



An American Heritage

Federal Adult Education A Legislative History 1964-2013

U.S. Department of Education



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Federal Adult Education

A Legislative History

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Office of Vocational and Adult Education

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We would like to thank in particular Gary Eyre for contributing his expertise in the writing of this history. His career as a professional educator spanned 52 years, with most of those spent in the field of adult education and literacy. In 1965, he wrote the first state plan for adult education (Colorado), just as a greatly enlarged federal, state, and local role in the education of adults was about to emerge. Dr. Eyre served as Executive Director of the National Advisory Council on Adult Education and the American Association for Adult and Continuing Education. He retired in 1998 as Deputy Associate Superintendent for Adult Education Services in Arizona. His life experience and extensive research have enabled the writing of this history, the process of which allowed him to work with a number of dedicated teachers, administrators, and government officials.

As contributing author, Roberta Pawloski provided expert content for Chapter VI on the period 1998 through 2000 when the Workforce Investment Act (WIA) was passed into law, describing its impact on adult education. Ms. Pawloski has been associated with adult education and employment and training issues since 1979. During the 1990s, she was Bureau Chief of the Bureau of Adult Education for the Connecticut Department of Education, and was thus involved on a day-to-day basis in implementing these new laws. In 1998, Ms. Pawloski assumed responsibility for Vocational Education for Connecticut, implementing the new state plan under Title II of the WIA.

The field of adult education and literacy is today entering a new and crucial era. Challenges to be addressed include a climate of austerity, a growing emphasis on evidence-based funding, and the potential impact of emerging technologies. More specific factors that will affect the future of adult education are national immigration policies, welfare policies, the K-12 Common Core Standards, the new General Educational Development (GED), and new national goals for multiple educational pathways to employment. What the field will become—its integrity and direction—will be shaped by numerous events that cannot be entirely predicted, prepared for, or controlled. Those serving in the field, collectively and individually, will nonetheless profoundly influence the field's development and direction in the decades to come. First and foremost, adult education practitioners must understand the political climate in which they exist and to whom they are responsible.

Adult education history is likely to be judged alongside the boldest education acts of Presidents and Congress in the narrative of education events.

“Truly, the learning process never ends. It has been said that he who does not increase learning, decreases it. You, adult educator, are the increasers of learning.”
—Senator Jacob K. Javits (NY), *Galaxy Conference* (1969)

Preface

This “American heritage” history traces the roots of federal involvement in adult education in order to place federal adult education acts into historical perspective. This history is one of many education resource documents; however, it is the first resource that contains the history of adult education acts from 1964 to 13 years into the new century—2013.

Throughout the history of the United States, adult education has played a continuous role in helping adults reach for better lives. In the early 20th century, as this country witnessed expanded growth and tremendous work opportunities, it became apparent that in order to have a productive workforce and economic stability, the language needs of so many arriving immigrants would need to be met in order for them to assimilate into the culture of this country. This led to creation in many states of evening schools to provide English instruction for adults.

The focus of adult education remained largely on the “night school” concept for several decades, until the early 1960s with the civil rights movement and a mandate for equal opportunity for all in this country. President Johnson’s Economic Opportunity Act (1964) provided impetus for the Federal Government to work with states to expand adult education opportunities. Increasing awareness of the need for quality education for both children and adults, along with changing needs of the workforce, incorporation of technology, and increasing global competition, played a part in succeeding federal bills concerning adult education.

In 1990, the National Governor’s Association added a goal specifically to address adult literacy. Subsequent legislation through the National Literacy Act (1991) provided the first nationwide efforts to increase literacy levels, provide measurable student gains, and institute a National Reporting System (NRS) to document successes. Throughout the late 1990s and early 21st century, it became increasingly clear that in order to be successful in helping adults reach economic self-sufficiency and providing for a competent workforce while dealing with shrinking resources, partnerships would be critical. With passage of the Workforce Investment Act (WIA; 1998), adult education, labor, and training organizations forged new alliances at the regional level to address the needs of their mutual clients. In addition, accountability through the National Reporting System and annual performance measures helped direct program improvement.

As we approach its 50th anniversary, adult education must again adapt to help adults recognize that attainment of a high school diploma alone will not be sufficient. In his first address to Congress, President Obama challenged every American to commit to at least one year of higher education or career training—at a community college, four-year postsecondary institution, or vocational training school, or through an apprenticeship. This challenge is one of many goals of the administration to improve basic education and lifelong learning opportunities for adults. Future legislation likely will continue to address the need for continued partnerships among programs to help adults go beyond that first credential and seek additional education and training if they wish to be productive, responsive citizens.

This history is part of the U.S. Department of Education’s continuing efforts to provide research, statistics, and information to the Executive Branch of government, the Congress, and practicing adult learners. Its purpose is twofold: to give the generalist a broad overview of the federal role in adult literacy education and information about major adult education enactments, and to provide a guide to primary source material related to federal legislation on adult basic education.

Gary A. Eyre (Chapter VI provided by Roberta Pawloski)

Introduction

Although federal legislation for adult education began in 1964, the Federal Government has been involved in adult education for over 230 years (Deighton, L. C., 1971; see Appendix 4 for a detailed description of federal adult education legislation). While the nature and extent of federal attention to the needs of adult learners have varied over this period, the Government, from its earliest days, has provided funds to establish, encourage, and expand programs to assist adults in overcoming those educational deficiencies that would hinder their productivity and responsible participation in the life and growth of the nation.

State Involvement in Adult Education

State histories give evidence of organized adult education in the 18th century. Evening schools for adults, part-time education, citizenship/Americanization classes for the foreign-born, and the Chautauqua experience of 1874 (Weischadle, D. E., 1968) were forerunners of the state/federal adult education movement. In a Council of Chief State School Officers publication in 1969, traces of the development of adult education since 1920 are recorded for many states (Pearson, J. B., & Fuller, E., 1969). California's history project (1995 and 2005) indicates that adult education classes were held in San Francisco in 1856 through the use of state public funds, and Massachusetts had continuing education and evening schools as early as 1842 (Pearson, J. B., & Fuller, E., 1969).

National Efforts in Adult Education

The National Education Association (NEA) had direct involvement in adult education through its Department of Adult Education from 1924 to 1951. The National Association for Public School Adult Education (NAPSAE) was an NEA Department from 1952 to 1972 (Luke, R. A., 1992). The public school association merged with the Adult Education Association (AEA/USA) in 1981; this merger established the American Association for Adult and Continuing Education (AAACE; Seamon, D., 1992). However, significant national efforts by the Federal Government through adult education legislation were being implemented during this period as well.

Federal Legislation

With passage of the Economic Opportunity Act in 1964, adult basic education (ABE) legislation set the stage for the Federal Government's initiative in addressing adult illiteracy in the United States. In 1966, Congress passed legislation removing adult education from the Office of Economic Opportunity (OEO) and vested authority for the program in the U.S. Office of Education (OE). Today, the adult education program is within the U.S. Department of Education's Office of Vocational and Adult Education (ED OVAE) and Division of Adult Education and Literacy (DAEL). The upcoming 50th anniversary of the passage of this Act will provide an opportunity to discuss what adult education has accomplished and what remains to be done.

The Workforce Investment Act (WIA) has been operational since its passage in 1998. Its purpose is to consolidate, coordinate, and improve employment, training, literacy, and vocational programs. Title II of the Act is cited as the Adult Education and Family Literacy Act (AEFLA).

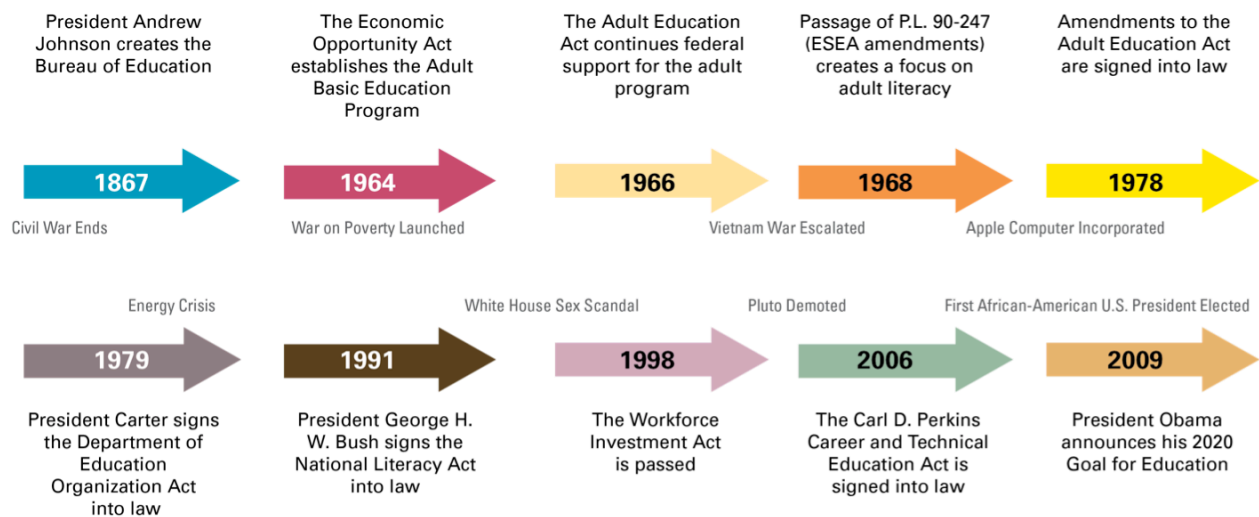
Presently, the Administration, Congress, and officials at the White House are addressing WIA and actions for investment in adult education, the workplace, and the workforce. For example,

the Helping Individuals Return to Employment Act (HR 3471) and the Workforce Investments through Local Libraries Act (WILL Act) were introduced in the House of Representatives in May 2013.

Federal and state adult education programs are focusing on what is needed to transform the field. In May 2013 at the annual National Meeting for Adult Education State Directors, a panel discussion session focused on the need for transforming the adult education system. Panelist Brenda Dann-Messier, OVAE Assistant Secretary, said “I am afraid we will have a permanent underclass in our society that is more or less permanently disconnected from the labor market, which will have tremendous social and economic costs for our society.” All panelists agreed on the need to more fully engage employers and other partners to help students achieve credentials with real labor market value.

Historians tell us we must examine our past to help determine our future. What follows is a history of federal legislation and efforts to improve adult education in the United States—a history that may offer some insight and direction in years to come. In the following chapters, this paper discusses the evolution of the Federal Government’s role in promoting adult education by placing major legislation, and significant amendments to that legislation, into historical, economic, and social contexts.

A Timeline of Adult Education Milestones in the United States



Chapter I: Historical Overview—Federal Involvement In Adult Education

“An investment in knowledge pays the best interest.”
—Benjamin Franklin

Development of a Department of Education

The first look at an historical overview begins with the Federal Government’s organizational structure for a branch, section, division, bureau, and/or office of education. An office titled the Bureau of Education was created in 1867 by President Andrew Johnson, the stated purpose of which was to collect statistics showing the condition and progress of education throughout the country, and to publish such information as would benefit the cause of education. The Bureau was a unit in the U.S. Department of the Interior (Richardson, J. D., 1897, p. 346).

President Ulysses S. Grant, in his Second Annual Message (December 5, 1870) to the Senate and House of Representatives, noted a need for a federal office of education. He said, “The subjects of education and agriculture are of great interest to the success of our republican institutions, happiness, and grandeur as a nation” (Richardson, J. D., 1897, p. 112). Again on December 1, 1873, President Grant, in his Fifth Annual Message to Congress, stated “...increasing interest in the cause of education is a most encouraging feature in the general progress and prosperity of the country and the Bureau of Education gives proper direction” (Richardson, J. D., 1897, p. 253). President Rutherford B. Hayes, in his Third Annual Message (December 1, 1879) from the Executive Mansion, said, “It is gratifying to learn from the Bureau of Education the extent to which educational privileges throughout the United States have been advanced.” In his last papers, he also indicated that there is no more fundamental responsibility resting upon the Congress than that of devising appropriate measures of financial aid for education (Richardson, J. D., 1897, pp. 579, 629). In his first inaugural address to the nation (March 4, 1897), President William McKinley stated “Nor must we be unmindful of the need of improvement among our own citizens, but with the zeal of our forefathers encourage the spread of knowledge and free education. Illiteracy must be banished from the land if we shall attain that high destiny as the foremost of the enlightened nations of the world” (Richardson, J. D., 1897, supplemental volume).

With passage of a Congressional Act on March 2, 1867 (14 Stat. 434), an independent Department of Education was approved and the Act established the Office of the Commissioner of Education. The first U.S. Commissioner of Education was Henry Barnard (1867-1870) (National Archives, 1995). In the general appropriation act for fiscal year (FY) 1870 (15 Stat. 291), the Office of Education became the Bureau of Education in the Department of the Interior and continued as such until 1930, when it was designated as the Office of Education within the Federal Security Agency. On April 11, 1953, the cabinet-level Department of Health, Education and Welfare (DHEW) was created by President Eisenhower, which included the Office of Education that subsequently became the Division of Education (Reorganization Plan No. 1 of 1953, effective April 11, 1953) and was changed to the Education Division, HEW, effective July 1, 1972, by the Education Amendments of 1972 (86 Stat. 327, June 23, 1972). On October 17, 1979, the Department of Education Organization Act was signed into law by President Carter,

providing for a separate U.S. Department of Education, which continues to the present. (DHEW became the Department of Health and Human Services on May 14, 1980.ⁱ)

Between 1887 and today, 23 individuals have headed the variously named Department/Bureau of Education as Commissioner, 9 have held the position of U.S. Secretary of Education, and 13 have held the position of Vocational and Adult Education Assistant Secretary (see Appendix 1, Appendix 2, and Appendix 3).

Early Adult Education

In the early 1950s, the U.S. Office of Education organizational chart included an Adult Education Section. The 1960 writings of Ambrose Caliver, Chief of the Adult Education Section, U.S. Department of Education, documented the following: “Within the broad framework of its mandate to promote the cause of education, the Office of Education over the years conducted some research and provided some services for adult education. In 1955, there was a growing interest in adult education, and the U.S. Office of Education established an Adult Education Section.”ⁱⁱ

The Section outlined its long-range purposes as seeking to:

- Help Americans become more aware of the importance of lifelong learning and how it can aid in solving many of their problems.
- Assist in identifying national trends and problems that have implications for adult education.
- Encourage educators and the public generally to accept adult education as an integral part of regular educational programs.
- Help bring about greater clarity of purpose and policies, more communication and cooperation among adult education groups, and better coordination among public and private agencies in the use of resources.

In the 1950s and 1960s, the Adult Education Section developed programs of research, consulting services, and a clearinghouse of information. The Adult Education Section gave special attention to statistics, education of the aging, literacy, adult basic education, community development, education for public affairs, leisure time education, and human relations education.

Federal responsibility for adult education became much clearer with passage of the Adult Education Act in 1966, two years after passage of Title II, Part B of the Economic Opportunity Act of 1964. The first adult education office was in a branch structure of the U.S. Department of Education. In 1980, the Division of Adult Education and Literacy was created under Secretary Shirley Hufstедler, who was appointed by President Carter as the first U.S. Secretary of Education. Today, the Division of Adult Education and Literacy falls under direction of an Assistant Secretary for the Office of Vocational and Adult Education.

ⁱ The Federal Security Agency was established by President Franklin D. Roosevelt in 1939. The Agency became the Department of Health, Education and Welfare in 1953. In 1980, DHEW became the Department of Health and Human Services.

ⁱⁱ Dr. Ambrose Caliver was appointed by the U.S. Commissioner of Education (John W. Studebaker) as Director of the Project for Literacy Education in 1946. The Project measured adult literacy in the U.S. population, helped create materials suitable for adult literacy education, and trained adult literacy teachers. Dr. Caliver was the Adult Education Section Chief in the U.S. Department of Education and assistant to the Commissioner.

The Federal Government's Role

The 1960s witnessed an enlarged federal role in adult education. Federal legislation resulted in new sources of funds and a new direction for adult basic education and corresponding growth of the program. The legislation also heightened national consciousness concerning the need to improve economic and educational conditions of disadvantaged adults. Staff positions in the Adult Education Section of the U.S. Department of Education included personnel with experience in adult continuing education, civil defense, lifelong learning programs, and adult literacy. This new direction of federal policy may be understood best in the context of the Kennedy and Johnson eras as part of an antipoverty program—the Acts of 1964, 1966, and 1968 (Economic Opportunity Act, 1964; Adult Education Act, 1966; Elementary and Secondary Education Act Amendments, 1968).

In examining the origins of the federal role in adult education, three broad program categories emerge:

- Education for government employees, both civilian and military
- Manpower development and training programs
- Programs to develop literacy and basic skills.

The narrative that follows focuses attention primarily on those activities designed to serve adults functioning at an educational level of less than high school completion.

Federal Investment in Adult Education

This section briefly describes early federal funding of adult education, first for military employees to provide special skills and training, and then to improve general education, and, subsequently, for civilian employees to develop special skills and expertise.

The earliest evidence of expenditure of federal funds for adult education of any kind was for the purpose of providing instruction in mathematics and military skills to soldiers of the Continental Army. This was done using the “General Welfare” clause in the U.S. Constitution (Section VIII, Article 1). This modest effort marks the beginning of federal attention to providing funds for the education of persons employed by the national government.

During the 19th century, military special service schools were established (Perry Area Convention and Visitors Bureau, 2007). By 1980, a vastly expanded network of such schools provided training in all skills necessary for a postindustrial military force.

Since World War I (1914-1918), the military service has played a leadership role in developing programs, curricular materials, and special instructional techniques for education of marginally educated adults. During World War II (1939-1945), 300,000 illiterate men were inducted into the U.S. Army and given a 90-day education program to bring their skills to at least the fourth-grade level. A similar program—Project 100,000—was initiated in 1969. The methods, materials, and diagnostic techniques developed for these programs were widely adopted by civilian educational programs throughout the country (U.S. Department of Defense, 1969).

The Department of Defense also established general educational development programs to enable service personnel to attain at least high school completion and to encourage participation in educational activities for self-improvement. There are currently approximately 300 Army Education Centers throughout the world (Military Tuition Assistance Information Center, 2007).

The General Educational Development (GED) tests in use throughout the United States and Canada were first developed in 1942 by the Department of Defense in cooperation with the American Council on Education (Washington, DC) and the state of New York. Cornelius P. Turner served as the first Director of the GED (Mullane, L., 2001, pp. 3, 10-11).

Millions of adults have earned GED equivalency certificates/diplomas as a result of participating in educational programs of the military services and state and local education agencies. Between 1942 and 1947, only members of the military services were eligible to take the test; in 1947, New York was the first state to test civilians (nonmilitary personnel; Mullane, L., 2001, p. xiii). From the first 1942 Series through 2010, the GED program issued 18,251,070 credentials (see Appendix 7).

Although training activities were being provided to civil servants at least since the establishment of the Federal School for Engravers in 1879, no formal employee development policy existed until 1955. Three years later, the Government Employees Training Act (GETA) of 1958 formalized procedures and funding patterns for providing educational services for Government employees (GETA, Title 5: U.S. Code Chapter 41) (Government Employees Training Act, 1958). In 1994, the Employee Training Act was amended by the Federal Workforce Restructuring Act (Federal Workforce Restructuring Act, 1994).

Programs for professional, administrative, and technical employees were the initial focus of Government training activities. However, Executive Order 11478 (1969) and Public Law 92-261 (1972) required affirmative action to ensure equal employment opportunities within the federal service, and encouraged development of training programs to improve educational and technical skills of employees at the lowest levels of the federal service to facilitate advancement into more financially rewarding positions.

Manpower Development Programs and Job Training

The following sections describe the various transitions from early programs to provide federal funding for adult education through general services and training programs (e.g., occupational training, public libraries, on-the-job training, cooperative extension programs) to more specific adult basic education services to develop English literacy and basic skills among immigrants, the unemployed, and the undereducated. The purpose of these latter programs was to assist these individuals to obtain or retain employment and otherwise participate more fully as productive and responsible U.S. citizens. These programs emphasized development of statewide education plans to be carried out through local education agencies and to involve the public and private interests and organizations at all levels in plan preparation and implementation.

Earliest Federal Funding for Nonfederal Employee Adult Education and Training

Grants of money and land made to territories and states for educational purposes in the period between passage of the Ordinance of 1787 and the first Morrill Act (1862) did not delimit educational services to be provided. The Morrill Act, which established land-grant colleges, was the first major educational legislation in which the Federal Government specified the nature of programs authorized to receive funds. Colleges established by the Act were to focus on adults and develop professional and technical manpower in the fields of agriculture and mechanical arts. Passage of the Morrill Act stimulated immediate efforts to obtain federal support for vocational programs at the high school level. Pressure for such legislation culminated in passage of the Smith-Hughes Act in 1917. This legislation provided federal grants to be matched by state

funds to support occupational training in agriculture, home economics, trades, and industries. Subsequent amendments authorized support for training in health occupations, fishery trades, technical skills required for national defense, and office occupations.

Great Depression Adult Education and Training

During the Great Depression of the 1930s, five employment-related educational programs were initiated: (1) the Federal Emergency Relief Act, which included components of adult education and vocational rehabilitation; (2) the Works Projects Administration (WPA), which provided literacy and citizenship education as well as academic education at the college level; (3) the National Youth Administration, which provided job skills training for unemployed youth; (4) the Civilian Conservation Corps (CCC), which provided young people with job training and employment; and (5) the Bureau of Apprenticeship, which was designed to stimulate training of workers in building trades and later extended to other skilled occupations. Of these programs, only the Bureau of Apprenticeship remained in existence after economic recovery in the 1940s.

Federally Funded Adult Education and Vocational Training

By the mid-1960s, powerful economic and social forces resulted in legislative responses to previously neglected educational and training needs of poor, unemployed, unskilled, and undereducated adults. One of these forces was an economic recession during which unemployment rates climbed to the highest levels since the 1930s. Another major force was the civil rights movement, which demanded an end to social, political, and economic discrimination and redress of inequities suffered by its victims.

Initially, programs established to stimulate economic growth focused attention on providing training to unemployed heads of households who had previous employment experience. The Area Redevelopment Act (1961) and Manpower Development and Training Act (MDTA, 1962) sought to aid those persons whose unemployment was caused by geographic shifts in demand for labor and changes in skill requirements due to technological advances. These measures were not designed to be responsive to those who were chronically unemployed and lacked basic educational requirements for entry into training programs. However, 1963 amendments to the MDTA contained specific provisions to meet the needs of these populations by providing funds for teaching basic educational skills to unemployed adults and out-of-school youth to prepare them for participation in skills-training programs (Kremen, G. R., 1974).

The present Vocational Education Amendments, recognizing that many people are not able to participate in regular vocational education activities, authorize additional funds for programs specifically designed to assist persons with academic, socioeconomic, English language, or other handicaps as well as other adults who need training or retraining to achieve stable employment or advancement.

Federally Funded Youth Education and Training

In 1977, Congress passed the Youth Employment and Demonstration Projects Act (P.L. 95-93) to address rapidly rising unemployment among the nation's youth (Youth Employment and Demonstration Projects Act, 1977). This followed the Comprehensive Employment and Training Act (CETA) of 1973, which emphasized programs for out-of-school youth and school dropouts. Many local and state adult education projects and state plans contained program cooperative agreements with CETA.

In 1980, a Vice Presidential Task Force, in concert with Congress, expressed concern about the problem of youth unemployment. In 1981, Congress took action on a Youth Act to strengthen

and improve efforts of local educational agencies and institutions in helping youth and young adults with special problems prepare for participation in the labor force.

Programs to Develop Literacy and Basic Skills

Federal funds for literacy programs were made available in 1918 with passage of the U.S. Immigration Act, which assisted public schools in providing English language, history, government, and citizenship programs for candidates for naturalization. The federal role in these activities was limited to providing candidates with information about the availability of programs and providing schools with textbooks and other curriculum materials (U.S. Immigration Act of 1918, 1918).

The historic roots of basic educational skills programs for adults are more difficult to trace than are those of employee development and manpower programs. This is due in part to lack of general agreement about the meaning of the term “basic skills” and in part to inclusion of basic education components in programs initiated for other purposes. The manpower and vocational education legislation described in the preceding section is an example of the latter situation.

Federally Funded Adult Extension Service

The Smith-Lever Act of 1914, which established the Cooperative Extension Service, was the first piece of major legislation requiring matching of federal funds with state, local, and/or institutional monies. Grants to states were provided for the purpose of helping people not enrolled in school to understand and utilize effective practices in farming, marketing, family living, and community development. Programs also were available to assist adults in identifying and solving family and community problems (Patterson, S., 2001). These services can be included appropriately in a listing of federally funded basic skills programs. During the 1960s, Extension Service programs, which previously focused attention on providing educational services to solve agricultural and rural problems, began to offer assistance to the urban poor and for development of community resources in urban areas.

Federally Funded Library Services

The Library Service Act of 1956 brought public library programs to rural adults. The 1964 Library Services and Construction Act (amended in 1970) is of particular importance in public adult education history because funds made available under these enactments stimulated delivery of library services to economically and socially disadvantaged, handicapped, homebound, and institutionalized adults.

Federally Funded Adult Basic Education Program

Although these programs, and those described in earlier sections of this history, served millions of Americans, millions more were excluded from participation. Some adults lacked basic educational skills necessary for participation; others were excluded because of their age, geographical location, or labor market status, or because of physical or mental handicaps. Even the G.I. Bill (Servicemen’s Readjustment Benefits Act, 1944), which opened new educational opportunities for many who were poor, was available only to those who were able to qualify for and enter military service.

In 1962, the Committee on Education and Labor, U.S. House of Representatives, conducted hearings on the need for categorical federal support for adult basic education. Two bills then were being considered that would have encouraged development of state programs of adult basic education. In 1963, an Adult Basic Education Act again was proposed and defeated.

By 1964, although the general employment picture was improving, disproportionately high levels of unemployment remained for blacks, non-English-speaking adults, and the undereducated. Manpower development and vocational education programs, as well as fiscal and monetary policies, were ineffective in altering this situation. The Civil Rights Act (1964) and subsequent Executive Orders that prohibited discrimination in employment practices based on race, sex, age, religion, or national origin still left large numbers of adults with limited educational attainment at a competitive disadvantage in the labor market and unable to take advantage of other social services generally available to better-educated segments of society.

With passage of the Economic Opportunity Act (1964), the Adult Basic Education Program was established. This Program sought to remedy inequities of educational disadvantage by offering persons 18 years of age (revised to 16 years of age by P.L. 91-230 in 1970; Elementary and Secondary Education Act Amendments, 1970) and older the opportunity to develop reading, writing, language, and arithmetic skills to enable them to obtain or retain employment and otherwise participate more fully as productive and responsible citizens. The Office of Economic Opportunity provided funds to the U.S. Office of Education to administer the Program until the Adult Education Act of 1966 placed the Program entirely within the U.S. Office of Education.

Under provisions of the Education Amendments of 1978, P.L. 95-561 (Education Amendments, 1978), adult basic and secondary-level education programs were established in each of the 50 states, the District of Columbia, American Samoa, Guam, Puerto Rico, the Trust Territory of the Pacific Islands, the Virgin Islands, and the Northern Mariana Islands. Funds were available to state and local education agencies to meet costs of instruction, employ and train qualified adult educators, and develop specialized curricula and techniques appropriate for adult learners.

The 1978 amendments mandated states, in unusually specific language, to conduct vigorous programs of outreach for those most in need of instruction in basic skills; provide assistance to these potential students, such as flexible schedules, transportation, and assistance with child care; and consult with a broad range of public and private interests and organizations in preparation and implementation of state plans.

The statute itself listed that representatives of business and industry, labor unions, public and private educational agencies and institutions, churches, fraternal and voluntary organizations, community organizations, state and local manpower and training agencies, as well as special adult populations, were to be involved in development of the plan and were to continue to be involved in carrying out the plan. It also included residents of rural areas, residents of urban areas with high rates of unemployment, adults with limited English language skills, and institutionalized adults as required to be involved in developing the plan and carrying it out “especially with regard to the expansion of delivery of adult education services through those agencies, institutions, and organizations.”

Enrollment in ABE programs funded under the Adult Education Act increased from 37,991 in FY1965 to 2.2 million in FY2010 (U.S. Department of Education, Office of Vocational and Adult Education, n.d.; Dann-Messier, B., 2011). Appendix 6 contains numbers of enrolled students by instructional level from 1969 to 2011.

Chapter II: Initial Federal Adult Basic Education Legislation—The Economic Opportunity Act and the Adult Education Act

*“Illiterate America is both a consciousness raiser and a primer for action.”
—Library Journal*

The Economic Opportunity Act of 1964

As discussed in the previous chapter, while there had been discrete pieces of federal legislation for some time that generally targeted adult education, enactment of specific adult education legislation really began in the early 1960s. President Kennedy, during the second month of his presidency, indicated in a meeting of the National Industrial Conference Board (February 13, 1961; Hagley Museum and Library, n.d.) the need for the nation to increase its investment in its human resources. He described adults at the bottom of the educational ladder and unemployed adults as those with the least education, and spoke of the connection between increased emphasis on adult education and increased productivity and technological change.

In 1963, President Kennedy’s administration devised an omnibus education bill titled the National Education Improvement Act (1965). The 14-part legislative proposal included adult basic education. Progress in Congress soon stalled, and provisions of the legislation did not become law. There was little support for the Act from adult educators and their organizations, who had yet to have a presence in the halls of Congress or state legislatures (U.S. Congress (88th), 1965).

It took President Kennedy’s assassination and Lyndon Johnson’s rise to leadership to open the legislative floodgates. In May 1964, President Johnson committed his administration to wage a “War on Poverty” (Johnson, L. B., 1964) and channeled energy from the nation’s grief into creating a living memorial to President Kennedy. President Johnson called this legacy the “Great Society.” Believing that the Government’s role in education could serve as an antipoverty strategy, he directed federal agencies to suggest what they could contribute to development of what became the Economic Opportunity Act of 1964 (P.L. 88-452). President Johnson signed the legislation on August 20, 1964, less than nine months after becoming President. Thus, federal statutory involvement in adult literacy began.

The purpose of this Act was to focus on persons 18 years of age and older whose inability to read or write English constituted a substantial impairment to their ability to obtain or retain employment. State education agencies were primarily responsible for program supervision, and classes were held in public elementary and secondary schools or adult schools operating local instructional classes. Grants were made to states by the Director of the Office of Economic Opportunity. To be eligible for a state grant award, the state governor, together with the state superintendent of public instruction, had to indicate interest and complete a letter of compliance. State plans then were developed.

The 1964 financial allotments to states were made on the basis of census data on relative numbers of persons 18 years and older who had completed no more than five grades of education. That first year, no state received less than \$50,000, and the federal share was set at 90 percent. Funding for fiscal year 1965 was a total of \$18.6 million. Title II, Part B of the Act made no provisions for allocation of federal funds for staff development or teacher training.

Under Title IV of the Civil Rights Act of 1964, the Commissioner of Education was directed to survey and report to the President and Congress on the extent to which discrimination because of race, color, religion, or national origin limited equal educational opportunities in public educational institutions in the United States. The Act also authorized grants, training institutes, and technical assistance to overcome problems of desegregation.

The Economic Opportunity Act, approved August 20, 1964, created a host of new resources for helping families escape the cycle of poverty, including several new programs for the Office of Education. Title I-C created a work-study program for needy college students and Title II-B authorized federal grants for adult basic education. Both programs were delegated to the Office of Education. Joint planning by OEO and OE was required to implement the programs. Also, in 1965, the President convened the White House Conference on Education that met in Washington, DC on July 20-21, 1965, with 600 leaders in education, industry, labor, and government attending. This was one of the impetuses that resulted in landmark education legislation in 1966 (U.S. Department of Health, Education and Welfare, 1972).

The Adult Education Act of 1966

Among the many changes that characterized the 1960s was increasing resistance encountered towards “Great Society” programs in 1966. At that time, the U.S. economy began to show strains of the Vietnam conflict. Political dialogues on nearly the entire spectrum of education and domestic issues were affected by the situation in Vietnam (Independence Hall Association, 2013).

The Economic Opportunity Act of 1964 had a short two-year life history in terms of adult basic education. President Johnson and House members in Congress wanted the ABE program transferred to the DHEW Office of Education. Also, the OEO Director, Sargent Shriver, did not believe that an adult education literacy program should be part of OEO poverty funding.

The second session of the 89th Congress convened on January 10, 1966, and adjourned on October 22, 1966, the same date the Adult Education Act of 1966 was agreed upon by the Senate and House. Twelve days later, on November 3, 1966, President Johnson signed P.L. 89-750, which included Title III—the Adult Education Act.

Federal support for continuing the adult program was solidified by the revised Adult Education Act (Elementary and Secondary Education Act, or ESEA). Modifications included transferring the program to the supervision of the U.S. Office of Education, broadening the purpose of the Act, and deemphasizing the vocational focus of the Act. Special projects, staff development, and demonstration grants were stressed. Significantly, although the Federal Government would fund up to 90 percent of the costs for establishing or expanding programs, the states were required to maintain their previous levels of funding.

State plans were divided into two parts. Part I included funds to improve local ABE instruction, training of personnel, student recruitment procedures, instructional materials, and program administration. Part II provided funds for demonstration and pilot projects focused on materials, equipment, and methods of teacher training. With the influx of federal funds, staffing at state levels increased. State education departments gave support for improvement of instructional methodology and more in-service training for teachers.

In letters to Francis Keppel, then U.S. Commissioner of Education, in October 1965 and January 1966, Dr. A.A. (Sandy) Liveright at the Center for the Study of Liberal Education for Adults

(Boston University) stated the need for adult basic education (Syracuse University Library, 2013). The Boston Center had received a small grant (\$26,630) for a study of adult education in the United States. The 27-page report provided the broad picture:

“Never before have the social and individual needs and forces in the U.S. called so strongly for a well-conceived and far-reaching program of continuing education. In response to these needs, adult education activities are growing rapidly and they are moving beyond the older vocational and agriculture emphases. This growth is however a fragmented, disorganized, unplanned and lopsided growth. It provides many opportunities for the well-to-do but it involves only peripherally the workers, the poor, and the unemployed. Adult education is still predominantly oriented toward vocational and professional interests. Education for civic and social competence is almost completely lacking. The largest part of adult education is now being offered by institutions outside of the regular educational framework. The future growth in adult education is likely to be an explosive one.

“In the face of the social needs and the inevitable growth in adult education, the field and the profession are not now equipped or organized to meet the need.

“There are however some important resources: A number of excellent and dedicated adult educators; some scattered prototype and demonstration programs; new agencies and institutions entering the field; a national climate favoring adult education; recent legislation (Adult Education Act of 1966) and administration (U.S. Office of Education) developments at the national level that make possible more effective planning in the future. If we are to build upon these resources, to meet the urgent needs for adult education, to make possible the ‘Great Society’ and to capitalize on the present favorable climate there is, however, a compelling need for more and better leadership in the field.” (1966).

The stage was set and the federal commitment was made.

*“Thank you, Mr. President. You didn’t wait for the times; you made them.”
—Thurgood Marshall, U.S. Supreme Court Justice (1965)*

Chapter III: The Stabilizing Years—1968 to 1978

“The fundamental function of adult education is to keep the balance between people and circumstances in a changing world.”

—Wilbur C. Hallenbeck, Columbia University

Between 1968 and 1978, there were five amendments to the Adult Education Act, which continued to forge a firm legislative foundation for adult basic education. On almost any historical scale, the years 1968 to 1978 were extraordinary, not only for adult education but for the fabric of the nation. In 1968, the nation—not yet recovered from the assassination of a President—witnessed the slaying of Martin Luther King, Jr., and the ordeal of a second Kennedy falling to an assassin’s gun. Man strode upon the surface of the moon in 1969. In a brief, but emphatic decision announced on October 29, 1969, the U.S. Supreme Court in the case of *Alexander v. Holmes County Board of Education* ruled out any further delay in desegregation of the nation’s schools (U.S. Supreme Court, 1969).

1968-1972 Amendments

With passage of P.L. 90-247 (ESEA amendments) in 1968, the focus on adult literacy became clearer. Due in part to this legislation, the adult continuing education field, comprising 20 organizations and an advisory committee of leading educators, planned a Galaxy Conference on Adult Education. The Conference was held in December 1969 in Washington, DC. The Galaxy Conference was a concerted effort by the field of adult education to accomplish the important task of providing new direction and emphasis to adult education as a vital segment of American education.

The four-day Conference was attended by more than 4,000 adult continuing education leaders, teachers, administrators, and government officials. To translate perceived needs into action, the Galaxy Conference developed a priority list of “Imperatives for Action.” In 1976, these imperatives were discussed and action was taken by 30 prominent adult education leaders and organizations at the Wingspread Conference in Wisconsin (Coalition of Adult Education Organizations Records, n.d.).

In 1970, for the 25th consecutive year, enrollment in schools and colleges of the nation increased. In the federal adult education program, the number of enrollments exceeded 535,000 and Congress appropriated \$40 million for its support. Two years later (1972), ABE enrollment had increased by an additional 285,000.ⁱⁱⁱ

In July 1970, President Nixon, under authority of P.L. 91-230 (Title III—Adult Education, §301), appointed 15 members to the National Advisory Council on Adult Education. The first meeting of the Council was called to order by James E. Allen, Jr., U.S. Commissioner of Education, in March 1971. The Council followed the two-year tenure of the National Advisory Committee on Adult Education, which published one report in August of 1968. During its 18 years of existence, the National Advisory Council published 31 reports that were transmitted to the President of the United States, the Commissioner/Secretary of Education, members of Congress, and the public at large (National Advisory Committee on Adult Education, n.d.). The Hawkins-Stafford Elementary and Secondary School Improvement Amendment (P.L. 100-297;

ⁱⁱⁱ Refer to Appendix 5 and Appendix 6.

April 28, 1988) later repealed both the Adult Education and Vocational Education National Advisory Councils.

Amendments to the Elementary and Secondary Education Act made several changes and additions to the Adult Education Act. In 1972, Title IV, Part C of the ESEA amendments added sections authorizing grants for pilot demonstration projects, programs for high school equivalency, and programs to improve employment and educational opportunities for adult Native Americans. Congress passed additional appropriations for adult education programs in the amount of \$51,134,000.

1974 Amendments

The 93rd Congress again amended ESEA in 1974. Title VI of the new law (P.L. 93-380) allowed continuance of existing ESEA programs and added provisions for education of the handicapped,^{iv} the National Defense Education Act, and the Emergency School Aid Act. Part A of the amendments added legislation for the community school program and revision of state adult education allotments to include Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands. Changes also included revising state plans to include institutionalized adults, capping at 20 percent state grant funds for adult secondary education (ASE), and providing for bilingual adult education. The Act also established an Office of Bilingual Education in the U.S. Office of Education.

Between 1970 and 1974, adult basic education enrollments in adult basic education and adult secondary education programs increased from 535,613 to 965,100, and in 1971-1972 adult secondary education became an instructional program with 221,535 adults enrolled.^v Adult basic education/adult secondary education consists of six educational levels with four levels in ABE—beginning literacy, beginning basic, low intermediate, and high intermediate; and two levels in ASE—low secondary and high secondary. Adult basic education instruction for adults is for literacy skills that range from the lowest literacy levels to just below high school literacy level. Adult secondary education instruction is for adults whose literacy skills are at approximately the high school level and who seek to pass the GED test or obtain an adult high school credential (U.S. Department of Education, Office of Vocational and Adult Education, 2013).

A change in national leadership took place in 1974 with the resignation of President Richard Nixon on August 9, 1974, and Vice President Gerald Ford being sworn into office as the nation's 38th President. Less than two weeks into office, President Ford signed amendments to ESEA (P.L. 93-380) that included adult education (Title VI, Part A). Also in the mid-1970s, federal aid for adult education was increased and included congressional passage of an omnibus education bill. Other provisions of legislation signed by President Ford included authorization of the President to convene a White House Conference on Education.

1978 Amendments

The 1978 amendments to the Adult Education Act were introduced in H.R. 15 and S. 1753, and resulted in P.L. 95-561, signed by President Carter on November 1, 1978. Title XIII, Part A (adult education) included a revised purpose related to basic skills, an expanded definition and

^{iv} ERIC, Public Law, 93-380, ERIC Record, ED115005, Abstract.

^v Refer to Appendix 6.

grants to states, new state plan requirements, and emphasis on research, demonstration activities, and program evaluation. Special programs for Indochina refugees and adult immigrants also were included in the 1978 legislation.

Funding and Enrollment Increases

President Carter asked Congress for a \$12.9 billion FY1979 education budget, a 24 percent increase over the previous year. This increase was the largest since the Johnson years and included \$90,750,000 for adult education. That year (1979), P.L. 96-88 established the U.S. Department of Education. The Office of the Commissioner of Education in DHEW was phased out. President Carter appointed Shirley Hufstедler of California as the first Secretary of Education (November 30, 1979).

During the decade, adult education basic state grants increased from \$31 million in 1968 to \$81 million in 1978. Between 1977 and 1980, state grant awards increased in increments of \$10 million each year. Adult education enrollments for the decade totaled 11 million students in ABE, English as a Second Language (ESL), and ASE; 1975 was the first year enrollments surpassed 1 million students. Enrollments reached almost 2 million in 1979.^{vi}

This first decade of the Adult Education Act was a time when people conducted impactful work. From the White House to Congress to federal officials to adult educators to the state and local learning environments, lives were changed through a common passion for adult education.

^{vi} Refer to Appendix 5 and Appendix 6.

Chapter IV: Report Card 1979-1990—Years of Funding and Enrollment Growth

“The real hope of obtaining the objectives of a truly successful and worthwhile adult education movement lies in the productivity of local groups.”

—Glenn S. Jensen, U.S. Adult Education Association/University of Wyoming

Adult basic education has a rich and diverse history in the United States. That history shows a range of groups involved in adult education that includes public and private, local, state, and regional organizations, and federal agencies. In addition to public schools, community colleges, and voluntary organizations, various literacy groups have played a role in promoting adult basic education. Examples include business/industry in the private sector, labor organizations, the military, community-based organizations, the adult correctional system, and the juvenile justice system.

During this nearly 50-year history, adult education legislation has been characterized by a sustained federal, state, and local partnership in basic education services for adults. Eligible adults have been those who have not completed secondary education or whose inability to read, write, or compute has constituted impairment to their ability to function in American society.

Growth in Funding

The years between 1979 and the early 1990s were years of growth in congressional funding, state budgets, and adult student enrollment. Enrollment between 1979 and 1993 increased by 47 percent, and grants to states grew from \$91 million in 1979 to \$255 million in 1993. In addition to state grant awards, legislation authorized \$3.9 million for National Programs, \$4.9 million for the National Institute for Literacy, \$9.6 million for Literacy Training of Homeless Adults, and \$19 million for Workplace Literacy Partnerships. State Literacy Resource Centers were funded at \$7.9 million and funds for Literacy Programs for Prisoners totaled \$4.9 million.

It was not until FY1988 that National Programs, Training of Homeless Adults, and Workplace Literacy Partnerships were added to the federal appropriation. With these additions, FY1988 federal adult education funding totaled \$134 million. In FY1991, total adult education funding was \$241 million, an increase of 56 percent in four years.

Educational Reform

These were years of educational reform, exemplified by a report to the nation and to the Secretary of Education by the National Commission on Excellence in Education. The title of the report was *A Nation at Risk: The Imperative for Educational Reform*. The report’s cover bore the words “An Open Letter to the American People” (Gardiner, D., 1983).

The post-Sputnik years of the 1960s produced increased federal funding and an emphasis on math and science. Reforms of the 1970s included education dissemination centers, individualized reading programs, equity, bilingual adult education, and the introduction of computer technology. These decades set the stage for the seeds of new educational standards for children, youth, and adults. In the 1980s, education’s focus was on excellence, high school curriculum, whole language, old math vs. new math, a new national assessment of education progress, issues of governance, increased adult education program evaluation, and workforce literacy.

On September 24, 1979, the U.S. Senate, by a vote of 69-22, approved a bill establishing a separate cabinet-level Department of Education. The House, three days later, approved the conference report, and the bill was signed by President Jimmy Carter on October 17, 1979. At a White House ceremony early in December, Shirley Hufstедler from California, a former judge of the U.S. Court of Appeals, was sworn in by Chief Justice Warren Burger as the first U.S. Secretary of Education. The new Department had an initial budget of \$14.1 billion, and the Department's Adult Education Branch had an adult education allocation for state grants totaling \$90.8 million. In program year 1979-1980, the total adult education enrollment in the state-administered federal program exceeded 2 million enrollees for the first time.

Federal legislation expanded the state programs for community schools and institutionalized adults, established a 20 percent cap on secondary adult education, and provided bilingual adult education and special projects for the elderly. State plans were broadened to include a variety of community agencies and empowered the Secretary of Education to conduct far-reaching research activities.

Fiscal year 1980 was the first year the basic state grants for adult education allocation reached a federal appropriation of \$100 million. In 1981, grants to states totaled \$122.6 million, and the federal appropriation to the U.S. Department of Education for adult education (FY1981) included a one-time funding of \$5 million for services to Indochinese immigrants and refugees, and \$17.6 million for educational services for Cuban and Haitian adults (P.L.95-561). For FY1982, the legislation authorized a federal appropriation of \$86.4 million, and the allocation did not reach the \$100 million level again until FY1984.

Reduction of the Federal Role in Education

In 1982, in his second year in office, President Reagan accelerated his effort to reduce the federal role in education in favor of state and local education initiatives and to contain the federal role as a stimulator of social experiments. The Reagan administration merged 29 federal categorical programs for educational needs into block grants for states to use as they saw fit for educational purposes.

On the morning of September 7, 1983, President Reagan held a ceremony at the White House announcing the Adult Literacy Initiative. The purpose of the Initiative was to have the U.S. Department of Education conduct a series of national meetings and conferences to increase awareness of adult illiteracy and promote cooperation among adult education programs in eradicating adult illiteracy. In addition, the Initiative called for increased funding, a National Ad Council awareness campaign, and establishment of a national literacy project identifying model literacy programs. It also recommended developing and testing new programs, materials, and methods to address the problem (Gardiner, D., 1983).

By late 1984, one year after release of several studies criticizing education in the United States, at least 40 states had upgraded high school diploma requirements, and the American Council on Education reported through its GED Testing Service that states had issued nearly 450,000 GED credentials (American Council on Education, 1985). Enrollment in the state-administered federal grant program for adult basic education was approaching 2.6 million adults. Enrollment by instructional levels included ABE, ESL, and ASE.

In the United States in 1985 and 1986, education was spotlighted in a hard-hitting "second wave" of reports on the condition of education. Reports that were critical of higher education programs,

federal cuts in college student loans, and teacher education reform dominated U.S. educational news.

Workforce and Enrollment Statistics

In the early 1980s, the National Association for Public Continuing and Adult Education (NAPCAE) reported in its *Almanac* the number of instructional personnel employed in adult education. There were 18,165 full-time classroom teachers and 127,139 part-time instructors. The *Almanac* report also indicated that there were 1,795 full-time local directors and 2,856 part-time local directors of adult education (National Association for Public Continuing and Adult Education, 1982). At the state level in 1966, there were only two female state directors (National Association for Public Continuing and Adult Education, 1967); there were four in 1973 (National Association for Public Continuing and Adult Education, 1973); and eight in 1983 (National Association for Public Continuing and Adult Education, 1983); but by 2011, there were 31 female state directors of adult education housed in state departments of education, postsecondary education agencies, or state departments of labor.

In FY1986, 2.8 million adults were enrolled in the federal/state basic adult education grant program. That year, Congress appropriated \$98 million for state basic grants.

Literacy Crisis

In May 1986, according to a government study on literacy, approximately 1 of every 8 Americans could not read. A basic literacy test was administered by the Bureau of the Census to 3,400 randomly selected citizens aged 20 years and over. Some 13 percent failed the test, indicating that participants were able to answer only 20 or fewer of the 26 sample multiple-choice questions. In addition, 20 percent of persons originally given the opportunity to take the test refused to do so, primarily out of fear of revealing their illiteracy. According to the study, which was reported in the *Encyclopedia Britannica Annual 1987*, the majority of nonreaders were under age 50, and many held high school diplomas. The survey did not establish the number of Americans who, while technically literate, could not read well enough to perform such everyday tasks as writing a check or addressing an envelope. Meanwhile, as of 1986, 33 states had established formal literacy councils.

The school reform of the mid-1980s would come too late for millions of American adults already living in illiteracy. Many of them appeared to manage well enough by relying on familiarity, memorization, and sheer bluff, yet as the magnitude of the problem claimed the national spotlight, more and more illiterate adults seemed willing to come forward, admit their difficulty, and try to do something about it.

The U.S. Department of Education, in concert with Congress and the states, also did something about it. Congress passed legislation that provided a total of \$421 million in state grant funds for adult basic education in fiscal years 1985, 1986, 1987, and 1988. During those four program years, states, the District of Columbia, and the six outlying areas served 11.6 million adults in the ABE instructional levels.

The U.S. House of Representatives also held hearings before the Subcommittee on Elementary, Secondary and Vocational Education. The hearing on March 20, 1986, was titled "Oversight on Illiteracy in the United States." The Honorable Augustus F. Hawkins (California), as Chairman of the Committee on Education and Labor, opened the hearing. The hearing report, Serial No.

99-91, listed 46 individuals who provided statements, letters, and supplemental materials/ testimony in strong support of the Adult Education Act (P.L. 89-750).

Throughout his two terms, President Reagan signed two long-term Continuing Resolutions (1986 and 1987) enabling the Adult Literacy Act to continue. He signed the Hawkins/Stafford ESEA School Improvement Amendments on April 28, 1988, one of the last bills he signed as President. The legislation (P.L. 100-297) included:

- Workforce literacy grants
- English literacy grants
- Increased program evaluation initiatives and requirements of the U.S. Office of Education
- Creation of an English literacy grant program
- Strengthening of evaluation requirements.

In FY1988, total adult education funds of \$134 million included:

- National Programs (\$1.9 million)
- Literacy Training for Homeless Adults (\$7.2 million)
- Workplace Literacy Partnerships (\$9.6 million).

In FY1989, the total of \$162 million for adult education included similar funding for the same three programs, plus funding for English literacy grants.

State leadership (National Programs) funding began in FY1988 at a level of \$1.9 million.

Education Report Card

Data to support an Adult Education Act report card for the 1980s can be discovered in numerous federal, state, local, and organizational reports and publications that describe positive progress. During the Report Card Decade, 1980-1990, 26.7 million adults were enrolled in federal adult education programs, and federal funds available through state grant programs totaled \$1.11 billion for those years. The report card for the 1980s is a report of program successes.

Today's adult education programs encompass more than a simple letter grade on a report card. Currently, due to the National Reporting System and state monitoring visits by the U.S. Department of Education, data are compiled on instructional levels, student progress, and learning skills in a wide variety of adult education programs across the United States (U.S. Department of Education, 2008). This information is available to guide program development, instructional plans, and efficient use of funds.

Chapter V: Improving Adult Literacy, 1990-1999—Action for Investment in Adults

“Every 8-year-old must be able to read; every 12-year-old must be able to log on to the Internet; every 18-year-old must be able to go to college; and every adult American must be able to keep on learning for a lifetime.”

—President Bill Clinton (1997)

The United States Congress, U.S. Department of Education, and adult education leaders and their organizations recognized in the late 1990s that adult literacy programs needed to be coupled with postsecondary education and training. They acknowledged that an expanded focus was needed in order for adults to obtain postsecondary education, work skill certification, and other industry-recognized credentials. Industry and business demanded specific skills and knowledge for their workers in order to compete effectively in a technology-based world economy.

Based on the need to expand education and training programs beyond traditional adult basic education, federal legislation and state action plans began to address workforce and workplace needs. Linking workforce development programs and adult basic education could provide an opportunity for dual enrollment, which could greatly enhance students’ prospects for employment.

Workforce literacy grants were created by the Hawkins/Stafford amendments to the Elementary and Secondary Education Act (P.L. 100-297) signed by President Reagan in the spring of 1988. This legislation also provided authority to programs for dropout prevention and secondary school basic skills improvement, created parent education programs for disadvantaged children, and revised auditing procedures for the U.S. Department of Education.

In passage of the Adult Education Amendments of 1988 (Title II of Public Law 100-297), Congress required the Department of Education to (1) submit a report on the definition of literacy and then (2) report on the nature and extent of literacy of adults in the nation. To satisfy these requirements, the National Center for Education Statistics (NCES), in conjunction with the Division of Adult Education and Literacy, developed the 1992 National Adult Literacy Survey (NALS), which was a nationally representative household survey to assess literacy skills of adults 16 years and older. A Literacy Definition Committee adopted the definition of literacy that was initially developed for the 1985 young adult survey—*“using printed and written information to function in society, to achieve one’s goals, and to develop one’s knowledge and potential”* (Kirsch, I. S., Jungeblut, A., Jenkins, L., & Kolstad, A., 2002).

This survey established five levels of literacy in the following areas: prose, document, and quantitative, and revealed that 47 percent of adults scored at Levels 1 and 2, or below levels needed to function at a minimum standard of proficiency (Jenkins, L., & Baldi, S., 1999). The information from the NALS, along with the results from *A Nation at Risk*, helped underscore the need to more vigorously attack literacy issues of adults in this country. In September 1989, President George H. W. Bush and the 50 state governors convened an Education Summit and agreed to set education goals for the nation. In February 1990, the National Goals were announced by President Bush and adopted by the governors. For the first time, adult education was included among the goals as Goal 6, which stated: *“By the year 2000, every adult in America will be literate and will possess the knowledge and skills necessary to compete in a global economy and exercise the rights and responsibilities of citizenship.”*

To maintain momentum, in July 1990, President Bush and the governors formed the National Educational Goals Panel to issue annual reports on progress of the nation toward the six goals.

National Literacy Act

The Second Session of the 100th Congress began to address a new literacy act through its original bill, H.R. 751, which cleared the Senate and House in early July 1991. Following H.R. 751, the National Literacy Act (P.L. 102-73) was signed by President George H. W. Bush on July 25, 1991. Final rules and regulations were approved by the following June (1992). Upon signing the bill, President Bush stated that improving literacy was one of his administration's most important objectives and that the bill would establish new literacy programs: "I have consistently proposed increases in funding for literacy programs, including Even Start and adult education, and continued support for federal research efforts and the National Adult Literacy Survey" (Peters, G., & Woolley, J. T., 2013).

The focus for adult education programs was expanded through this legislation, which had as its purpose *"to enhance the literacy and basic skills of adults, to ensure that all adults in the United States acquire the basic skills necessary to function effectively and achieve the greatest possible opportunity in their work and in their lives, and to strengthen and coordinate adult literacy programs."*

The legislation added several new provisions to help states achieve these goals. In addition to the increased authorization amounts, the legislation called for development of a National Institute for Literacy (NIFL). Supported through an interagency agreement among the Secretaries of Education, Labor, and Health and Human Services, NIFL was charged with maintaining a national clearinghouse for literacy, providing technical assistance and training to adult education providers, fostering research-based activities that would identify and validate effective instructional practices, and disseminating information regarding those practices. The President appointed an advisory board to guide the operations of the Institute (National Literacy Act, §102, §384, 1991).

Grants to States

Another new legislative provision authorized establishment of State Literacy Resource Centers. This program provided grants to states to improve the capacity of literacy and service providers to serve the population of adults with less than a high school education; these grants were geared to help states improve their ability to provide and coordinate literacy services. Many states used this opportunity to create new centers, while other states with existing sites were able to expand and coordinate activities (National Literacy Act, §103, §356, 1991).

As part of the recognition of concerns expressed by business and industry about skill levels of current and future employees, the Act provided, for the first time, funding for National Workforce Demonstration Programs. These funds were to be used to support effective partnerships between education organizations, business and industry, labor organizations, and private industry councils. The programs were intended to serve adults who needed to improve their literacy skills in order to improve job performance. The projects needed to provide services directly related to improvement of literacy skills required in the workplace, ranging from adult basic skills, English as a Second Language programs, and adult diploma programs, as well as support services such as transportation, counseling, and childcare (National Literacy Act, §202, §371, 1991).

For the first time, states were required to set aside not less than 10 percent of their state allotments for corrections education. The programs could offer assistance to individuals in local correctional sites or state-operated facilities and were to assist those incarcerated individuals to increase their basic literacy skills, complete their high school diplomas, or improve language skills, and provide support services to assist them in making a successful transfer back to the community upon their release. Funds also could be used to provide instruction and training for teacher personnel specializing in correctional education (National Literacy Act, §601, 1991).

Another new provision in the law, referred to as Gateway Grants, required states to fund at least one competitive, two-year grant to a public housing authority for literacy programs and related activities for residents of the public housing authority. This provision was looked upon as a means to assist a greater number of adults by creating an opportunity close to home to take advantage of educational services (National Literacy Act, §322, 1991).

The Act also expanded the role for adult education in Even Start programs. The legislation was now intended to “...*improve the educational opportunities of the Nation’s children and adults by integrating early childhood education and adult education for parents into a unified program.... The program shall be implemented through cooperative projects that build on existing community resources to create a new range of services*” (Elementary and Secondary School Improvement Amendments, 1988). The Even Start program projects were now required to provide participating families with an integrated program of early childhood education, adult literacy training, and parenting education.

As results of the NALS became public and the National Educational Goals Panel continued its efforts, greater attention and scrutiny toward education reform became increasingly more important. Program and policy leaders had greater information from census data on numbers of immigrants entering the United States, technology was becoming increasingly more important and a necessary skill for all to acquire, and business and industry were increasingly more concerned about inadequate numbers of skilled adults to meet their needs.

Accountability

The National Literacy Act also incorporated elements of education reform. Accountability requirements were increased, and states were required to develop “indicators for program quality” in three areas—recruitment, retention, and improvement of students’ literacy skills. These indicators were envisioned as a step toward development of measurable performance standards.

States developed performance standards for the three required indicators, as well as additional areas, following development of model standards by the U.S. Department of Education. The additional standards were related to program planning, curriculum, instruction, professional staff development, and support services. In addition, states began to report learner gains using standardized tests, teacher reports, measures of improvement in job or life skills, and portfolio assessment.

By the mid-1990s, states were using indicators and standards to evaluate local program effectiveness and identify programs needing assistance. Indicators also were being used to make local funding decisions and reduce or eliminate funding to programs not meeting specified standards. The need for program quality indicators was clarified further in 1993 with the

Government Performance and Results Act (GPRA), which required all federal agencies to develop indicators of program performance to demonstrate that they were meeting their goals.

A framework for a system of program accountability was developed in 1996 by the U.S. Department of Education, and in 1997 the Department called a national stakeholder meeting to validate the reporting framework and outcome measures. That same year marked the start of the National Reporting System project to establish an outcomes-based reporting system for the state-administered federal program.

Decade Trends

During the five-year period FY1995-FY1999, over 2 million welfare recipients were enrolled in state grant programs and nearly 145,000 homeless adults received adult education services (U.S. Department of Education, Office of Vocational and Adult Education/Division of Adult Education and Literacy, 2000a). State reports indicated that:

- Approximately 1.5 million adults earned high school diplomas/GEDs.
- Looking at learner outcomes, 815,000 from the adult education program entered other education and training, while 1.6 million advanced on the job or received jobs, and 173,900 were removed from the welfare rolls.
- In FY1998, there were approximately 4,000 local grant recipient providers of adult education services, and total enrollment in the state-administered federal adult education program was 3,616,391.
- In 1999, 44.5 percent of adults 17 years old and older participated in some type of adult education program; 1.1 percent participated in basic education programs; .9 percent, in English as a Second Language programs; 9.3 percent, in part-time postsecondary education; and 22.2 percent, in career- or job-related courses (Digest of Education Statistics, 2001, Table 359).
- In 1999, 14.7 percent of adults 17 years old and older with 8th grade or less education participated in some type of adult education program; 25.6 percent of those with some education between 9th and 12th grades (without diplomas) and 34.8 percent of those with diplomas participated in adult education programs (Digest of Education Statistics, 2001, Table 359).
- In FY2000, the total state allocation for adult education and English literacy/civics was \$450,000,000. Five years later (FY2005), the state allocation had increased to \$569,672,000.

As the decade of the 1990s came to a close, the Fact Sheet for Adult Education and Literacy provided FY1999 data for the basic adult education state grant program (U.S. Department of Education, Office of Vocational and Adult Education/Division of Adult Education and Literacy, 2000b). Highlights included:

- Enrollment by instructional levels:
 - ABE: 1.2 million (32%)
 - ESL: 1.7 million (47%)
 - ASE: .75 million (21%)
- Attendance hours: 238 million
- Workplace literacy enrollment: 93,000
- Family literacy enrollment: 74,000
- Correctional education enrollment: 361,000
- Enrollment of 460,000 youth between 16 and 18 years of age, which represented 13 percent of total FY1999 enrollment.

Chapter VI: Improving Adult Employment and Training, 1998-2000—The Workforce Investment Act

“In the 21st century we must expand the frontiers of learning across a lifetime. All our people, of whatever age, must have the chance to learn new skills.”

—President Bill Clinton (1997)

Workforce Investment Act

August of 1998 brought a major change in direction and support of adult education and literacy in the United States. With passage of the Workforce Investment Act (P.L. 105-220; 1998), a reformation of the diversified and complex delivery system of adult basic education began.

Original congressional discussions about education, labor, and the workplace and workforce had begun in the first session of the 105th Congress in the U.S. House of Representatives, and on April 17, 1997, H.R. 1385 was introduced as the Employment, Training and Literacy Enhancement Act (Employment, Training and Literacy Enhancement Act, 1997). A synopsis of the bill indicated that its purpose was to consolidate, coordinate, and improve employment, training, literacy, and vocational rehabilitation programs in the United States. Between introduction of the bill in April 1997 and passage of the Workforce Investment Act in August 1998, 33 amendments and/or House remarks were made to the bill in the first session, and 13 amendments and recorded votes took place in the second session between May and August 1998 (H.R. 1385, 1997). The Workforce Investment Act was signed by President Clinton on August 7, 1998.

Titles

The Workforce Investment Act contained five titles:

- Title I—Workforce Investment Systems (6 chapters)
- Title II—Adult Education and Literacy (4 chapters and 19 sections)
- Title III—Workforce Investment-Related Activities
- Title IV—Rehabilitation Act Amendments of 1998
- Title V—General Provisions.

The impetus for the new legislation was the emerging view that the economic needs of the country were tied to the success of education and employment programs in helping youth and adults achieve maximum success. This, coupled with general efforts to foster greater cooperation and collaboration among agencies with common clients and program funding issues, led to this major shift in provision of education and training. The major portion of the bill—Title I—spelled out elements of a new “One-Stop” delivery system driven by the needs of each Service Delivery Area (SDA) as determined by the local Workforce Investment Board (WIB). It also identified required partners for provision of services in each SDA and duties and responsibilities of partners. As one of the required partners, adult education programs were set to be an important piece in the delivery of One-Stop services.

State Plans

As states grappled with the new requirements of Title I, the focus of Workforce Investment Boards and their roles in the delivery of services changed significantly from those outlined in previous Job Training Partnership Act (JTPA) provisions. The state WIB was responsible for development of an overall state plan for provision of activities, but also had to approve designation of the state's SDAs based on criteria set forth in the legislation, ensure representation of all One-Stop partners on the state Board and local representation, ensure development and improvement of the One-Stop system, develop applications for any incentive funds awarded to the state, ensure coordinated services among One-Stop activities, and review each local SDA's plan.

This legislation provided states the opportunity to submit a single unified plan that would address coordination of activities for employment and training, adult education, and the Perkins Vocational Education programs; otherwise, each program could submit separate plans that had to be reviewed and approved by the governor.

Title I

Title I funds went directly to the SDAs on a formula basis and in many states reduced the authority of the state labor departments. Plans for each SDA needed to clearly state how the One-Stop center operators would be chosen and had to provide at least one comprehensive site in the SDA where all services could be accessed by individuals. In addition, all of the required partners had to be represented, not only on the state Workforce Investment Board, but also on local workforce boards. The local boards still needed to conform to the required majority membership of business and industry. The required partners had responsibilities to meet, in addition to representation. As identified through a memorandum from Patricia McNeil from ED/OVAE in June 1999, requirements for adult education under Title I included:

- Entering into a Memorandum of Understanding with the local WIB relating to operation of the One-Stop system, including a description of services, how cost of the identified services and operating costs of the system would be funded, and methods for referral
- Ensuring that core services applicable to AEFLA would be made available to participants through the One-Stop delivery system within each local area, either in lieu of or in addition to making these services available at the site of an assisted program
- Ensuring that a portion of funds available under Section 231 would be used, by providing services or through other means, to create and maintain the One-Stop delivery system and to provide applicable core services through the One-Stop delivery system (U.S. Department of Education, Office of Vocational and Adult Education, 1999).

As related to "core services" requirements under the Act (§134(d)(2)), adult education needed to make available to the One-Stop agency information regarding performance and cost with respect to providers that received assistance; initial assessment of skill levels, aptitudes, abilities, and supportive service needs; and accurate information regarding availability of supportive services, including childcare and transportation, in the local area and referral to such services as appropriate. These were new and significant requirements to be met by adult education programs.

Title II

Title II of the Act was titled Adult Education and Literacy and was named (§201) the Adult Education and Family Literacy Act. Section 202 of the Act cited the purpose of Title II as creating a partnership among the Federal Government, states, and localities to provide, on a

voluntary basis, adult education and literacy services. These services were to assist adults to become literate and obtain the knowledge and skills necessary for employment and self-sufficiency. Assisting adult parents in obtaining educational skills to become full partners in the education of their children was another stated purpose, along with assisting adults in completion of secondary education.

Adults were defined as individuals 16 years of age and older not enrolled or required to be enrolled in school. Previous federal legislation had set the age of engagement in adult education services at 18 years and older.

For the first time in federal legislation, the term “family literacy services” was included to assist in making sustainable changes in families through interactive literacy activities. In addition, the law addressed adult individuals with disabilities and adults with limited English-language proficiency.

Subtitle A—Adult Education and Literacy Programs, Chapter 1—contained provisions for reservation of funds and grant allotments to eligible agencies, and, in Section 212, establishment of a performance accountability system. The purpose of the accountability system was to assess the effectiveness of eligible agencies in achieving continuous improvement in adult education and literacy activities. This Section set the stage for development of five core measures of performance and full implementation of the National Reporting System for Adult Education in 1999/2000. The five core measures were: (1) educational gains, (2) attainment of a high school diploma, (3) entry into postsecondary education or training, (4) entry into employment, and (5) job retention.

The final Subtitle (B) of the 1998 Workforce Investment Act legislation dealt with various repeals of related adult education activities.

In development of the initial five-year plan, states needed to negotiate with the Secretary agreed-upon performance levels for each of these core indicators, and levels of performance needed to be expressed in an objective, quantifiable, and measurable form and show continuously improving performance over the life of the plan. Other factors such as performance established for other states, characteristics of participants, and services and instruction provided could be utilized in their negotiations (Workforce Investment Act, §212, 1998). States that exceeded agreed-upon performance levels for adult education, Workforce Investment Act Title I programs, and Perkins Vocational Education programs would be eligible to receive incentive grants.

Chapter 2 of Title II was directed at state grant provisions, distribution of funds, matching requirements, state plans, and state leadership activities. Eligible agencies were required to carry out education for those in correctional institutions and for other institutionalized individuals. States needed to assure that they would use the same grant or contract announcement and application process for all eligible providers and that grants and contracts would be made on a multiyear basis.

Chapter 3, Section 231 cited local grant provisions, contracts, and direct and equitable access for each eligible agency to apply for grants. In awarding grants and contracts to local programs, states had to consider the following:

- Past effectiveness of applicants in improving literacy skills of adults and families, and, beginning in year 1 following adoption of state performance measures, success of the provider in meeting or exceeding such performance standards, especially for adults with the lowest levels of literacy

- Coordination of activities with other available resources within the community, such as by establishing strong links with elementary and secondary schools, postsecondary institutions, One-Stop centers, job training programs, and social service agencies
- Commitment of the applicant to serve individuals in the community most in need of literacy services, including low-income individuals and those with minimum literacy skills
- Whether the program would be of sufficient intensity and duration for participants to achieve substantial learning gains and would use instructional practices proven by research to be effective
- Whether activities would effectively employ advances in technology, as appropriate, including use of computers, and provide learning in real-life context
- Whether activities would be staffed by well-trained instructors, counselors, and administrators; offer flexible schedules and support services such as child care and transportation necessary to enable individuals, including individuals with disabilities or other special needs, to attend and complete the program; and maintain a high-quality information management system with the capacity to report participant outcomes and monitor program performance against state performance measures
- Demonstrated need in local communities for additional English literacy programs
- The degree to which the eligible provider would establish measurable goals for participant outcomes.

With implementation of the Act, emphasis on refinement of the National Reporting System took on greater importance. The ability for states to report in a unified fashion on core indicators provided a clearer picture regarding successes and deficiencies in programs across the country. It also provided information to the Department to ensure that state reporting systems provided accurate information that could be used to drive system improvement.

The General Provisions (Chapter 4) of the Act, Section 242 (20 U.S.C. 9252) made provisions for authorization of the National Institute for Literacy. The Institute had first been authorized in 1991 under provisions of the National Literacy Act (P.L. 102-73). In addition to Workforce Investment Act authorization for the Institute, it was further approved through *No Child Left Behind* legislation.

The Institute provided national leadership regarding literacy, coordinated literacy services and policy, and served as a national resource for adult education and literacy. It was administered under terms of an interagency agreement entered into by the Secretary of Education with the Secretary of Labor and the Secretary of Health and Human Services. The Institute established an Advisory Board consisting of ten individuals appointed by the President of the United States with the advice and consent of the Senate.

During the Institute's 19 years of existence, it was a national asset providing knowledge, research, and practice guidelines, and working in collaboration with adult education and literacy organizations, agencies, volunteer groups, and field practitioners. The Institute produced scientific-based research and publications through the grant process and served as a catalyst for improving opportunities for adults, youth, and children to thrive in a progressively literate world. However, the Institute was not funded and closed in September 2010.

The U.S. Secretary of Education was charged in Section 243 of Title II (AEFLA) to establish and carry out a program of national leadership activities. These activities were to enhance the quality of adult education and literacy programs nationwide, and included:

- Providing technical assistance in developing and using performance measures
- Providing assistance related to professional development activities
- Promoting distance learning and improving use of technology in the classroom

- Funding national leadership activities in developing, improving, and identifying the most successful methods and techniques for addressing the educational needs of adults
- Increasing effectiveness of family literacy services
- Carrying out pilot demonstration programs, disseminating best practices information, and providing for conduct of independent evaluation and assessment of adult education and literacy activities
- Collecting data regarding improvement of both local and state data systems
- Providing technical assistance that affects performance measures and accountability in delivery of adult education and literacy activities.

Passage of the Workforce Investment Act in 1998, thus, did signal the beginning of a national reformation of adult basic education and literacy.

Chapter VII: Continuing Improvements, 2000-2013— Investment and Goals for the Future

“To grow our middle class, our citizens have to have access to the education and training that today’s jobs require. But we also have to make sure that America remains a place where everyone who’s willing to work—everybody who’s willing to work hard—has the chance to get ahead.”

—President Barack Obama (2013)

Investment

The nation’s investments in adult education (ABE, ASE, and ESL) continued during the first decade of the 21st century. Grants to states increased from \$416 million in 2000 to \$497 million in 2010, and total adult education funding increased from just over \$500 million in 2000 to almost \$640 million in 2010 (see Appendix 5). Total student enrollment in adult education fluctuated throughout the decade from approximately 2 million to nearly 3 million. Enrollments in program year 2010-2011 by instructional level were:

- ABE: 926,165 (46%)
- ASE: 246,599 (12%)
- ESL: 839,399 (42%) (U.S. Department of Education, Office of Vocational and Adult Education, 2013, Table 1).

Hispanics/Latinos represented the largest group enrolled in adult education at 40 percent of enrollees in FY2010-2011, followed by whites at 26 percent and blacks or African Americans at 22 percent (U.S. Department of Education, Office of Vocational and Adult Education, 2013, Table 3).

Students continued to enter adult education programs for a variety of reasons. In FY2010-2011, 627,347 students self-reported entering the program while employed; 818,580 self-reported entering the program while unemployed; 345,020 self-reported entering the program while on public assistance; 201,940 self-reported entering the program while in correctional facilities; and 19,854 self-reported entering the program while in other institutional settings. Note, however, that not all students reported their status, and some reported in more than one category (U.S. Department of Education, Office of Vocational and Adult Education, 2013, Table 5).

Additional information on program goals and their accomplishment are available in the Department of Education, Office of Vocational and Adult Education, Annual Reports to Congress.

Meeting the President’s 2020 Goal for Education

In his first address to Congress, President Barack Obama challenged Americans to meet an ambitious goal for education—for the United States to have the highest proportion of college graduates in the world by 2020. Ensuring that all children and adults in America receive a world-class education will prepare them to succeed in college and careers. To meet his 2020 goal, President Obama has challenged every American to commit to at least one year of higher education or career training—at a community college, four-year postsecondary institution, or vocational training school, or through an apprenticeship.

Providing federal student aid in a reliable, simple, efficient manner is the primary way in which the Department supports college access and completion. In FY2011, the Department expected to deliver nearly \$175 billion in grants, work-study programs, and loan assistance to almost 15

million postsecondary students and their families. In addition, the Department administers \$2 billion annually in grants to strengthen postsecondary institutions and promote college readiness, and an additional \$2 billion in grant funds for career and technical education (CTE), adult education and literacy, and correctional education to help adults build skills and prepare for work, citizenship, and lifelong learning.

In its Strategic Plan for FY2011-2014, the U.S. Department of Education outlined six performance goals to help the Department reach President Obama's 2020 education target. The first goal of the strategic plan focuses on postsecondary education, CTE, and adult education: Increase college access, quality, and completion by improving higher education and lifelong learning opportunities for youth and adults. To encourage the lifelong learning of Americans, it is important to focus not only on increasing the number of students earning degrees and credentials through postsecondary education, but also on encouraging every American to complete at least one year of education or workforce training, or its equivalent, beyond high school. At least 93 million adults function at low literacy levels that inhibit their ability to succeed in college and the workforce (U.S. Department of Education, National Center for Education Statistics, 2009).

Transforming CTE is essential to achieving the first goal of the Department's FY2014 Strategic Plan, and, ultimately, meeting President Obama's 2020 goal. Effective, high-quality CTE programs are aligned not only with college- and career-readiness standards, but also with the needs of employers, industry, and labor. Students participating in effective CTE programs graduate with industry certifications or licenses and postsecondary certificates or degrees that are used by employers to make hiring decisions. With \$1.14 billion in funding for FY2012, the Carl D. Perkins Career and Technical Education Act (Perkins Act) represents an important investment in CTE programs and career readiness. Perkins Act programs leverage components of a broader education and career pathways system including K-12 and postsecondary education, workforce investment and job training, adult education, and health and human services.

The Perkins Act introduced important changes in federal support for CTE, which has helped improve the learning experiences of students but has fallen short in systematically creating better outcomes for students and employers competing in the 21st century global economy. The Obama administration's blueprint for a reauthorized Perkins Act would transform CTE and result in a new era of rigorous, relevant, and results-driven CTE shaped by four core principles:

1. Alignment—effective alignment between high-quality CTE programs and labor market needs to equip students with 21st century skills and prepare them for in-demand occupations in high-growth industry sectors
2. Collaboration—strong collaborations among secondary and postsecondary institutions, employers, and industry partners to improve the quality of CTE programs
3. Accountability—meaningful accountability for improving academic outcomes and building technical and employability skills in CTE programs for all students, based upon common definitions and clear metrics for performance
4. Innovation—increased emphasis on innovation supported by systematic reform of state policies and practices to support implementation of effective CTE practices at the local level.

In line with this effort, the administration also proposed a competitive CTE Innovation and Transformation Fund, administered by the U.S. Department of Education, to incentivize innovation at the local level and support system reform at the state level. The Fund would comprise up to 10 percent of the total Perkins Act funding.

The President's FY2013 budget proposal for a new \$1 billion competitive fund to increase the number of high-quality career academies will be crucial to the overall vision of expanding effective CTE programs across the country. The proposal would dramatically expand the number of career academies by 3,000 nationwide and provide services to an additional half a million students (a 50% increase).

Conclusion

Adult education has been a federally funded program component since the earliest days of this nation, beginning with basic education and skills training for military persons employed by the Federal Government. In our nation's first hundred years, federal adult education funding grew to encompass both military and civilian employees. Subsequent federal programs in those early years and through the middle of the 20th century emphasized vocational and agricultural education and training.

However, significant federal funding for basic education of U.S. adult citizens really did not begin until the early 1960s. Federal adult education programs initiated in the 1960s focused on adult literacy and targeted—and continue to target—through state grants and some national programs, those individuals “*whose inability to read or write the English language constitutes a substantial impairment of their ability to obtain or retain employment*” (Equal Employment Opportunity Act of 1964, Part B, Adult Basic Education Programs, Title II (P.L. 88-452)). Since the early 1960s, more than a dozen pieces of major legislation have become law, with various components continuing to focus on adult basic education and literacy. Bills for reauthorization of the Workforce Investment Act (H.R.798 and S.1356) were introduced in 2013.

In the late 1990s, those involved in adult education, including Congress, recognized that adult literacy programs needed to be coupled with postsecondary education and training in order for adults to obtain work skills certification and industry-recognized credentials to maintain and increase national productivity in a changing, technology-based world economy.

In President Obama's first address to Congress, he challenged America to meet an ambitious goal for education—by 2020, to once again have the highest proportion of college graduates in the world (Cook, B., & Hartle, T. W., 2011). Using the President's 2020 goal, the Secretary of Education, Dr. Duncan, and Department of Education staff have developed an ambitious Strategic Plan for fiscal years 2011–2014 (U.S. Department of Education, 2012). One component of this Strategic Plan outlines National Outcome Goals for Postsecondary Education, Career and Technical Education, and Adult Education, which are to increase:

- Number and percentage of 25- to 34-year-olds who attain an associate's degree or higher
- Number and percentage of students who complete a bachelor's degree within six years
- Number and percentage of students who complete an associate's degree or certificate within three years
- Number and percentage of adult education students who obtain a high school credential
- College access, quality, and completion by improving higher education and lifelong learning opportunities for youth and adults.

Thus, the continuing goal of adult education in the United States is to ensure that adult students and individuals with disabilities are college- and career-ready and have the knowledge and skills necessary to pursue successful career pathways.

Appendix 1: United States Commissioners of Education (1867-1980)

Commissioner of Education was the title given to the head of the National Bureau of Education, a former unit within the Department of the Interior of the United States. The position was created on March 2, 1867, when an Act to establish a Department of Education took effect. In 1972, Public Law 92-318 repealed a part of the law that had created the Office of the Commissioner of Education. The repeal took effect July 1, 1972, and the Office of Education ceased to exist.

The position of Commissioner of Education continued in the United States Department of Health, Education and Welfare until 1979, when the post was phased out in favor of the Office of the United States Secretary of Education.

Nine Commissioners served during the enactment of federal laws impacting the adult education program, starting in 1964 with Commissioner Francis C. Keppel.

Early U.S. Commissioners of Education

| | |
|----------------------------------|---------------------------------|
| Henry Barnard, 1867-1870 | John Eaton, 1870-1886 |
| Nathaniel H.R. Dawson, 1886-1889 | William T. Harris, 1889-1906 |
| Elmer E. Brown, 1906-1911 | Philander P. Claxton, 1911-1921 |
| John J. Tigert, 1921-1928 | William J. Cooper, 1929-1933 |
| George F. Zook, 1933-1934 | John W. Studebaker, 1934-1948 |
| Earl James McGrath, 1949-1953 | Lee M. Thurston, 1953-1953 |
| Samuel M. Brownell, 1953-1956 | Lawrence G. Derthick, 1956-1961 |

Commissioners Serving during the Early Years of the Federal Adult Education Act

| | |
|--------------------------------|-----------------------------------|
| Francis C. Keppel, 1962-1965 | Harold Howe, II, 1965-1968 |
| James E. Allen, Jr., 1969-1970 | Sydney P. Marland, Jr., 1970-1973 |
| John R. Ottina, 1973-1974 | Terrel Bell, 1974-1976 |
| Edward Aguirre, 1976-1977 | Earnest L. Boyer, 1977-1979 |
| William L. Smith, 1980-1980 | |

Appendix 2: United States Secretaries of Education, 1979-Present

The Secretary of Education is head of the U.S. Department of Education. The Secretary is a member of the President's Cabinet, and is 16th in the U.S. presidential line of succession. Since 1979, the Secretaries of Education have provided leadership in the Department and the nation for adult education, family literacy, and the Workforce Investment Act.

Shirley Hufstедler

Appointed by President Carter

Term of Office: November 30, 1979, to January 20, 1981

Terrel Bell

Appointed by President Reagan

Term of Office: January 22, 1981, to January 20, 1985

William J. Bennett

Appointed by President Reagan

Term of Office: February 6, 1985, to September 19, 1988

Lauro Cavazos

Appointed by Presidents Reagan and George H. W. Bush

Term of Office: September 20, 1988, to December 12, 1990

Lamar Alexander

Appointed by President George H. W. Bush

Term of Office: March 22, 1991, to January 20, 1993

Richard Riley

Appointed by President Clinton

Term of Office: January 21, 1993, to January 20, 2001

Roderick Paige

Appointed by President George W. Bush

Term of Office; January 20, 2001, to January 20, 2005

Margaret Spellings

Appointed by President George W. Bush

Term of Office: January 21, 2005, to January 20, 2009

Arne Duncan

Appointed by President Obama

Term of Office: January 21, 2009, to present

Appendix 3: Vocational and Adult Education Assistant Secretaries, 1972-Present

When the Department of Health, Education and Welfare was established in 1953, a Federal Bureau was devoted to adult and vocational education. With the Department of Education Organization Act (P.L. 96-88; October 17, 1979), the U.S. Department of Education was created and the Bureau was renamed the Office of Vocational and Adult Education. Within that Office is the Division of Adult Education and Literacy.

OVAE's responsibilities cover adult, postsecondary, rural, and vocational education. Office staff create, manage, and administer policies, programs, and grants; commission studies; and make recommendations to the Secretary of Education, Congress, the President, and the public on ways to bring about potential improvements in the quality of education and educational services.

Daniel Dunham was Deputy Commissioner for Adult and Vocational Education at the time of the transition from the U.S. Office of Education to the U.S. Department of Education.

Assistant Secretaries, Office of Vocational and Adult Education

| | |
|-----------------------|--------------|
| William F. Pierce | 1972-1978 |
| Daniel Taylor | 1979-1981 |
| Robert M. Worthington | 1981-1984 |
| Bonnie Guiton | 1984-1989 |
| Kay Wright | 1989, Acting |
| Betsy Brand | 1989-1993 |
| Augusta Kappner | 1993-1995 |
| Patricia McNeil | 1995-2001 |
| Carole D'Amico | 2001-2003 |
| Susan Sclafani | 2003-2005 |
| Beto González | 2005, Acting |
| Troy Justesen | 2006-2009 |
| Brenda Dann-Messier | 2009-Present |

Appendix 4: Legislative History of Various Adult Education Public Laws

Section 1: Legislative History of Adult Education Public Laws Since 1964

Economic Opportunity Act of 1964: Title II, Part B—Adult Basic Education Programs (P.L.^{vii} 88-452)

Purpose

The Economic Opportunity Act of 1964 (the Anti-Poverty Bill)—aimed at combating unemployment and poverty by providing job training, adult education, and small business loans—created the Adult Basic Education Program. The Adult Basic Education legislation incorporated the previous Adult Education Act of 1963, which was not enacted. The purpose of this legislation was to initiate programs of instruction for persons 18 years old and older whose inability to read or write the English language constituted a substantial impairment of their ability to obtain or retain employment.

Highlights

- Authorized the Office of Economic Opportunity to make grants to states to institute programs of instruction for adult education.

Legislative History

- S.2642 introduced by Senator Patrick McNamara (Michigan) and 35 others and referred to the Committee on Labor and Public Welfare—March 16, 1964.
- Reported with amendments, Senate Report No. 1218—July 8, 1964.
- Supplemental Senate Report No. 1218—July 22, 1964.
- Debated in Senate—July 21-23, 1964.
- Amended and passed Senate—July 23, 1964.
- Amended and passed House (in lieu of H.R. 11377), House Report No. 1458—August 8, 1964.
- Senate concurred on House amendment—August 11, 1964.
- **Signed by President Johnson, became Public Law 88-452—August 20, 1964.**

Federal Provisions

Grants to States

The OEO Director was authorized to make grants to states to: (1) assist in the establishment of pilot projects by local education agencies^{viii} to demonstrate, test, or develop special materials or methods of instruction; (2) stimulate the development of local educational agency programs for instruction; (3) acquire information about the materials or methods needed for an effective program for raising adult basic educational skills; (4) meet the cost of local educational agency

^{vii} P.L. is an abbreviation for Public Law.

^{viii} Local education agencies are defined as a public board of education or other public authority that has administrative control or direction of public elementary, secondary, or adult schools of a political subdivision of a state.

programs for instruction of adults; and (5) develop or improve technical or supervisory services by the state education agency.^{ix}

Appropriations and Allotments

From funds appropriated for this program, up to 2 percent could be made available to Puerto Rico, Guam, American Samoa, and the Virgin Islands. The remainder of the appropriated money would then be distributed to states on the basis of the relative number of persons 18 years old and older in each state who had completed no more than five grades of school or its equivalent. No state could receive less than a \$50,000 base.

The Federal Government was to cover 90 percent (federal share) of the adult education program for FY1966 and 50 percent for FY1967.

State Provisions

State Plans

In order to receive funds, each state was required to submit a plan that was to provide for:

- Administration of the program by the state education agency.
- Submission of reports to the OEO Director regarding the adult program.
- Arrangement of cooperative efforts between the state education agency and state health authority to supply health information and services for participants in the program.

State plans were required to be approved by the Director of OEO.

State Administration

State plan requirements indicated that administration of the programs should be provided by the state education agency.

State Leadership Activities Not applicable

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions Not applicable

National Leadership Activities

Administrative Provisions

Federal Allocation for Program During Fiscal Year

| Funding/Enrollment | FY1965 |
|---------------------------|---------------|
| State Grant Program | \$18,612,000* |
| Total Enrollment | 37,991 |

*\$14,500,000 carried over to FY1966.

^{ix} State education agencies are defined as a state board of education or other agency primarily responsible for state supervision of public elementary or secondary schools, or for adult education in public schools.

Elementary and Secondary Education Amendments of 1966: Title III—Adult Education^x Act of 1966 (P.L. 89-750)

Purpose

Title III—the Adult Education Act of 1966—was created under the 1966 Amendments to the Elementary and Secondary Education Act. The purpose of this legislation was *to encourage and expand basic educational programs for adults^{xi} to enable them to overcome English-language limitation, improve their basic education^{xii} in preparation for occupational training and more profitable employment, and become more productive and responsible citizens.*

Highlights

- Established the authorization for the Adult Education Program in the Office of Education.
- Expanded programs to adults with limited English proficiency.
- Authorized grants for special experimental demonstration projects and for teacher training.
- Established the National Advisory Council on Adult Education (NACAE).

Legislative History

- H.R. 13161 introduced by Congressman Carl D. Perkins (Kentucky) and referred to the Committee on Education and Labor—March 1, 1966.
- Reported with amendments, House Report No. 1814—August 5, 1966.
- Supplemental Report, House Report No. 1814, Part 2—August 27, 1966.
- Made Special Order, House Resolution 1025—October 4, 1966.
- Debated in House—October 5-6, 1966.
- Amended and passed House—October 6, 1966.
- Amended and passed Senate (in lieu of S. 3046), Senate Report No. 89-1674—October 7, 1966.
- House disagreed with Senate amendments and asked for conference—October 10, 1966.
- Senate insisted on amendments and agreed to conference—October 17, 1966.
- Conference Report, House Report No. 2309, submitted in House and agreed upon—October 20, 1966.
- Conference Report submitted in Senate and agreed upon—October 22, 1966.
- **Signed by President Johnson, became Public Law 89-750—November 3, 1966.**

^x Adult education is defined as services or instruction below the college level for adults who do not have a certificate of graduation from secondary school and are not currently enrolled in school.

^{xi} Adult is defined as any individual who has attained the age of 18 years.

^{xii} Adult basic education is defined as education for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to obtain or retain employment, with a view to making them less likely to become dependent on others, improving their ability to benefit from occupational training and otherwise increasing their opportunities for more profitable and productive employment, and making them better able to meet their adult responsibilities.

Federal Provisions

Grants to States^{xiii}

The AEA authorized the U.S. Commissioner^{xiv} to make grants to states for special experimental demonstration projects and for teacher training. Special projects were defined as those involving use of innovative methods, systems, materials, or programs of national significance or special value. Special project funds also could be used to carry out programs in cooperation with other federal, federally assisted, state, or local programs of unusual promise in promoting a comprehensive or coordinated approach to the problems of persons with basic educational deficiencies. Grants for training persons engaged, or preparing to be engaged, as personnel in adult education programs could be provided to colleges or universities, state or local education agencies, or other appropriate public or private nonprofit agencies or organizations. Stipends and allowances were authorized for persons undergoing training.

From remaining funds, the Commissioner was authorized to make grants to states for the purpose of expanding adult basic education programs to be carried out by local education agencies.^{xv}

Appropriations and Allotments

Between 10 and 20 percent of the funds appropriated were reserved special project grants or teacher training grants to local educational agencies and other public or private nonprofit agencies. From the remainder of the appropriated funds, no more than 2 percent could be distributed among Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands. Each state then received an amount distributed in relation to the proportion of adults in the state who had completed five grades of school or less.

The Federal Government would pay up to 90 percent of the cost of establishing or expanding adult basic education programs. Nonfederal expenditures for each year could be no less than the amount expended during the preceding year. This funding was meant to stimulate growth in adult education programs rather than to support program operations; states were required to continue to fund their programs as they had previously.

State Provisions

State Plans

In order to receive funds, each state was required to submit a plan setting forth a program that provided for:

- Progress with respect to all segments of the adult population and all areas of the state.
- Administration of the plan by the state education agency.^{xvi}
- Cooperative arrangements between the state educational agency and state health authority to make available health information and services for adults.

^{xiii} Includes the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands.

^{xiv} U.S. Commissioner is defined as the U.S. Commissioner of Education.

^{xv} A local education agency is defined as a public board of education or other public authority that has administrative control or direction of public elementary, secondary, or adult schools of a political subdivision of a state.

^{xvi} A state education agency is defined as a state board of education or other agency primarily responsible for the state supervision of public elementary and secondary schools, or of adult education in public schools.

- Grants to public and private nonprofit agencies for special projects, teacher training, and research.
- Cooperation with community action programs, work experience programs, VISTA (Volunteers in Service to America), work-study programs, and other programs relating to the antipoverty effort.

State Administration

State plan requirements indicated that administration of the programs should be provided by the state education agency.

State Leadership Activities

The National Advisory Committee on Adult Education was authorized to encourage the establishment of state and local adult education advisory committees to improve reporting of state and local program administration. Advisory committees could be existing groups or ones formed by state and local program administrators to ensure that local programs were meeting community needs.

Local Provisions

Grants and Contracts

The Commissioner was authorized to make grants to local education agencies or other public or private nonprofit agencies, including educational television stations, for projects carried out under this Title.

Local Application Not applicable

Local Administrative Costs Not applicable

General Provisions

National Leadership Activities

This legislation established the National Advisory Council on Adult Education. The U.S. Commissioner of Education was designated Chairman of the committee. Seven additional members were to be appointment by the President. The Advisory Council was given responsibility to:

- Advise the Commissioner in preparation of general regulations and policy matters relating to administration of the Act, elimination of duplication, and coordination of programs funded under this Title with other adult education activities and services.
- Review the administration and effectiveness of the Adult Basic Education Program and other federally supported adult education programs.
- Make annual reports to the President.

Administrative Provisions

Under this title, (a) the Commissioner’s functions could be delegated to any Office of Education officer or employee; and (b) the Commissioner was authorized to use any services or facilities of a federal agency and of any other public or nonprofit agency in accordance with agreements between the Secretary and the head of the agency.

Federal Allocation for Program During Fiscal Year

| Funding/Enrollment | FY1967 |
|---------------------------|---------------|
| State Grant Program | \$26,280,000 |
| Total Enrollment | 388,935 |

Vocational Education Amendments of 1968: Title III—Miscellaneous Provisions (P.L. 90-576)

Purpose

The Vocational Education Amendments of 1968 extended and improved existing programs and authorized funds for developing new programs such as cooperative education, work-study programs, pretechnical and occupationally related courses, and the use of federal funds for guidance and counseling. This law amended the Vocational Educational Act of 1963. Under Title III—Miscellaneous Provisions—the Act reduced the age limit in the Adult Education Act of 1966 (Title III of P.L. 89-750). For the purpose of the Adult Education Act, an adult was defined as an individual who was 18 years or older. The new definition of adult became 16 years of age or older.

Highlights

- Changed the definition of adult from 18 to 16 years of age or older.

Legislative History

- H.R. 18366 introduced by Congressman Carl D. Perkins (Kentucky) and 24 cosponsors and referred to the Committee on Education and Labor—July 8, 1968.
- Reported in House, House Report No. 1647—July 8, 1968.
- Approved by House—July 15, 1968.
- Revision of bill (S.3770) passed by Senate—July 17, 1968.
- Conference committee organized; proposal remained in conference—September 24, 1968.
- Senate accepted most of House bill and passed bill—October 2, 1968.
- Approved by House—October 3, 1968.
- Presented to President—October 7, 1968.
- **Signed by President Johnson, became Public Law 90-56—October 16, 1968.**

Federal Provisions Not applicable

Grants to States

Appropriations and Allotments

State Provisions Not applicable

State Plans

State Administration

State Leadership Activities

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions

National Leadership Activities Not applicable

Administrative Provisions

The Amendments set forth guidelines for the collection and dissemination of information to state and local agencies and institutions regarding programs of federal assistance concerning education. The Commissioner was authorized to enter into contracts with public or private agencies, organizations, groups, or individuals to carry out these provisions.

Federal Allocation for Program During Fiscal Year

| Funding/Enrollment | FY1968 |
|---------------------|--------------|
| State Grant Program | \$30,590,000 |
| Total Enrollment | 455,730 |

1968 Amendments to the Elementary and Secondary Education Act: Title V—Extension of Adult Education Program (P.L. 90-247)
[<http://www.gpo.gov/fdsys/pkg/STATUTE-81/pdf/STATUTE-81-Pg783.pdf>]

Purpose

The Elementary and Secondary Education Act Amendments of 1967 were enacted to strengthen, improve, and extend programs of assistance for elementary and secondary education, and for other purposes. Title V—Extension of Adult Education Program—was created to amend the Adult Education Act of 1966 (Title III, P.L. 89-750).

Highlights

- Amended and extended the Adult Education Act of 1966.
- Increased state base allotment.
- Added private nonprofit agencies as eligible local grant recipients.

Legislative History

- H.R. 7819 introduced by Congressman John Brademas (Indiana) and referred to the Committee on Education and Labor—April 3, 1967.
- Reported with amendment, House Report No. 185—May 11, 1967.
- Made Special Order, House Resolution, No. 444—May 22, 1967.
- Debated in House—May 22-24, 1967.
- Amended and passed by House—May 24, 1967.
- Referred to Senate Committee on Labor and Public Welfare—May 31, 1967.
- Reported with amendments, Senate Report No. 726—November 6, 1967.
- Debated in Senate—December 1-11, 1967.
- Amended and passed by Senate—December 11, 1967.
- House disagreed with Senate amendments and requested conference—December 11, 1967.
- Senate agreed to conference—December 12, 1967.

- Conference Report, House Report No. 1049, submitted to House and agreed upon—December 15, 1967.
- Conference Report submitted to Senate and agreed upon—December 15, 1967.
- **Signed by President Johnson, became Public Law 90-247—January 2, 1968.**

Federal Provisions

Grants to States

This legislation added private nonprofit agencies as eligible local grant recipients.

Appropriations and Allotments

These Amendments retained the allotment formula for distributing funds (see P.L. 89-750 in Chapter II), and provided a base state allotment of \$100,000 for each state (originally \$50,000). The federal share for adult education programs in the Trust Territory of the Pacific Islands was set at 100 percent. The 90 percent federal and 10 percent state funding ratio was retained for the states and other outlying areas. The Amendments also extended authorization of funds for fiscal years 1969 and 1970.

State Provisions

State Plans

Each state was required to submit a plan as previously stated in the Adult Education Act.

State Administration

State plan requirements indicated that the programs should be administered by the state education agency.

State Leadership Activities Not applicable

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions

National Leadership Activities Not applicable

Administrative Provisions

Funds were authorized to be available to the Secretary for program planning for succeeding year programs and evaluation of programs authorized. The Secretary was responsible for disseminating an annual report on evaluation of results and effectiveness of programs and projects.

Federal Allocation for Program During Fiscal Year

| Funding/Enrollment | FY1969 | FY1970 |
|---------------------------|---------------|---------------|
| State Grant Program | \$36,000,000 | \$40,000,000 |
| Total Enrollment | 484,626 | 535,613 |

Twenty-eight special projects received \$7 million in funding and 1,587 staff were trained for \$2 million in 1969. In 1970, 41 projects were funded for \$7.9 million and \$2 million was spent to train 1,727 staff members (National Advisory Committee on Adult Education, n.d.)

1970 Amendments to the Elementary and Secondary Education Act: Title III— Amendments to the Adult Education Act of 1966 (P.L. 91-230)

Purpose

The purpose of this legislation was to expand educational opportunity and encourage establishment of programs of adult public education to enable all adults^{xvii} to continue their education to at least the level of completion of secondary school, and make available the means to secure training to enable them to become more employable, productive, and responsible citizens. Title III was created to amend the Adult Education Act of 1966.

Highlights

- Amended the Adult Education Act of 1966.
- Changed the definition of adult to include those 16 and older and expanded the purpose to include those who had not received secondary education.
- Increased the base state allotment and authorized a new distribution formula.
- Established the National Advisory Council on Adult Education.

Legislative History

- H.R. 514 introduced by Congressman Carl Perkins (Kentucky) and referred to Committee on Education and Labor—January 3, 1969.
- Reported with amendments, House Report No. 114—March 24, 1969.
- Made Special Order, House Resolution 366—April 15, 1969.
- Debated in House—April 21-22, 1969.
- Passed House—April 23, 1969.
- Referred to Senate Committee on Labor and Public Welfare—April 25, 1969.
- Reported with amendments, Senate Report No. 634—January 21, 1970.
- Debated in Senate—February 4-19, 1970.
- Amended and passed Senate—February 19, 1970.
- House disagreed with Senate amendments and asked for conference—March 9, 1970.
- Senate agreed to conference—March 9, 1970.
- Conference Report, House Report No. 937, submitted in Senate and agreed upon—March 24, 1970, and April 1, 1970, respectively.
- Conference Report submitted in House and agreed upon—April 7, 1970.
- **Signed by President Nixon, P.L. 91-230—April 13, 1970.**

Federal Provisions

Grants to States

The Amendments continued to authorize the Commissioner to make grants to conduct demonstration projects and teacher training and/or expand adult basic education programs to be carried out by local education agencies and private nonprofit agencies. The Commissioner was

^{xvii} For this legislation, adult was defined as any individual who had attained the age of 16 years.

authorized to make provisions for training persons in adult basic education programs for the purpose of this legislation. This included providing training directly, by contract, or via authorization of grants to institutions of higher education,^{xviii} state or local education agencies, or other appropriate public or private agencies or organizations. Grants were not approved for any educational program, activity, or service related to sectarian instruction or religious worship or provided by a school or department of divinity. Funding could be used for programs involving individuals who were 16 years of age and older and those who had not completed high school.

Appropriations and Allotments

- These Amendments revised the allotment formula for distribution of federal funds. The 2 percent set-aside for Puerto Rico, Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands was retained. A base of \$150,000 was provided for each state.
- From the remainder of appropriated funds, each state was allocated an amount based on the proportion of adults not enrolled in school and without certificates of graduation from secondary school.
- These Amendments authorized an additional appropriation, not to exceed 5 percent of the sum appropriated for programs, to pay costs of administration and development of state plans and other activities required by the legislation.
- The Federal Government would pay up to 90 percent of the cost of establishing or expanding adult basic education programs and 100 percent for the Trust Territory of the Pacific Islands.

State Provisions

State Plans

This Act revised state plan requirements. In addition to all previous requirements, these Amendments provided that special emphasis be given to adult basic education programs, except where such needs could be shown to have been met.

State Administration

State plan requirements indicated that administration of programs should be provided by the state education agency.

State Leadership Activities Not applicable

Local Provisions

Grants and Contracts

The Commissioner was authorized to make grants to local education agencies or other public or private nonprofit agencies, including educational television stations, for projects carried out under this Title. The Commissioner was required to develop procedures for establishing these grants and contracts, and at least 10 percent of the cost of these projects was to be covered by nonfederal contributions.

Local Application Not applicable

Local Administrative Costs Not applicable

^{xviii} Institute of higher education was defined as any institution as defined by section 801(e) of the Elementary and Secondary Education Act of 1965. Also defined in this legislation was academic education—theoretical, liberal, speculative, and classical subject matter found to compose the curriculum of the public secondary school.

General Provisions

National Leadership Activities

This legislation also established a 15-member National Advisory Council on Adult Education, all members of which were to be presidential appointments. The Chairman was to be elected by the Council from among the appointees, and the Council was to select an Executive Director.

Responsibilities of the Council included:

- Advising the Commissioner in preparation of general regulations.
- Advising the Commissioner with respect to policies and procedures governing state plans and policies to eliminate duplication.
- Advising the Commissioner with respect to coordination of programs offering adult education activities and services.
- Reviewing the administration and effectiveness of programs.
- Making annual reports to the President, Congress, and the U.S. Office of Education on findings and recommendations relating to adult education activities and services.

Members of the National Advisory Council on Adult Education were to be appointed after 90 days of enactment of the Act.

Administrative Provisions Not applicable

Federal Allocation for Program During Fiscal Year

| Funding/Enrollment | FY1971 | FY1972 |
|---------------------|--------------|--------------|
| State Grant Program | \$44,875,000 | \$51,134,000 |
| Total Enrollment | 620,900 | 820,500 |

1972 Amendments to Elementary and Secondary Education Act: Title IV—Indian Education Act, Part C—Special Programs Related to Adult Education for Indians (P.L. 92-318)

Purpose

The purpose of this Act was to amend several legislations related to education, including the Elementary and Secondary Education Act. Title IV—the Indian Education Act—and Part C—Special Programs Related to Adult Education for Indians^{xix}—amended Title III of the Elementary and Secondary Education Act Amendments of 1966 (the Adult Education Act) and authorized grants to improve adult educational opportunities for Native Americans.

Highlights

- Further amended the Adult Education Act.

^{xix} For this legislation, Indian means any individual who (1) is a member of a tribe, band, or other organized group of Indians (including those since 1940 and those recognized now or in the future by the state in which they reside, or who is a first or second descendant of such a member), (2) is considered by the Secretary of the Interior to be an Indian for any purpose, (3) is an Eskimo or Aleut or other Alaska Native, or (4) is determined to be an Indian under regulations promulgated by the Commissioner (and after consultation with the National Advisory Council on Indian Education).

- Made changes related to grants to support the education of Native Americans.
- Established a Bureau of Occupational and Adult Education.
- Established the Office of Indian Education.

Legislative History

- S. 659 introduced by Senator Claiborne Pell (Rhode Island) and 13 others, and referred to Committee on Labor and Public Welfare—February 8, 1971.
- Reported to Senate, Senate Report No. 92-346—August 3, 1971.
- Debated in Senate—August 4-6, 1971.
- Passed Senate—August 6, 1971.
- Referred to House Committee on Education and Labor—August 8, 1971.
- Passed House with amendment in lieu of H.R. 7248, House Report No. 92-554—November, 4, 1971.
- House requested conference—November 8, 1971.
- Reported to Senate with amendment, Senate Report No. 92-604—February 7, 1972.
- Debated in Senate—February 22-March 1, 1972.
- Senate agreed to House amendment—March 1, 1972.
- House requested conference—March 8, 1972.
- Senate agreed to conference—March 13, 1972.
- Conference Report, Senate Report No. 92-798—May 18, 1972.
- Conference Report agreed upon in Senate—May 24, 1972.
- Conference Report agreed upon in House—June 8, 1972.
- **Signed by President Nixon, became Public Law 92-318—June 23, 1972.**

Federal Provisions

Grants to States

The 1972 Amendments added a section authorizing grants to state and local education agencies and Native American tribes, institutions, and organizations to support planning, pilot, and demonstration projects providing adult education for Native Americans. Funds were authorized to support:

- Programs to improve employment and educational opportunities for adult Native Americans.
- Programs of basic literacy and high school equivalency.
- Research and development of innovative techniques for achieving literacy.
- Basic surveys and evaluations of the problems of illiteracy and lack of high school completion on Native American reservations.
- Dissemination of information and materials related to educational programs, services, and resources available to Native American adults.

Appropriations and Allotments

Authorization of funds to carry out adult Native American education programs was set at \$5,000,000 for FY 1972; \$8,000,000 for FY1973; and \$8,000,000 for FY1974.

State Provisions

State Plans

In order to receive funds, each state was required to submit an application containing:

- A description of activities for which assistance was sought.
- Provision for evaluation of the effectiveness of the project in achieving its purpose.

The Commissioner was authorized to approve applications for grants showing adequate participation of individuals to be served and tribal communities in planning and development of the project. The Commissioner was directed to give priority to applications from Indian education agencies, organizations, and institutions.

State Administration

State plan requirements indicated that administration of programs should be provided by the state education agency.

State Leadership Activities Not applicable

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions

National Leadership Activities

This Title established the National Advisory Council on Indian Education to:

- Advise the Commissioner with respect to the administration of any program in which Indian children or adults could participate and from which they could benefit.
- Review applications for assistance.
- Evaluate and disseminate information from programs conducted under the Department of Health, Education and Welfare in which Indian children or adults could participate or benefit from.
- Provide technical assistance to local education agencies and to Indian education agencies, institutions, and organizations to improve the education of Indian children.
- Assist the Commissioner in developing criteria and regulations for administration and evaluation of grants.
- Submit annual reports.

The Council was authorized to contract with any public or private nonprofit agency, institution, or organization for assistance in carrying out such functions. Funds from the General Education Provisions Act supported Council functions.

Title X, Part C—Establishment of Agencies—established the Bureau of Occupational and Adult Education in the Office of Education and provided the Bureau with administration of this Title and included functions and/or vesting authority related to vocational, occupational, and adult and continuing education and for those portions of any legislation for career education. The Bureau Head was to be appointed by the Commissioner, and 13 additional supporting positions were created.

Administrative Provisions Not applicable

Federal Allocation for Program During Fiscal Year

| Funding/Enrollment | FY1973 | FY1974 |
|---------------------------|---------------|---------------|
| State Grant Program | \$74,834,000 | \$53,286,000 |
| Total Enrollment | 822,500 | 965,100 |

Education Amendments of 1974: Title VI—Extension and Revision of Related Elementary and Secondary Education Programs, Part A—Adult Education (P.L. 93-380)

Purpose

The Adult Education Act was extended and amended under Title VI, Part A— Extension and Revision of Related Elementary and Secondary Education Programs—of the Education Amendments of 1974.

Highlights

- Amended the Adult Education Act.
- Authorized new requirements for state plans.
- Authorized state grants to special programs for the elderly.
- Established a clearinghouse to collect and disseminate information on the AEA and adult education programs.
- Permitted the establishment of state advisory councils.
- Required the National Advisory Council to include members with special knowledge and experience with adults with limited English-speaking ability.

Legislative History

- H.R. 69 introduced by Congressman Carl Perkins (Kentucky) and referred to Committee on Education and Labor—January 3, 1974.
- Reported with amendments, House Report No. 93-805—February 21, 1974.
- Debated in House—March 12, 1974, and March 26, 1974.
- Passed in House—March 27, 1974.
- Referred to Senate Committee on Labor and Public Welfare—March 27, 1974.
- Debated in Senate—May 8-16, 1974.
- Passed Senate in lieu of S. 1539, Senate Report No. 93-1026—May 20, 1974.
- Conference Report, House Report No. 93-1211— July 23, 1974.
- House agreed to Conference Report—July 24, 1974.
- Senate agreed to Conference Report—July 31, 1974.
- **Signed by President Ford, became Public Law 93-380—August 21, 1974.**

Federal Provisions

Grants to States

Special Projects for the Elderly

The U.S. Commissioner of Education was authorized to make grants to state and local education agencies or other public or private nonprofit agencies for programs for elderly persons with limited ability to speak and read the English language and living in areas with a culture different than their own. Such programs were required to be designed to equip elderly persons to deal successfully with practical problems in their everyday lives, including making purchases, meeting their transportation and housing needs, and complying with government requirements such as those for obtaining citizenship, public assistance and Social Security benefits, and housing.

In carrying out the program, the Commissioner was required to consult with the Commissioner of the Administration on Aging for the purpose of coordinating programs with those authorized under the Older Americans Act of 1965.

Special Experimental Demonstration Projects and Teacher Training

Special projects^{xx} for persons of limited English-speaking ability were added to this section under these Amendments.

Appropriations and Allotments

- These Amendments provided that 15 percent of state grants be used for special projects and for training persons engaged, or preparing to engage, as personnel in adult education programs.
- State allotments were revised. These Amendments set the allotment for Guam, American Samoa, the Trust Territory of the Pacific Islands, and the Virgin Islands at no more than 1 percent of the appropriated funds. The distribution formula described in P.L. 91-230 (1970 Amendments) was retained.
- Effective after June 30, 1974, grants to each state were not to be less than 90 percent of the grants made in FY1973.

State Provisions

State Plans

These Amendments added four new requirements for the content of state plans:

- Allotment of not more than 20 percent of state grant money to programs for institutionalized adults.
- Provisions for cooperation with manpower development and training programs, occupational education programs, and reading improvement programs.
- Allotment of not more than 20 percent of state grant funds for adult secondary education programs.
- Provisions for special assistance to persons with limited English-speaking ability by providing bilingual adult education programs in which instruction is given in English and, to the extent necessary to allow such persons to progress effectively through the adult education program, in the native language of such persons.

^{xx} Community school program—a program in which a public building, including but not limited to a public elementary or secondary school or a community or junior college, is used as a community center operated in conjunction with other groups in the community, community organizations, and local governmental agencies, to provide educational, recreational, cultural, and other related community services in accordance with the needs, interests, and concerns of the community—was a definition added to this legislation. Special projects could involve adult education programs as part of a community school program.

State Administration

State plan requirements indicated that administration of programs should be provided by the state education agency.

State Leadership Activities

These Amendments (1974) provided that state advisory councils be established and maintained, with membership to include persons knowledgeable in the field of adult education, representatives of the state or local education agencies, recipients of adult education training, and representatives of the general public. The Amendments directed that a Chairman be selected from the membership of each state advisory council. Council responsibilities were to include:

- Advising the state education agency on development and administration of the state plan.
- Advising the state education agency on long-range planning and evaluation.
- Preparing an annual report of recommendations to be submitted to the state education agency and the National Advisory Council on Adult Education.
- Conducting at least four meetings each year, including at least one public meeting.

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions

National Leadership Activities

Clearinghouse on Adult Education

A clearinghouse was established to collect and disseminate information pertaining to education of adults and adult education programs and methods for coordinating adult education programs with manpower and other education programs. The Commissioner was authorized to enter into contracts with public agencies or private organizations to operate the clearinghouse.

National Advisory Council on Adult Education

These amendments provided for persons with special knowledge and experience in educating adults of limited English-speaking ability to be members of the National Advisory Council on Adult Education.

Administrative Provisions Not applicable

Federal Allocation for Program During Fiscal Year

| Funding/Enrollment | FY1975 | FY1976 | FY1977 | FY1978 |
|---------------------------|---------------|---------------|---------------|---------------|
| State Grant Program | \$67,500,000 | \$67,500,000 | \$71,500,000 | \$80,500,000 |
| Total Enrollment | 1,221,200 | 1,651,100 | 1,686,300 | 1,811,100 |

Education Amendments of 1978: Title XIII—Revision of Other Education Programs, Part A—Adult Education (P.L. 95-561)

Purpose

The purpose of the Education Amendments of 1978 was to extend and amend elementary and secondary education programs that were expiring. Title XIII, Part A of the Education Amendments of 1978 amended the Adult Education Act. Under Title XIII, the Amendments revised the statement of purpose to add adults who “...*lack sufficient mastery of basic educational skills to enable them to function effectively in society...*” to those to be served by federal adult basic education programs. The revised statement of purpose read: “...*to expand educational opportunities for adults and to encourage the establishment of programs of adult education that will: (1) enable all adults to acquire basic skills necessary to function in society; (2) enable adults who desire to continue their education to at least the level of completion of secondary school; and (3) to make available to adults the means to secure training that would enable them to become more employable, productive, and responsible citizens.*”

Highlights

- Extensively revised the Adult Education Act.
- Revised the statement of purpose to include adults to acquire basic skills necessary in society.
- Focused on grade level (versus functional literacy) and attempted to redirect state focus to basic education programs versus completion of secondary programs.
- Amended state plan requirements.
- Authorized establishment of a clearinghouse.
- Empowered the Secretary to conduct a variety of research activities.

Legislative History

- H.R. 15 introduced by Congressman Carl Perkins (Kentucky) and referred to Committee on Education and Labor—January 4, 1978.
- Reported to House from Committee with amendments—May 11, 1978.
- H.R. 15 passed by House—July 13, 1978.
- S. 1753 introduced by Senator Claiborne Pell (Rhode Island) and referred to Committee on Education and Labor—June 24, 1977.
- S. 1753 considered in Senate—August 15, 1977.
- H.R. 11282, the administration’s bill, introduced by Congressman Perkins—March 3, 1978.
- H.R. 15 amended, passed by Senate in lieu of S. 1753—August 24, 1978.
- Senate agreed to Conference Report (Report No. 85-856)—October 12, 1978.
- House agreed to Conference Report (Report No. 95-1137)—October 15, 1978.
- **Signed by President Carter, P.L. 95-561—November 1, 1978.**

Federal Provisions

Grants to States

The Amendments substituted the phrase “...*by public or private nonprofit agencies, organizations, and institutions*” for “*private nonprofit agencies....*” The legislation also added:

“...provision that grants to carry out programs by public or private nonprofit agencies, organizations, and institutions be made only if the applicable local educational agency has been consulted and has had an opportunity to comment upon the application, that the application be approved only if the consultation has taken place, and that the application contain a description of the cooperative arrangements that have been made to deliver services to adult students.”

Grants to public or private nonprofit agencies could only be made if proof was submitted of consultation with local education agencies.

Opportunities for Indian Adults

The Amendments authorized the Commissioner to make grants to Indian tribes, institutions, and organizations to develop and establish educational services and programs to improve educational opportunities for Indian adults.

Special Programs for Indochina Refugees

The Amendments authorized a state grant program for education of Indochinese refugees, subject to separate appropriation.

Special Programs for Adult Immigrants

This grant program required a separate appropriation and stipulated that 50 percent of that appropriation be spent on private nonprofit providers.

Appropriations and Allotments

An authorization of \$210,000,000 was appropriated for fiscal year 1979; \$230,000,000 for 1980; \$250,000,000 for 1981; \$270,000,000 for 1982; and \$290,000,000 for 1983 to carry out provisions of this Title. Further authorizations were not to exceed 5 percent of the sum appropriated for programs to pay costs of administration and development of state plans. Not more than 20 percent of the funds granted to any state for any fiscal year was to be used for the education of institutionalized individuals.

The Northern Mariana Islands were added to the possessions and territories included in the not more than 1 percent of the total appropriation to be allotted by the U.S. Commissioner of Education. (The Secretary of Education assumes this authority under Public Law 96-88 establishing the Department of Education.)

The amount provided to a state was not to be less than \$50,000 for any fiscal year except \$25,000 for Guam, American Samoa, the Virgin Islands, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands. The federal share was to be no more than 90 percent of the cost of carrying out states' programs with the exception of Guam, American Samoa, the Virgin Islands, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands.

State Provisions

State Plans

Efforts to broaden involvement of a variety of resources in the state programs caused the state plan section to be amended under P.L. 95-561, Sec 306. Revision of requirements included the need for states to:

- Describe how delivery of adult education services would be significantly expanded beyond schools.
- Describe how different populations (i.e., those with limited English proficiency and institutionalized adults) and constituencies (i.e., businesses, labor unions, libraries, higher education institutions, public health authorities, poverty programs, community organizations) had been included in development of the plan.

- Describe state efforts in expanding participation in adult education programs by providing flexible hours and locations, transportation, and child care.
- Provide special emphasis on basic education and assistance to individuals with limited English proficiency.
- Provide that special assistance be given to persons with limited English proficiency by providing a bilingual adult education program of instruction in English.
- Demonstrate that the needs of adult immigrants had been considered.
- Indicate the state criteria for evaluating local proposals.

State Administration

State plan requirements indicated that administration of programs should be provided by the state education agency.

State Leadership Activities Not applicable

Local Provisions

Grants and Contracts

The Commissioner was authorized to enter into grants or contracts with state and local agencies and other public or private nonprofit agencies, organizations, or institutions to provide programs of adult education and adult basic education for adult immigrants in need of services. The Commissioner was to pay all costs of application approved for grants or contracts regarding education and immigrant adults. Not less than 50 percent of the funds appropriated was to be used by the Commissioner to enter contracts.

Local Application

Applicants were first to submit an application to the state education agency. The state agency was to review the applications and make recommendations to the Commissioner regarding the quality of the applications.

Local Administrative Costs Not applicable

General Provisions

National Leadership Activities Not applicable

Administrative Provisions

Additionally, under Section 309(a), the Commissioner was authorized, subject to appropriation, to conduct a variety of activities that were listed in a new section. These activities included awarding grants that would develop methods to address “problems of national significance,” evaluating special projects and training programs, and disseminating information about adult basic education through a clearinghouse.

Appropriations authorized for these purposes were \$1,500,000 for the fiscal year ending September 30, 1980, \$2,000,000 for the fiscal year ending September 30, 1981, and \$3,000,000 for each succeeding fiscal year prior to October 1, 1983.

Federal Allocation for Program During Fiscal Year

| Funding/Enrollment | FY1979 |
|---------------------------|---------------|
| State Grant Program | \$90,750,000 |
| Total Enrollment | 1,806,300 |

Educational Amendments of 1984: Title I—Adult Education Act Amendments (P.L. 98-511)

Purpose

The Educational Amendments of 1984 extended the authorization of appropriations for certain educational programs assisting groups such as students with limited English proficiency, Indian students, women, and adults^{xxi} in need of acquiring basic literacy skills. This included the Adult Education^{xxii} Act. Title I of the legislation amended the Adult Education Act; under Title I, the statement of purpose was expanded to include a national priority on literacy.

Highlights

- Expanded the basic purpose to include a national priority on literacy.
- Replaced the Commissioner with the Secretary of Education.
- Authorized grants to for-profit agencies under certain conditions.

Legislative History

- S.2496 introduced by Senator Quayle (Indiana)—March 29, 1984.
- Referred to Committee on Labor and Human Resources—May 23, 1984.
- Passed in Senate—June 28, 1984.
- Passed in House—July 26, 1984.
- Resolution of difference between House and Senate—July 26, 1984, and September 24, 1984, respectively.
- Conference Report 98-1128 filed in House—October 2, 1984.
- Report agreed upon in Senate—October 3, 1984.
- Report agreed upon in House—October 4, 1984.
- **Signed by President Reagan, became Public Law 98-511—October 19, 1984**

Federal Provisions

Grants to States^{xxiii}

- The Amendments authorized grants to for-profit agencies only if they could “*make a significant contribution to obtaining objectives of this Act*” and provide a substantially equivalent education at a lesser cost or provide services and equipment not available in public institutions. State education agencies or eligible applicants were required to enter a contract if a for-profit agency was carrying out a program to establish or expand adult education.
- The legislation authorized use of funds to support a state advisory council that assisted the state agency in carrying out programs under the legislation.

^{xxi} For this legislation, the definition of adult was expanded to include individuals 16 years and older and those beyond the age of compulsory school attendance under state law.

^{xxii} The definition of adult education was amended to “*instruction or services below the college level for adults who do not have the basic skills to enable them to function effectively in society, or a certificate of graduation from a school providing secondary education (and who have not achieved an equivalent education).*”

^{xxiii} This includes the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Northern Mariana Islands, and the Trust Territory of the Pacific Islands.

- Discretionary funds were made available to the Department of Education for research, development, demonstration projects, dissemination, and evaluation.

Appropriations and Allotments

- No state was to be allotted in any fiscal year beginning September 30, 1984, an amount less than the state received for fiscal year 1984.
- The legislation authorized an appropriated \$140,000,000 for fiscal year 1985 and such sums as might be necessary for fiscal years 1986-1988.
- The Secretary was authorized to set aside funds (no more than 5%).

State Provisions

State Plans

State plans were to be amended to provide information about the state's adult education students, programs, expenditures, and goals, or any other assurance or information required by the Secretary. States also were required to maintain the previous year's level of funding, but the Secretary could waive this for one year.

State Administration

State plan requirements indicated that administration of programs should be provided by the state education agency.

State Leadership Activities

States could use funds to support a state advisory council to assist the state education agency in planning, implementing, or evaluating programs under this Act.

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions

National Leadership Activities Not applicable

Administrative Provisions

The Secretary was authorized to set aside funding to support applied research, development, demonstration, dissemination, evaluation, and related activities to improve and expand adult education. These activities might include programs for the elderly or immigrant adults, evaluation of educational technology and computer software for providing adult instruction, and support for exemplary cooperative adult education programs combining the resources of businesses, schools, and community organizations. These activities could be supported through grants or contracts.

In addition, the Director of the National Institute of Education could use available funds set aside to support research on special needs of individuals requiring adult education.

Federal Allocation for Program During Fiscal Year

| Funding/Enrollment | FY1985 |
|---------------------|---------------|
| State Grant Program | \$101,963,000 |
| Total Enrollment | 2,879,125 |

Augustus F. Hawkins-Robert T. Stafford Elementary and Secondary School Improvement Amendments of 1988: Sec. 2012, Title II—Amendments to Other Educational Programs, Part B—Adult Education Amendments of 1988 (P.L. 100-297)

Purpose

The purpose of this legislation was to improve elementary and secondary education. It amended the Adult Education Act, also known as Title III (Adult Education Programs) of the Elementary and Secondary Education Act Amendments of 1966, to revise and reauthorize AEA programs. Another purpose of the legislation was to require the Department of Education to submit a report on (1) the definition of literacy^{xxiv} and (2) the nature and extent of literacy of adults in the nation.

Highlights

- Revised the definition of “adult education” to limit it to adults: (1) who were not enrolled in secondary school; (2) who were not currently required to be enrolled in school; and (3) whose lack of mastery of basic skills resulted in an inability to speak, read, or write the English language that constituted a substantial impairment of their ability to obtain or retain employment commensurate with their real ability.
- Defined “educationally disadvantaged adult” as one who demonstrated basic skills at or below a fifth-grade level or had been placed in the lowest or beginning level of an adult education program that did not use grade-level equivalencies to measure basic skills.
- Created workforce literacy grants.
- Created English literacy grants.
- Strengthened evaluation requirements for state adult education programs.

Legislative History

- H.R.5 introduced by Congressman Hawkins (California) and referred to the House Committee on Education and Labor—January 6, 1987
- Reported to House (amended) by House Committee on Education and Labor, Report No. 100-95—May 15, 1987.
- Passed/agreed upon in House (amended)—May 21, 1987.
- Referred to Committee on Labor and Human Resources; reported to Senate by Senator Kennedy without amendment, without written report—November 19, 1987.
- Passed/agreed upon in Senate; passed Senate in lieu of S. 373 with an amendment—December 1, 1987.
- Conference Report No. 100-567 filed in House—April 13, 1988.
- Resolving differences—House actions: House concurred with Senate amendments—April 19, 1988.

^{xxiv} Literacy was defined as using printed and written information to function in society, to achieve one’s goals, and to develop one’s knowledge and potential.

- Resolving differences—Senate actions: Senate agreed to House amendment to Senate amendment—April 20, 1988.
- **Signed by President Reagan, became Public Law 100-297—April 28, 1988.**

Federal Provisions

Grants to States

The following provisions were made under the Amendments:

- Authorized grants to states to assist in funding adult education programs, services, and activities.
- Allowed AEA programs with persons with limited English proficiency to be conducted in the native language, if necessary; programs were to be coordinated with federally assisted bilingual education and bilingual vocational education programs.
- Established the National Workplace Literacy Partnership Program, allowing demonstration grants to exemplary education partnerships for workplace literacy to cover 70 percent of the cost of adult education programs teaching literacy skills needed in the workplace through partnerships between specified public and private entities.
- Established the English Literacy Grants Program for individuals with limited English proficiency, including support services. Fifty percent of funds were required to be used for programs operated by community-based organizations.
- Established a program of research and development to identify and evaluate promising and innovative methods for adult education, and new requirements for improved planning and evaluation of state adult education programs.
- Included and funded research and special demonstration projects, including establishment of a national clearinghouse on literacy and a focus on special needs of adults with learning disabilities, those with limited English proficiency, and homeless persons. At least 10 percent of a state's allotment was to be used for special experimental demonstration projects and teacher training.
- Authorized funds for the cost of educational programs (e.g., basic education, special education, bilingual education, and secondary school programs) for criminal offenders in corrections institutions and for other institutionalized individuals.
- Added categorical programs that worked with commercial drivers to increase their knowledge to complete test requirements and for migrant farmworkers and immigrants.

Appropriations and Allotments

- Authorized appropriation of \$200,000,000 with each state receiving at least \$250,000 and the rest of the funding to be distributed on the basis of the previously used ratio. This substantially increased the amount of federal funds available.
- The federal share of the costs decreased gradually to 75 percent by fiscal year 1992 and after. A cap was placed on local administrative spending at 5 percent, with 95 percent of grants to be used for instructional costs. This cap was open for negotiation if the amount was insufficient for adequate planning, administration, evaluation, and coordination of programs. States were mandated to cap their administrative costs at 5 percent or \$50,000, whichever was greater.
- If the appropriated amount in any fiscal year exceeded \$108,000,000, not more than \$3,000,000 could be reserved to carry out national programs.

State Provisions

State Plans

Procedural changes were made in the filing of state plans. States were required to submit plans and applications for FY1989 and each fourth fiscal year thereafter. States were required to describe how volunteers would be used and trained, but volunteers were to be “supplement” and not salaried employees.

The Amendments set forth: (1) procedures required in formulating state plans, including meeting with the advisory council and conducting public hearings; (2) required assessments to be made of the needs of eligible adults; (3) required components of the plan; and (4) assurances to be provided in state applications. The Secretary was required to approve applications within a specified period of time.

State Administration

The Amendments set forth the responsibilities for carrying out the AEA. These responsibilities included:

- Development, submission, and implementation of state applications and plans.
- Consultation with the state advisory council.
- Assignment of personnel necessary for administration of programs.
- Assignment of a state advisory council, if a suitable one did not exist, on adult education, appointed by the governor; state advisory council requirements were specified.

Each state agency was required to submit annual data on grant recipients during the four-year period of the state plan. State administrative costs were not to be more than 5 percent of a state's grant, or \$50,000, whichever was greater.

State Leadership Activities

It was the responsibility of the state education agency to consult with the state advisory council in planning, administration, evaluation, and coordination of the programs funded under this Title.

Local Provisions

Grants and Contracts

Grants to states could be carried out with public or private nonprofit agencies, organizations, and institutions only if the applicable local education agency had been consulted with and had an opportunity to comment on the application. For-profit organizations that could make a significant contribution to attaining the objectives of the Adult Education Act were eligible recipients (allowed under 1984 revisions) but were restricted to participation in a consortia.

Local Application

Local applications were to provide information considered by the state education agency to be necessary, including:

- Description of current programs, activities, and services receiving assistance from federal, state, and local sources.
- Cooperative arrangements made for the purpose of adult education programs, services, or activities.

Upon review of applicants, the state education agency was required to give preference to applicants who had demonstrated or could demonstrate a capability to recruit and serve educationally disadvantaged adults.

Local Administrative Costs

- Not less than 10 percent of funds paid to a state were to be used for corrections education and education for institutionalized adults.
- Not more than 20 percent of a state's allotment could be used for programs that were equivalent to a certificate of graduation from a secondary school.
- At least 95 percent of funds were to be used for provision of adult education instructional activities, while remaining funds could be used for administrative costs. The state agency could negotiate with the local recipient

costs in the event that cost limits were insufficient for adequate planning, administration, evaluation, and coordination of programs.

General Provisions

National Leadership Activities

The Secretary was authorized to support applied research, development, demonstration, dissemination, evaluation, and related activities to improve and expand adult education. These included establishment of a national clearinghouse.

Administrative Provisions

- This legislation gave the Secretary responsibility for providing an information network.
- The Secretary was mandated to develop a definition of literacy within two years and to conduct a study to estimate the number of illiterate people in the United States.

Federal Allocation for Program During Fiscal Year

| Funding/Enrollment | FY1988 |
|------------------------------------|---------------|
| Appropriation: State Grant Program | \$134,036,000 |
| Total Enrollment | 3,039,430 |

National Literacy Act of 1991 (P.L. 102-73)

Purpose

The purpose of this legislation was to establish new literacy programs and enhance literacy and basic skills of adults to ensure that all adults in the United States could acquire basic skills necessary to function effectively and achieve the greatest possible opportunity in their work and their lives, and to strengthen and coordinate adult literacy programs.

Highlights

- Devised definition for literacy^{xxv} (after two years of study).
- Authorized state literacy resource centers.
- Created national workforce demonstration projects.
- Established literacy programs for incarcerated individuals.
- Created “indicators” of program quality.
- Required “Gateway Grants” to public housing authorities.
- Established the National Institute for Literacy and the National Institute Board.

Legislative History

- H.R.751 was introduced by Representative Thomas Sawyer (Ohio) with 67 Representatives (cosponsors)—January 30, 1991.

^{xxv} Literacy is defined as an individual's ability to read, write, and speak in English, and compute and solve problems at levels of proficiency necessary to function on the job and in society to achieve one's goals and develop one's knowledge and potential.

- Reported (amended) by the House Committee on Education and Labor—March 18, 1991.
- Passed House—March 19, 1991.
- Passed Senate with changes—June 26, 1991.
- **Signed by President George H. W. Bush and became Public Law 102-73—July 25, 1991.**
- Final rules and regulations were approved—June 1992.

Federal Provisions

Grants to States

- Revised use of funds under the AEA basic state grants program to require that funds be used for competitive two-year Gateway Grants to public housing authorities for literacy programs and related activities. Evaluation and reporting requirements were mandated.
- Authorized a matching grants program for adult education programs that increase the literacy skills of eligible commercial drivers so that they might successfully complete the knowledge test requirements under the Commercial Motor Vehicle Safety Act of 1986.
- Included training programs for teachers and school counselors to identify, particularly in the early grades, students with reading and related problems that place them at risk for adult illiteracy.
- Created national workforce demonstration projects and required the Secretary to provide awards for exemplary demonstration partnerships for workplace literacy, giving the priority to small businesses.
- Provided one or more annual awards for correctional education programs for inmate education and literacy.
- Required that the Secretary, within one year, create indicators of program quality to be used by state and local programs as models to measure program success, including accomplishments in recruiting and retaining students and improving their literacy skills.

Appropriations and Allotments

An appropriation of \$15,000,000 for each fiscal year (1992–1995) was authorized for operation of the NIFL. Appropriations to the Secretary, the Secretary of Labor, the Secretary of Health and Human Services, or any other Department that performs for the authorized purposes of the NIFL were authorized.

State Provisions

State Plan

States were required to modify plans to indicate measurable goals for improving literacy levels, retention, and long-term learning gains, and to describe a comprehensive approach to achieving those goals.

State Administration

State plan requirements indicated that administration of programs should be provided by the state education agency.

State Leadership Activities

The Act authorized the Secretary of Education to provide grants for establishing a network of state or regional adult literacy resource centers. Applications had to be submitted and approved to receive funds for establishing state literacy resource centers.

- Up to 80 percent of funds were appropriated for each of the first two fiscal years in which a state received funds, up to 70 percent for the third and fourth fiscal years, and up to 60 percent for the fifth and succeeding fiscal years.
- States could enter into an interstate agreement to develop and operate a regional adult literacy resource center, if appropriate.

Local Provisions

Grants and Contracts

The Chief Executive Office of each state receiving funding was required to contract on a competitive basis with the state or local educational agency or office, volunteer organization, community-based organization, higher education institution, or other nonprofit to operate a state literacy resource center. Applicants could not participate in review of their own applications. Funds were to be used to perform literacy-related services.

Local Application Not applicable

Local Administrative Costs Not applicable

General Provisions

National Leadership Activities

National Workforce Literacy Assistance Collaborative

The Title amended the AEA and established a National Workforce Literacy Assistance Collaborative to be administered by the Department of Labor. This national workforce literacy strategy aimed to provide small and medium-sized businesses with technical assistance in developing and implementing literacy programs. The Secretary was authorized to reserve a specific amount, whenever appropriations for workforce literacy partnership grants would exceed a certain level, to establish a program of grants for large-scale national workforce literacy strategies.

National Institute for Literacy and the National Institute Board

The National Institute for Literacy was established to act as “*a central repository of information and expertise for federal programs, agencies, and also for Congress, the states, program providers, business, and industry.*” The NIFL was authorized to award fellowships to outstanding individuals pursuing careers in adult education or literacy.

The National Institute Board was established and was to consist of ten members appointed by the President who represented entities or groups from literacy organizations and providers of literacy services. The Board was to make recommendations concerning the appointment of the NIFL Director and provide advice on operation of the Institute.

Administrative Provisions Not applicable

Federal Allocation for Program During Fiscal Year

| Funding/Enrollment | FY1991 |
|------------------------------------|---------------|
| Appropriation: State Grant Program | \$240,777,000 |
| Total Enrollment | 3,722,818 |

Workforce Investment Act of 1998: Title II—Adult Education and Family Literacy Act (P.L. 105-220)

Purpose

The purpose of the 1998 Workforce Investment Act was to consolidate, coordinate, and improve employment, training, literacy, and vocational rehabilitation programs in the United States. Title

II—the Adult Education and Family Literacy Act—aimed to create a partnership among the Federal Government, states, and localities to provide, on a voluntary basis, adult education and literacy services to assist adults: (1) to become literate and obtain the knowledge and skills necessary for employment and self-sufficiency; (2) to obtain the educational skills necessary to become full partners in the educational development of their children; and (3) in the completion of secondary school education.

Highlights

- Reauthorized adult education and literacy programs for fiscal years 1999–2003.
- Replaced the Adult Education Act, the National Literacy Act of 1991, and other adult education and literacy programs.
- Authorized appropriations for adult education and literacy programs.
- Created state and local Workforce Investment Boards to set policy, guide implementation, and provide oversight to the local workforce development system.

Legislative History

- H.R. 1385 (initially, the Employment, Training and Literacy Enhancement Act) introduced by Representative Howard P. McKeon (California) and 6 cosponsors and referred to the Committee on Education and the Workforce—April 17, 1997.
- Passed House—May 16, 1997.
- Passed Senate with changes—May 05, 1998.
- Between introduction in April 1997 and passage of the WIA in August 1998, 33 amendments and/or House remarks were made to the bill in the first session, and 13 amendments and recorded votes took place in the second session between May and August 1998 (H.R. 1385, 1997).
- Passage of the Workforce Investment Act—August 1998.
- **Signed by President Clinton and became Public Law 105-220—August 7, 1998.**

Federal Provisions

Grants to States

This legislation directed the Secretary of Education to reserve portions of adult education and literacy funds for: (1) the National Institute for Literacy; (2) national leadership activities; and (3) incentive grants. The remainder of funds for grants was to be allotted to eligible state agencies.

A performance accountability system or measure was established to assess the effectiveness of eligible state agencies in achieving continuous improvement of adult education and literacy activities funded under this Subtitle.

Appropriations and Allotments

Specific percentages for distribution of state grant funds to eligible providers (including programs for corrections education and education of other institutionalized individuals), state leadership activities, and administrative expenses of eligible state agencies were designated:

- The state share requirement was set at 25 percent of the total amount expended for adult education in the state. The Secretary was authorized to decrease a 12 percent required share with respect to an outlying area.
- The eligible agency was required to use reserved funds for one or more specified state leadership activity in adult education and literacy.
- The set-aside for special experimental demonstration projects and teacher training was reduced to not more than 12.5 percent.

- From the funding amount made available to the Republic of the Marshall Islands, the Federated States of Micronesia, and the Republic of Palau, the Secretary was authorized to award grants to Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, the Republic of the Marshall Islands, the Federated States of Micronesia, or the Republic of Palau.
- The Secretary was authorized to award competitive grants pursuant to recommendations from the Pacific Region Educational Laboratory (Hawaii); not more than 5 percent of funds could pay for administrative costs of the Pacific Region Educational Laboratory related to activities.

State Provisions

State Plans

- The Act required that five-year state plans be submitted from eligible agencies as a condition for grants. The eligible agency could submit such a state plan as part of a comprehensive plan or application for federal education assistance. The legislation set forth requirements for state plan contents and approval procedures.
- Requirements were set forth for adult education and literacy programs for corrections education and education of other institutionalized individuals.
- The legislation was not to affect or construe home school or compel a parent engaged in home schooling to participate in an English literacy program, family literacy services, or adult education.

State Administration

Eligible agencies were to be responsible for state administration of programs funded by this Subtitle. When implementing policies related to administration of state leadership-related activities not otherwise imposed under federal law, the state or outlying area was required to identify the policies as being state- or outlying-area-imposed.

State Leadership Activities

Each eligible agency was required to use funds for one or more adult education and literacy activity such as: (1) establishment or operation of professional development programs to improve the quality of instruction provided (e.g., phonics), (2) technical assistance to providers of adult education and literacy activities, (3) technology assistance, (4) support of state regional networks of literacy resource centers, (5) monitoring and evaluation, (6) incentives, (7) development and dissemination of curricula, (8) other activities having a statewide significance, (9) coordination with existing support services (e.g., transportation, child care), (10) integration of literacy instruction and occupational training, and (11) linking of postsecondary educational institutions.

Local Provisions

Grants and Contracts

This Subtitle allowed state grant funds to be awarded to eligible local agencies to develop, implement, and improve adult education and literacy activities.

Local Application

Local application requirements and administrative cost limits were set forth.

Local Administrative Costs

At least 95 percent of funds were to be expended on conducting adult education and literacy activities, while remaining funds (5% or less) could be used for planning, administration, personal development, and interagency coordination.

General Provisions

National Leadership Activities

General provisions set forth related to national leadership activities included:

- Revision of requirements for the National Institute for Literacy (currently under AEA), to be governed by an interagency group consisting of the Secretary and the Secretaries of Labor and of Health and Human Services. The Institute’s Board was renamed its Advisory Board.
- Direction that the Secretary establish a program of specified national leadership activities for adult education.

Administrative Provisions

Administrative provisions relating to supplementation of other funds and maintenance of effort were set forth.

Federal Allocation for Program During Fiscal Year

| Funding/Enrollment | FY1998 |
|------------------------------------|---------------|
| Appropriation: State Grant Program | \$360,551,000 |
| Total Enrollment | 4,020,550 |

Section 2: Workforce Investment Act—History of Reauthorization Bills

History of Workforce Investment Act Reauthorization Bills

Legislative History (2003–2004, 108th Congress)

Workforce Reinvestment and Adult Education Act of 2003

- H.R.1262 introduced by Representative McKeon (California) and 7 cosponsors—March 13, 2003.

Workforce Investment Act Amendments of 2003

- S.1627 introduced by Representative Enzi (Wyoming) and 3 cosponsors—September 17, 2003.

Legislative History (2005–2006, 109th Congress)

Job Training Improvement Act of 2005

- H.R.27 introduced by Representative McKeon (California) and 15 cosponsors—January 4, 2005.

Workforce Investment Act Amendments of 2005

- S.1021 (Senate version of H.R.27) introduced by Representative Enzi (Wyoming) and 1 cosponsor—May 21, 2005.

Lifetime of Education Opportunities Act of 2005

- S.9 introduced by Representative Enzi (Wyoming) and 2 cosponsors—January 24, 2005.

Legislative History (2007–2008, 110th Congress)

Workforce Investment Improvement Act of 2007

- H.R.3747 introduced by Representative McKeon (California) and 7 cosponsors—October 4, 2007.
- H.R.3747 amended and renamed WIA Title II as the Adult Education, Basic Skills, and Family Literacy Education Act.
- H.R.3747 reintroduced as H.R.4271—2009.
- H.R.3747 reintroduced as H.R.2295—2012.

Legislative History (2009–2010, 111th Congress)

Adult Education and Economic Growth Act of 2009

- S.1468 introduced by Representative Webb (Virginia) and 1 cosponsor; referred to Committee—July 16, 2009.
- S.1468 reintroduced as H.R.2226—2011.

- S.1468 reintroduced as S.2117—2012.
- H.R.3238 introduced by Representative Kennedy (Rhode Island) and 30 cosponsors and referred to House Committee on Education and Labor and House Ways and Means Committee—July 16, 2009.
- H.R.3238 referred to Subcommittee on Higher Education, Lifelong Learning, and Competitiveness—October 22, 2009.

Workforce Investment Improvement Act of 2009

- H.R.4271 introduced by Representative Guthrie (Kentucky) and 8 cosponsors and referred to House Committee on Education and Labor—December 16, 2009.
- H.R.4271 reintroduced as H.R.2295—2011.

Legislative History (2011–2012, 112th Congress)

Senate discussion of draft Workforce Investment Act of 2012

- (never introduced)—June 9, 2011.

Workforce Investment Improvement Act of 2011

- H.R.2295 introduced by Representative McKeon (California) and 7 cosponsors and referred to House Committee on Education and the Workforce—June 22, 2011.
- H.R.2295 referred to Subcommittee on Higher Education and Workforce Training—September 8, 2011.

Adult Education and Economic Growth Act of 2011

- H.R.2226 introduced by Representative Hinojosa (Texas) and 22 cosponsors and referred to Committee on Education and the Workforce and Committee on Ways and Means—June 16, 2011.
- H.R.2226 referred to Subcommittee on Higher Education and Workforce Training—September 9, 2011.

Streamlining Workforce Development Programs Act of 2011

- H.R.3610 introduced by Representative Foxx (North Carolina) and 8 cosponsors—December 8, 2011.

Local Job Opportunities and Business Success Act of 2011

- H.R.3611 introduced by Representative Heck (Nevada) and 7 cosponsors—December 8, 2011.

Adult Education and Economic Growth Act of 2012

- S.2117 introduced by Representative Webb (Virginia) and 2 cosponsors; referred to Senate committee. Status: read twice and referred to the Committee on Finance—February 16, 2012.

Workforce Investment Act of 2012

- H.R.4227 introduced by Representative Tierney (Massachusetts) and 55 cosponsors and referred to House Committee on Education and the Workforce—March 20, 2012.
- H.R.4227 referred to Subcommittee on Higher Education and Workforce Training—September 26, 2012.
- H.R.4227 reintroduced as H.R.798—2013.

Workforce Investment Improvement Act of 2012

- H.R.4297 introduced by Representative Foxx (North Carolina) and 6 cosponsors—March 29, 2012.
- H.R.4297 reported (amended) by Committee on Education and the Workforce, House Report No. 112-669, Part 1—December 5, 2012.
- H.R.4297 discharged by Committees on Judiciary, Agriculture, Energy and Commerce, and Transportation—December 5, 2012.
- H.R.4297 discharged by Committee on Veterans' Affairs—December 14, 2012.
- H.R.4297 placed on Union Calendar, No. 513—December 14, 2012.

Legislative History (2013–2014, 113th Congress)

Workforce Investment Act of 2013

- H.R.798 introduced by Representative Tierney (Massachusetts) and 51 cosponsors and referred to House Committee on Education and the Workforce—February 15, 2013.
- H.R.798 referred to Subcommittee on Higher Education and Workforce Training—April 23, 2013.
- H.R.798 introduced by Representatives Tierney, Hinojosa, and Miller—February 15, 2013.

Supporting Knowledge and Investing in Lifelong Skills Act

- H.R.803 introduced by Congressman Foxx and 23 cosponsors—February 25, 2013.
- Introduced in House—February 25, 2013.
- Reported (amended) by Committee on Education and the Workforce, House Report No. 113-14, Part 1—March 12, 2013.
- Passed/agreed upon by House—March 13, 2013.
- Referred to Senate committee; received in Senate and read twice and referred to Committee on Health, Education, Labor, and Pensions—March 18, 2013.

Purpose and Highlights

- Revises the entire Title II of WIA—Adult Education and Family Literacy Education.
- Further defines “*adult education and family literacy education programs*” to include academic instruction and educational services below postsecondary level that increase the ability to read, write, and speak English, and perform math skills to function effectively in society.
- For the purpose of this legislation, defines adults targeted to include those 16 and older who are not enrolled or required to be enrolled in secondary school under state law, do not have secondary school diplomas or equivalency, or are English learners (term changed from “*individual of limited English proficiency*”).
- Extends authorization of appropriations through FY2014–FY2020.
- Increases mandatory reservation of funds and revises requirements for national activities involved in adult education, English language acquisition, and family literacy education programs.
- Revises and establishes performance measure requirements, including those for local eligible providers.
- Revises requirements for state plans involving contract duration, plan content, and application submission and approval process.
- Repeals the mandate for a National Institute for Literacy.

Workforce Investment Act of 2013

- S.1356 introduced by Senator Murray (Washington) and 3 cosponsors; read twice and referred to Committee on Health, Education, Labor, and Pensions—July 24, 2013.
- Committee on Health, Education, Labor, and Pensions; ordered to be reported favorably—July 31, 2013.

Purpose and Highlights

- The purpose of the Act is to amend the WIA of 1998 to strengthen the U.S. workforce development system through innovation in, and alignment and improvement of, employment, training, and education programs in the United States, and to promote individual and national economic growth, as well as other purposes.
- Under Title III—Adult Education and Family Literacy Act—the purpose of the Act is further defined: “*to create a partnership among the Federal Government, states, and localities to provide, on a voluntary basis, adult education and literacy activities to: (1) assist adults to become literate and obtain the knowledge and skills necessary for employment and economic self-sufficiency; (2) assist adults who are parents or family members to obtain the education and skills necessary to become full partners in the educational development of their children; (3) assist adults in attaining secondary school diplomas and in the transition to postsecondary education and training through career pathways; and (4) assist immigrants and other individuals who are*

English language learners in improving reading, writing, speaking, English comprehension skills, and math skills and acquiring an understanding of the American system of Government, individual freedom, and the responsibilities of citizenship.”

- Title III authorizes grants to states for adult education and literacy programs (including programs for institutionalized individuals), authorizes appropriations (FY2014-FY2018), sets requirements for state (including use of funds for state leadership activities) and local provisions for carrying out grants made under the Act, gives the Secretary responsibilities for national leadership activities, and provides funding for integrated English literacy and civic education.

Adult Education and Economic Growth Act (2013)

- S.1400 introduced by Senator Reed (Rhode Island) and 1 cosponsor and referred to Senate committee; read twice and referred to Committee on Finance—July 30, 2013.

Highlights of the Workforce Reinvestment and Adult Education Act, Workforce Investment Act Amendments, Job Training Improvement Act of 2005, Lifetime of Education Opportunities Act of 2005, Workforce Investment Improvement Act

Purpose

- Reauthorizes WIA of 1998, Title II—Adult Education and Family Literacy Act.
- Includes adults in transition to postsecondary education and immigrants and others with limited English proficiency in improving reading, speaking, and math skills and understanding the U.S. free enterprise system, individual freedom, and citizenship responsibilities.
- Revises definitions of adult education, literacy activities, and English language acquisition.
- Requires eligible activities to include math skills programs and workplace literacy programs.
- Requires that eligible providers demonstrate effectiveness.

Federal Provisions

Grants to States

- Authorizes the Secretary to make grants for integrated English literacy and civics education.
- Exempts home schools from AEFLA requirements.
- Sets new performance accountability requirements, including program indicators and a program improvement plan.

Appropriations and Allotments

- Extends authorization of appropriations for AEFLA programs.
- Requires that no more than 15 percent of grants be used for state leadership activities and increases administrative set-aside amount.
- Reserves funds for National Institute for Literacy, national leadership activities, incentive grants, and integrated English literacy and civics education.

State Provisions

State Plans

The bill revises state plan requirements to provide for a four-year planning cycle (instead of five) and include information on how the state will:

- Address adult education and literacy needs in each workforce development area.
- Make eligible providers accountable for performance.
- Improve quality of teaching and instruction.

- Ensure that at least one grant is awarded to an eligible provider offering flexible schedules and coordination with necessary federal, state, and local support services.
- Include various stakeholders in the process of public comment on the state plan.
- Coordinate WIA-I and WIA-II state plans.
- Provide capacity building of adult education and literacy providers.
- Consult with state agencies responsible for postsecondary education to develop adult education programs and services and with those responsible for workforce development.
- Improve professional development of eligible providers.

State Administration

States are required to monitor administrative activities.

State Leadership Activities

State leadership activities are revised to include: technology applications; collaboration between agencies, including postsecondary institutions; coordination with mental health service activities to promote workplace literacy programs; scientifically based curricula; assessments to identify needs and capture gains of students in programs; and the requirement that programs meet the needs of individuals with disabilities, limited English proficiency, or other special needs.

Local Provisions

Grants and Contracts Not applicable

Local Application

- Local applications are required to include information on considerations required in making grants and contracts to eligible providers.

Local Administrative Costs

- Local providers can use the administrative cost allowance for professional development and development of measurable goals in reading, writing, speaking, and math.

General Provisions

National Leadership Activities

- National leadership activities are to be carried out by the Secretary of Education.
- Requirements for the National Institute for Literacy are revised to include: (1) participation in identification and dissemination of literacy-related information derived from scientific or rigorous research; (2) coordination with the Department of Education to assist states in pursuing implementation of standards-based education improvements for adults; and (3) identification of rigorous research on the effectiveness of instructional practices and organizational strategies related to literacy programs.

Administrative Provisions Not applicable

Section 3: Additional New Legislation on Adult Education and Literacy Since 2009

Families Learning and Understanding English Together Act

Purpose

The purpose of this Act is “to improve the literacy and English skills of limited English proficient individuals, and for other purposes.”

Highlights

- Competitive grants are made to providers of family literacy services.

Legislative History

- H.R.1224 (Families Learning and Understanding English Together Act of 2009) introduced by Representative Grijalva (Arizona) and 4 cosponsors and referred to House Committee on Education and Labor—February 26, 2009.
- H.R.1224 referred to Subcommittee on Higher Education, Lifelong Learning, and Competitiveness—April 22, 2009.
- H.R.2379 introduced (Families Learning and Understanding English Together Act of 2011) by Representative Grijalva (Arizona) and 2 cosponsors and referred to House Committee on Education and the Workforce—June 24, 2011.
- H.R.2379 reintroduced as H.R.2517 (Families Learning and Understanding English Together Act of 2013) introduced by Representative Grijalva (Arizona) and 1 cosponsor and referred to House Committee on Education and the Workforce—June 26, 2013.

Federal Provisions

Grants to States

- Authorizes grants to providers of family literacy services to improve the literacy and English skills of limited English proficient individuals who are parents or children in families where each parent is at least 16 years old and where at least one child is under age 8.

Appropriations and Allotments

- An authorization of \$50,000,000 is appropriated for fiscal years 2014 to 2018. Not more than 2 percent of funds should be used for annual evaluation and \$5,000,000, for technical assistance and training.
- Grants are not to be less than \$150,000 or more than \$1,000,000.

State Provisions

State Plan

The Act requires that grant recipients meet specified outcome measures.

State Administration Not applicable

State Leadership Activities Not applicable

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions Not applicable

National Leadership Activities

Administrative Provisions

Federal Allocation for Program During Fiscal Year Not applicable

Naturalized Citizens Assistance Act

Purpose

The purpose of this Act is to authorize awards for adult education and literacy programs for naturalized citizens.

Highlights

- Amends WIA of 1998, Title II on adult education and literacy programs.
- Requires that certain grants for adult education and literacy programs be used for programs of financial literacy education for newly naturalized citizens.

Legislative History

- H.R.2117 introduced by Representative Johnson (Texas) and 1 cosponsor and referred to House Committee on Education and Labor—April 27, 2009.
- H.R.2117 referred to Subcommittee on Higher Education, Lifelong Learning, and Competitiveness—June 4, 2009.

Federal Provisions Not applicable

Grants to States

Appropriations and Allotments

State Provisions Not applicable

State Plan

State Administration

State Leadership Activities

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions Not applicable

National Leadership Activities

Administrative Provisions

Federal Allocation for Program During Fiscal Year Not applicable

Strengthen and Unite Communities with Civics Education and English Skills Act

Purpose

The purpose of this Act is to strengthen communities through English literacy and civics education for new Americans.

Highlights

- Authorizes state leadership activities grants to be used to provide technical assistance to faith- and community-based organizations desiring grants under the Act (amends the Adult Education and Family Literacy Act).

Legislative History

- H.R.3249 (Strengthen and Unite Communities with Civics Education and English Skills Act of 2009) introduced by Representative Honda (California) and 21 cosponsors and referred to Committee on Education and Labor and Committee on Ways and Means—July 17, 2009.
- S.1478 (Strengthen and Unite Communities with Civics Education and English Skills Act of 2009) introduced by Senator Gillibrand (New York) and 4 cosponsors and referred to Senate Committee on Finance—July 21, 2009.

Federal Provisions Not applicable

Grants to States

Appropriations and Allotments

State Provisions Not applicable

State Plan

State Administration

State Leadership Activities

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions Not applicable

National Leadership Activities

Administrative Provisions

Federal Allocation for Program During Fiscal Year Not applicable

National Adult Education and Family Literacy Week

Purpose

The purpose of this legislation is to designate a National Adult Education and Family Literacy Week.

Highlights

- Encourages support of communities in need of adult education and family literacy programs.

Legislative History

- H.RES.707 introduced by Representative Polis (Colorado) and 26 cosponsors on July 31, 2009; passed and agreed upon in House—October 6, 2009.
- H.RES.1472 introduced by Representative Polis (Colorado) and 20 cosponsors on June 24, 2009; passed and agreed upon in House—July 19, 2010.
- H.RES.385 introduced by Representative Polis (Colorado) and 8 cosponsors and referred to House Committee on Education and the Workforce—August 1, 2011.

- H.RES.756 introduced by Representative Polis (Colorado) and 16 cosponsors and referred to House Committee on Education and the Workforce—August 2, 2011.
- S.RES.258 introduced by Senator Murray (Washington) and 11 cosponsors; passed and agreed upon in Senate—September 7, 2011.
- S.RES.546 introduced by Senator Murray (Washington) and 9 cosponsors; passed and agreed upon in Senate—August 2, 2012.

Federal Provisions Not applicable

Grants to States

Appropriations and Allotments

State Provisions Not applicable

State Plan

State Administration

State Leadership Activities

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions Not applicable

National Leadership Activities

Administrative Provisions

Federal Allocation for Program During Fiscal Year Not applicable

Ready-to-Compete Act

Purpose

The purpose of this Act is to “*amend the Elementary and Secondary Education Act of 1965 and the Workforce Investment Act of 1998 to award grants to prepare individuals for the 21st century workplace and to increase America’s global competitiveness, and for other purposes.*”

Highlights

- Authorizes grants to public television stations that form partnerships with states, state workforce investment boards, or institutions of higher education to develop, disseminate, and provide online and on-air education and training services for adults (amends WIA of 1998).

Legislative History

- H.R.5477 (Ready-to-Compete Act) introduced by Representative Yarmuth (Kentucky) and 19 cosponsors and referred to House Committee on Education and Labor—May 28, 2010.
- H.R.3036 (Ready-to-Compete Act) introduced by Representative Yarmuth (Kentucky) and 15 cosponsors and referred to House Committee on Education and the Workforce—September 22, 2011.
- H.R.3036 referred to Subcommittee on Early Childhood, Elementary, and Secondary Education and Subcommittee on Higher Education and Workforce Training—November 18, 2011.
- H.R.2653 introduced by Representative Yarmuth (Kentucky) and 9 cosponsors and referred to House Committee on Education and the Workforce—July 11, 2013.

Federal Provisions

Grants to States

“The Secretary is authorized to award grants, on a competitive basis, to an entity that owns and operates a television public broadcast station, as defined in section 397(6) of the Communications Act of 1934, or a partnership of such entities, for the purpose of developing, disseminating, and providing online and on-air education and training services for adults, including adult education, adult literacy, high school equivalency test preparation, workforce training, and related outreach services that are priorities for the community.” An application by an entity must be submitted and approved by the Secretary.

Appropriations and Allotments

An amount of \$10,000,000 is appropriated for fiscal year 2014 and each of the five succeeding fiscal years. Not more than 5 percent of the amount received under the grant can be used for administrative costs.

State Provisions Not applicable

State Plan

State Administration

State Leadership Activities

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions Not applicable

National Leadership Activities

Administrative Provisions

Federal Allocation for Program During Fiscal Year Not applicable

Workforce Investments through Local Libraries Act (WILL Act)

Purpose

The purpose of this Act is to amend the WIA of 1998 to integrate public libraries into state and local Workforce Investment Boards.

Highlights

- Revises requirements for local and state Workforce Investment Boards and plans, including those involving adult education and literacy activities.
- Permits a human resource program (operated by a One-Stop partner) to include programs of employment and training activities, and adult education and literacy activities, provided by public libraries.
- Amends the Adult Education and Family Literacy Act to require an eligible provider receiving a grant or contract to develop, implement, and improve adult education and literacy activities to use the grant or contract to establish or operate one or more programs to promote digital literacy skills.
- Amends the WIA of 1998 to define “*digital literacy skills*” to mean the skills associated with using technology to enable users to find, evaluate, organize, create, and communicate information.

Legislative History

- H.R.1616 introduced by Representative Holt (New Jersey) and 8 cosponsors and referred to House Subcommittee on Higher Education and Workforce Training—May 20, 2011.
- H.R.113 introduced by Representative Holt (New Jersey) and 2 cosponsors and referred to House Subcommittee on Higher Education and Workforce Training—April 23, 2013.
- S.882 introduced by Senator Reed (Rhode Island) and 1 cosponsor and referred to Senate committee; read twice and referred to Committee on Health, Education, Labor, and Pensions—May 7, 2013.

Federal Provisions Not applicable

Grants to States

Appropriations and Allotments

State Provisions Not applicable

State Plan

State Administration

State Leadership Activities

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions Not applicable

National Leadership Activities

Administrative Provisions

Federal Allocation for Program During Fiscal Year Not applicable

Comprehensive Immigration Reform Act of 2011

Purpose

This bill is to provide for comprehensive immigration reform.

Highlights

- Amends the Adult Education and Family Literacy Act to allow state leadership activity grants to be used to provide technical assistance to faith- and community-based organizations.

Legislative History

- S.1258 introduced by Senator Menendez (New Jersey) and 11 cosponsors; referred to Senate committee; read twice and referred to Committee on the Judiciary—June 22, 2011.

Federal Provisions Not applicable

Grants to States

Appropriations and Allotments

State Provisions Not applicable

State Plan

State Administration

State Leadership Activities

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions Not applicable

National Leadership Activities

Administrative Provisions

Federal Allocation for Program During Fiscal Year Not applicable

Native Culture, Language, and Access for Success in Schools Act

Purpose

This Act establishes an American Indian Tribal College or University Adult Education and Family Literacy program (amends WIA of 1998).

Legislative History

- H.R.3568 (Native Culture, Language, and Access for Success in Schools Act) introduced by Representative Kildee (Michigan) and 16 cosponsors and referred to House Education and the Workforce and Committees on Ways and Means, and Agriculture—December 6, 2011.
- H.R.3568 referred to Subcommittee on Rural Development, Research, Biotechnology, and Foreign Agriculture—February 8, 2012.
- H.R.3568 referred to Subcommittees on Early Childhood, Elementary, and Secondary Education and Higher Education and Workforce Training—March 29, 2012.
- H.R.3569 (Native Culture, Language, and Access for Success in Schools Act) introduced by Representative Baca (California) and 45 cosponsors and referred to Committee on Education and the Workforce and, in addition, to Committees on Ways and Means, and Agriculture—December 6, 2011.
- H.R.3569 referred to Subcommittee on Rural Development, Research, Biotechnology, and Foreign Agriculture—February 8, 2012.
- H.R.3569 referred to Subcommittees on Early Childhood, Elementary, and Secondary Education and Higher Education and Workforce Training—March 29, 2012.
- S.1262 (Native Culture, Language, and Access for Success in Schools Act) introduced by Senator Akaka (Hawaii) and 3 cosponsors—June 23, 2011.
- Committee on Indian Affairs; placed on Senate Legislative Calendar under General Orders, Calendar No. 574—December 21, 2012.

Federal Provisions Not applicable

Grants to States

Appropriations and Allotments

State Provisions Not applicable

State Plan

State Administration

State Leadership Activities

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions Not applicable

National Leadership Activities

Administrative Provisions

Federal Allocation for Program During Fiscal Year Not applicable

Helping Individuals Return to Employment Act

Purpose and Highlights

The Act authorizes the Secretary of Labor to award grants to eligible entities to hire unemployed individuals age 16 and older to work (minimum of 20 hours per week) to benefit certain communities, including activities such as public works, beautification, historic restoration, tutoring, and adult education.

Legislative History

- H.R.3471 introduced by Congresswoman Tsongas (Massachusetts) and referred to House Committee on Education and the Workforce and Committee on Ways and Means—November 17, 2011.
- H.R.3471 referred to Subcommittee on Higher Education and Workforce Training, Subcommittee on Workforce Protections, and Subcommittee on Health, Employment, Labor, and Pensions—March 29, 2012.
- H.R.2204 introduced by Congresswoman Tsongas (Massachusetts) and referred to Committee on Education and the Workforce and Committee on Ways and Means—May 23, 2013.

Federal Provisions

Grants to States

The Secretary of Labor is authorized to make grants for hiring of unemployed individuals, 16 years and older, with priority to those who have not been employed for more than a year, to perform work that is beneficial to targeted communities.

Appropriations and Allotments

Appropriations to the Secretary of Labor are authorized for the purpose of this Act.

State Provisions Not applicable

State Plan

State Administration

State Leadership Activities

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions Not applicable

National Leadership Activities

Administrative Provisions

Federal Allocation for Program During Fiscal Year Not applicable

Strengthen and Unite Communities with Civics Education and English Development Act

Purpose

The purpose of the Act is “*to strengthen communities through English literacy and civics education for new Americans.*”

Highlights

- Provides grants to states for integrated English literacy, U.S. history, and civics education programs.
- Replaces “*individuals of limited English proficiency*” with “*English language learners*” (amends the Elementary and Secondary Education Act of 1965).
- Authorizes state leadership activities grants to be used to provide technical assistance to faith- and community-based organizations desiring grants under the Act (amends the Adult Education and Family Literacy Act).
- Establishes a national research and development center for adult education and literacy, or inclusion of adult education if a center for adult literacy already has been established.

Legislative History

- H.R.1617 (Strengthen and Unite Communities with Civics Education and English Development Act of 2011) introduced by Representative Honda (California) and 22 cosponsors and referred to House Subcommittee on Higher Education and Workforce Training—May 20, 2011.
- H.R.1617 reintroduced as H.R.1258 (Strengthen and Unite Communities with Civics Education and English Development Act of 2013) introduced by Representative Honda (California) and 9 cosponsors and referred to House Committee on Education and the Workforce—March 19, 2013.
- H.R.1258 referred to Subcommittee on Early Childhood, Elementary, and Secondary Education and Subcommittee on Higher Education and Workforce Training—April 23, 2013.

Federal Provisions

Grants to States

This Act authorizes grants to states for integrated English literacy, U.S. history, and civics education programs. Applications must be approved by the Chief of the Office of Citizenship and Immigrant Integration.

Appropriations and Allotments Not applicable

State Provisions

State Plan Not applicable

State Administration Not applicable

State Leadership Activities

State leadership activities grants are to be used to provide technical assistance to faith- and community-based organizations desiring grants under the Act (amends the Adult Education and Family Literacy Act).

Local Provisions

Grants and Contracts

Grants may be provided to local governments under the discretion of the Chief.

Local Application Not applicable

Local Administrative Costs Not applicable

General Provisions

National Leadership Activities

This Act authorizes establishment of a national research and development center for adult education and literacy, or inclusion of adult education if a center for adult literacy already has been established. It also requires the National Institute for Literacy to: (1) disseminate information regarding integrated English literacy, U.S. history, and civics education programs; and (2) study the effectiveness of distance learning or self-study programs for English language learners.

Administrative Provisions Not applicable or available

Federal Allocation for Program During Fiscal Year Not applicable

Building Upon Unique Indian Learning and Development Act

Purpose and Highlights

The Act authorizes appropriations for FY2014 (for use through FY2015) for scholarships and adult education and special higher education scholarships under the Snyder Act (P.L. 67-85).

Legislative History

- S.1131 introduced by Senator Udall (New Mexico) and 1 cosponsor and referred to Senate committee; read twice and referred to Committee on Indian Affairs—June 11, 2013.
- H.R.2367 introduced by Representative Lujan (New Mexico) and 3 cosponsors and referred to House Committee on Education and the Workforce—June 13, 2013.

Federal Provisions Not applicable

Grants to States

Appropriations and Allotments

State Provisions Not applicable

State Plan

State Administration

State Leadership Activities

Local Provisions Not applicable

Grants and Contracts

Local Application

Local Administrative Costs

General Provisions Not applicable

National Leadership Activities

Administrative Provisions

Federal Allocation for Program During Fiscal Year Not applicable

Appendix 5: Adult Education Congressional Appropriations, 1965-2011*

ADULT EDUCATION FUNDING HISTORY (\$ in 000s) page 1

| | <u>2011</u> | <u>2010</u> | <u>2009</u> | <u>2008</u> | <u>2007</u> | <u>2006</u> | <u>2005</u> | <u>2004</u> |
|---|------------------------|------------------------|------------------------|------------------------|------------------------|------------------------|-----------------------|-----------------------|
| Grants to States | 585,672 ^{15/} | 497,032 ^{14/} | 476,466 ^{13/} | 477,652 ^{12/} | 486,111 ^{11/} | 486,111 ^{10/} | 491,021 ^{1/} | 495,085 ^{2/} |
| Incentive Grants | 10,448 | 10,211 | 9,760 | 9,760 | 9,968 | 9,968 | 10,069 | 10,152 |
| English Literacy/Civics | | 75,000 | 67,896 | 66,710 | 67,896 | 67,896 | 68,582 | 69,135 |
| Subtotal, State Grants | 596,120 | 582,243 | 554,122 | 554,122 | 563,975 | 563,975 | 569,672 | 574,372 |
| National Programs | 11,323 | 11,346 | 6,878 | 6,878 | 9,005 | 9,005 | 9,096 | 9,169 |
| National Institute for Literacy | | | 6,468 | 6,468 | 6,583 | 6,572 | 6,638 | 6,692 |
| Community Technology Centers ^{8/} | | | | | | | | |
| Literacy Training of Homeless Adults | | | | | | | | |
| Workplace Literacy Partnerships | | | | | | | | |
| English Literacy Grants | | | | | | | | |
| Commercial Driver Literacy | | | | | | | | |
| State Literacy Resource Centers | | | | | | | | |
| One-time Adjustment to 22 Underpaid States/Outlying Areas | | 45,906 | | | | | | |
| Literacy Programs for Prisoners | | | | | | | | |
| TOTAL | 607,443 | 639,495 | 567,468 | 567,468 | 579,563 | 579,552 | 585,406 | 590,233 |

1/ includes \$52,167 for PREL Set-Aside (Section 211(e) of AEFLA)

2/ includes \$140,535 for PREL Set-Aside (Section 211(e) of AEFLA)

3/ includes \$120,240 for PREL Set-Aside (Section 211(e) of AEFLA)

4/ includes \$103,170 for PREL Set-Aside (Section 211(e) of AEFLA)

5/ includes \$81,294 for PREL Set-Aside (Section 211(e) of AEFLA)

6/ includes \$56,970 for PREL Set-Aside (Section 211(e) of AEFLA)

7/ includes 29,925 for PREL Set-Aside (Section 211(e) of AEFLA)

8/ The Community Technology Centers (CTC) Program was funded by ESEA - Improving America Schools Act of 1994. The program was administered by the Division of Adult Education and Literacy in the Office of Vocational and Adult Education.

9/ English Literacy Discretionary Program

10/ includes \$56,952 for PREL Set-Aside (Section 211(e) of AEFLA)

11/ includes \$61,257 for PREL Set-Aside (Section 211(e) of AEFLA)

12/ includes \$65,131 for PREL Set-Aside (Section 211(e) of AEFLA)

13/ includes \$68,618 for PREL Set-Aside (Section 211(e) of AEFLA)

14/ includes \$71,756 for PREL Set-Aside (Section 211(e) of AEFLA)

15/ includes \$74,580 for PREL Set-Aside (Section 211(e) of AEFLA)

* Source: U.S. Department of Education, Office of Vocational and Adult Education, Division of Adult Education and Literacy.

ADULT EDUCATION FUNDING HISTORY (\$ in 000s) page 2

| | <u>2003</u> | <u>2002</u> | <u>2001</u> | <u>2000</u> | <u>1999</u> | <u>1998</u> | <u>1997</u> | <u>1996</u> |
|---|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|----------------|----------------|----------------|
| Grants to States | 491,617 ^{3/} | 494,834 ^{4/} | 460,359 ^{5/} | 416,416 ^{6/} | 365,000 ^{7/} | 345,339 | 340,339 | 247,440 |
| Incentive Grants | 10,100 | 10,166 | 9,640 | 8,084 | | | | |
| English Literacy/Civics | 69,545 | 70,000 | 70,000 | 25,500 | | | | |
| Subtotal, State Grants | 571,262 | 575,000 | 539,999 | 450,000 | 365,000 | 345,339 | 340,339 | 247,440 |
| National Programs | 9,438 | 9,500 | 14,000 | 14,000 | 7,000 | 4,998 | 4,998 | 2,560 |
| National Institute for Literacy | 6,517 | 6,560 | 6,500 | 6,000 | 6,000 | 5,491 | 4,491 | 4,860 |
| Community Technology Centers ^{8/} | | 15,000 | 32,275 | 32,500 | 10,000 | | | |
| Literacy Training of Homeless Adults | | | | | | | | |
| Workplace Literacy Partnerships | | | | | | | | |
| English Literacy Grants | | | | | 7,000 ^{9/} | | | |
| Commercial Driver Literacy | | | | | | | | |
| State Literacy Resource Centers | | | | | | | | |
| One-time Adjustment to 22 Underpaid States/Outlying Areas | | | | | | | | |
| Literacy Programs for Prisoners | | | | | 4,723 | 4,723 | 4,723 | 4,723 |
| TOTAL | 587,217 | 606,060 | 592,774 | 502,500 | 399,723 | 360,551 | 354,551 | 259,583 |

1/ includes \$52,167 for PREL Set-Aside (Section 211(e) of AEFLA)

2/ includes \$140,535 for PREL Set-Aside (Section 211(e) of AEFLA)

3/ includes \$120,240 for PREL Set-Aside (Section 211(e) of AEFLA)

4/ includes \$103,170 for PREL Set-Aside (Section 211(e) of AEFLA)

5/ includes \$81,294 for PREL Set-Aside (Section 211(e) of AEFLA)

6/ includes \$56,970 for PREL Set-Aside (Section 211(e) of AEFLA)

7/ includes 29,925 for PREL Set-Aside (Section 211(e) of AEFLA)

8/ The Community Technology Centers (CTC) Program was funded by ESEA - Improving America Schools Act of 1994. The program was administered by the Division of Adult Education and Literacy in the Office of Vocational and Adult Education.

9/ English Literacy Discretionary Program

10/ includes \$56,952 for PREL Set-Aside (Section 211(e) of AEFLA)

11/ includes \$61,257 for PREL Set-Aside (Section 211(e) of AEFLA)

12/ includes \$65,131 for PREL Set-Aside (Section 211(e) of AEFLA)

13/ includes \$68,618 for PREL Set-Aside (Section 211(e) of AEFLA)

14/ includes \$71,756 for PREL Set-Aside (Section 211(e) of AEFLA)

15/ includes \$74,580 for PREL Set-Aside (Section 211(e) of AEFLA)

ADULT EDUCATION FUNDING HISTORY (\$ in 000s) page 3

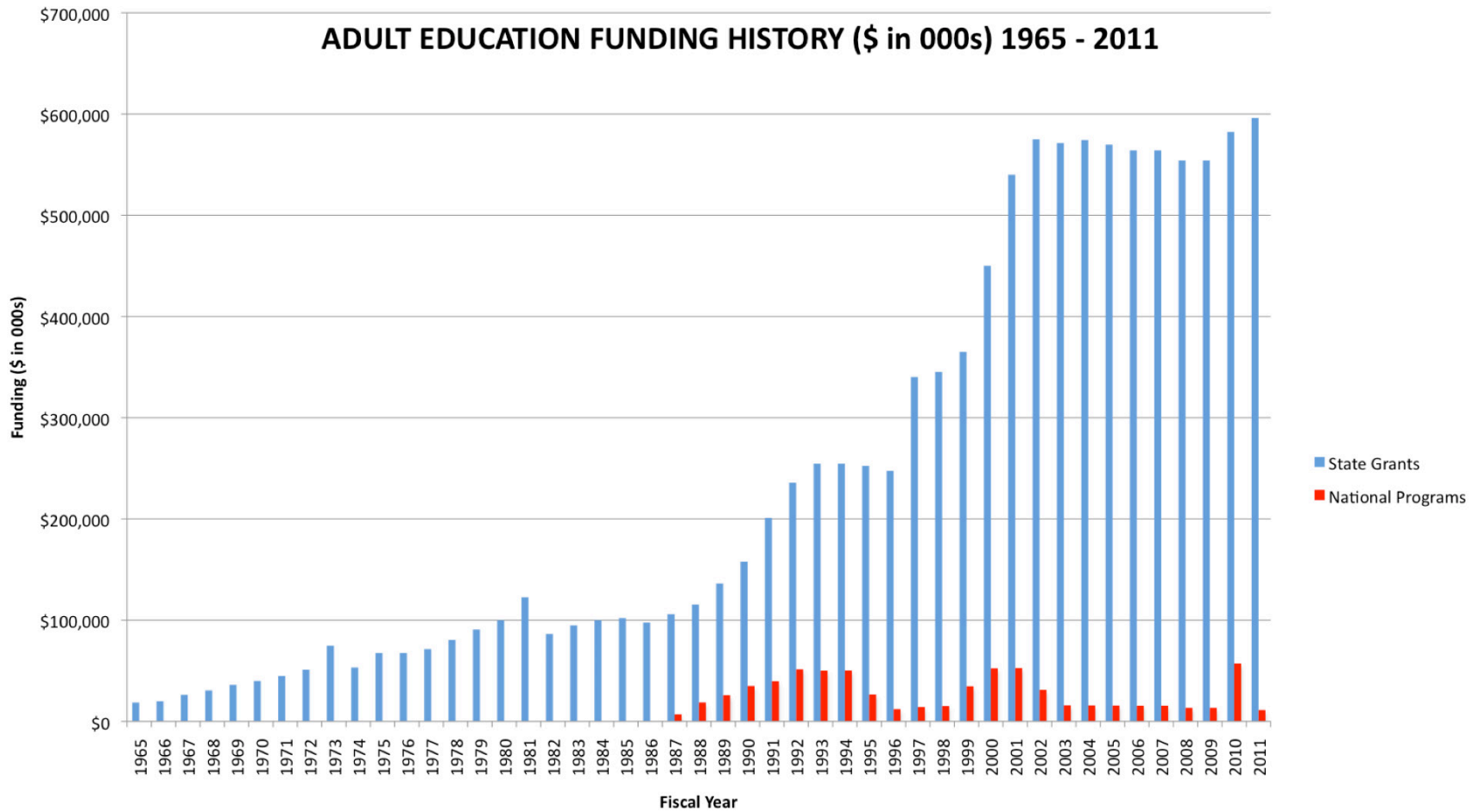
| | 1995 | 1994 | 1993 | 1992 | 1991 | 1990 | 1989 | 1988 | 1987 |
|--------------------------------------|-------------|-------------|-------------|----------------------|-------------|-------------|-------------|-------------|-------------|
| Grants to States | 252,345 | 254,624 | 254,624 | 235,750 | 201,032 | 157,811 | 136,344 | 115,367 | 105,981 |
| Incentive Grants | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| English Literacy/Civics | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Subtotal, State Grants | 252,345 | 254,624 | 254,624 | 235,750 | 201,032 | 157,811 | 136,344 | 115,367 | 105,981 |
| National Programs | 3,900 | 3,928 | 3,928 | 4,000 | 7,807 | 1,973 | 1,976 | 1,915 | 0 |
| National Institute for Literacy | 4,862 | 4,909 | 4,909 | 5,000 | 0 | 0 | 0 | 0 | 0 |
| Community Technology Centers | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Literacy Training of Homeless Adults | 0 | 9,584 | 9,584 | 9,759 | 9,759 | 7,397 | 7,094 | 7,180 | 6,900 |
| Workplace Literacy Partnerships | 12,736 | 18,906 | 18,906 | 21,751 ^{1/} | 19,251 | 19,726 | 11,856 | 9,574 | 0 |
| English Literacy Grants | 0 | 0 | 0 | 1,000 | 976 | 5,888 | 4,940 | 0 | 0 |
| Commercial Driver Literacy | 0 | 0 | 0 | 0 ^{1/} | 1,952 | 0 | 0 | 0 | 0 |
| State Literacy Resource Centers | 0 | 7,857 | 7,857 | 5,000 | 0 | 0 | 0 | 0 | 0 |
| Literacy Programs for Prisoners | 5,100 | 5,100 | 4,910 | 5,000 | 0 | 0 | 0 | 0 | 0 |
| TOTAL | 278,943 | 304,908 | 304,718 | 287,260 | 240,777 | 192,795 | 162,210 | 134,036 | 112,881 |

1/ \$2,500,000 was reprogrammed from the Commercial Drivers Program to the Workplace Literacy Program

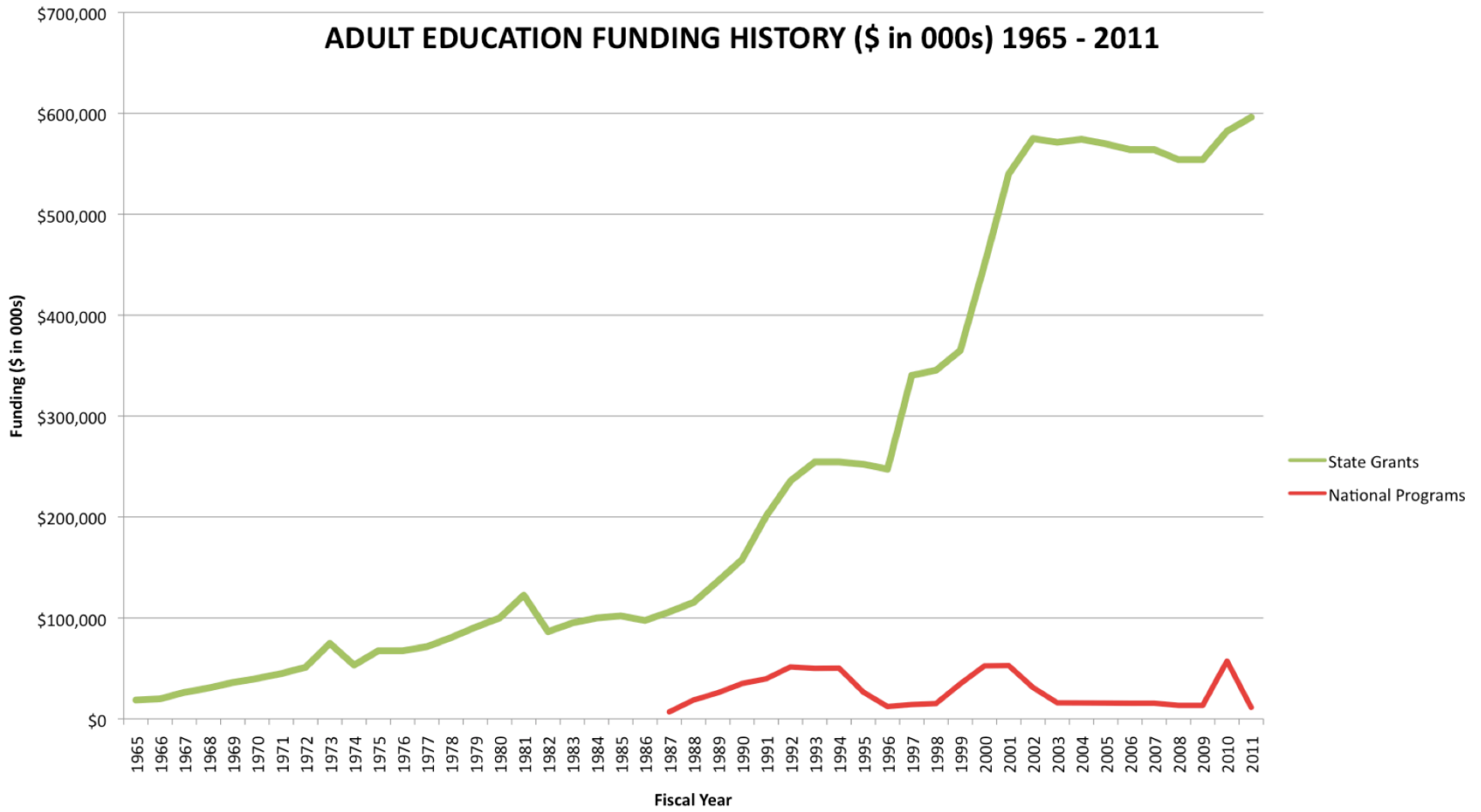
ADULT EDUCATION FUNDING HISTORY (\$ in 000s) page 4
(ONLY BASIC STATE GRANTS WERE ALLOCATED BETWEEN 1965 AND 1986)

| Fiscal Year | Allotment |
|-------------|-----------------------|
| 1986 | 97,579 |
| 1985 | 101,963 |
| 1984 | 100,000 |
| 1983 | 95,000 |
| 1982 | 86,400 |
| 1981 | 122,600 ^{1/} |
| 1980 | 100,000 |
| 1979 | 90,750 |
| 1978 | 80,500 |
| 1977 | 71,500 |
| 1976 | 67,500 |
| 1975 | 67,500 |
| 1974 | 53,286 |
| 1973 | 74,834 |
| 1972 | 51,134 |
| 1971 | 44,875 |
| 1970 | 40,000 |
| 1969 | 36,000 |
| 1968 | 30,590 |
| 1967 | 26,280 |
| 1966 | 19,880 |
| 1965 | 18,612 |

1/ Includes one-time funding of \$5,000,000 for services to Indochinese immigrants and refugees; and \$17,600,000 for services to Cuban and Haitian entrants.



ADULT EDUCATION FUNDING HISTORY (\$ in 000s) 1965 - 2011



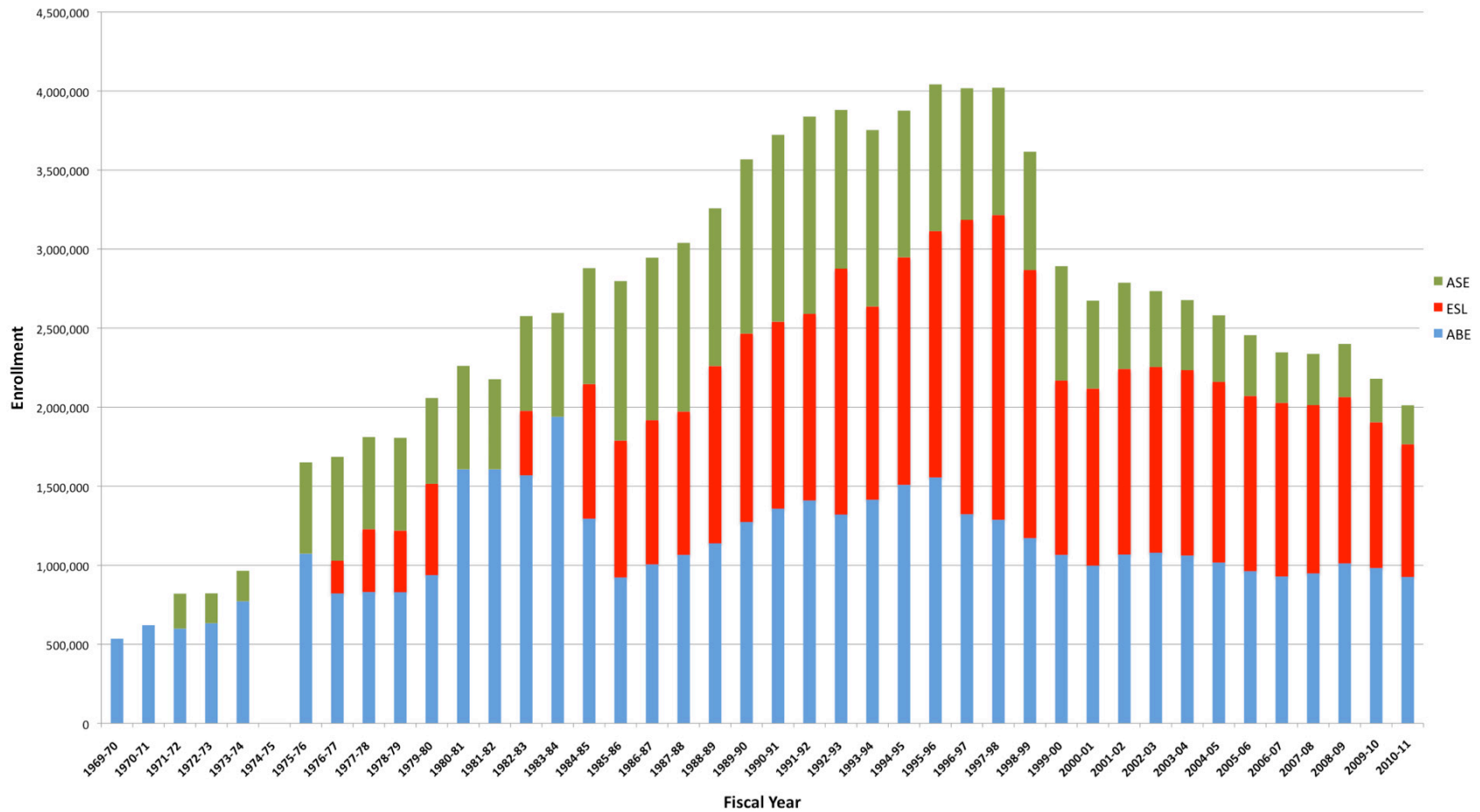
Appendix 6: Adult Students Enrolled in the State-Administered Basic Grants Program, 1969-2011*

| Program Year | Instructional Levels | | | Total Enrollment |
|--------------|----------------------|-------------------|-------------------|--------------------|
| | ABE | ESL | ASE | |
| 1969-70 | 535,613 | | | 535,613 |
| 1970-71 | 620,900 | | | 620,900 |
| 1971-72 | 598,965 | | 221,535 | 820,500 |
| 1972-73 | 633,325 | | 189,175 | 822,500 |
| 1973-74 | 772,080 | | 193,020 | 965,100 |
| 1974-75 | NA | | NA | 1,221,200 |
| 1975-76 | 1,073,217 | | 577,883 | 1,651,100 |
| 1976-77 | 821,800 | 206,400 | 658,100 | 1,686,300 |
| 1977-78 | 831,500 | 396,700 | 582,900 | 1,811,100 |
| 1978-79 | 829,900 | 389,400 | 587,000 | 1,806,300 |
| 1979-80 | 937,784 | 577,435 | 542,763 | 2,057,982 |
| 1980-81 | 1,607,092 | NA | 654,160 | 2,261,252 |
| 1981-82 | 1,607,140 | NA | 569,719 | 2,176,859 |
| 1982-83 | 1,569,323 | 407,247 | 599,730 | 2,576,300 |
| 1983-84 | 1,939,177 | NA | 657,367 | 2,596,544 |
| 1984-85 | 1,294,616 | 851,331 | 733,178 | 2,879,125 |
| 1985-86 | 922,925 | 865,872 | 1,008,744 | 2,797,541 |
| 1986-87 | 1,005,769 | 911,836 | 1,028,088 | 2,945,693 |
| 1987-88 | 1,065,675 | 906,667 | 1,067,088 | 3,039,430 |
| 1988-89 | 1,138,708 | 1,121,704 | 997,570 | 3,257,982 |
| 1989-90 | 1,273,292 | 1,192,570 | 1,101,668 | 3,567,530 |
| 1990-91 | 1,358,040 | 1,182,924 | 1,181,854 | 3,722,818 |
| 1991-92 | 1,409,934 | 1,180,408 | 1,247,709 | 3,838,051 |
| 1992-93 | 1,320,681 | 1,554,992 | 1,004,762 | 3,880,435 |
| 1993-94 | 1,414,311 | 1,222,461 | 1,116,248 | 3,753,020 |
| 1994-95 | 1,509,065 | 1,439,237 | 927,150 | 3,875,452 |
| 1995-96 | 1,555,709 | 1,557,985 | 928,478 | 4,042,172 |
| 1996-97 | 1,323,176 | 1,861,125 | 832,971 | 4,017,272 |
| 1997-98 | 1,287,745 | 1,927,210 | 805,595 | 4,020,550 |
| 1998-99 | 1,171,834 | 1,695,516 | 749,041 | 3,616,391 |
| 1999-00 | 1,065,771 | 1,102,261 | 723,863 | 2,891,895 |
| 2000-01 | 998,152 | 1,119,685 | 555,855 | 2,673,692 |
| 2001-02 | 1,067,597 | 1,173,989 | 545,830 | 2,787,416 |
| 2002-03 | 1,079,386 | 1,175,531 | 479,269 | 2,734,186 |
| 2003-04 | 1,061,814 | 1,172,579 | 442,726 | 2,677,119 |
| 2004-05 | 1,017,231 | 1,142,749 | 421,301 | 2,581,281 |
| 2005-06 | 962,738 | 1,108,102 | 384,925 | 2,455,765 |
| 2006-07 | 928,727 | 1,098,671 | 319,315 | 2,346,713 |
| 2007-08 | 948,323 | 1,064,705 | 323,878 | 2,336,906 |
| 2008-09 | 1,011,369 | 1,052,232 | 336,521 | 2,400,122 |
| 2009-10 | 982,756 | 921,595 | 275,430 | 2,179,781 |
| 2010-11 | 926,165 | 839,399 | 246,599 | 2,012,163 |
| Total | 45,479,325 | 34,420,518 | 25,819,008 | 106,940,051 |

In 1970 and 1971 - all enrollments were in the ABE category.
 In 1975, the only enrollment data available was the total enrollment.
 In 1977 - 1984, there was an "ungraded" instructional level which included instruction not organized on the basis of grade. The category included persons of limited English speaking ability, students in learning labs and those in home based instructional settings. Program Year 1985 was the first year ESL was reported as an instructional category.

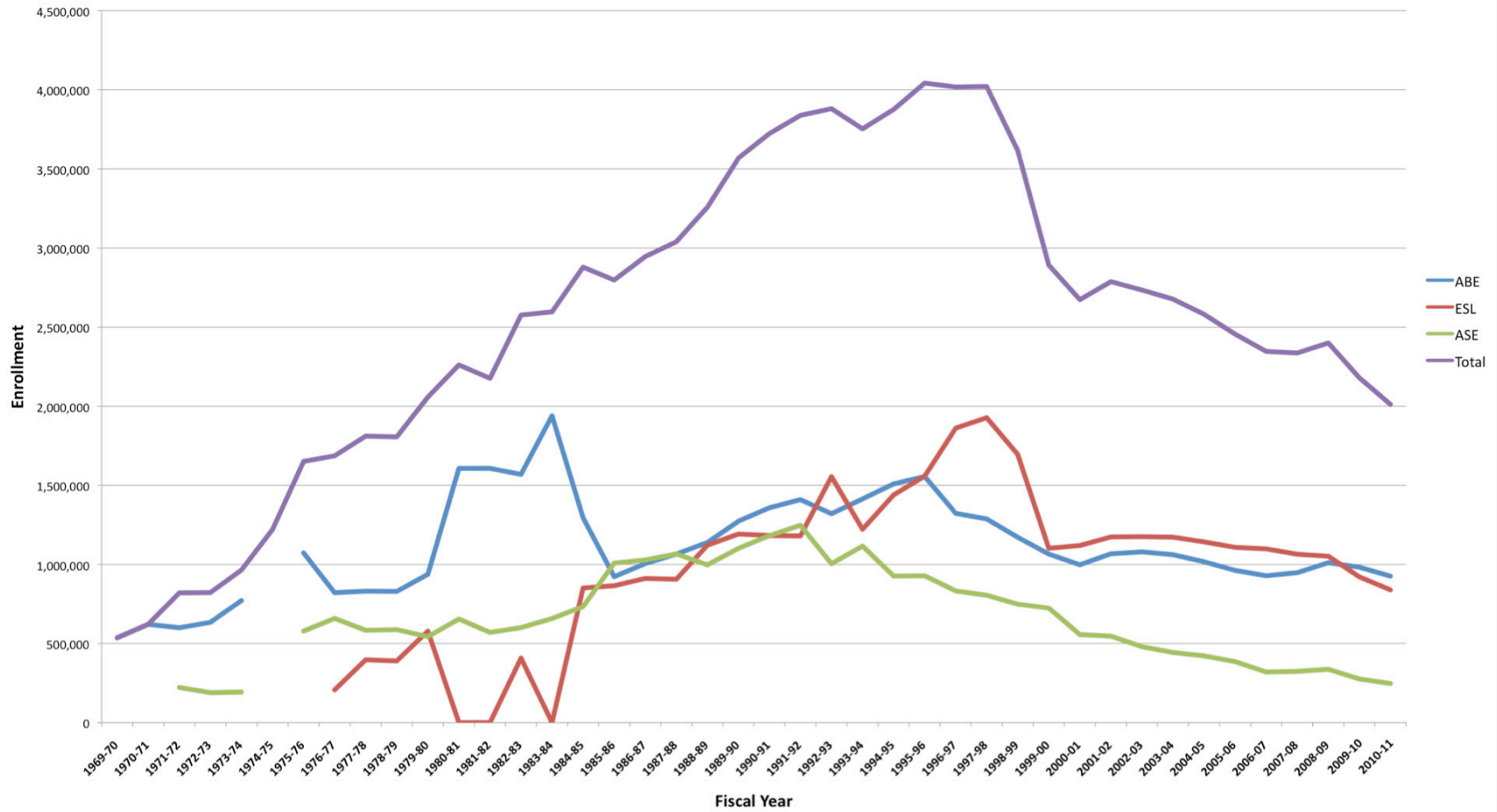
* Source: U.S. Department of Education, Office of Vocational and Adult Education, Division of Adult Education and Literacy.

**ADULT EDUCATION STATE-ADMINISTERED BASIC GRANTS PROGRAM ENROLLMENT DATA (BY INSTRUCTIONAL LEVELS)
1970 - 2011**



* For FY1974-75, total enrollment was 1,221,200; data for the three categories are not available.

**ADULT EDUCATION STATE-ADMINISTERED BASIC GRANTS PROGRAM ENROLLMENT DATA (BY INSTRUCTIONAL LEVELS)
1970 - 2011**



Appendix 7: General Educational Development Credentials Issued, 1943-2010—the General Educational Development Testing Service of the American Council on Education

The story of this educational organization devoted to adult education began in 1942. U.S. involvement in World War II was escalating rapidly and thousands of men and women were leaving high school and college to join the war effort. American educational leaders were preparing for the War's end. They knew that many of these young people would return home eager to pick up their lives and their education where they left off.

In the spring of 1942, the American Council on Education (ACE) called together a special committee to develop policies and procedures for evaluation of educational experiences acquired through the U.S. Armed Forces Institute's (USAFI) educational programs. Construction of tests to evaluate service members' learning through USAFI's educational programs began at the University of Chicago. Four types of exams were developed at the college and high school levels:

- End-of-course tests
- Field tests
- Technical competence tests
- General Educational Development (GED) tests.

Under the auspices of the University of Chicago, the first GED test forms were developed and the first norming study was conducted.

The GI Bill of Rights was introduced in the U.S. House of Representatives in January 1944 and was signed by President Franklin D. Roosevelt that summer. Through the GI Bill, thousands of veterans resumed their education.

The American Council on Education established the Veterans' Testing Service (VTS), the predecessor of today's GED Testing Service, in 1945. New York became the first state to enter an agreement with ACE to administer GED tests to active service members, veterans, and nonveteran adults.

Since 1958, the GED Testing Service has produced annual reports profiling the GED testing program. Since 1942, there have been four series of the GED test. Listed below are the numbers of GED credentials issued in the first three series (1943-2001) and the number of test passers in series four (2002-10).

| GED Credentials Issued * | |
|--------------------------|------------|
| 1942 Series (1943-1977) | 2,118,869 |
| 1978 Series (1978-1987) | 5,073,215 |
| 1988 Series (1988-2001) | 7,106,650 |
| 2002 Series (2002-2010) | 3,952,336 |
| Total | 18,251,070 |

* Program totals include:

United States/DC, Insular Areas, Canada, Bermuda, DANTES, Federal Bureau of Prisons, GED Testing Service-Pro colored, Michigan Prisons, Prometric and Veteran Affairs Hospitals.

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