of that meeting are found in the *Interagency Planning Report in Appendix B*. The major needs identified by the five focus questions are as follows:

1. **From your agency's perspective, what "basic skills" do adults need (what do they need to know and be able to do) in order to be self-sufficient, fully contributing citizens of the Commonwealth?**

The definition of adult education and literacy has broadened beyond basic reading, writing, and math to include higher level skills (analytical skills, reasoning, researching, organizing, speaking, writing, quantitative skills, scientific thinking, and technology) and lifetime skills (positive attitude, independent action, self-presentation, work ethic, team skills, career planning, lifelong learning, and English proficiency).

For adults with disabilities, basic skills include being knowledgeable of and using both physical and cognitive supports.

**2. With your agency's mission in mind, what can adult education and literacy do at the state and local levels to help accomplish that mission?**

See that the broader definition of "basic skills" is integrated into adult education services across the Commonwealth.

Make it easier for agencies and businesses to find the local adult education and literacy providers--an accessible listing or directory is needed.

Couple basic skills remediation with occupational training and retraining.

**3. How can your agency and your local agencies help us accomplish our mission?**

Accurate assessment of learning disabilities and learning needs is critical. Workforce Assistance, apprenticeship, rehabilitative services, and the One Stops have assessment capabilities. Relationships need to be fostered with each.

Support for your local agency representatives' participation in the adult education comprehensive planning process is necessary.

Working together to develop certification of learning.

Working together to develop the One Stops.

**4. What state-level systems need to be established or strengthened to support our local providers working together?**

We do not need to create new systems. Rather, we need to do a better job of coordinating the systems we have.

**5. What policies need to be in place to support local providers in working together?**

Coordinate performance standards and outcomes across agencies.

Develop standard data definitions.

Reach discouraged workers/learners via marketing efforts and initiatives.

Develop policy to support distance-oriented services using available/emerging technology to reach more learners/clients.

### **Local Needs Assessment**

Virginia adult education uses a five-year Adult Education Comprehensive Planning Process to develop local program plans. A significant part of that plan is the local needs assessment process. By state law,

local school boards shall also implement . . . adult education program for individuals functioning below the high school completion level. Such programs may be conducted by the school board as the primary agency or through a collaborative arrangement between the school board and other agencies (Virginia Department of Education, 1998, p. 6).

Except in those cases where they have developed a collaborative arrangement with another agency, the public schools take the lead in bringing the stakeholders together to develop the plan and decide upon a fiscal agent for the locality or region.

The Adult Education Comprehensive Planning Process includes needs assessment activities, much like the state-level assessment, that identify the *most in need* as well as the significant service populations including (1) low-income adults who are educationally disadvantaged, (2) individuals with disabilities, (3) single parents and displaced homemakers, (4) individuals with multiple barriers to educational enhancement, including individuals with limited English proficiency, (5) criminal offenders in correctional institutions and other institutionalized individuals, and (6) other populations, such as homeless adults. The results of those needs assessment activities are used by the stakeholder planning group to set local program priorities.

### **References**

National Institute for Literacy. (1998). The state of literacy in America: Estimates at the local, state, and national levels. Washington, DC.

Thorne, Judy & Julie Fleenor. (1993). Profiles of the adult education target population: Information from the 1990 census. Washington, DC: Division of Adult Education and Literacy, U.S. Department of Education.

Virginia Department of Education. (1998). Standards of Quality. Richmond, Virginia.

## CHAPTER 3

### Description of Adult Education and Literacy Activities (Section 224(b)(2))

---

The *Workforce Investment Act of 1998* provides for a range of adult education activities at the State and local level while making it possible for the State to assess its needs and specify activities that respond to adult learning needs. These activities include instructional, support, and program planing services.

#### 3.1 Description of Allowable Activities

In addition to community-based adult education and literacy services that respond to a variety of adult learning needs, activities to be carried out under this Act include workplace literacy services, family literacy services, and English literacy services.

Workplace literacy services include those offered for the purpose of improving the productivity of the workforce through the improvement of literacy skills. With more than 200 workplace education programs in place at the beginning of this plan, strategies listed in the state leadership section will expand and enhance those services.

Family literacy services include interactive activities between parents and their children, training for parents regarding how to be the primary teacher for their children and full partners in the education of their children, parent literacy training that leads to economic self-sufficiency, and age-appropriate education to prepare children for success in school and life experiences.

English literacy services help individuals of limited English proficiency achieve competence in the English language.

As described in Chapter 2.0 (Needs Assessment), the adult learning needs in each community far exceed the resources. The Comprehensive Planning process engages all stakeholders in an assessment and prioritization of the needs. Therein, each locality determines the scope, content, and organization of local activities.

**Scope.** No locality can meet all needs. Thus, as a part of the planning process, the stakeholders determine the scope of their services. They will determine the blend of community-based classes with content specific services (e.g., workplace, family literacy). Because the needs and resources vary by localities, each plan will be unique.

**Content.** The program manager in consultation with the stakeholders also determines the content. From models available through our Resource Center and other sources, adaptations are made that respond to the local conditions and needs.

**Organization.** The organizational flexibility encouraged by the Comprehensive Planning process and supported by the *WIA* yields a variety of organizational structures, each designed to optimize local resources and respond to local needs. As a result, comprehensive programs that serve one to eight localities are managed by public schools, community colleges, or community-based organizations and involve a number of stakeholders in maintaining and enhancing an Adult Learning System.

### **3.2 Special Rule--Uses of Funds for Family Literacy**

For the most part, services under this plan will be provided to individuals who have reached 16 years of age and who are not enrolled or required to be enrolled in secondary school under State law (Section 203 (1) (A) and (B)). The exception is family literacy for which funds may be used to support services for children. However, because adult education and literacy funds are limited and because there are often other resources in the community to support children's services, each eligible provider shall attempt to coordinate with programs and services that are not assisted under this plan prior to using funds for activities other than adult education activities (Section 231(d)).

### **3.3 Description of New Organizational Arrangements**

This plan, in concert with the Title I plan and other Titles of the Act, will promote systemic change throughout state and local services. Those changes will include relationships with the one-stop delivery system, memorandums of understanding (MOU), performance reporting for eligible providers, State leadership activities, and support services.

**One-stop delivery.** Through partnerships with the one-stop delivery system, local services will be streamlined and enhanced. The Virginia Employment Commission is taking the lead in developing that system and has begun the planning process leading to a July 1, 2000, implementation date. Their representation in our interagency workgroup described in Chapter 2.0, Needs Assessment, ensures that the Titles will complement each other.

For nearly ten years, the Department has supported the development of Adult Learning Systems in each locality in the state. The Virginia Adult Learning System (see Appendix C) fosters a "system of services" to respond to the varied needs of undereducated adults. Thus, the one-stop delivery system is not alien to Virginia, and the transition should be minimal.

**Memorandum of Understanding (MOU).** The MOU is the link between the titles at the local level. Title II services are a required partner in the one-stop delivery system, and the Department will provide input into the development of the MOUs as the Title I plan is being developed.

**Performance Reporting for Eligible Providers.** The MOU will specify assessment and reporting relationships that will enhance the services at the local level. As the Title I plan is developed, the Department will provide input into the development of those supportive services and relationships.

Chapter 5.0 of this plan specifies the performance measures for this plan. Because the Department's existing Quality Indicator System included all but one of the *WIA* measures (i.e., student follow-up), it was necessary to add that indicator along with measures and standards. For details of the performance system, refer to Chapter 5.0.

**State Leadership Activities and Support System.** The Department’s Adult Education Program Initiatives provide a multi-year plan for state leadership. These leadership activities were developed through a consultative process with the Virginia Adult Education Committee of Practitioners and the field. Initially, the staff assessed the state leadership needs and prepared a multi-year plan to address those needs. The Committee of Practitioners reviewed and recommended revisions to the activities. The revision was distributed to the field for review and comment. The final version was presented at the summer institutes and distributed to the field. This document guides the state staff’s work. An annual progress report will be made each spring to the Committee of Practitioners, revisions and updates will be made, and updates reported to the summer institutes and distributed to the field.

The current state leadership plan is found in *The Adult Education Program Initiatives in Appendix D*.

## CHAPTER 4

### Annual Evaluation of Adult Education and Literacy Activities (Section 224(b)(3))

---

As described in Section 212, evaluation will focus on the extent to which state and local providers meet the core indicator performance levels negotiated with the U.S. Department of Education. The Virginia Department of Education, Adult Education Services will establish a comprehensive accountability system to determine program effectiveness and measure the progress of local program providers toward continuous improvement. The agency will review program delivery strategies, processes, and evaluation data in order to support and improve the literacy services in the state and to optimize the return on the investment of federal funds in adult education and literacy activities.

#### Annual Evaluations

The Virginia Department of Education, Adult Education Service will conduct a comprehensive evaluation of the programs funded under the Adult Education and Family Literacy Act. A formal evaluation system will be implemented annually to determine the effectiveness of local providers to implement the required activities as stated in Sections 231 and 225. These evaluations will require local providers to:

- collect and analyze student performance and program improvement data
- determine performance levels on standards and core indicators
- identify needs and support services and
- implement continuous improvement initiatives to meet performance levels for standards and core indicators.

These evaluations will provide relevant data and information about the quality of literacy services provided to address the needs of adult learners as they pursue their roles as workers, parents, family members, and citizens. Specifically the data will show:

- characteristics of the adult learners served
- improvements in literacy levels and educational gains of learners
- services provided, and
- outcomes of core performance standards.

Evaluations will further serve to identify the needs of local providers to meet the core performance standards.

Pursuant to Section 212 of the Adult Education and Family Literacy Act, each local provider must report student progress including levels of performance with respect to the identified core indicators of performance. Documentation will be maintained for all students who are officially enrolled in a literacy program receiving funds under Title II. Local providers will also document progress on state quality indicators.

At a minimum, local providers will document and report student performance on the following indicators of performance:

1. Literacy skill level improvements in reading, writing, and speaking the English language, English acquisition, problem solving, numeracy, and other literacy skills
2. Placement in, retention in, or completion of postsecondary education, training, or unsubsidized employment or career advancement
3. A secondary school diploma or its equivalent
4. Attainment of student identified learning goals

The data for each enrolled student will be maintained and reported using an integrated data management system (EdVantagePro) that has been designed to track student performance and measure local program effectiveness in delivering quality literacy services. All student records must contain the following:

- student identification and intake information
- demographic data
- attendance data
- assessment data
- learner goal(s) and attainment data, and
- other relevant information as specified by the data management system.

The EdVantagePro data management system is one component of a comprehensive continuous program improvement initiative. This multifaceted approach will be used to focus upon both implementation and outcome evaluation methods to determine how well local providers are doing in meeting performance expectations. The model will include self-evaluation of program activities, summative and formative reporting, and program improvement strategies that include technical assistance and monitoring.

1. **Measures of Program Quality.** The EdVantagePro data management system was developed to provide statistical support for the *Virginia Quality Works* system of program indicators, measures, and standards. Quality Works allows local providers to assess performance in terms of how well programs are implemented and the extent to which performance levels are attained. The Virginia Department of Education has incorporated self-evaluation and local program monitoring as a component of continuous improvement. The state staff will review the self-assessments and data reports to ensure program quality performance levels are attained each year. The Quality Works system will include on-site visits and technical assistance for local providers as needed. This customer-driven system was developed to respond to the needs of learners and practitioners while addressing the accountability needs of stakeholders.
2. **Reporting.** All local providers will be required to collect student and program data and complete statistical reports. State data reporting will be required annually, and local data reports will be reviewed by local providers at least semiannually. The Virginia Quality Works Outcome Data reports will provide state-required data and local program data reports to assess the core performance indicators and state-imposed indicators of program quality. The Virginia Outcome Data system has the capacity to generate different reports for different stakeholders. This system has been developed to help local providers do a better job of collecting, analyzing, and using data to identify and implement strategies to achieve expected levels of performance. The outcome reports will include the new requirements of the National Reporting System (NRS) as they become available.

3. **Annual Review of Program Performance.** The state office will conduct a critical review of statistical data reports to:
- determine statewide performance levels
  - identify areas for staff development and technical assistance
  - make recommendations for best practices, and
  - guide state planning and policy development.

## CHAPTER 5

### Performance Measures (Section 224(b)(4))

---

In response to Section 212, the Performance Accountability System, Virginia will establish a comprehensive performance accountability initiative. The Quality Works Accountability Initiative system of program accountability will be used to determine the effectiveness of all eligible providers to deliver quality adult education and literacy services and to demonstrate efforts toward continuous program improvement. This system will document local progress on the core indicators of performance as required by the Act and other indicators of quality that respond to state standards. These federal and state performance measures will apply to all funded priorities.

The Virginia Quality Works has been implemented to provide continuous program improvement for local providers. This system has established indicators of program quality and core standards, which set minimum expectations. Quality Works has improved the capacity of local providers to collect, analyze, and use data to improve the achievements of learners (and account to stakeholders how well they have used public dollars). Quality Works focuses on programmatic and administrative activities to optimize services and help participating adults become more self-sufficient in their multiple roles at work, in the home, and in the community.

Virginia has developed and will implement a database software system (EdVantagePro) to assist local program providers in data collection and reporting for the Quality Works initiative. This integrated system provides student, class and program data reports that will guide instruction and support continuous program improvement. The EdVantagePro data management system also provides for collection of data elements needed to report on federal and state performance measures.

#### 5.1 Eligible Agency Performance Measures (Section 212)

As described in Section 212(b)(2)(A), the Virginia adult education system will establish levels of performance for all eligible providers for each of the following core indicators:

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

## **5.2 Additional Indicators**

The Virginia Department of Education, Adult Education Services will include state-initiated indicators of program quality as part of its data collection system. These additional indicators will include programmatic and administrative indicators of program quality. Local providers will collect and report additional data on program performance that includes instructional approaches, individual student learning plans, reasons for enrollment, support services, and student assessments. Data on *project learners* will provide statistical support for learners who do not fit traditional categories of assessment and placement. Virginia will consider project learners as students who come to adult education classes seeking assistance to attain specific short-term goals; when these goals are reached they leave the program. Since traditional assessments do not generally address the needs of these learners, the challenge of how to assess and report the gains of these learners will continue to be a focus of the data management system.

## **5.3 Levels of Performance for First Three Years**

The baseline data used to determine the target performance levels for the first three years of reporting on the core performance indicators was FY 1997-98. An analysis of data reports from the last three years (1995-96, 1996-97, and 1997-98) was used to select target levels.



**Core Indicator 1: Demonstrated improvements in literacy skill levels in reading, writing, speaking the English language, problem solving, English language acquisition, and other literacy skills**

<b>Performance Measure</b>	<b>Year 1999-2000</b>	<b>Year 2000-2001</b>	<b>Year 2001-2002</b>
<p><b>Beginning Literacy</b> The percentage of adults enrolled in Beginning Literacy who completed that level.</p> <p>Number completed level/number enrolled = % completed</p>	23% of beginning level enrollees will acquire (validated by formal assessment) the level of basic skills needed to complete the educational functioning level.	25% of beginning level enrollees will acquire (validated by formal assessment) the level of basic skills needed to complete the educational functioning level.	27% of beginning level enrollees will acquire (validated by formal assessment) the level of basic skills needed to complete the educational functioning level.
<p><b>Beginning ABE</b> The percentage of adults enrolled in Beginning ABE who completed that level.</p> <p>Number completed level/number enrolled = % completed</p>	23% of beginning ABE enrollees will acquire (validated by formal assessment) the level of basic skills needed to complete the educational functioning level.	25% of beginning ABE enrollees will acquire (validated by formal assessment) the level of basic skills needed to complete the educational functioning level.	27% of beginning ABE enrollees will acquire (validated by formal assessment) the level of basic skills needed to complete the educational functioning level.
<p><b>Intermediate ABE</b> The percentage of adults enrolled in Intermediate ABE who completed that level.</p> <p>Number completed level/number enrolled = % completed</p>	26% of intermediate ABE enrollees will acquire (validated by formal assessment) the level of basic skills needed to complete the educational functioning level.	28% of intermediate ABE enrollees will acquire (validated by formal assessment) the level of basic skills needed to complete the educational functioning level.	30% of intermediate ABE enrollees will acquire (validated by formal assessment) the level of basic skills needed to complete the educational functioning level.
<p><b>Beginning Literacy ESL</b> The percentage of adults enrolled in Beginning ESL who completed that level.</p> <p>Number completed level/number enrolled = % completed</p>	33% of beginning literacy ESL enrollees will acquire (validated by formal assessment) the level of English language skills needed to complete the educational functioning level.	35% of beginning literacy ESL enrollees will acquire (validated by formal assessment) the level of English language skills needed to complete the educational functioning level.	37% of beginning literacy ESL enrollees will acquire (validated by formal assessment) the level of English language skills needed to complete the educational functioning level.

<b>Performance Measure</b>	<b>Year 1999-2000</b>	<b>Year 2000-2001</b>	<b>Year 2001-2002</b>
<p><b>Beginning ESL</b> The percentage of adults enrolled in Beginning ESL who completed that level.</p>	40% of beginning ESL enrollees will acquire (validated by formal assessment) the level of English language skills needed to complete the educational functioning level.	43% of beginning ESL enrollees will acquire (validated by formal assessment) the level of English language skills needed to complete the educational functioning level.	45% of beginning ESL enrollees will acquire (validated by formal assessment) the level of English language skills needed to complete the educational functioning level.
<p><b>Intermediate ESL</b> The percentage of adults enrolled in Intermediate ESL who completed that level.</p>	43% of intermediate ESL enrollees will acquire (validated by formal assessment) the level of English language skills needed to complete the educational functioning level.	46% of intermediate ESL enrollees will acquire (validated by formal assessment) the level of English language skills needed to complete the educational functioning level.	49% of intermediate ESL enrollees will acquire (validated by formal assessment) the level of English language skills needed to complete the educational functioning level.
<p><b>Advanced ESL</b> The percentage of adults enrolled in advanced ESL who completed that level.</p>	46% of advanced ESL enrollees will acquire (validated by formal assessment) the level of English language skills needed to complete the educational functioning level.	49% of advanced ESL enrollees will acquire (validated by formal assessment) the level of English language skills needed to complete the educational functioning level.	51% of advanced ESL enrollees will acquire (validated by formal assessment) the level of English language skills needed to complete the educational functioning level.

**Core Indicator 2: Placement in, retention in, or completion of postsecondary education, training, unsubsidized employment, or career advancement**

Performance Measure	Year 1999-2000	Year 2000-2001	Year 2001-2002
<p><b>Placement in postsecondary education or training</b>                      The total number of adult learners entering other academic or vocational programs (at the postsecondary level)</p> <p>This data can be found in Table 6 of the current report form.</p>	<p>4.5% of adult learners will enroll in further academic or vocational programs.</p>	<p>5.0% of adult learners will enroll in further academic or vocational programs.</p>	<p>5.5% of adult learners will enroll in further academic or vocational programs.</p>

Performance Measure	Year 1999-2000	Year 2000-2001	Year 2001-2002
<p><b>Placement in unsubsidized employment</b>  The percentage of unemployed adult learners (in the workforce) who obtained unsubsidized employment</p> <p>The number of adults obtaining a job can be found on Table 6 of the current report form</p> <p>The number of adults unemployed and in the workforce can be found in Table 5 of the current report form</p> <p>The number of unemployed adult learners (in the workforce) who obtained unsubsidized employment and also the number of unemployed adult learners (in the workforce) enrolled</p>	<p>3.0% of unemployed adult learners enrolled (and in the workforce) will obtain unsubsidized employment.</p>	<p>3.5% of unemployed adult learners enrolled (and in the workforce) will obtain unsubsidized employment.</p>	<p>4.0% of unemployed adult learners enrolled (and in the workforce) will obtain unsubsidized employment.</p>

<b>Performance Measure</b>	<b>Year 1999-2000</b>	<b>Year 2000-2001</b>	<b>Year 2001-2002</b>
<p><b>Retention in or job advancement</b> The number of adult learners who retained employment or advanced on the job</p> <p>This information can be found in Table 6 of the current report form.</p>	3.5% of adults will be retained on the job or advance on the job.	4.0% of adults will be retained on the job or advance on the job.	4.5% of adults will be retained on the job or advance on the job.

**Core Indicator 3: Receipt of a secondary school diploma or its recognized equivalent.**

<b>Performance Measure</b>	<b>Year 1999-2000</b>	<b>Year 2000-2001</b>	<b>Year 2001-2002</b>
<p><b>High School Completion</b> The total number of adult learners enrolled who earned a high school diploma or its recognized equivalent</p> <p>This information can be found in Table 6 of the current report form.</p>	2,010 adults will earn a high school diploma or recognized equivalent.	2,100 adults will earn a high school diploma or recognized equivalent.	2,210 adults will earn a high school diploma or recognized equivalent.

#### **5.4 Factors (Section 212(b)(3)(A)(iv))**

In preparing proposed levels of performance, the eligible agency took into account the following:

1. How the levels compare with the eligible agency adjusted levels of performance established for other eligible agencies, taking into account factors including the characteristics of participants who enter the program and the services or instruction to be provided
2. The extent to which such levels promote continuous improvement in performance on the performance measures by such eligible agencies to ensure optimal return on the investment of Federal funds

## CHAPTER 6

### Procedures and Process of Funding Eligible Providers (Section 224(b)(7))

---

#### 6.1 Applications

Local providers will be eligible to receive funds if they meet the following criteria:

- Provide a local five-year plan that includes implementation strategies for each year correlated to Virginia's System of Quality Indicators, Measures, and Core Standards. Specific sections will address:
  - statement of assurances,
  - needs assessment and data on adult learners,
  - past effectiveness,
  - technology and the data system,
  - collaboration with other agencies,
  - letters of support,
  - the professional development plan,
  - the marketing plan, and
  - a budget that describes how funds will be spent.
- Describe cooperative arrangements that have been made to deliver services to adults, including arrangements with business and industry, volunteer literacy organizations, and other appropriate agencies.
- Describe its past effectiveness in providing services to educationally disadvantaged adults, especially with respect to recruitment, retention, and learning gains demonstrated by such adults. The applicant will provide quantitative measures of effectiveness.
- Explain its commitment to serve individuals in the communities who are most in need of literacy services.
- Spend not more than 5 percent of the grant on administration, unless the Virginia Department of Education, Adult Education Services, has approved a different rate.

#### 6.2 Eligible Providers (Section 203(5))

Eligible providers for a grant include the following agencies, organizations, and institutions that provide inclusive services to all the target groups (listed in Chapter 2 of this State Plan) that are present in the service delivery area:

- Local education agency
- Community-based organization of demonstrated effectiveness
- Volunteer literacy organization of demonstrated effectiveness
- Institution of higher education
- Public or private nonprofit agency
- Library

- Public housing authority
- Nonprofit institution that is not described in (1) through (7) and has the ability to provide literacy services to adults and families
- Consortium of the agencies, organizations, institutions, libraries, or authorities described in 1 through 8.

### **6.3 Notice of Availability**

Notice of availability is made in such a way as to provide each eligible agency with direct and equitable access to apply for grants and contracts. Strategies include the following:

1. A Superintendent's Memorandum announcing the availability and conditions under which plans and applications are accepted is electronically transmitted as well as mailed to every local division superintendent in the state.
2. A Chief Executive Officer (CEO) Memorandum containing the same information as the Superintendent's Memorandum is mailed to each local (a) community college president, (b) community-based organization on the Virginia Literacy Foundation's mailing list, (c) social services director, (d) Job Training Partnership Act service Delivery Area director, (e) librarian, and (f) person, organizations, agencies, and institutions that have expressed an interest in receiving the announcement.
3. A Notice of Availability containing the same information as the Superintendent's Memorandum is published as a legal notice in one day's total circulation in at least four newspapers. Newspapers are selected so as to cover as much of the state population as possible.

All notices contain pertinent information concerning the purpose for which funds may be used, the plan and application due dates, and how guidelines for preparing them may be obtained.

### **6.4 Process**

Pursuant to Section 232 of the Adult Education and Family Literacy Act of 1998, local adult education providers desiring a grant under this subtitle must submit, no later than April 16, 1999, a local five-year plan for adult education funds for 1999-2004 and a one-year application the first year and each succeeding year of the five-year period. The initial plan and application packet will be provided in print form and on diskette and will include the following components:

- Statement of Assurances
- Needs Assessment and Data on Adult Learners
- Past Effectiveness
- *Virginia's System of Quality Indicators, Core Measures, and Standards*
- and Implementation Strategies Correlated to the Quality Indicators
- Technology and Data System
- Collaboration with Other Agencies and Letters of Support
- Professional Development Plan
- Marketing Plan
- Budget and Budget Worksheets

If an adult education provider wishes to obtain funding, the provider must complete each section of the packet. A peer review committee(s) will rate the quality of each applicant's packet based on consistent criteria related to each section of the packet and recommend those that fully meet the requirements. Where more than one application is received from a geographical area, the committee will rank all applications and make a recommendation regarding the highest rated application.

From funds made available under Section 222 (a)(1), the Virginia Department of Education, Adult Education Services, will award funds on a competitive basis to eligible providers within the State to enable eligible providers to develop, implement, and improve adult education and literacy activities.

The Virginia Department of Education, Adult Education Services, will use the following process to distribute funds to approved applicants:

- The Virginia Department of Education, Adult Education Services, will set aside 82.5 percent of the state's allocation for local adult education services and programs.
- Plans will be approved for a five-year period, beginning July 1, 1999 and ending June 30, 2004. Applications will be approved for a one-year period, beginning July 1 of each year and ending June 30 of each year of the five-year period.

The following schedule will be used for the Year 1 plan and application process:

February 11, 1999	Notification of the availability of funds
April 16, 1999	Deadline for submitting applications to the Virginia Department of Education
June 1, 1999	Completion of the application review, scoring, and ranking
June 25, 1999	Notification of funding

Subsequent application cycles will utilize a similar timetable.

Level of funding will be based on a formula derived from the percentage of the total number of persons, age 25 and under and the ESL population in each geographical area.

## 6.5 Evaluation of Applications (Section 231(e))

Grant applications must meet the requirements of Title II of the WIA of 1998, Section 231(e) and Chapter 6, Section 6.1.1 of this State Plan. In addition, grant reviewers will determine that the applicant agency is able to:

1. Establish measurable and meaningful goals with participants. The measurable performance levels for participant outcomes, including levels of literacy achieved, will be collected and reported. These will correspond to State goals and performance measures (*Virginia's System of Quality Indicators, Measures, and Core Standards*).
2. Demonstrate past effectiveness in improving the literacy skills of adults and families, based on the performance measures established under Section 212 by the agency. Eligible providers must meet or exceed these performance measures.
3. Demonstrate a commitment to serving the most in need, including students who are low income or have minimal literacy skills. The program offerings must reflect the needs of the local community in terms of literacy and basic skills needs and include target populations described in Chapter 2. This commitment can be demonstrated by an analysis of community demographics as compared to the types of programs offered.
4. Provide instruction that is of sufficient intensity and duration (full-time, year-round learning opportunities) to earn a basic skills certificate that reflects skills acquisition.
5. Select instructional practices such as phonemic awareness, systematic phonics, fluency, and reading comprehension proven to be effective in teaching individuals to read and instructional activities that are built upon a strong foundation of research and effective educational practice.
6. Make effective use of technology, including computers, in the delivery of adult education and literacy services. The Virginia Department of Education will request eligible applicants to describe how technology, including the use of computers, is used to enhance instructional strategies in approved programs.
7. Provide activities for learning in real-life contexts to ensure that an individual has the skills needed to compete in the workplace and exercise the rights and responsibilities of citizenship.
8. Provide activities that are staffed by well-trained instructors, counselors, and administrators.
9. Coordinate with other available resources in the community by establishing strong links with elementary schools and secondary schools, postsecondary educational institutions, one-stop centers, job training programs, and social service agencies.
10. Offer flexible schedules and support services (such as childcare and transportation) that are necessary to enable individuals, including individuals with disabilities or other special needs, to attend and complete programs.

11. Maintain a high-quality management information system (MIS) that has the capacity to report client outcomes and to monitor program performance against State performance measures.
12. Determine whether the local communities have a demonstrated need for additional English literacy programs.
13. Describe the steps proposed to ensure equitable access to, and participation in programs for students, teachers, and other program beneficiaries with special needs, including barriers that can impede equitable access or participation (e.g., gender, race, national origin, color, disability, or age).

#### **6.6 Special Rule Local Administrative Expenditures (Section 223 (c))**

The Adult Education and Family Literacy Act allows local providers to exceed the 5 percent limit for administrative cost specified in Section 233(a)(2), which is restricted to planning, administration, personnel development, and interagency coordination. The Virginia Department of Education, Adult Education Services, will negotiate with any local provider on a case-by-case basis to increase the administrative cost above the 5 percent level.

## CHAPTER 7

### Public Participation and Comment (Section 224(b)(9))

---

This Plan is a public document. As described in Chapter 2, Needs Assessment, a number of activities involved state and local representatives in the development of the plan. Once the draft plan was developed, opportunities were given for state, local, and public comment. Finally, the Governor reviewed and commented on the plan.

#### 7.1 Description of Activities

As described in Chapter 2, Needs Assessment, an interagency meeting was conducted in November 1998; the resulting report (see **Appendix B**) provided guidance to the development of this plan. Chapter 2 also summarizes the reports (see **Appendix A**) of the four regional meetings with local providers and stakeholders to seek their input on the plan. These two documents report the involvement of the various WIA agency and program partners and other stakeholders in the development of this plan.

#### 7.2 Governor's Comment

The plan was submitted to the Governor for review and comment and any comments from that process are found in **Appendix F**.

#### 7.3 Public Comment

The draft plan was placed on the DOE web site for three weeks. An e-mail address was provided for reader comments. The interagency representatives, local providers and stakeholders were informed of the web site with notice that copies would be mailed to anyone who did not have web access. A summary of those comments is found in **Appendix G**.

## CHAPTER 8

### Description of Program Strategies for Populations (Section 224 (b)(10))

---

A two-tiered system of strategies is employed to serve the populations identified in Section 2.0: low-income students, individuals with disabilities, single parents and displaced homemakers, individuals with multiple barriers to educational enhancement, including individuals with limited English proficiency and criminal offenders in correctional institutions and other institutionalized individuals. At the local level, the needs assessment activities of the local plan development process will include an assessment of these populations in each locality. At the state level, alternative delivery systems will be piloted and implemented.

#### 8.1 Local Strategies

As described in Chapter 6 of this Plan, stakeholders at the local level confer to analyze census and regional data as a part of the Comprehensive Planning Process. The Data Center at the Centers for Professional Development provides data on each locality in the state. In addition to adult educational attainment data, that report includes the number of low-income students, individuals with disabilities, single parents and displaced homemakers, and individuals with multiple barriers to educational enhancement, as well as, including individuals with limited English proficiency. The stakeholders set program priorities based on that analysis.

#### 8.2 State Strategies

As described in Chapter 6 of this Plan, the Department not only ensures that the Data Center provides applicants with data on these populations, the Comprehensive Plan submissions are examined to ensure that the data are a part of each plan. Because services to challenged adults may be seen as unable to meet performance standards, the Department provides transitional funds to supplement local allocations for service to physically, emotionally, and mentally challenged adults served in sheltered workshops or similar nonresidential centers.

The Department is also embarking on a technology study (see **Appendix D, Item 11**) in order to develop strategies to meet the needs of these populations. This interagency study will explore the potential of computers and the Internet, home study, and distance learning. Based on the results, strategies will be put into place to address these populations' needs. Two alternatives are anticipated.

1. In order to meet the various needs in our state, the Department may enter into partnerships with other states and/or the federal government in order to fund projects collaboratively that will meet our individual needs and accomplish common goals
2. In order to meet the needs of these populations, the Department may enter into partnerships with other states, other state agencies, and not-for-profit organizations to establish distance learning services for learners who cannot be served by the conventional delivery system

## CHAPTER 9

### Integration with Other Adult Education and Training Activities (Section 224(b)(11))

---

#### 9.1 Description of Planned Integrated Activities

The Virginia Advisory Council for Adult Education and Literacy is a gubernatorially appointed council whose mission supports coordination of all adult education and literacy services in Virginia. The Council is staffed with an Executive Director and one administrative assistant. The membership is comprised of a board member from the following groups/agencies.

- Department of Economic Development
- Virginia Employment Commission
- State Council on Higher Education
- Board of Correctional Education
- Virginia Literacy Foundation Board
- State Board of Education
- State Board of Social Services
- Job Training Coordinating Council
- Board for People with Disabilities

A biennial plan is submitted to the Secretaries of Education, Economic Development, Health and Human Resources, and Public Safety.

The Council advises the Governor regarding means to provide for (1) an integrated, multi-agency approach for the delivery of quality adult education and literacy, (2) maximum diversity of such programs, services, and philosophies, and (3) coordination and monitoring of such programs within the Commonwealth. Among its powers and duties, the 15-member council is charged with facilitating the coordination of adult education and literacy services and programs among agencies of the Commonwealth; making recommendations to the Governor, the General Assembly, and relevant state boards; and promoting public/private partnerships and collaboration for adult education and literacy throughout the Commonwealth.

The programs funded under Title II, the Adult Education and Family Literacy Act, make regular presentations to the Council, seek their advice and recommendations, and develop collaborative relationships with the agencies represented there.

The interagency session described in Chapter 2, Needs Assessment, involved representatives from the agencies and organizations represented on the Council. By way of that session, linkages were made with the Virginia Employment Commission staff members who are taking the lead in developing the Title I plan. That relationship will enable the Department to assist with the development of the Title I plan to be implemented on July 1, 2000. That collaboration will ensure the integration of Title II activities with other adult education and training activities.

#### 9.2 State Unified Plan

The state is not submitting a unified plan at this time.

## CHAPTER 10

### Description of Steps to Ensure Direct and Equitable Access (Section 224(b)(12))

---

#### 10.1 Description of Steps

Virginia adult education has a rich history of collaboration and linkage with other provider and support agencies. The current processes continue that tradition. As described in Chapter 2, Needs Assessment, invitations to the fall 1998 regional briefings were sent to all local public schools, community colleges, volunteer literacy organizations, public libraries, JTPA Service Delivery Area offices, and social service agencies. Thus, anyone interested in the WIA was given an opportunity not only to learn about the Act, but also to have input into the development of the State Plan and the local application procedures. Likewise, the state interagency meeting described in Chapter 2 of this plan used to inform the state representatives of each agency.

#### 10.2 Notice of Availability

In a similar fashion, the notice of availability of Section 231 funds was sent to the same stakeholder mailing list and published in at least four newspapers to cover as much of the State as possible. This notice advertised the announcement and application process, and, therefore, provided all eligible applicants direct and equitable access to apply for funds. The same announcement, application, and review processes are used for all eligible providers in the State. A notice of availability of Section 225 funds may be sent to all state adult institutions. The same application and review processes will be used.

Chapter 6 of this Plan, Procedures and Process of Funding Eligible Providers, describes the application procedures in detail. In the future, if a statewide delivery system is developed (e.g., distance learning), state procurement procedures will be used.

Subsection 3.3 of this Plan, Description of New Organizational Arrangements, and Chapter 12, Description of Proposed State Leadership Activities, include the State Leadership Activities. State procurement procedures for competitive bid and sole-source contracting are followed for each state leadership activity. In order to meet the various needs in our state, the Department of Education may enter into partnerships with other states and/or the federal government in order to fund collaborative projects that will meet our needs and accomplish common goals.

For each competitive bid, notice will be sent to each eligible agency and announcement of availability will be made in a minimum of four newspapers to cover as much of the state as possible.

## **CHAPTER 11**

### **Programs for Corrections Education and other Institutionalized Individuals (Section 225)**

---

#### **11.1 Types of Programs**

From funds made available under Section 222(a)(1) for a fiscal year, the Department shall carry out correctional education or education for other institutionalized individuals, including academic programs. Funds shall be used for the cost of education programs for criminal offenders in correctional institutions or for other institutionalized individuals, including academic programs for (1) basic education, (2) special education programs as determined by the Department, (3) English literacy programs, and (4) secondary school credit programs.

#### **11.2 Priority**

Each provider of services for criminal offenders in a correctional institution shall give priority to serving individuals who are likely to leave the correctional institution within five years of participation in the program.

#### **11.3 Types of Institutional Settings**

Correctional institution means any prison, jail, reformatory, work farm, detention center, halfway house, community-based rehabilitation center, or other similar institution designed for the confinement or rehabilitation of criminal offenders.

#### **11.4 Limitation of Expenditures**

The Department will spend no more than 10 percent of the 82.5 percent of the State grant that must be allotted to local programs for correction education and other institutionalized individuals.

#### **11.5 Policies, Procedures, and Activities**

Two levels of corrections and institutionalized services are included in this plan: local and state. Local services are provided through the local Adult Education Comprehensive Plan. When the Comprehensive Planning needs assessment identifies correctional and institutionalized adult education priorities, portions of the locality's allotment may be assigned to respond accordingly. Should the locality need supplemental funds, a request may be included in the Comprehensive Plan budget request. Details of the process are in Chapter 6 of this Plan, Procedures and Process of Funding Eligible Providers.

There are state organizations that provide correctional education or education in institutional settings that are not included in the local Comprehensive Planning Process. In order to supplement their education needs, a portion of funds may be assigned for that purpose as described in Chapter 6 of this Plan, Procedures and Process of Funding Eligible Providers. The types of activities funded under this Section are cited above in 11.1.

## CHAPTER 12

### State Leadership Activities (Section 223(a)(b))

---

#### 12.1 Description of Activities

The Department will use funds made available under Section 222(a)(2) for one or more of the following adult education and literacy activities:

1. Establishment or operation of professional development programs to improve the quality of instruction provided pursuant to local activities required under Section 231(b) including instruction incorporating phonemic awareness, systematic phonics, fluency, and reading comprehension, and instruction provided by volunteers or by personnel of a State or locality
2. Provision of technical assistance to eligible providers of adult education and literacy activities
3. Provision of technical assistance, including staff training, to eligible providers of adult education and literacy activities to enable the eligible providers to improve the quality of such activities
4. Support of State and regional networks of literacy centers
5. Monitoring and evaluation of the quality of, and the improvement in, adult education and literacy activities
6. Incentives for program coordination and integration and performance awards
7. Developing and disseminating curricula, including curricula incorporating phonemic awareness, systematic phonics, fluency, and reading comprehension
8. Other activities of statewide significance that promote the purpose of this title
9. Coordination with existing support services, such as transportation, childcare, and other assistance designed to increase rates of enrollment in, and successful completion of, adult education and literacy activities, to adults enrolled in such activities
10. Integration of literacy instruction and occupational skill training, and promoting linkages with employers
11. Linkages with postsecondary educational institutions

The Department's Adult Education Program Initiatives (**Appendix D**) provide a multi-year plan for state leadership. These leadership activities were developed through a consultative process with the Virginia Adult Education Committee of Practitioners and the field. Initially, the staff assessed the state leadership needs and prepared a multi-year plan to address those needs. The Committee of Practitioners reviewed and recommended revisions to the activities. The revisions

were distributed to the field for review and comment. The final version was presented at the summer institutes and distributed to the field. The document, with staff assignments and annual benchmarks, guides the State staff's work. An annual progress report will be made each spring to the Committee of Practitioners, revisions and updates will be made, and updates reported to the summer institutes and distributed to the field.

## **12.2 Collaboration with Other Related Agencies and Programs**

Collaboration of services is a key element in the Virginia Adult Education and Literacy efforts at the state and local levels. At the state level, the Virginia Advisory Council and the interagency planning activities are indicative of that commitment. At the local level, the support for the development of The Virginia Adult Learning System (**see Appendix C**) and the Comprehensive Planning Process described in Chapter 6 of this plan are indicative of significant collaborative efforts.

A second indicator is the codification of collaboration in the Virginia Advisory Council for Adult Education and Literacy. The state council is a gubernatorially appointed council whose mission is to coordinate all adult education and literacy services in Virginia. The Council is staffed with an Executive Director and one administrative assistant. The membership is comprised of a board member from each of the following groups/agencies:

- Department of Economic Development
- Virginia Employment Commission
- State Council on Higher Education
- Board of Correctional Education
- Virginia Literacy Foundation Board
- State Board of Education
- State Board of Social Services
- Job Training Coordinating Council
- Board for People with Disabilities

A biennial plan is submitted to the Secretaries of Education, Economic Development, Health and Human Resources, and Public Safety.

The Council advises the Governor regarding means to provide for (1) an integrated, multi-agency approach for the delivery of quality adult education and literacy, (2) maximum diversity of such programs, services, and philosophies, and (3) coordination and monitoring of such programs within the Commonwealth. Among its powers and duties, the 15-member Council is charged with facilitating the coordination of adult education and literacy services and programs among agencies of the Commonwealth; making recommendations to the Governor, the General Assembly, and relevant state boards; and promoting public/private partnerships and collaborative adult education and literacy activities throughout the Commonwealth.

The programs funded under Title II, the Adult Education and Family Literacy Act, make regular presentations to the Council, seek its advice and recommendations, and develop collaborative relationships with the agencies represented there.

The interagency session described in Chapter 2, Needs Assessment, involved representatives from the agencies and organizations represented on the Council. By way of that session, linkages were made with the Virginia Employment Commission staff members who are taking the lead in developing the Title I plan. That relationship will enable the Department to contribute to the development of the Title I plan to be implemented on July 1, 2000. That collaboration will ensure the integration of Title II activities with other adult education and training activities.

At the local level, for nearly ten years, the Department has supported the development of Adult Learning Systems in each locality in the state. The Virginia Adult Learning System (see **Appendix C**) fosters a “system of services” to respond to the varied needs of undereducated adults. Thus, collaboration with other related agencies and programs has been a goal of Virginia adult education for some time.

In the near future, through partnerships with the one-stop delivery system, collaboration of local services will be streamlined and enhanced. The Virginia Employment Commission is taking the lead in developing that system and has begun the planning process leading to a July 1, 2000, implementation date. Their representation on our interagency workgroup described in Chapter 2, Needs Assessment, ensures that the Titles will complement each other.

**APPENDIX A**

**REGIONAL BRIEFINGS WORKFORCE INVESTMENT  
ACT OF 1998**

**Report**

**Regional Briefings  
Workforce Investment Act of 1998**

**November 1998**

**The Adult Education Service  
Office of Vocational and Adult Education Services  
Virginia Department of Education  
P.O. Box 2120  
Richmond, Virginia 23218-2120  
804.225.2075  
804.371.2456 FAX  
lmclendo@pen.k12.va.us**

## Preface

On August 7, 1998, the Workforce Investment Act of 1998 (*WIA*) became law. Its passage gave the adult education and literacy stakeholders the opportunity to examine current practice; assess learner, program, and system needs; and develop new five-year plans.

As a part of that process, regional meetings were held in the cities of Fredericksburg, Roanoke, and Hampton and the county of Henrico. The purpose of each two-day briefing was fivefold. As a result of participating in this briefing, participants will:

1. Become familiar with basic components of the *Workforce Investment Act* in general and the specifics of *Title II, The Adult Education and Family Literacy Act*
2. Project the impact of *WIA* on their program, staff, students, and resources
3. Project the changes they will need to make to accomplish the provisions of the Act
4. Identify the changes that will need to be made locally
5. Identify the policy, strategies, and resources the state can provide in order to help localities make the necessary changes

The invitation list for these briefings included all local public schools, community colleges, Job Training Partnership Service Delivery Area offices, public libraries, volunteer literacy organizations, and social service offices corresponding to the usual practice of Adult Education in Virginia when developing plans. Undereducated adults need basic educational skills, but they also need other community services. That understanding, plus the one-stop philosophy in Title I, supports all agency representatives being involved in the development of the local adult education and literacy Comprehensive Plans.

The first day of the agenda began with an overview of the Act followed by presentations on each section of Title II. After the opening, participants recorded their concerns regarding (a) the impact on local programs, (b) changes that will need to be made on the local level, and (c) changes that the state will need to consider for the State Plan. During the second day, participants discussed their impressions in small groups and reported to the large group. Lastly, the staff reviewed the non-regulatory guidance for the local comprehensive plans and sought suggestions for improving the process.

Those discussions from the two-day briefings are summarized in this report. This information is being utilized to develop the State Plan, which will guide the use of both the federal adult education and family literacy funds and the state adult literacy and general adult education funds. It is also being utilized to develop the local adult education five-year Comprehensive Plans. It should be useful to those who develop the plans for the other portions of the *WIA*.

## Appreciation

The staff of Adult Education Services enjoyed the opportunity to meet with and gain input from stakeholders across the Commonwealth. This example of collaborative planning will serve us well as we all develop a One-Stop System of services.

The staff is appreciative of the support from the Virginia Department of Education. Without the support and encouragement from the following individuals, this undertaking would be much more difficult.

Mr. Paul D. Stapleton  
Superintendent of Public Instruction

Dr. M. Kenneth Magill  
Deputy Superintendent

Dr. Jo Lynne DeMary  
Assistant Superintendent for Instruction

Dr. Neils W. Brooks, Sr.  
Director, Office of Vocational and Adult Education Services

Please relay any comments or suggestions regarding this material or the planning process to any of the staff members listed below. Our address and phone number are listed on the cover page.

Dr. Lennox L. McLendon, Associate Director for Adult Education  
Ms. Elizabeth Hawa, Program Planning Specialist  
Dr. Rebecca Moak, Data Specialist  
Dr. Ernestine Scott, Special Projects Specialist  
Dr. Patricia Ta'ani, Adult Secondary Specialist

## Report Narrative

This narrative is a summary of the discussion in four regional briefings conducted by the staff. The summaries are presented by the corresponding section of the WIA. For each section there are summary changes that need to be made locally and changes that need to be made at the state level. Each includes resources as well as policy, local plan and state plan suggestions. Note that §223, State Leadership, is addressed last as a summary of the strategies the state needs to implement to support all of the other sections of the Act.

### §202 Purpose - 203 Definitions

#### Local Changes

1. **Change of focus/definitions.** The purposes and definitions of “adult education” and “adult literacy” are broadened to emphasize employment, self-sufficiency, and family literacy. We are not just reading, writing, and GED anymore.

As a result, we need to do three things. First, we need to train our teachers and tutors to respond to this broader definition of what adults need to know and be able to do. Second, we need to involve teachers in developing assessment and curriculum resources to support this broader definition. Third, our public relations/marketing/student recruitment materials need to reflect the new image of adult learning.

2. **Collaboration.** Even though we have collaborated with other agencies in the past, the broader needs of adults and the requirements of the One-Stop support “more collaboration and discussion among partners.”
3. **Regionalization.** Collaboration and coordination of services takes time. “Counties have small pots of money but if they pooled them they could be more effective in coordination.”

#### State Changes

1. Linkage with other agencies
  - a. Strengthen the linkage with other agencies at the state level. Doing so will promote and support collaboration at the local level.
  - b. Provide guidance to local adult education and literacy programs regarding the services provided by agencies. Develop a directory of services (electronic directory).
  - c. Develop a sample Memorandum of Agreement for locals to use with other agencies and with the One-Stop.
2. Linkage within VDOE
  - a. Strengthen linkages with Even Start, Title I, and Alternative Education.
  - b. Link adult education to the technology resources of the Department.
3. Training for teachers, tutors, and program managers
  - a. Provide more in-depth training in the Equipped for the Future (EFF) family, work, and community standards.
  - b. Provide more training with the performance indicators and show how they mesh with Equipped for the Future (EFF).

4. Young Adults (16-24 years old)
  - a. Develop curriculum resources, training, and program planning models.
  - b. Clarify differences and similarities between adult education and alternative education.
  - c. Make presentation on how adult education and alternative education can complement each other at VASS.
  
5. Develop an Adult Education Marketing Campaign targeted to the following
  - a. VDOE (EvenStart, Title I, and Alternative Education)
  - b. Other agencies, so they will understand the new purpose and capabilities of adult education and literacy
  - c. Local superintendents, so they will see the benefit of adult education upon the mission of the public school
  - d. The general public, so they will see the breadth of adult learning opportunities
  
6. Define or clarify the following:
  - a. The roles of One-Stops and their relationship with adult education and literacy
  - b. Alternative Education and Adult Education and their relationship
  - c. Responsibility of the public school system for adult education
  - d. Sixteen year olds and under what circumstances should they be referred to adult education
  - e. Have not received an equivalent level of education
  - f. Regulations and insurance requirements for children in family literacy programs
  - g. Self-sufficiency
  - h. Individuals with disabilities

## **§212 Performance Accountability System**

### **Local Changes**

1. Provide Training for staff in order to:
  - a. Collect needed data accurately
  - b. Improve assessment techniques
  - c. Support “project learners”
  - d. Tie data to program improvement
  
2. Develop better assessment
  
3. Provide time for staff to assess, gather and analyze data, and make program improvements.
  
4. Upgrade computers to support data requirements.
  
5. Conduct student follow-up  
(Strengthen collaborative relationships with other agencies to coordinate follow-up data collection.)

## **State Changes**

1. Provide support for teachers and tutors to collect and analyze performance data in order to improve the quality of our services.
  - a. Continue the new EdVantagePro data system.
  - b. Develop sample data sheets for recording student data to be keyed into EdVantagePro.
  - c. Provide funds to pay teachers to collect and analyze data.
2. Develop procedures for the placement performance indicator.
  - a. Establish guidelines and time frames for student follow-up.
  - b. Develop a data match system for the state and local level.
  - c. Develop student release forms and confidentiality procedures so follow-up data can be collected.
  - d. Develop a boilerplate memorandum of agreement for the One-Stops to do the follow-up on a sampling of the learners involved in the placement indicator including the sampling procedures, the questions to ask, and the reporting format.
3. Project Learner
  - a. Develop model validation procedures for validating project learner accomplishments.
  - b. Develop checklists for documenting goal attainment of project learners.
  - c. Provide training for all practitioners in supporting project learning.
4. Training
  - a. Provide training in assessment that includes both academic/pretest/posttest procedures and authentic assessment procedures for project learners.
  - b. Provide training in procedures for student follow-up.

## **§222 State Distribution of Funds: Matching Requirement**

### **Local Changes**

1. Preparing for increased match from 10% to 25%  
Need to prepare local superintendents, presidents, and other CEOs for coming increase in match
2. Loss of funds with an in-kind match. Will local CEOs opt for in-kind rather than cash match, which will reduce the funding available for services?

### **State Changes**

1. In-kind match:
  - a. Clarify what is acceptable for in-kind match and how to compute it.
  - b. Report on the advantages and disadvantages of in-kind match.
  - c. Maintain the current local cash match levels and add in-kind as the 25% match requirement comes into play.

## **§225 Corrections and Institutionalized**

### **Local Changes**

1. There should be NO set-asides for corrections and institutionalized.
  - a. Through the local planning process, localities should decide where to target their funds including jails and PEMs.
  - b. Localities need to advocate for funding for jail programs from state and other stakeholders.
2. The set-asides for jails and PEMs should be MAINTAINED.

### **State Changes (the issues are the same at the state level)**

1. There should be NO set asides for corrections and institutionalized.
  - a. Through the local planning process, localities should decide where to target their funds including jails and PEMs.
  - b. Localities need to advocate for funding for jail programs from state and other stakeholders.
2. The set-asides for jails and PEMs should be MAINTAINED.

## **§231 Grants and Contracts for Eligible Providers--Considerations**

### **Local Changes**

1. Partners
  - a. We need to do solid planning at the local level.
  - b. We need to redefine and locate our partners.

### **State Changes**

1. Definitions needed for:
  - a. Past effectiveness
  - b. Multi-year grants
  - c. Real-life contexts
2. We need templates for formalized agreements at the local level in order to clarify roles of partners.
3. Clarification is needed for the local workforce board's responsibility for reviewing our local plan.
4. Policy coordination among and between state agencies is critical.

## §223 State Leadership

### Local Changes (none)

### State Changes

1. Maintain staff development
  - a. Maintain the services of the Centers for Professional Development (perhaps regionalize some of the services).
  - b. Keep the summer institutes (VAILLs).
  - c. Keep the *Progress* newsletter.
2. Maintain the state initiatives
  - a. Complete the Technology Plan
    - Include money for updating computer equipment.
    - Include money for technicians to maintain the equipment.
  - b. Complete the Marketing Plan.
  - c. Complete the Curriculum Framework.
  - d. Continue to provide technical assistance and staff development.
  - e. Maintain the enabling grants and ensure collaboration with five-year plans.
  - f. Keep the Regional Specialists (perhaps make them fulltime).
  - g. Strengthen the collaboration at the state agency level that provides top-down support for local agencies working together.
  - h. Expand regionalization of rural programs.
3. Clarify quality monitoring
  - a. Clarify how that will be done and by whom.
4. Support one-stops
  - a. Develop sample memoranda of agreement with guidance and standards.
  - b. Provide training for program managers re working with One-stops.
5. Develop models of components of “perfect programs” in adult education and literacy
6. Clarify regionalism/LEA relationships.
7. Provide incentives for programs that exceed performance standards
  - a. Provide guidelines for determining incentives.
  - b. Ensure equity for small programs.

## APPENDIX B – INTERAGENCY PLANNING REPORT

# Interagency Planning Report

## Title II

*The Adult Education and Family Literacy Act*

*Workforce Investment Act of 1998*

**P.L. 202-155**

1999-2004 State Plan Development Process

Dr. Lennox L. McLendon, Associate Director  
Dr. Ernestine Scott, Specialist  
Dr. Rebecca Moak, Specialist  
Dr. Patricia Ta'ani, Specialist  
Ms. Elizabeth Hawa, Specialist  
Ms. Becky Southall, Grants Manager  
Mrs. Michelle Phillips, GED Program Support  
Mrs. Linda Henderson, Office Manager

Adult Education Services  
Vocational and Adult Education Services  
Virginia Department of Education  
P. O. Box 2120  
Richmond, VA 23218-2120  
[http://www.pen.k12.va.us/go/Voc\\_Ed/adult](http://www.pen.k12.va.us/go/Voc_Ed/adult)  
[lghender@pen.k12.va.us](mailto:lghender@pen.k12.va.us)

## *The Adult Education Service Vision*

*We envision  
an adult learning system  
that enables adults to  
  
express themselves,  
  
access information and resources,  
  
make decisions to act independently  
and with others,  
  
and  
  
continue to learn for life in a constantly  
changing world.*

## **Introduction**

The mission of Virginia's public education system, first and foremost, is to educate students in the fundamental knowledge and academic subjects that students need to become capable, responsible, and self-sufficient citizens. Therefore, the mission of the Board of Education and Superintendent of Instruction, in cooperation with local boards, is to increase student learning and academic achievement.

Adult Education's contribution to that mission is to afford adult parents, workers, and community members every opportunity to enhance their basic skills to support children in learning to establish a healthy employment climate and to realize individual self-sufficiency.

To that end, the Department encourages stakeholders from other state agencies and organizations to shape the plans developed to serve adult learners. This report results from an interagency meeting held at the Department on November 24, 1998.

We appreciate the contributions other state agencies continue to make with our development of the Adult Education and Family Literacy portion of the Workforce Investment Act state planning process. It is our hope to make reciprocal contributions to the other planning processes.

## **Background**

The Workforce Investment Act of 1998 (WIA) promotes collaboration in the development, delivery, and evaluation of services. Congress intended to move much of the decision making and priority setting from the federal level to the state and local levels. In addition, it intended for the many services it funds to occur in cooperation with each other. Rarely do adult recipients of these services need only one service. Likewise, adults who complete one set of services often move up the ladder to greater self-sufficiency, which is supported by other services. Linked services enhance each other.

To that end, when the Department of Education began the planning for the new five-year plan in response to the challenges of Title II of the WIA, two strategies were employed.

- Regional meetings were conducted around the Commonwealth to explore the impact of the new legislation and to seek suggestions for the state to include in the state planning process. Invitations were sent to local departments of social services, community colleges, JTPA service delivery area offices, volunteer literacy organizations, public libraries, and other service providers.
- State agency representatives also met to explore the impact of the new legislation and to seek suggestions for state structure and policy changes that would enhance Virginia's Workforce and Family Learning System.

This document reports the results of the interagency meeting. A separate document reports the results of the regional meetings.

## **Participants**

Invitations were sent from the State Superintendent of Public Instruction to the following agency heads:

- Director of the Department of Correctional Education
- Commissioner of the Department of Labor and Industry
- Commissioner of the Department of Social Services
- Director of the Council of Higher Education
- Director of the Department of Business Assistance
- Chancellor of the Virginia Community College System
- Director of the Virginia State Library
- Executive Director of the Governor's Employment and Training Department
- Commissioner of the Virginia Employment Commission
- Executive Director of the Virginia Literacy Foundation
- Director of the Virginia Board for People with Disabilities
- Commissioner of the Department of Rehabilitation

Each agency head was asked to recommend one or two representatives to attend a session to explore collaboration at the state and local levels. Participants are listed in Appendix 1.

## **The Agenda**

The agenda provided an opportunity for the adult education staff to review the requirements of the WIA and Title II, Adult Education and Family Literacy Act, and to present an update on the latest developments in adult education and literacy. During the second part of the meeting, each agency representative described its services for undereducated adults.

The third part of the agency meeting, facilitated by Dr. Diane Foucar-Szocki, Human Resource Development and Adult Education Program, James Madison University, focused discussion using the following questions:

1. From the perspective of your agency, what basic skills do adults need (what do they need to know and be able to do) in order to be self sufficient, fully-contributing citizens of the Commonwealth?
2. With this mission in mind, what can adult education and literacy do at the state and local levels to help accomplish that mission?
3. How can your agency and your local agencies help us accomplish our mission?
4. What state-level systems need to be established or strengthened to support our local providers in working together?
5. What policies need to be in place to support local providers in working together?

The remainder of this report is a summary of the discussion centered around these five questions. Appendix 2 contains the individual responses from the participants.

### **Meeting Summary**

1. From the perspective of your agency, what “basic skills” do adults need (what do they need to know and be able to do) in order to be self-sufficient, fully-contributing citizens of the Commonwealth?

The definition of adult education and literacy has broadened beyond basic reading, writing, and math to include workplace needs. (These needs may be classified as hard skills: analytic skills, reasoning, researching, organizing, speaking, writing, quantitative skills, scientific thinking, and technology; and soft skills: positive attitude, independent action, self-presentation, work ethic, team skills, career planning, lifelong learning, and English proficiency).

For adults with disabilities, basic skills include being knowledgeable of and using both physical supports and cognitive supports.

2. With your agency’s mission in mind, what can adult education and literacy do at the state and local levels to help accomplish that mission?

Adult education can see that the broader definition of “basic skills” iterated above is integrated into adult education services across the Commonwealth. A part of that broader definition involves keeping abreast of the needs of the workplace and continually updating the curriculum to respond.

Adult Education can also make it easier for agencies and businesses to find the local adult education and literacy providers. An accessible listing or directory is needed.

Basic skills redemption needs to be coupled with occupational training or retraining.

3. How can your agency and your local agencies help us accomplish our mission?

**Assessment** of client/learners is critical, especially because over half of the adults who have not completed high school are learning disabled. There are several resources:

- Workforce Assistance provides consulting through different assessments/evaluations where the employer meets the criteria.
- Registered apprenticeship provides assessment.
- The One Stop provides greater opportunity to find out what is available in the community. Rehabilitation assesses learning disabilities for eligible clients. SPED (Special Education) does assessments for in-school students.
- One Stop: Assessment is a core activity.

Caution: Be aware of the issues of assessment/labeling and its social ramifications.

If we are to improve the quality of services to adults, we need to improve the initial assessment so that we can plan the appropriate learning, training, and placement.

A second strategy with which we need help is **agency head support** of local agency participating in the development of the local five-year comprehensive plans for adult education and literacy. A sample memo was distributed for consideration by the participating agencies.

A third issue is the **certification of learning**. A process needs to be developed to certify various levels of learning. Portfolios and Work Keys were mentioned.

The One Stops and the **memorandum of agreement** that links them to the Title II funded programs could and should serve as the base for addressing both **assessment, certification, and learner follow-up** data collection.

Lastly, the electronic **Career Connect** should serve as the access point for all adult education and literacy services within a region.

4. What state-level systems need to be established or strengthened to support our local providers working together?

We do not need to create new systems. Rather, we need to do a better job of coordinating the systems that we have. We can improve information sharing among agencies and with customers through increased technology.

The next step is to await the appointment of the Workforce Board by the Governor. From there, we need to keep (1) assessment, (2) employer satisfaction, and (3) using technology to solve our data needs (including student/client follow-up) on the agenda in order to coordinate, improve, and expand existing services.

5. What policies need to be in place to support local providers in working together?
  - Coordinate closely performance standards and outcomes across agencies so that they are not in conflict.
  - Develop standard data definitions across agencies.
  - Reach discouraged worker/learners via marketing efforts and initiatives.
  - Develop policy to support distance-oriented services using available/emerging technology to reach more learner/clients.

### **Next Steps**

1. Each representative will review the planning support memorandum with her or his agency head, revise it, and mail it to the local offices.
2. Each representative will be notified of the URL web site address of the Title II plan and encouraged to send in comments.
3. This group will meet again by April 15 to follow up on suggestions listed herein.

### **Summary**

The information in this document will be distributed to the representatives and their agency heads, the agency heads who did not send representatives, the local adult education and literacy program managers for use with their plan development process, and to the general public by way of the web page. In addition, the information will be used as part of the needs assessment in developing the Title II State Plan.

**Appendix 1 Participants**

**VIRGINIA DEPARTMENT OF EDUCATION**

**INTERAGENCY PLANNING MEETING**

**NOVEMBER 24, 1998**

**GAIL ROBINSON**

GOVERNOR EMPLOYMENT AND TRAINING DEPARTMENT  
730 EAST BROAD STREET, 9TH FLOOR  
RICHMOND, VA 23219  
(804) 786-2511  
FAX 786-2310  
EMAIL - GPROBINSON.GETD@STATE.VA.US

**MARY REID**

GOVERNOR EMPLOYMENT AND TRAINING DEPARTMENT  
730 EAST BROAD STREET  
RICHMOND, VA 23219  
(804)  
FAX 786-2310

**MICHAEL WORTHINGTON/ BEN BERRYMAN**

VIRGINIA EMPLOYMENT COMMISSION

STREET ADDRESS:

703 E. MAIN STREET  
RICHMOND, VA 23219  
(804) 786-1697  
FAX 225-3923

MALING ADDRESS:

P.O. BOX 1358  
RICHMOND, VA 23218

**BARBARA J. ETTNER**

VIRGINIA BOARD FOR PEOPLE WITH DISABILITIES  
202 N. NINTH STREET, 9TH FLOOR  
RICHMOND, VA 23219  
(804) 786-7333  
FAX 786-1118  
EMAIL - ETTNERBJ@VBPD.STATE.VA.US

**WAYNE MODLIN**

LIBRARY DEVELOPMENT & NETWORKING DIVISION  
800 EAST BROAD STREET  
RICHMOND, VA 23219-8000  
(804) 336-5266 EXT. 23763  
FAX 692-3771

**DR. KEN GETSCHOW**

COMMONWEALTH OF VIRGINIA  
DEPARTMEN OF CORRECTIONAL EDUCATION  
STREET ADDRESS:  
JAMES MONROE BUILDING  
101 NORTH 14TH STREET, 7TH FLOOR  
RICHMOND, VA 23219  
(804) 786-3656  
FAX 786-7952

**WALLACE STERLING**  
ASSISTANT SUPERINTENDENT FOR ADULT SCHOOLS  
DEPARTMENT OF CORRECTIONAL EDUCATION (DCE)  
JAMES MONROE BUILDING - 7TH FLOOR  
101 NORTH 14TH STREET  
RICHMOND, VA 23219-3678  
(804) 225-3331

**JENNIFER PETERLIN**  
APPRENTICESHIP PROGRAM DIRECTOR  
DEPARTMENT OF LABOR AND INDUSTRY  
POWERS-TAYLOR BLDG.  
13 SOUTH 13TH STREET  
RICHMOND, VA 23219  
(804) 786-8009  
FAX 786-8418

**BEVERLY DONATI**  
PROGRAM ASSISTANT DIRECTOR  
DEPARTMENT OF LABOR AND INDUSTRY APPRENTICESHIP PROGRAM  
13 SOUTH 13TH STREET  
RICHMOND, VA 23219  
(804) 371-8466  
FAX 786-8418

**LAURA McELLIGOTT, PROJECT MANAGER**  
WORKFORCE SERVICES  
707 E. MAIN STREET, SUITE 300  
RICHMOND, VA 23219  
(804) 371-0334  
FAX 371-8137

**JOHN C. WADDELL, JR.**  
VIRGINIA DEPARTMENT OF BUSINESS ASSISTANCE  
707 EAST MAIN STREET, SUITE 300  
RICHMOND, VA 23219  
(804) 371-0465  
FAX 371-8111  
EMAIL - [JWADDELL@DBA.STATE.VA.US](mailto:JWADDELL@DBA.STATE.VA.US)

**MARGARET WALSH**  
EDUCATION MANAGER  
DEPARTMENT OF REHABILITATIVE SERVICES  
8004 FRANKLIN FARMS  
RICHMOND, VA  
(804) 662-7081

## Appendix 2

This appendix contains the verbatim responses by the participants at the planning meeting. This information is the basis for the summary report.

Focused discussion questions:

**1. From your agency’s perspective, what “basic skills” do adults need (what do they need to know and be able to do) in order to be self-sufficient, fully-contributing citizens of the Commonwealth?**

- Basic reading and math, 10<sup>th</sup> grade level and above
- Work ethic
- DRS would define “basic skills” with supports and less ability comes from a different perspective.
- Maximum skills an individual can have given their situation, including support services
  - Physical supports
  - Cognitive supports
  
- VEC: Hard skills and soft skills
  - Hard skills
    - Analytic skills
    - Reasoning ability
    - Researching
    - Organizing
    - Communication
      - Speaking
      - Writing
    - Quantitative skills
    - Scientific thinking
    - Technology
  - Soft skills
    - Positive attitude
    - Independent action
    - Self-presentation (dress, job presence)
    - Work ethic
      - Come to work on time
      - Work with others
      - Understand supervision
    - Entering employment contract
    - Team skills
    - Some sense of career planning
    - Lifelong learning
    - Proficiency in English

**2. With your agency mission in mind, what can adult education and literacy do at the state and local levels to help accomplish your mission?**

- To begin to build basic skills as beyond reading comprehension and math
- Think out-of-the-box in terms of service provision in basic skills
- Assist in 90-day retention
  
- Integrate principles of “work ethic” into program offerings of basic reading and math.
- Pre-current and post-training coordination with JTPA
- VEC: Adult education needs to stay timely in imparting skills needed for employability; stay current on what is needed in industry, i.e., the changing nature of work.
- Occupational information system
- Have the “basics” in place but have a ways to go
  - Still training people in obsolete jobs
  - Low pay jobs still abound
  
- Education ought to look at where they (students) are going to work and link with that.
- Motorola: 10<sup>th</sup> grade level in reading and math with work ethic/work maturity.
- AE can provide information on what’s out there to the underemployed.
- VEC: presentations are sometimes hard to do because AE is splintered (e.g., *there is no one source of information on programs and local contacts*).
- Business doesn’t know who the AE provider is. You need a directory of who it is.
- Efforts at continuing to define a clearer state AE system.
- How does AE see itself linking with school-to-work, SOLs, etc? Clarify the increased academic standards relationship to current AE practices.
- Perhaps the AE system should be driving the K-12 system.
- Secondary and primary education can learn from adult education.
- Relationship of SOL impact on the adult population in the near future
- AE will need to work more toward the working population—post-employment.
- JTPA would benefit from broadening the AE efforts.
- Retraining requests to workforce assistance: shift in technologies can shift into WS requirements—but rarely.
- More resources for self-paced tutorial assistance
- More resources to help companies do the retraining

- Skill retraining vs. remediation—it is sometimes both. Dislocated workers will pay for retraining. JTPA has waivers and WIA will allow for more in upgrade business.

### 3. How can your agency and your local agencies help us accomplish our mission?

- More effective assessment of learners and certification of what they do know and are able to do—use of Work Keys, etc.
- Workforce assistance provides consulting with different assessments/evaluations where the employer meets the criteria.
- Encourage development of portfolios—transportable skills.
- Registered apprenticeship provides assess and assurance.
- Certification process for basic skills
- Title I of WIA will hold service providers to performance standards.
- Local programs and One Stops agree on the certification process for basic skills, technical skills, etc.
- What is the mechanism for adults to know about what is available?
- WIA provides greater opportunity for One Stop to find out what is available in the community.
- Career Connect
  - Virtual network of information
  - Access through
  - Career resource centers
- Get local affiliates to understand what each one does—linkage and access.
- Comprehensive planning process in adult education—participate in it and support it.
- Get memo from your agency head to your local affiliates to participate in the Comprehensive Planning Process
- Reciprocal memo
- Rehabilitation assessment for learning disabilities
  - Clarify how you qualify for voc/rehab.
  - Look at assessments as a broader issue.
    - Up-to-date assessments for already identified (SPED exiting)
    - There is a gap for how to provide statewide.
    - Look creatively at identification.
      - One Stop: assessment is a core activity
- Assessed level need/ability to go to work
- Universal access at One Stops
- Can we adequately assess anyone who walks through the door?
- How and for whom?
- Relation
- How to respond to the greater number of people who will need learning disabilities regardless of economic need
- Caution: Be aware of the issues of assessment/labeling and its social ramifications.
- The need crosses HE, Business...this is a system need.
- AE/Literacy spearhead at Gov's level in connection with One Stops—learning disabilities as the beginning.

**4. What state-level systems need to be established or strengthened to support our local providers working together?**

- Assessment is a foundation to tell us where we are doing in order to direct/serve clients appropriately and support funding.
- Strengthen and/or establish mechanisms to know what employers (market) are looking for.
- Workforce One through C of C.
- CC workforce training centers mirror one stops.
- Customer choice and customer services are components.
- Information sharing among agencies and with customers through increased technology
- No new systems—better coordinate existing systems
- No need for a Department of Assessment.
- Look at state level systems of distance learning.
- A mechanism is needed to facilitate this success (Title I, Title II, PSE).
- Next step—Governor to appoint the Workforce Board
- Title V WIA—Incentive relationships (funds) between performance of Title I, AE/L and postsecondary ed.
- Some mechanism for these systems to support each other in order for state to achieve financial reward
- Technology: Data system is needed.
- Need to strengthen follow-up mechanism for adult learners/clients served. Negotiate with One Stops through memo of agreement. AE focusing on “placement”
- JTPA/DRS/VEC each do follow-up – do data matches.
- UI records only provide some data, easiest, least costly.
- Surveys (DRS, JTPA) of clients
- 

**5. What policies need to be in place to support local providers working together?**

- Closely coordinate performance standards and outcomes across agencies so that they are not in conflict.
- Develop standard data definitions across agencies (GETD, AE/L, VED, DRS, DCE, PSVOCED, DBA, DSS, DOLI.
- Reassess confidentiality limits.
- Outreach to the discouraged worker/learner. Telephone, TV are almost universal. PSA program  
Reassess marketing efforts/initiatives/coordinate efforts.

- Policy to support distance-oriented services using a variety of mechanisms—need understanding and speaking same language
  - Encourage use of available/emerging technology.
  - Interagency coordination of systems.
  - Secretary of Technology

### **Next Steps**

- Consider and send memo from agency head to support local comprehensive planning process.
- Local collaborative planning process
  - Applications out 1/15
  - Regional meetings in February
  - Local plans due 4/15
- Title II plan will be on web site for review. Lennox will send memo with URL.
- Meet again in mid April.
  - Coordinate with VOICC
  - Include this discussion with VOICC agenda or set separate meeting.

**APPENDIX C**  
**THE VIRGINIA ADULT LEARNING SYSTEM**

Responsive Adult Education

**The Virginia Adult Learning System**

a perpetual discussion draft  
December, 1989

Dr. Lennox L. McLendon  
Virginia Department of Education  
Adult Education Services  
P.O. Box 2120  
Richmond, VA 23218-2120  
(804) 225-2075

From the time Edna dropped out of school to marry him, Bill wanted to do everything for her. He had been the breadwinner so she could stay home and look after the children. Each week he drove her to the supermarket and handled the money. As a result, she never got a driver's license or learned to manage money. When Bill died, the pension from the mill left little after the funeral expenses. When I first met her, she was desperate. At age 53, she had no job, no job skills, no driver's license, few consumer economics skills, independent living skills, no income, and limited familiarity with the public support system. Through much toil and effort and the support of a number of people and agencies, Edna received social services support for subsistence living until she earned a high school diploma. By way of the CETA program, she gained training as an LPN which resulted in a job at the local hospital. She obtained a driver's license in the process which enabled her to get back and forth to work.

Many of the adults with whom we work, like Edna, have a variety of needs. They need an education surely, but they need much more. They need for you and me to provide a system of the various adult education services and tie them to the other services that are available in the community. They need us to develop an Adult Learning System that promotes a learner's movement between education, training, and support services programs. And that is our mission: to develop an Adult Learning System in each locality in the Commonwealth.

When we begin to develop an Adult Learning System in your locality, we have three concerns: (a) strengthening the part of the System with which you work in order to provide the best service possible, (b) ensuring that your part of the System is aware of and linked with the other educational and support services of the System, and (c) continuing to strengthen our individual skills of providing our service.

Unfortunately, the adults we serve are not all exactly like Edna. They come in a variety of forms with a variety of individual educational and support needs. Each of us works with one part of the System that addresses some of those specific needs. When we have provided our service, we need to help the student make the transition to other providers in the System who address the next level or a supportive level of needs and can pick up where we leave off.

The Adult Learning System becomes responsive to the various needs of the students. As a first step in developing that System, we should examine the differing needs of the student groups the System serves. Look at any locality in the Commonwealth and you will find the following five adult education and training service groups.

- **Adult Beginning Readers**

First, you will find adult beginning readers; adults who are reading below the fifth grade level. Even though these adults learn daily in their communities, when they enter a formal learning situation, they have limited skills that are needed in the formal schooling process. He or she becomes a "dependent learner". A dependent learner is not familiar with the formal learning processes required in planning, organizing, and directing his or her learning. He or she is limited in reading and understanding written instructions and thereby facilitating his or her learning. He or she needs specialized assistance.

Furthermore, a significant number of these adult learners are learning disabled. They may have come through a public school system years ago when that system had little extensive experience in such disabilities. It is important to point out the definition of a learning disability. A learning disabled person is one with average or above intelligence but has a processing problem. That processing problem may be the way he or she takes in information, the way he or she processes information, or the way he or she tries to express information. The important point is that this person has average or above intelligence. He or she can learn. We have not figured out how to help him or her learn yet.

- **Independent Learners**

A second group of adult learners you will find in your community can be termed independent learners. These adults are functioning between the fifth and ninth grade levels. With involvement in periodic instructional evaluation and planning sessions with an instructor and periodic assistance from a teacher or tutor, this learner can progress with his or her learning with less intense support. A significant portion of these adult learners are also learning disabled, and, therefore, require an individualized, mutually evaluated plan of study. Instruction fosters increasing the independence of that learner.

- **Adult Secondary**

The third group of adult learners in your community, (adult secondary), is focusing on a credential--either a G.E.D. certificate or a high school diploma. These adult learners are functioning above the ninth grade level. The students are still involved in planning and evaluating their own learning, but the requirements of the credential also influence what is taught.

- **Special Target Populations**

Fourth, within a locality, there are special target populations that are groups of individuals who possess unique needs. Those groups can include, but are not limited, to the following:

- inmates in local jails or state penal institutions
- employees in the workplace
- homeless adults
- physically, emotionally, and mentally handicapped adults
- commercial truck drivers who do not read well enough to prepare for the CDL exam
- parents who wish to help their children with home work
- welfare mothers participating in social services' programs.

The group needs are an asset for planning learning. Those needs can serve as the context or content and motivation for basic skills instruction. Adult education programming identifies these special needs groups and involves the individuals in identifying the unique basic skills applications that are essential to them.

- **Advanced Training and Education**

Last, a locality also includes needs and opportunities for advanced training education for those adults who need job skills and those who wish to continue their education. A number of programs (e.g. JTPA, community colleges, proprietary schools, area voc-tech schools, apprenticeship training, and four-year institutions) available in the locality provide these services.

Therefore, there is no one type of undereducated adult in your locality. There are at least five types of learner groups with similar but unique needs. An adult learning system in your locality (a) ensures that services for each of the five types exist, (b) strengthens each service element to ensure the best possible service, and (c) ties the various service elements together in an organized fashion.

It is noteworthy to mention the unimportance of assigning the educational services for the five types of adult learners to any particular organization or institution. There are examples in the state in which GED students are taught by volunteers, level II (independent learner) programs funded with ABE funds are operated by local departments of social services, and workplace education programs are organized by community colleges. Organizations in each locality adopt unique missions. Thus the elements of this System are not bound to an organizational structure. Rather, the System's development ensures that all the service elements are in place and that each is accessible to the adults in the locality.

- **Student Transition Process**

As cited above, The Virginia Adult Learning System is five service elements that address the needs of the five types of adult learners and are linked to each other by way of a Student Transition Process (STP). Because each service element cannot provide for all the needs of the adult learner, that connection facilitates the student's emotional and physical movement from one element of the system to another. The STP requires that each of us, as members of the System, (a) be familiar with the services of the other service elements in order to know where to refer a person in need, and (b) have a contact person in each of the other service elements in order to know who to contact to receive the person in need.

The STP ties the services together. Because the student is often hesitant to initiate the referral contacts, the Transition Process accounts for emotional well being as well as the physical act of making contact with another service. The actual strategies to foster the emotional comfort in the transition need all our attention.

Beyond these five education and training service elements, the System contains two other elements: Bilateral Referral and Support Services.

- **Bilateral Referral**

In addition to facilitating the student's movement between the education and training service elements, student referrals are also made between these educational service providers and other community agencies and organizations. Those agencies and organizations include public (e.g., public health, Virginia Employment Commission) and private (e.g., business, industry, non-profit) organizations.

A client's/student's movement from one organization to another is called a referral. A two way referral process is termed a bilateral referral. For example, any number of organizations and agencies provide services to undereducated adults. The first facet of referral is from one of these community organizations to one of the educational service elements. For example, once an organization or agency identifies a client with limited education, the referral procedure facilitates the movement of the learner to the educational services that address his or her needs. Thus, staff members of community organizations (a) are familiar with the educational services of the System in order to know where to refer a person in need and (b) have a contact person in each of the service elements of the System in order to know who to contact to receive the person in need.

The second facet of the bilateral referral process assumes that the educators (tutors, teachers, and managers) are familiar with the services of local agencies /organizations and refer students in need of those services to that appropriate contact person in the agency.

- **Support Services**

The last element of the System, support services, provides state-level and local staff development and training, technical assistance, and professional development and training, technical assistance, and professional development opportunities for those individuals (tutors, teachers, managers) involved in the educational services of the System. At the state level, both direct and indirect technical assistance is available.

State-level direct technical assistance services include a Resource Center that provides technical assistance by:

- toll free telephone (800-237-0178) to all teachers, tutors and managers
- a newsletter
- a summer training institute
- and the staff of the Adult Education Service, the Virginia Literacy Foundation, and the Virginia Office on Adult Literacy.

Indirect technical assistance includes research and development activities of the Virginia Cadre for Instructional Leadership and needs assessment and planning conducted by the State Adult Education Advisory Committee and the Virginia Participatory Planning Committee. Professional development support services are provided by professional associations such as the Virginia Literacy Coalition and the Virginia Association for Adult and Continuing Education.

Local/regional support services include local and regional training opportunities supported by Cluster Training and the Literacy Training Office. These training opportunities include pre-service training for teachers and tutors, in service training during the year, and evaluative staff meetings at the end of each year to plan for program improvements. Interagency meetings, local participatory planning committees, and the Regional Literacy Coordinating Committee facilitate the further collaborative activities that support the System. Regional Adult Education Specialists in rural areas provide technical assistance and instructional technical assistance within their regions.

Virginia is a diverse state. Each area within the Commonwealth has unique needs and resources. Therefore, it is anticipated that no two local Adult Learning Systems will be exactly alike. However, each will respond to the specialized needs of the unique groups in a locality, and a bilateral referral procedure and support service will facilitate the development of those collaborative services.

The focal point of the System is the student. No one element of the System can meet all of a student's needs. Thus, the mission of each individual contributing to the System is to (a) strengthen his or her element of the system, (b) strengthen the student transition and referral process which will better enable the System to address a variety of student needs, and (c) participate in the staff development and professional development activities to improve his or her individual skills.

As you begin to examine the adult learning services in your community, consider the assistance available from the Regional Literacy Coordinating Committee (RLCC). The RLCC is composed of regional representatives from libraries, volunteer tutor organizations, adult basic education, community colleges, social services, JTPA, and other support and provider groups in the region. They have recently received training in conducting a community analysis forum to explore (a) if all the components of an Adult Learning System exist in a locality, (b) how pervasive each of those components is, and (c) by way of recommendations for action developed with you and other community representatives, the strategies that would improve your System.

The RLCC members are not the police. Rather they are knowledgeable neighbors who can help you enhance your services. They are ready, willing, and able to help.

As individuals, we can provide critically needed services. But, individually, we cannot address all of a particular student's needs; the task is too immense. However, by strengthening our own efforts and linking our efforts with the existing services in the community, our individual efforts are enhanced; and our overall service to the adults of your locality is enriched.



# THE VIRGINIA ADULT LEARNING SYSTEM

**BILATERAL REFERRALS**

**STUDENT TRANSITION SYSTEM**

**I  
LEVEL I**

**II  
LEVEL II**

**III  
LEVEL III**

**IV  
TARGET  
GROUPS**

**V  
ADVANCED  
T&E**

**SUPPORT SYSTEMS**  
(Training, Technical Assistance, & Professional Development)

### **III. Classes for Level III--9-12**

**G.E.D. and Adult High  
School**

### **IV. Special Target Populations**

### **V. Advanced Training and Education**

### **VI. Bilateral Referral Agencies**

### **III. a. General Adult Education**

**Via Public Schools**

### **III. b. Volunteers**

### **IV. Classifications**

1. **ESOL**
2. **Jails**
3. **Institutions**
4. **Work place programs**
5. **Homeless adults**
6. **Physically, emotionally, and  
mentally handicapped**
7. **Commercial truck drive**
8. **Virginia Department of  
Transportation**

### **V. a. JTPA**

### **V. b. Community Colleges**

### **V. c. Proprietary Schools**

### **VI. a. Social Services**

### **VI. b. Public Health**

### **VI. c. Mental Health**

### **VI. d. Virginia Employment Commission**

### **VI. e. JTPA**

**VII. Support Services (Training, Technical Assistance,  
and Professional Development)**

**VII. a. State Level**

1. Resource Center
2. Newsletter
3. Summer Institute
4. VACIL
5. State Advisory Committee
6. PCC
7. State Adult Education Staff
8. Virginia Literacy Foundation
9. Virginia Literacy Coalition
10. Virginia Association for Adult and  
Continuing Education

**VII. b. Local/Regional**

1. Cluster Training
2. Pre-Service Training
  - ABE
  - Literacy Volunteers
3. Evaluative Staff Meetings
4. Regional Specialists
5. Interagency Meetings
6. Regional Literacy Coordinating Committees
7. Local PPC

**APPENDIX D  
ADULT EDUCATION PROGRAM INITIATIVES**

***H.E.L.I.X.***  
*Helping Enhance Learning and Instructional Excellence*

**Adult Education Program Initiatives**

1998-2002  
July 1, 1998

Dr. Lennox McLendon, Associate Director  
Elizabeth Hawa, Program Planning Specialist  
Dr. Rebecca Moak, Data Specialist  
Belynda Nicholson, Office Specialist  
Michelle Phillips, Program Support Technician  
Dr. Ernestine Scott, Special Project Specialist  
Ellen Shepherd, Grants Management  
Dr. Patricia Ta'ani, Adult Secondary Specialist

Adult Education Services  
Virginia Department of Education  
P.O. Box 2120  
Richmond, VA 23218-2120  
804.225.2075  
<http://www.pen.k12.va.us>  
[lmclendo@pen.k12.va.us](mailto:lmclendo@pen.k12.va.us)

## ***The Adult Education Service Vision***

*We envision*

*an adult learning system*

*that enables adults to*

*express themselves,*

*access information and resources,*

*make decisions to act independently and with others,*

*and*

*continue to learn for life in a constantly changing world.*

## Adult Education 1998-2002 Planning Chart

s:\stplan\99-2002\chart

### Helping Enhance Learning and Instructional Excellence

Initiatives	Strategies and Benchmarks				2002 Outcomes
	1998-1999	1999-2000	2000-2001	2001-2002	
<p>1. Data System</p> <p><i>Rebecca</i></p> <p><i>(Technology)</i></p>	<p>Pilot test the new student and program data system in the fall of 98 and implement December 98-April 99.</p>	<p>First year trial run.</p> <p>Train teachers to collect, analyze and use data to improve instruction.</p> <p>Train program managers to collect, analyze, and use data to improve services.</p>	<p>Site license and update for new legislation and EFF.</p> <p>Train teachers to collect, analyze and use data to improve instruction.</p> <p>Train program managers to collect, analyze, and use data to improve services.</p>	<p>Train teachers to collect, analyze and use data to improve instruction.</p> <p>Train program managers to collect, analyze, and use data to improve services.</p>	<p>All practitioners use data regularly to improve the quality of their services.</p>
<p>2. Quality Indicators, Core Measures and Standards</p> <p><i>Ernestine</i></p> <p><i>(Helping Hand)</i></p>	<p>State-wide initial implementation of the Core Standards.</p> <p>R&amp;D work on "project learners." (353)</p> <p>R&amp;D work on "authentic assessment." (353)</p> <p>R&amp;D work on "program involvement in using data to improve instruction and services." (353)</p>	<p>Develop the bridges between R&amp;D and integration into classrooms.</p> <p>Integrate "project learner" strategies.</p> <p>Integrate "authentic assessment" strategies.</p> <p>Integrate "program involvement" strategies.</p>	<p>R&amp;D work on integrating EFF standards.</p> <p>Develop program incentive plan to reward quality performance.</p>	<p>Implement incentive plan to reward quality performance.</p>	<p>The Quality Indicators, Measures, and Core Standards system supports and rewards program improvement at the program and classroom level with emphasis on improved student outcomes.</p>
<p>3. Program Improvement Compliance</p> <p><i>Elizabeth</i></p> <p><i>(Helping Hand)</i></p>	<p>10 programs that were formerly not in compliance will receive targeted technical assistance, program and professional development resources and as a result be in compliance.</p>	<p>10 programs that were formerly not in compliance will receive targeted technical assistance, program and professional development resources and as a result be in compliance.</p>	<p>10 programs that were formerly not in compliance will receive targeted technical assistance, program and professional development resources and as a result be in compliance.</p>	<p>10 programs that were formerly not in compliance will receive targeted technical assistance, program and professional development resources and as a result be in compliance.</p>	<p>All programs are in compliance with at least 80% of all state core standards and federal regulations.</p>

Initiatives	Strategies and Benchmarks				2002 Outcomes
	1998-1999	1999-2000	2000-2001	2001-2002	
<p>4. Program Improvement Quality</p> <p><i>Elizabeth</i> (<i>Helping Hand</i>)</p>	<p>Train program managers, teachers, tutors, and students to serve on peer review teams.</p> <p>Peer review teams will recommend strategies to improve program quality in 10 programs.</p> <p>Complete Appendices to Administrative Handbook.</p>	<p>Train program managers, teachers, tutors, and students to serve on peer review teams.</p> <p>Peer review teams will recommend strategies to improve program quality in 10 programs.</p> <p>Update the Administrative Handbook.</p>	<p>Train program managers, teachers, tutors, and students to serve on peer review teams.</p> <p>Peer review teams will recommend strategies to improve program quality in 10 programs.</p> <p>Update the Administrative Handbook.</p>	<p>Train program managers, teachers, tutors, and students to serve on peer review teams.</p> <p>Peer review teams will recommend strategies to improve program quality in 10 programs.</p> <p>Update the Administrative Handbook.</p>	<p>100% of programs demonstrate program improvements in at least one of the program planning standards (recruitment, linkage, program planning).</p>
<p>5. Adult Secondary GED</p> <p><i>Patricia</i> (<i>Learner First</i>)</p>	<p>A numbers initiative ensures that 15,000 adults are tested.</p> <p>Increase instructional capacity including training volunteers.</p>	<p>A numbers initiative ensures that 25,000 adults are tested.</p> <p>Increase instructional capacity including training volunteers.</p>	<p>A numbers initiative ensures that 35,000 adults are tested.</p> <p>Increase instructional capacity including training volunteers.</p>	<p>A numbers initiative ensures that 45,000 adults are tested.</p> <p>Increase instructional capacity including training volunteers.</p>	<p>Over 100,000 adult Virginians have been tested since January 1, 1998 and 70,000 will have received certificates.</p>
<p>6. Adult Secondary</p> <p><i>Patricia</i> (<i>Helping Hand</i>)</p>	<p>Complete SOA impact study and draft revised regulations.</p>	<p>Implement revised regulations.</p> <p>Train program managers.</p>	<p>Train program managers.</p>		<p>Adult Secondary Programs comply with SOA and/or adult secondary regulations.</p>

Initiatives	Strategies and Benchmarks				2002 Outcome
	1998-1999	1999-2000	2000-2001	2001-2002	
<p>7. Workplace Education</p> <p><i>Elizabeth</i></p> <p>(Business Partnership)</p>	<p>Initiate new <i>Employee Development Services</i> Contract.</p>	<p>Continue marketing, brokering, training, curriculum development, and linkage via the EDS contract.</p> <p>Increase the # of programs and students by 20%.</p> <p>July 1, begin evaluation of EDS system to include a customer (employee and employer) satisfaction survey to be used in subsequent years.</p>	<p>Renew or reissue the EDS contract.</p> <p>Conduct a customer satisfaction survey.</p> <p>Increase the # of programs and students by 20%.</p>	<p>Conduct the customer satisfaction survey.</p> <p>Increase the # of programs and students by 20%.</p>	<p>90% of the workplace education customers report satisfaction with our service.</p>
<p>8. Family Literacy</p> <p><i>Ernestine</i></p> <p>(Coalitions)</p>	<p>In collaboration with DSS, fund 10 Family Literacy Programs and develop marketing materials for "Parents as First Teacher."</p> <p>Collect and analyze models and legislation from other states.</p> <p>Provide that information to VAACE.</p> <p>Continue Family Literacy Round Table in order to promote expansion of services.</p>	<p>Build interagency collaborations and linkages with other state agencies and state-level organizations to support family literacy services.</p> <p>Continue Family Literacy Round Table in order to promote expansion of services.</p>	<p>Build interagency collaborations and linkages with other state agencies and state-level organizations to support family literacy services.</p> <p>Continue Family Literacy Round Table in order to promote expansion of services.</p>	<p>Build interagency collaborations and linkages with other state agencies and state-level organizations to support family literacy services.</p> <p>Continue Family Literacy Round Table in order to promote expansion of services.</p>	
<p>9. Publications</p> <p><i>Lennox</i></p> <p>(Helping Hand)</p>	<p>Improve the image of adult education by developing a publications format.</p> <p>Support the publication of adult learners' stories and pictures.</p>	<p>Support the publication of adult learners' stories and pictures.</p>	<p>Support the publication of adult learners' stories and pictures.</p>	<p>Support the publication of adult learners' stories and pictures.</p>	<p>Give credibility to our work by ensuring high quality publications.</p>

Initiatives	Strategies and Benchmarks				2002 Outcomes
	1998-1999	1999-2000	2000-2001	2001-2002	
<p>10. Interagency Arrangements</p> <p><i>Lennox</i> (Coalitions)</p>	<p>Within state agencies and organizations, identify key staff members as adult education contact persons.</p> <p>Conduct Regional Managers meetings with DSS.</p> <p>Conduct joint staff meetings with two (2) other agencies.</p>	<p>Develop an interagency (public and private) quarterly round table to link services.</p> <p>Conduct joint staff meetings with two (2) other agencies.</p>	<p>Continue interagency (public and private) quarterly round table to link services.</p> <p>Conduct joint staff meetings with two (2) other agencies.</p>	<p>Continue interagency (public and private) quarterly round table to link services.</p> <p>Conduct joint staff meetings with two (2) other agencies.</p>	<p>State policy in all agencies and organizations supports and coordinates services which enables program collaboration at the local level.</p>
<p>11. Technology</p> <p><i>Lennox</i> (Technology)</p>	<p>Develop an adult education technology plan that coordinates and expands existing initiatives and lays the groundwork for expanding services via technology.</p>	<p>Implement the adult education technology plan.</p>			<p>Relevant instructional services are accessible to 100% of the undereducated adults.</p> <p>Relevant professional development services are accessible to 100% of the teachers, tutors, and program managers.</p>
<p>12. Curriculum Development</p> <p><i>Ernestine</i> (Helping Hand)</p>	<p>Establish curriculum frameworks by blending adult learning and SOL principles.</p>	<p>Establish two curriculum development pilots (content and context based on practitioner assessment).</p> <p>Establish curriculum web page at RC.</p> <p>Develop and implement strategies for supporting changes in practice.</p>	<p>Establish two curriculum development pilots (content and context based on practitioner assessment).</p> <p>Train practitioners re: accessing curriculum web page.</p> <p>Develop and implement strategies for supporting changes in practice.</p>	<p>Establish two curriculum development pilots (content and context based on practitioner assessment).</p> <p>Train practitioners re: accessing curriculum web page.</p> <p>Develop and implement strategies for supporting changes in practice.</p>	<p>Curriculum frameworks for the contexts in which we teach are accessible to every practitioner.</p>

Initiatives	Strategies and Benchmarks				2002 Outcomes
	1998-1999	1999-2000	2000-2001	2001-2002	
<p>13. Staff Development</p> <p><i>Lennox</i></p> <p><i>(Helping Hand)</i></p>	<p>Each new (2 years or less) teacher completes baseline training.</p> <p>Each program's professional development plan enables each teacher, tutor, program manager, and other practitioner, either individually or in a study group, (1) to complete a learning plan that addresses individual and/or program needs and (2) to share the results of the plan with colleagues.</p> <p>Each practitioner will participate in an evaluative process to give input into program improvement strategies.</p> <p>Coordinate the other training activities identified in this plan via the Centers for Professional Development.</p>	<p>Each new (2 years or less) teacher completes baseline training.</p> <p>Each program's professional development plan enables each teacher, tutor, program manager, and other practitioner, either individually or in a study group, (1) to complete a learning plan that addresses individual and/or program needs and (2) to share the results of the plan with colleagues.</p> <p>Each practitioner will participate in an evaluative process to give input into program improvement strategies.</p> <p>Coordinate the other training activities identified in this plan via the Centers for Professional Development.</p>	<p>Each new (2 years or less) teacher completes baseline training.</p> <p>Each program's professional development plan enables each teacher, tutor, program manager, and other practitioner, either individually or in a study group, (1) to complete a learning plan that addresses individual and/or program needs and (2) to share the results of the plan with colleagues.</p> <p>Each practitioner will participate in an evaluative process to give input into program improvement strategies.</p> <p>Coordinate the other training activities identified in this plan via the Centers for Professional Development.</p>	<p>Each new (2 years or less) teacher completes baseline training.</p> <p>Each program's professional development plan enables each teacher, tutor, program manager, and other practitioner, either individually or in a study group, (1) to complete a learning plan that addresses individual and/or program needs and (2) to share the results of the plan with colleagues.</p> <p>Each practitioner will participate in an evaluative process to give input into program improvement strategies.</p> <p>Coordinate the other training activities identified in this plan via the Centers for Professional Development.</p>	<p>By completing the learning activities in their professional development plans, 100% of Virginia's adult education and literacy teachers, tutors, and program managers will improve the quality of their performance in a meaningful, measurable way.</p> <p>Accessible training will support other program initiatives.</p>
<p>14. Welfare Reform</p> <p><i>Ernestine</i></p> <p><i>(Coalitions)</i></p>	<p>Develop and implement "Post-Employment" initiative with DSS and GETD.</p> <p>In collaboration with DSS (Social Services) and DPH (Public Health), develop and pilot test the "Blue" concept in blue collar technology and health care arenas.</p>	<p>In collaboration with DSS and DPH, refine and expand "Blue" programming.</p>	<p>In collaboration with DSS and DPH, refine and expand "Blue" programming.</p>	<p>In collaboration with DSS and DPH, refine and expand "Blue" programming.</p>	<p>The Department of Social Services has a number of relevant education and training programs.</p>

Initiatives	Strategies and Benchmarks				2002 Outcomes
	1998-1999	1999-2000	2000-2001	2001-2002	
<p>15. Regionalization</p> <p><i>Elizabeth and Lennox</i></p> <p><i>(Helping Hand)</i></p>	Support rural programs collaborating in rural arrangements.	Support rural programs collaborating in rural arrangements.	Support rural programs collaborating in rural arrangements.	Support rural programs collaborating in rural arrangements.	All rural counties are participating in a regional administrative arrangement.
<p>16. Instructional Leadership</p> <p><i>Lennox</i></p> <p><i>(Helping Hand)</i></p>	Develop and implement means to provide instructional leadership in each locality.				Each locality has one full time teacher/instructional leader.
<p>17. Program Funding</p> <p><i>Lennox, et al</i></p> <p><i>(Helping Hand)</i></p>	Develop and implement means to increase program funding.				Program funding exceeds \$50 million.
<p>18. Marketing Campaign</p> <p><i>Elizabeth</i></p> <p><i>(Helping Hand)</i></p>	Deliver a Marketing plan that targets employers and policy makers.	Deliver a Marketing plan that targets other stakeholders.	Deliver a Marketing plan that targets other stakeholders.	Deliver a Marketing plan that targets other stakeholders.	All Stakeholders will be informed about adult education and literacy not only as a literacy and GED service but also as ESOL, family literacy, workplace education, PEMs, correctional education, and other services.

## State Funded Initiatives

In addition to the initiatives presented in the preceding chart, Virginia funds several capacity-building initiatives with state Adult Literacy funds. Each initiative fills a program development niche not provided for by federal funding and increases the capacity of local programs to provide comprehensive services.

**Communities for Opportunities (CFO).** The state budget identifies CFO funds for economic development/adult literacy capacity-building services for rural areas. Adult Education Services, together with the Center on Rural Development of the Department of Housing and Community Development, identify rural areas with low adult education rates in need of economic development. Together with local practitioners in the targeted area, Adult Education Services designs an adult education program that will contribute to the development of the area. The funding level is specified in the state budget.

**Regional Program Planner.** The Adult Education Services budget targets funds for developing regional program management services for rural adult education programs. Historically, rural counties have assigned adult education management responsibilities to an existing administrator who has a number of other duties. These part-time administrators seldom have time to devote to the complex management needs of the adult education program. In order to improve program management, Regional Program Planner funds are targeted to a number of rural counties to employ a full-time program planner to manage and coordinate the adult education allocations to the individual localities in the service area. Currently, two or more rural counties that produce 30,000 student hours or more qualify for these competitive grants. This criterion may change over the duration of this plan. The funding level is established by Adult Education Services.

**Regional Literacy Coordinating Committees (RLCCs).** The Adult Education Services budget targets funds to support regional coordination of adult services through 18 RLCCs. Each RLCC includes representatives from public schools, community colleges, volunteer literacy organizations, social services, employment commissions, job training, libraries, and other organizations that serve adults. Their mission is to develop an Adult Learning System (**Appendix C**) in each locality. Funding is provided to support the 18 RLCCs as well as biannual meetings of the lead agents (chairs) of the 18 committees. The funding levels are established by Adult Education Services.

**Mountain Empire Community College.** The state budget contains funding for literacy programs in the Mountain Empire Community College service area. This area of the Coalfields is typified by low adult education rates and high unemployment. The Adult Education Staff confers annually with the college president regarding uses for these funds. The available funding is established in the state budget.

**Employee Development Services (EDS).** The Adult Education Services budget targets funds to support the expansion and improvement of workplace education services for incumbent workers. As technology invades the workplace, the education level required for work rises. In order for employers to retain loyal employees, they must upgrade the basic skills of their workforce. Funds are targeted for development of workforce programs by local adult education managers and for the training of workplace teachers and brokers for workplace programs. The available funding is established by Adult Education Services.

**Virginia Literacy Foundation.** The state budget contains funds for the Virginia Literacy Foundation matched by Foundation funds and issued through competitive grants to local volunteer literacy community-based organizations. The available funding is established in the state budget.

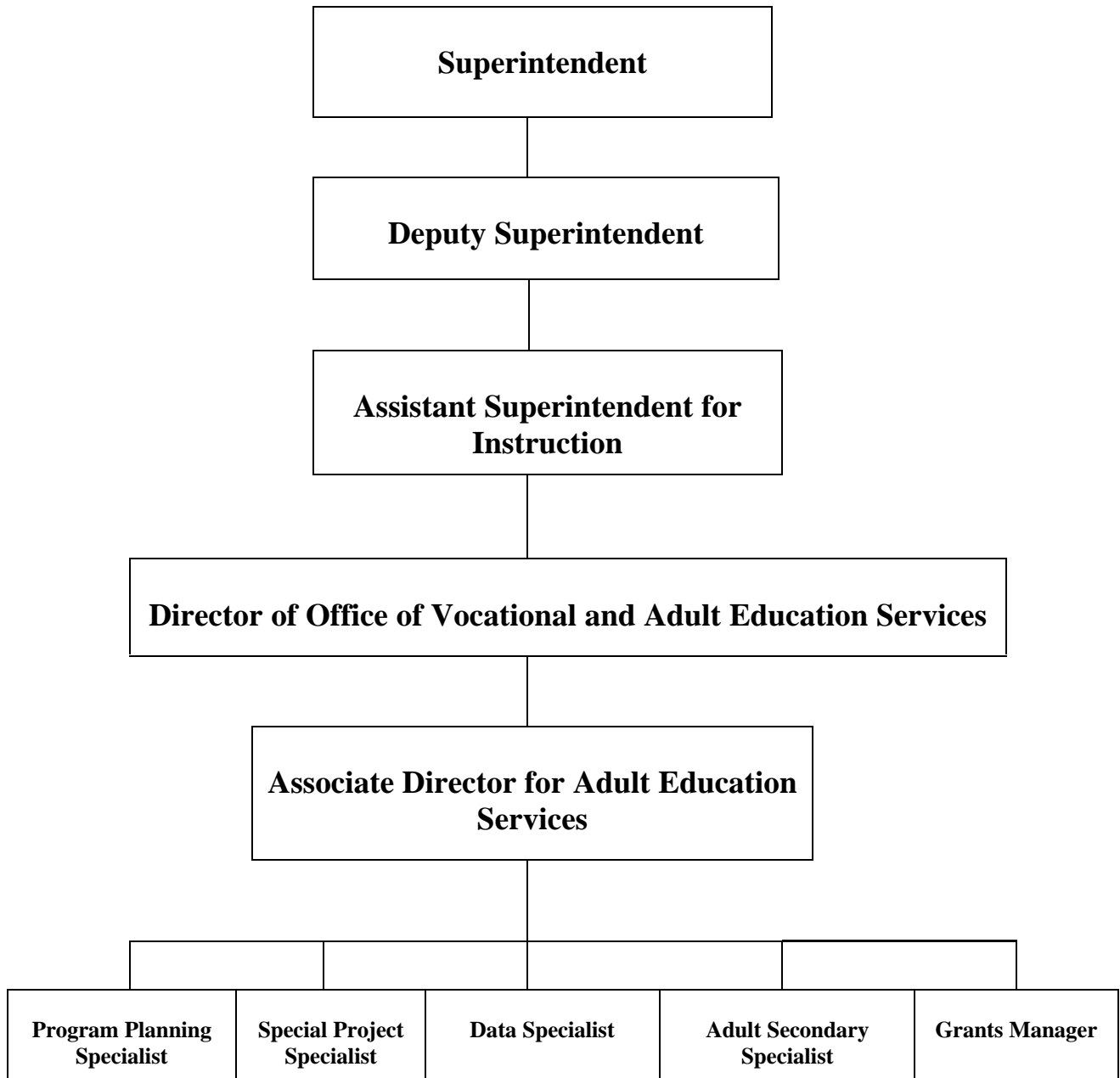
**Enabling Grants.** The Adult Education Services budget includes funds to enable private, nonprofit, volunteer literacy organizations to provide services at the local and state level. Volunteer organizations provide one-on-one and small-group instruction for adult learners. Due to the volunteer nature of the instructional staff, much of the cost is administrative or ancillary. Funds are targeted through competitive grants to enable private, nonprofit, volunteer literacy organizations to provide instructional, administrative, and/or ancillary services. The funding available is adjusted annually by the same percentage as the overall change in funding for adult education and literacy services.

**Physically, Emotionally, and Mentally Challenged Adults (PEMs).** For more than ten years, Adult Education Services has provided a set-aside for PEMs. The intent of the WIA is to move decisions regarding funding priorities to the local level. In order to make the transition from the *Adult Education Act* to the *Workforce Investment Act*, PEMs transitional funds will be made available in the Adult Education Services budget to reduce the impact of the shift from set-aside funding to inclusion of PEMs in the Comprehensive Plan budget of the locality. These transitional funds will be reduced over the term of the state plan.

**Regional Specialist.** In order to improve the instructional capability and meet performance standards, rural programs need instructional technical assistance, staff development, assistance with student recruitment, linkage with support and other provider agencies, and linkage with business and industry. The Adult Education Services budget targets funds for part-time regional specialists to provide these services for Adult Education programs in predominantly rural planning districts.

**APPENDIX E  
VIRGINIA DEPARTMENT OF EDUCATION  
ORGANIZATIONAL CHART**

**Virginia Department of Education  
*Organizational Structure***



## **APPENDIX F - GOVERNOR'S COMMENTS**

## **APPENDIX G - SUMMARY OF PUBLIC COMMENTS**