

**WASHINGTON STATE  
WORKFORCE TRAINING AND EDUCATION COORDINATING BOARD  
MEETING NO. 173  
SEPTEMBER 26, 2013**

**ADULT BASIC EDUCATION**

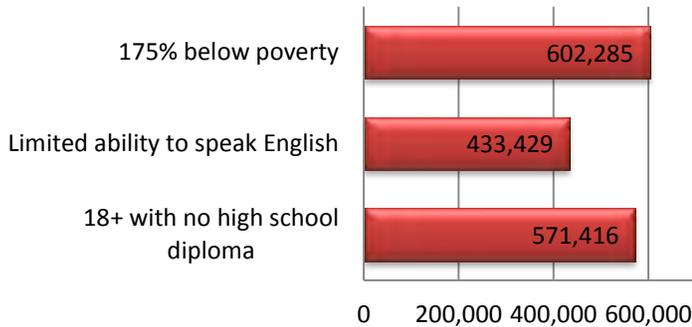
At the November meeting, the Board will review the new state plan for adult education developed by the Office of Adult Literacy. The Board will review the plan for consistency with *High Skills, High Wages: Washington's Strategic Plan for Workforce Development*. This is a statutory function of the Workforce Board performed in order to help coordinate the workforce development system.

At the September meeting, in preparation for the November review, state and local staff for Adult Basic Education will brief the Board. This tab contains briefing materials prepared by the Office of Adult Literacy. The tab also contains the Adult Basic Education chapter of the Workforce Board's evaluation report, "Workforce Training Results 2013." This evaluation provides background information for the Board's consideration on the performance of Adult Basic Education. Board staff will be available at the meeting to answer questions about the evaluation.

**Board Action Requested:** For discussion only.

# PROFILE OF ADULT BASIC EDUCATION IN WASHINGTON Program Year 2012-13

## ABE Target Population

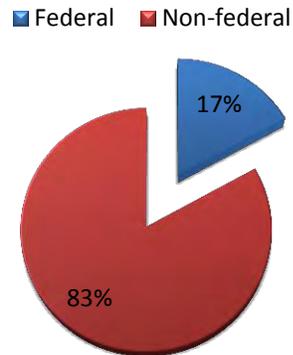


US Census, 2011 American Community Survey, 3-Year Estimates

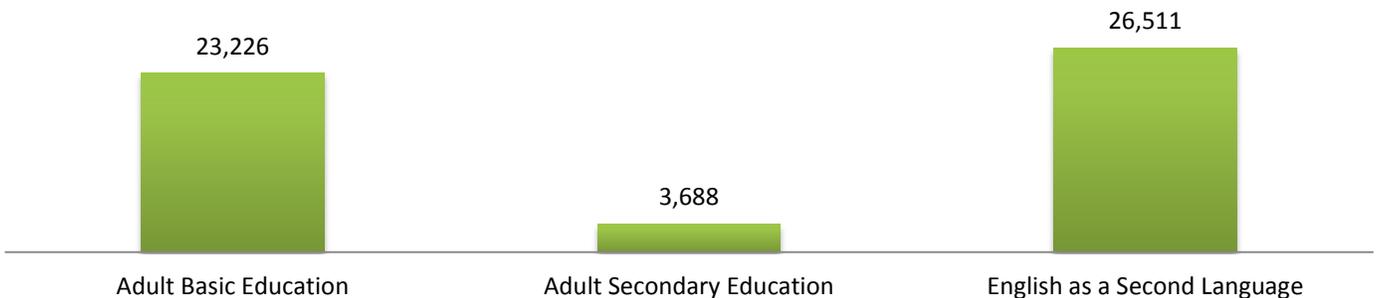
Adult Basic Education programs serve adults 16 years of age and older with academic skills below high school equivalency or who need English language skills. Instruction develops skills in reading, writing, math, English language, and high school equivalency preparation. This instruction is integrated with technology and includes “soft” skills, such as critical thinking, problem solving, time management, team work, etc. needed for education and career pathways.

Funded Providers	
Community and Technical Colleges	34
Community-based Organizations	10

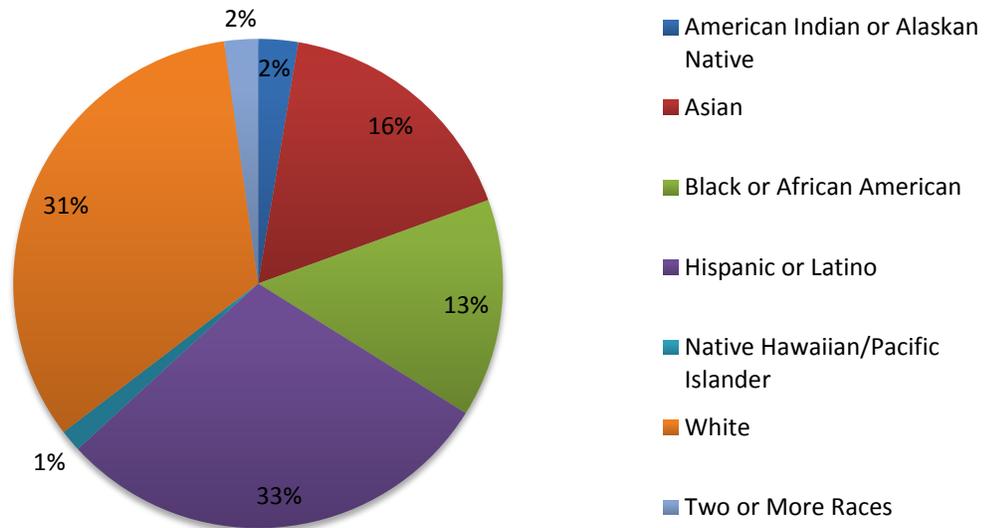
## Program Funding



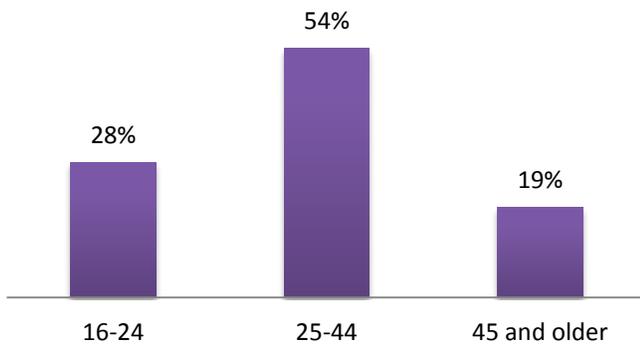
## Enrollment 53, 425 total



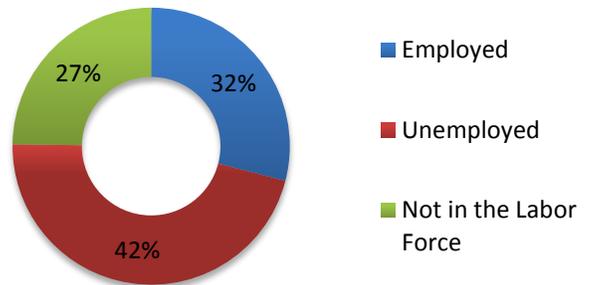
## Participant Ethnicity or Race



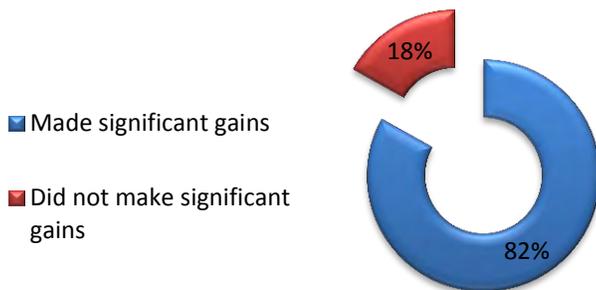
## Participant Age



## Employment Status

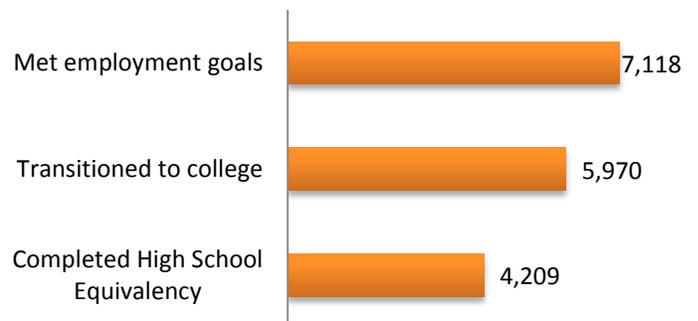


## Participants Who Tested and Earned Student Achievement Points



## 2011-12 Goal Completers

(2012-13 Cohort Completions Not Yet Available)





# Washington's Community and Technical Colleges New High School Credential Option: HS 21+

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*When Congress eliminated the “Ability to Benefit” option from the federal Pell Grant, it closed the door for low-income adults without a HS diploma or GED® to access federal financial aid in order to earn an associate degree or enroll in I-BEST training, and adult high school completion programs.*

*In the same general time frame, GED testing services was sold by the government to a for-profit company that immediately increased costs.*

*Both of these actions only highlighted the need for an accessible, competency option for earning a high school credential*

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## HS 21+ targets the high school completion needs of adults

In light of changes made by the federal government and the growing importance of a high school credential HS 21+ expands the high school completion options currently offered by community and technical colleges with a comprehensive, competency-based approach tailored to adult learning styles.

HS 21+ is for adult learners (21 and older) who do not have a GED® or high school (HS) diploma. It is designed to move adults into I-BEST programs — and further training and education — to encourage lifelong learning.

When adults earn a high school (HS) diploma, they are better-prepared to enter college-level programs, leading to better skills and family-wage jobs. Today, there are several ways to earn a high school diploma in Washington state:

- Regular HS diploma earned at a high school
- Attend Running Start, earn an associate degree, request HS diploma from the college
- Age 21 years or older, earn an associate degree, request HS diploma from the college (*may require financial aid*)
- Earn a HS diploma from the college through the high school completion program (*may require financial aid*)

## Overview of the process

- Students will be assessed to measure their gaps in education and work readiness to create a personalized map of the academic, career, and personal competencies needed for further education, training, and employment.
- Students will demonstrate competency in reading, writing and math in the context of science, history, government, occupational studies, and digital literacy.
- Competencies will be demonstrated through alternative means, such as work, life, and military experience; prior learning portfolio; and high school and college transcripts.
- Students will be eligible for the Basic Skills tuition rate of \$25 per quarter.
- Community and technical colleges will issue the high school diploma.

## Fall, 2013

Colleges will continue to develop curriculum frameworks and career pathway plans as they provide professional development for faculty. Three to five colleges will pilot the process on their campuses.

# The Comprehensive I-BEST PATHWAY

## COMMUNITY AND TECHNICAL COLLEGE PROFESSIONAL/TECHNICAL AND ACADEMIC PROGRAMS

Professional/technical and academic programs at all 34 colleges provide adults with skills, knowledge and certificates/degrees that lead to employment and additional education that allow students to become competitive in the global economy and workforce.



### ACADEMIC I-BEST PROGRAMS

Academic I-BEST employs the same strategies as professional technical I-BEST and applies them to a 2-year degree pathway ensuring accelerated student progress through higher levels of ABE and precollege education and transition into 2-year degree programs.

### DEVELOPMENTAL EDUCATION I-BEST PILOTS

These pilots move students further and faster through precollege hurdles in math and English and successfully into professional/technical and academic degree programs.

### PROFESSIONAL/TECHNICAL I-BEST PROGRAMS

Professional/Technical I-BEST programs all result in recognized certificates that lead to employment and/or progression along a defined educational and career pathway. I-BEST programs are also offered at three correctional facilities.

### ON RAMP to I-BEST PILOTS

On Ramp pilot programs provide ABE and ESL students who demonstrate skills at federal levels 1-3 to acquire skills needed to participate in Professional/Technical or Academic I-BEST projects in 1-3 quarters.



# Washington's Community and Technical Colleges Integrated Basic Education and Skills Training (I-BEST)

## Increased academic and jobs skills, Greater prosperity

Washington's Integrated Basic Education and Skills Training Program (I-BEST) is a nationally recognized model that quickly boosts students' literacy, work and college readiness skills so students earn credentials, get living wage jobs, and put their talents to work for Washington's employers. This innovation challenges traditional notions that students must complete basic education before they start to earn credits in a job-training or academic program.

I-BEST pairs two instructors in the classroom – one to teach professional and technical or credit-bearing, academic content and the other to teach basic skills in reading, math, writing or English language. I-BEST programs teach skills in the contexts of specific jobs and college programs – so students move through college programs, earn credentials and get jobs faster.

This research-based program was named a Bright Idea by Harvard's John F. Kennedy School of Government in 2011 and has been designated by the U.S. Department of Education as the most significant innovation in the last 20 years. I-BEST is being replicated and implemented across the country. According to a December 2012 report by the Community College Research Center, I-BEST programs provide benefits that justify any additional costs.

## Strengthening the economy

While talent and skills determine the competitive edge in today's economy, one out of every six people in Washington lacks the basic reading, writing and math skills to get living-wage jobs and meet the needs of employers. This segment of Washington's population is growing the fastest at the same time that good jobs now require college certificates. By 2019, two-thirds of all new jobs in Washington State will require at least one year of college education. In order to have a vibrant economy, Washington employers need access to skilled, credentialed workers and all residents need access to opportunities that allow them to gain the skills to earn a living wage.

## Dramatic results

Research conducted separately by the Community College Research Center and the Workforce Training and Education Coordinating Board found that I-BEST students outperform similar students enrolled in traditional basic skills programs. I-BEST students are:

- 3 times more likely to earn college credits.
- 9 times more likely to earn a workforce credential.
- Employed at double the hours per week (35 hours versus 15 hours).
- Earning an average of \$2,310 more per year than similar adults who did not receive basic skills training.

More than 3,000 students are enrolled in I-BEST programs annually. Students served by I-BEST are:

- In need of basic education in areas such as math, reading and writing, speaking and listening.
- An average of 30 years old and mostly female – 62 percent.
- Often people of color – 41 percent as compared to 26 percent of the state's population.
- Speakers of English as a second language – 21 percent.
- Have one or more dependent children – 47 percent.
- Often without a high school diploma or GED.

# Innovation Throughout Washington

The Washington State Board for Community and Technical Colleges has approved 170 I-BEST programs at all 34 colleges in areas such as:

- Healthcare
- Early childhood education
- Automotive and transportation
- Water management/green jobs
- Aeronautics and manufacturing
- Architecture/engineering
- Office technology
- Trades

Programs are designed to get students to the first “tipping point” toward financial security – a year of college education and a vocational certificate.

Community and technical colleges are now expanding the combined workforce training-academic instruction model for other student populations.

## Washington Innovations Across the United States

The I-BEST approach is spreading across the nation. Washington’s community and technical college system has provided information and assistance to 20 other states seeking to adopt I-BEST and similar programs: Minnesota, Indiana, Oklahoma, Wisconsin, Illinois, Kansas, Kentucky, North Carolina, Alabama, California, Colorado, Connecticut, Georgia, Louisiana, Maryland, Mississippi, New Mexico, Oregon, Rhode Island and Texas. Our assistance to other states was made possible by funding from Jobs for the Future, private foundations, and other state systems.

## I-BEST programs in jeopardy

Recent changes to federal student aid eligibility rules threaten I-BEST programs and similar programs across the nation. As of July 1, 2012, students who lack a high school diploma or GED can no longer demonstrate their ability to do college-level work and, therefore, qualify for financial aid. In the past, students proved their ability to benefit by either passing a federally-approved ability to benefit test or successfully completing six credit hours of college-level courses.

This change threatens to decimate I-BEST and other innovative programs like it that provide basic skills students with meaningful credentials and a viable pathway to living wage jobs. It disproportionately affects lowest-skilled adults, the working poor, dislocated workers, students of color, and immigrants.

Washington’s community and technical college system is calling on Congress to restore federal financial aid eligibility for students in I-BEST and similar career-pathway programs across the nation.



# Washington's Community and Technical Colleges On Ramps to I-BEST

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On-Ramps to I-BEST build out the comprehensive I-BEST Pathway by offering services tailored to the need of adult basic education and English as a Second Language learners with skills at Federal Levels 1-3. The programs were designed with a goal to transition students into I-BEST or other college-level programs within one year of enrollment.

## Program Elements

- Integration of ABE/ESL with academic, workplace, and/or SCANS skills.
- Team-teaching with a minimum of 50% overlap, as per the I-BEST model. The overlap may be with two basic skills instructors, such as an ESL and a math instructor, or match a Basic Skills instructor and either an academic or professional/technical instructor. Pilot programs which had 100% overlap of two basic skills instructors report the most success.
- Incorporation of math instruction in both ABE and ESL classes at all levels.
- Uses technology to gain information and demonstrate skills, as opposed to teaching keyboarding or other technology as a discreet skill without a meaningful context.
- Courses contextualized in academic content areas.
- Dedicated counseling/advising to help students navigate the comprehensive I-BEST Pathway and provide student support.
- Integration of career exploration

## Outcomes

At the end of the pilot phase, level completions (students completing at least 1 Federal ABE Level) for On-Ramps students at each provider were compared with completions of other students at the same levels who were not enrolled in On-Ramp. Level 1 On-Ramp students showed, on average, 30% more level completions than non-On-Ramp students in traditional classes. The data for students at Level 3 demonstrates even better results; with these On Ramp students achieving 50% more level gains than non-On-Ramp peers.

## Definition

I-BEST at Work is an innovation of the ABE Office of the Washington State Board for Community and Technical Colleges launched in the winter and spring quarters of 2012-13. It is part of the state's comprehensive I-BEST Pathway, specifically designed to meet the needs of Washington employers while accelerating the development of English language and workplace skills of incumbent workers at the workplace.

## Model

Building upon the success and key components of I-BEST, I-BEST at Work is a partnership venture between an adult education provider and an employer, in which the provider focuses on language, soft/workplace, and use of technology skills in a team-teaching effort with a supervisor or other representative of the employer who focuses on content specific to the workplace.

## Key Elements

- Team-teaching of at least 50% of the language, basic, and soft/ technology skills contextualized around work-related and technology information and skills
- A minimum of 50 hours per quarter of instruction following a 2 plus 2 plus 1 model that includes:
  - 2 hours of instruction guided by the instructional al-team
  - 2 hours of facilitated eLearning which may include guidance/support from the instructional team as needed
  - 1 hour of independent eLearning on workers' time

## Education Provider Responsibilities

- Identify and support the English language instructor.
- Work in partnership with the employer partner to design and deliver instruction that accelerates learner progress in gaining skills necessary for the workplace and along education and career pathways to college and self-sufficiency.
- Design and support the integration of technology that makes workers more productive and accelerates English language acquisition.
- Assess student progress in accordance with the Washington State Assessment Policy

## Employer Partner Responsibilities

- Identify and support key workplace partners, including the co-teacher and others necessary to engaging and supporting workers in English language/workplace skill acquisition.
- Lead efforts to identify and support participants in the project.
- Provide appropriate learning spaces and schedules, as well as workplace materials that will be the basis of course materials.
- Provide paid release time equal to at least 50% of the total learning time or an equivalent incentive to workers participating in the class.
- Identify in-house options for progress of workers as they improve their English language and workplace skills.

## Outcomes

- Language acquisition (outcomes pending final performance data for 2012-13 and summer 2013-14)
- Employer assessment of value added (summary pending interviews by staff and consultant)
  - Senior management at one employer expressed amazement in presentations on workplace safety produced by students. They stated that because of I-BEST at Work, they had evidence of student knowledge of complex safety procedures.
- Employee assessment of value added
  - Students, who had participated in previous workplace ESL classes, identify the incorporation of technology as a significant motivator for increased performance and job retention
- Evaluation of innovative model
  - Heide Spruck Wrigley is consulting on the pilot phase of this initiative. At the conclusion of the pilot, she will identify key elements of the model, evaluate its success and make recommendations to strengthen and refine the model in the second year..



# Washington's Community and Technical Colleges Integrated Digital English Acceleration (I-DEA)

## A Better Idea for Adult English Language Learners

Project I-DEA builds on the documented success of Washington state's Integrated Basic Education and Skills Training (I-BEST) initiative. I-DEA has a goal of transforming instruction for adult English language learners with the largest gaps in language attainment. The State Board for Community and Technical Colleges (SBCTC), in collaboration with the Bill and Melinda Gates Foundation, began this three and a half year project in January of 2013.

Project I-DEA will:

- Engage cohorts of adult English language learners at all 34 Washington colleges
- Directly improve instruction for 1,600 low level ESL learners
- Prepare students for entry into I-BEST and other post-secondary programs to develop the job-specific skills required for Washington's current and future workforce

To meet these objectives, teams of college instructors and community-based partners will utilize the proven best practices of I-BEST instruction and the best existing instructional resources to develop 30, week-long, contextualized instructional strands. The instructional strands will focus on English language instruction using an information literacy approach that aids students learn to learn language and locate information within a variety of contexts. The instructional design will feature a "flipped classroom" model that provides online opportunities for students to gain foundational knowledge before coming to class, where they will apply the knowledge in project and problem-based activities. At least 50% of the instruction will use digital learning resources and include opportunities for self-directed learning.

Project I-DEA will incorporate scalable instructional innovations that can be replicated across Washington State and beyond. In the first year, the project will support 10 college learning hubs across the state. The project will scale up 10 additional hubs in the second year, and involve the remaining 14 college-CBO partnerships in the third year, leveraging the entire system. Instructors and technology coaches will be trained to use a suite of online tools as they create and refine online learning modules based on I-BEST's core components.

At the completion of the pilot project, I-DEA learners will demonstrate advances in their English language and digital skills, as well as progress along career and college pathways toward family-wage jobs - all with fewer hours of face-to-face instruction than learners in traditional programs. College and community partners will have identified a set of instructional strategies and student support activities that can be successfully brought to scale across the entire community and technical college system. The result will be a greater number of adult ESL students who make accelerated progress on college and career pathways to self-sufficiency.

## Phase I Colleges

Big Bend Community College  
Lake Washington Institute of Technology  
North Seattle Community College  
Pierce College at Ft. Steilacoom  
Renton Technical College  
Seattle Central Community College  
Shoreline Community College  
Spokane Community College  
Tacoma Community College  
Walla Walla Community College

# Topics for Instructional Strands

## Fall Quarter:

- Introduction to Project I-DEA \*
- Technology Skills\*
- Social Media and Learning
- Education and Career Planning
- Team Work and Using Personal Strengths
- Time Management
- Health and Wellness
- Navigating Your Community
- Information Literacy
- Financial Literacy and Money Management
- College Pathways and the American Education System
- Assessment Presentation

## Winter Quarter:

- Communications Skills for the 21<sup>st</sup> Century
- Communicating Online
- Powerful Presentations
- Study Skills
- Team Collaboration in Project Development
- Work Readiness and Career Exploration
- Contemporary World Problems and the Individual
- Math Basics – Self-tutoring Using Online Resources
- Budgeting and Consumer Economics
- Assessment Presentation

## Spring Quarter:

- Professional and Interpersonal Communication Skills
- Effective Online Presentations
- Washington State History
- Diversity/Cross Cultural Communication
- Stress Management/Balancing Life and Work
- Exploring Occupations
- Environmental Issues
- Social Studies and Pathways to Citizenship
- Job Search and Online Interviewing
- Assessment Presentation

*\*Available on line throughout project for new students.*

# Adult Basic Education/English as a Second Language

## Program Details

Adult Basic Education (ABE) and English as a Second Language (ESL) are provided by community and technical colleges and, to a lesser extent, community-based organizations. Among the ABE/ESL participants included in this report, 98 percent received their education at community and technical colleges and 2 percent received instruction at community-based organizations. This report is limited to adults who identified employment-related reasons for enrolling in basic skills courses and who proceeded to take only basic skills courses.<sup>1</sup> Those who took basic skills courses for non-employment-related reasons are not included, although their learning progress is tracked by the State Board for Community and Technical Colleges.

*Every year, the Workforce Board measures the performance of key workforce programs. In this report, you'll find out more about the program and who is served, the metrics used to measure performance and how the program performed.*

ABE provides instruction in reading, writing, and mathematics for adults whose skills are at or below the eighth grade level; GED Test Preparation in basic academic skills beyond ABE for participants whose goal is to pass the high school equivalency examination; and High School Completion instruction for adults who want to earn an adult high school diploma. Students enrolled in Integrated Basic Education and Skills Training (I-BEST), for those transitioning into professional technical/academic certificate and degree programs, are briefly discussed in the net benefit section of this chapter, but are more extensively analyzed as part of the student population studied in the chapter on Community and Technical Colleges (CTC) Professional-Technical Education.

ESL provides basic skills instruction and non-transfer level instruction across a wide range of competency levels in reading, writing, speaking, and listening in English. Some I-BEST programs also include ESL instruction.

## Participant Profile

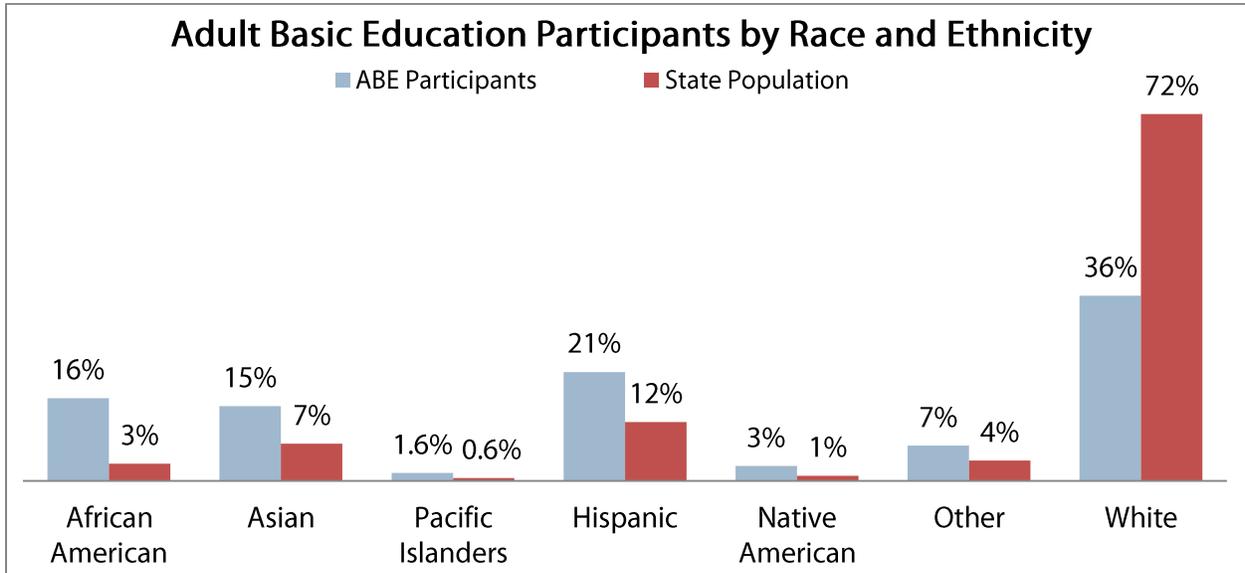
For this 2013 report, researchers studied the results of 29,394 participants who left an ABE/ESL program during the most recent reporting year.<sup>2</sup> ABE/ESL serves the most racially and ethnically diverse participants of any workforce development program in this report. The percentage of African Americans in ABE is higher than the percentage of African Americans statewide (16 percent versus 3 percent), Asians (15 percent versus 7 percent), and Hispanics (21 percent versus 12 percent), Pacific Islanders (1.6 percent versus .6 percent).

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<sup>1</sup> Individuals taking both vocational courses and basic skills are included in the chapter on CTC Professional-Technical Education, which presents net impact estimates for participants taking a blend of basic skills and vocational training.

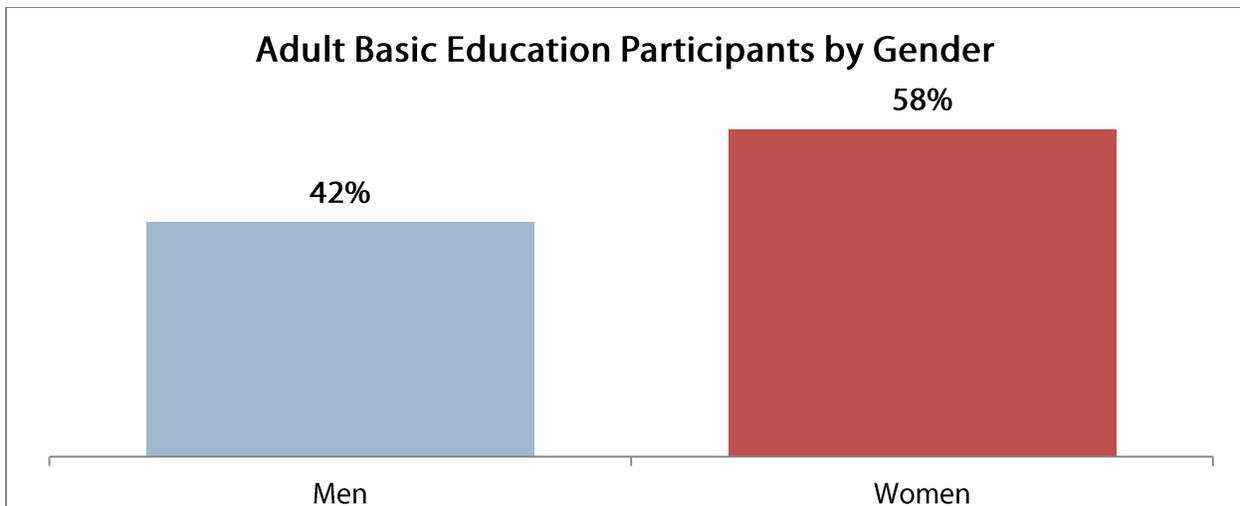
<sup>2</sup> The 2013 Workforce Training Results reports are based on data observed in 2011-12 for individuals exiting programs during 2010-11.

The percentage of ABE/ESL participants who are an ethnic/racial minority is significantly higher than the percentage of minorities statewide. Non-whites comprised 64 percent of the participants, one percentage point higher than the 63 percent from last year's report.<sup>3</sup>



Source: Community and Technical Colleges Administrative Data 2010-11 and 2011 American Community Survey.

Some 58 percent of participants were women, the same percentage as the previous report.



Source: Community and Technical Colleges Administrative Data 2010-11.

<sup>3</sup>In this report, unless otherwise stated, racial and ethnic minority groups are mutually exclusive; that is, an individual belongs to one group only. The groups include the following: Hispanics of any race (also referred to as Hispanics); non-Hispanic African Americans (also referred to as African Americans); non-Hispanic Asians (also referred to as Asians); non-Hispanic Pacific Islanders (also referred to as Pacific Islanders); non-Hispanic Native Americans and Alaskan Natives (also referred to as Native Americans); non-Hispanic multiracial (also referred to as multiracial); and non-Hispanic whites (also referred to as whites). According to the 2011 U.S. Census Bureau estimates for Washington from the American Community Survey, 72 percent are white; 3 percent are African American; 1 percent are Native American; 7 percent are Asian; 1 percent are Pacific Islander; 4 percent are multiracial; and 12 percent are Hispanic.

The median age of participants leaving an ABE/ESL program was 30 years old. A quarter of participants were under age 23, while a quarter of the participants were over age 39.

### **Tracking ABE/ESL Progress**

The Workforce Board routinely measures the performance of our state's largest workforce programs. As a customer-focused advocate for Washington's workers and employers, the Workforce Board strives to provide performance accountability, verifying whether worker education and training programs provide a return on investment for participants and taxpayers.

The Workforce Training Results report seeks to answer five core questions:

- Did participants get the skills they needed?
- Did participants get a job and how much were they paid?
- Were employers satisfied with the preparation workers received?
- Has the program made a difference in the participant's success?
- Did participants and the public receive a return on their investment?

### **Data Comes From State Wage Files**

The 2013 Workforce Training Results includes information obtained from Employment Security Department wage files in Washington, Idaho, and Oregon, and federal employment records for 2011-12.

### **Net Impact Study Adds More Insight into Program Performance**

In addition, the report includes a comprehensive Net Impact Study. Conducted every four years, this study provides a head-to-head comparison of participants and non-participants to help answer a central question: How much of a workforce participant's success in obtaining a job, or a higher wage, is due to the workforce program? By comparing program participants with similar individuals who did not participate in a workforce training program, the Net Impact Study indicates whether employment and earnings gains are due to the workforce program, or if workers could have made this progress on their own. This research also allows for a more detailed analysis as to whether the participant and the public received a return on their investment in the program.

## Did Participants Have a Job and How Much Were They Paid?

To find out whether participants had jobs and how much they earned, participant records were matched with Employment Security Department wage files from Washington and neighboring states.<sup>4</sup>

According to record matches, 48 percent of ABE/ESL participants had employment during the third quarter after they left the program-- the same percentage of employed participants observed in 2012. Their median hourly wage of \$11.04, and median annual earnings of \$16,808, was slightly lower than in the prior program year.<sup>5</sup> Over the past decade, employment rates have declined and earnings have stagnated.

*Turn to page 18 for the Net Impact Study. Conducted every four years, this in-depth report adds extra value to 2013 Workforce Training Results. The study provides a side-by-side comparison of participants vs. similar non-participants, answering the question of whether the program is making a difference.*

## Employment and Earnings for Adult Basic Education/English as a Second Language Participants, 2013

Performance Measure	Results
Employment Rate*	48%
Full Time Employment **	50%
Median Hourly Wage***	\$11.04
Median Quarterly Hours	386
Median Annualized Earnings***	\$16,808

\* These figures apply to those with employment reported to state employment agencies six to nine months after leaving the program. Rate does not include self-employment, employment outside the Northwest or military service and thus understates total employment by approximately 10 percent.

\*\* Full-time employment averages 30 or more hours per week.

\*\*\* Earnings/wages expressed in first quarter 2012 dollars in order to account for inflation.

<sup>4</sup> These files contain quarterly earnings and hours worked information on those individuals with employment reported for unemployment insurance (UI) benefits purposes (approximately 90 percent of in-state employment, with self-employment, active duty military, and those working for religious nonprofit organizations being the major groups of employers not included).

<sup>5</sup> Annual earnings are calculated as third quarter earnings multiplied by four. Quarterly earnings are the result of hourly wage rates and the number of hours worked in a calendar quarter. All wages and earnings are stated in first quarter 2012 dollars.

## Earnings of ABE/ESL Participants

To better gauge the financial effectiveness of Washington’s workforce programs, it helps to frame income levels. One common yardstick is the federal poverty level. In 2012, the federal poverty level for one person was \$11,170 per year.<sup>6</sup>

In 2013, ABE/ESL participants were able to support a median 2.4 people at the poverty level—meaning they could support themselves plus one and a half other people. They did not have enough earnings to support themselves, let alone others, at 200 percent of the poverty level (.8 people).

## Number of People Supported at Poverty Level by Participant Income

Performance Measure	2006	2008	2010	2011	2012	2013
Number of people supported at poverty level	2.7 people	2.9 people	2.8 people	2.6 people	2.5 people	2.4 people
Number of people supported at 200 percent poverty*	0.8 people					

*\*The number of people supported at the 200 percent of poverty level appears to stay the same because of rounding.*

## ABE/ESL Participants Receiving Benefits from Employers

Performance Measure	2006	2008	2010*	2011	2012*	2013*
Self-Reported Medical Benefits from Employer	44%	44%	N/A	38%	N/A	N/A
Self-Reported Retirement Benefits from Employer	23%	28%	N/A	28%	N/A	N/A

*\*Due to budget limitations, the Participant Survey was not conducted for the 2010, 2012, or 2013 reports.*

<sup>6</sup> Poverty levels from 2012 were used in this edition of Workforce Training Results to measure the results of workforce programs on participants observed in 2011-12. The federal poverty level is determined by the Department of Health and Human Services. The level varies according to family size. The number is adjusted for inflation and reported annually in the form of poverty guidelines. Public assistance programs typically define eligibility income limits as some percentage of the federal poverty level.

The next table shows employment and earnings over the course of six study periods. This data is also represented in a graph on the following page for the years 2006-13.

### Employment and Earnings Trends for ABE/ESL Participants

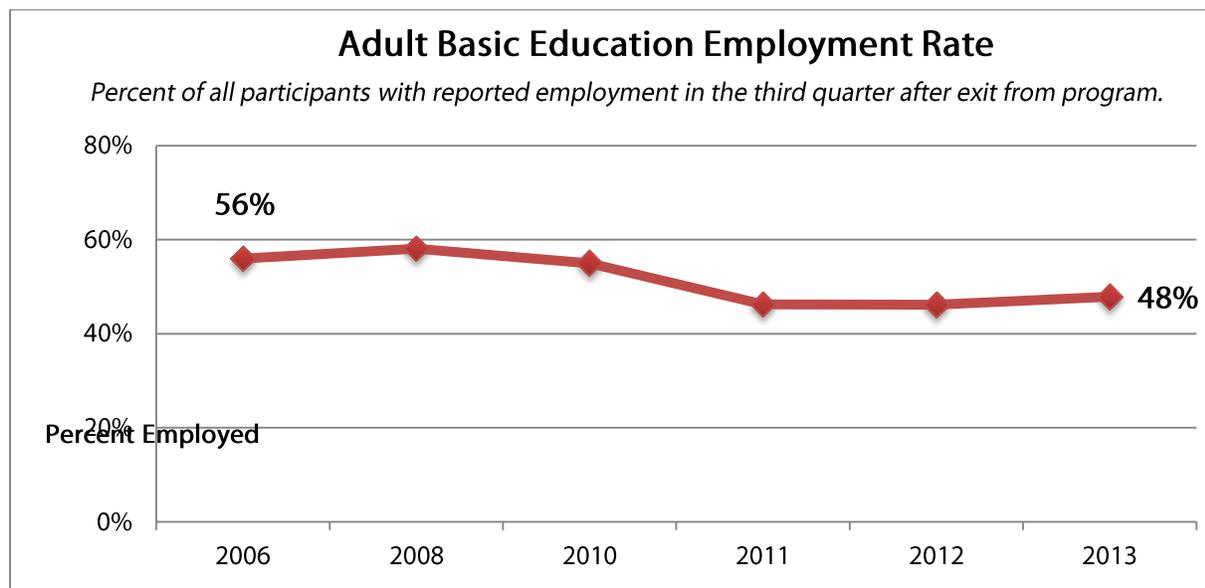
Performance Measure	2006	2008	2010	2011	2012	2013
Employment Rate (Self-Reported)	64%	69%	N/A	61%	N/A	N/A
Employment Rate* (State Records)	56%	58%	55%	46%	46%	48%
Full Time Employment**	54%	54%	53%	49%	48%	50%
Median Quarterly Hours	412	420	402	385	382	386
Median Hourly Wage***	\$11.40	\$11.46	\$11.80	\$11.37	\$11.19	\$11.04
Median Annualized Earnings***	\$17,955	\$18,769	\$18,320	\$17,266	\$16,871	\$16,808

\*These figures apply to those with employment reported to the state's Employment Security Department six to nine months after leaving program. Rate does not include self-employment, employment outside the Northwest or military service and thus understates total employment by approximately 10 percent.

\*\*Full-time employment averages 30 or more hours per week.

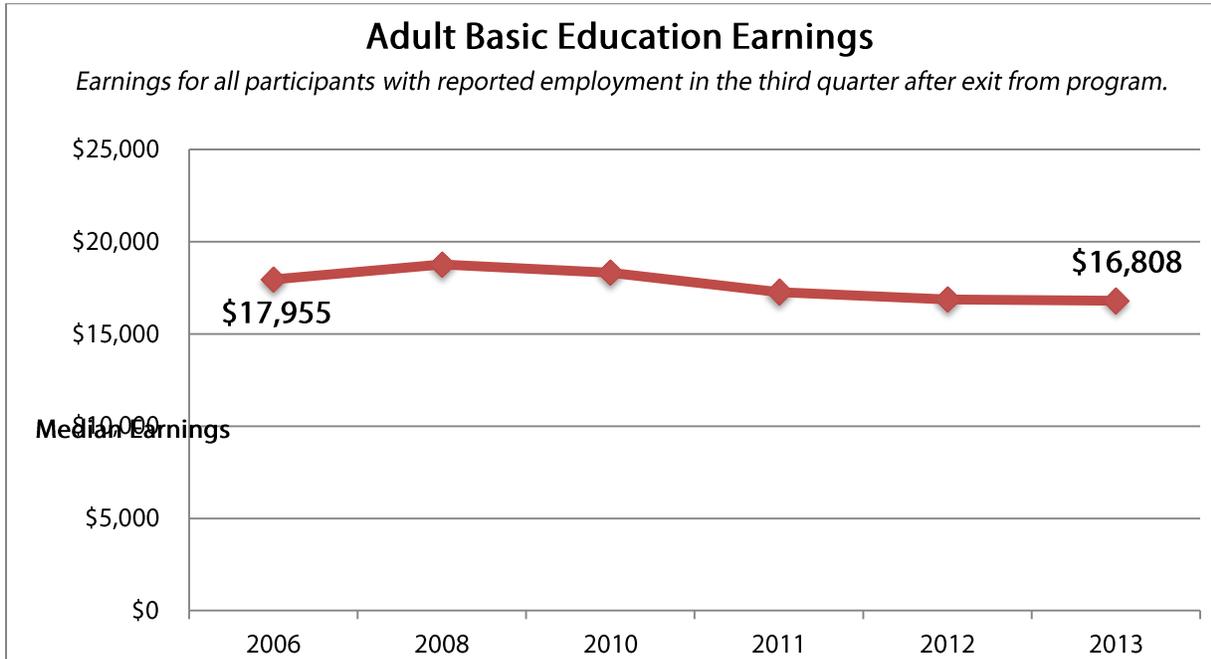
\*\*\*Earnings/wages expressed in first quarter 2012 dollars in order to account for inflation.

The percentage of participants who were employed in 2013 rose 2 percentage points, from 46 percent to 48 percent.



Source: Workforce Training Results 2006-13. Rate does not include self-employment, employment outside the Northwest or military service and thus understates total employment by approximately 10 percent.

Median annualized earnings for ABE/ESL participants decreased slightly, from \$16,871 to \$16,808; median annualized earnings have been declining since a high of \$18,769 in 2008.



Source: Workforce Training Results 2006-13. Note: This chart shows annualized earnings in 2012 first quarter dollars to account for inflation.

## Adult Basic Education Employment by Industry

Employment among ABE/ESL participants is heavily concentrated in services, retail trade, and manufacturing industries. In 2013, the percentage of participants employed in services is one percentage point below last year (55 versus 56 percent). Employment in the retail trades and manufacturing has stayed the same.

Industry Group	
55%	Services (see breakout below)
16%	Retail Trades (see breakout below)
11%	Manufacturing (see breakout below)
4%	Construction
4%	Natural Resources and Mining
3%	Transportation, Warehousing and Utilities
3%	Wholesale Trade
2%	Financial Services
1.3%	Public Administration
0.6%	Information
Breakout of Services Industry	
13.0%	Administrative and Support and Waste Management and Remediation Services
12.6%	Health Care
9.6%	All Other Services
8.0%	Social Assistance
5.6%	Accommodation and Food Services
2.9%	Education Services
2.6%	Arts, Entertainment, and Recreation
1.2%	Professional, Scientific, and Technical Services
Breakout of Retail Trade Industry	
4.7%	Department Stores and Warehouse Clubs
4.0%	Groceries, Supermarkets & Specialty Foods
2.1%	All Other Retail
1.8%	Clothing and Accessories Stores
1.3%	Gas Stations/Convenience Stores
1.2%	Motor Vehicle and Accessories Sales
1.0%	Home furnishings,Garden,Hardware
Breakout of Manufacturing	
3.8%	All Other Manufacturing
3.4%	Food & Beverage
1.7%	Transportation Equipment
1.0%	Fabricated Metal Products
0.7%	Wood & Paper Products

Source: Matches with Employment Security Department data in third quarter after exiting program. Industry groups based on North American Industry Classification System codes.

## Relationship of Training to Employment

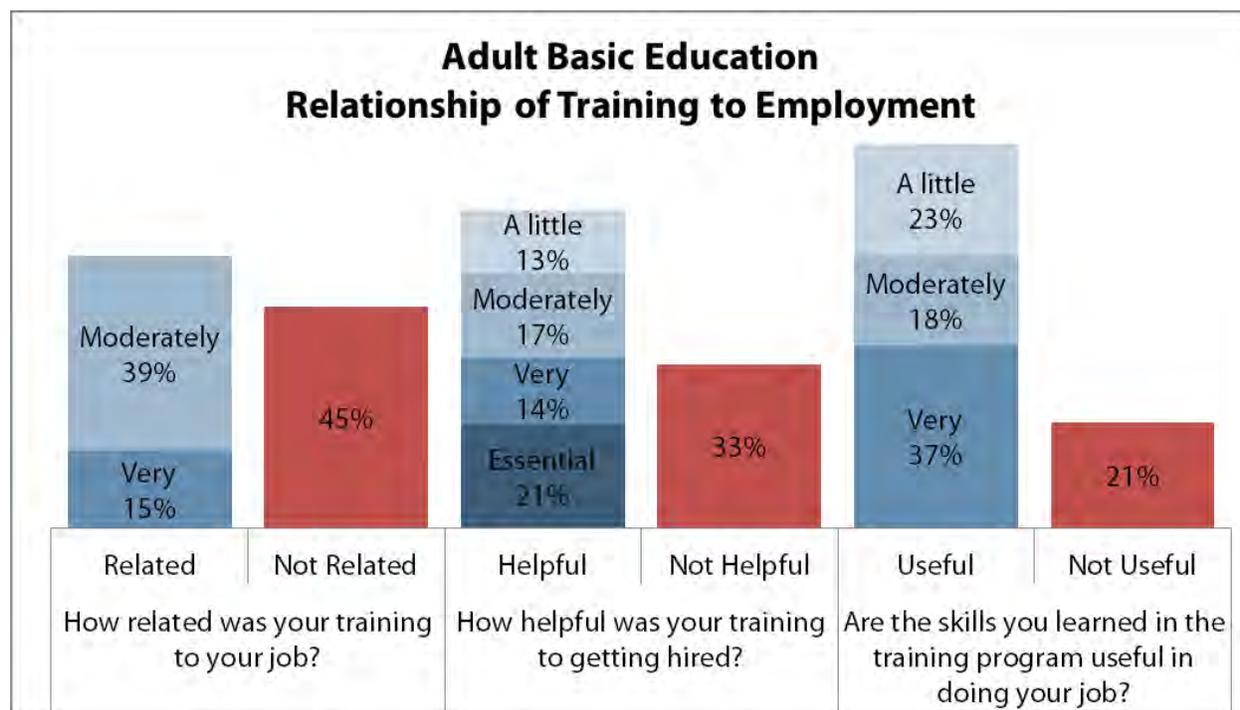
In 2011, the Workforce Board surveyed ABE/ESL participants who had left their program in 2009-10. The survey provided data on employment and participant satisfaction with the training. The survey was conducted by telephone and was completed by 253 participants.

To measure the extent to which a participant’s education program and training related to employment, we asked participants three questions:

1. How related was the program to their job?
2. How important was the training in getting hired?
3. Are the skills they learned useful in their job?

Asking about the relationship between training and employment in different ways can produce more complete information. For example, some participants said their training was not related to their job, but nevertheless found the skills acquired were useful on the job.

Among ABE participants employed six to nine months after leaving a program, 15 percent said their training was “very related” to their job. A further 39 percent reported the training was “moderately related” to their job. Compared to 2008, participants in 2011 reported slightly lower rates of training related to employment, by 3 percentage points in each category.



Source: Workforce Board’s Participant Satisfaction Survey 2011.

Participants interviewed in 2011 also indicated the training was helpful to them in getting their job. Of those participants, 21 percent indicated their training was an “essential requirement,” another 14 percent indicated it was “very important,” and 17 percent reported

it was “moderately important.” Thirteen percent said it was “a little helpful.” Some 33 percent indicated their training was “not important at all” to getting their job.

Three out of four participants said the skills they learned in their training program were useful in doing their job. Some 37 percent of participants indicated the skills were “very useful,” 18 percent said “moderately useful,” and 23 percent “a little useful.” The remaining 21 percent of ABE participants who were employed indicated the skills were “not useful at all.”

When combining two of the questions about the program’s relationship to the job and about whether the skills acquired were helpful, a small percentage of participants answered negatively to both. Some 19 percent of participants employed the third quarter after exit said the training they received was *neither* helpful in their job nor related to the job they obtained.

### Wages and Employment Results Vary by Population

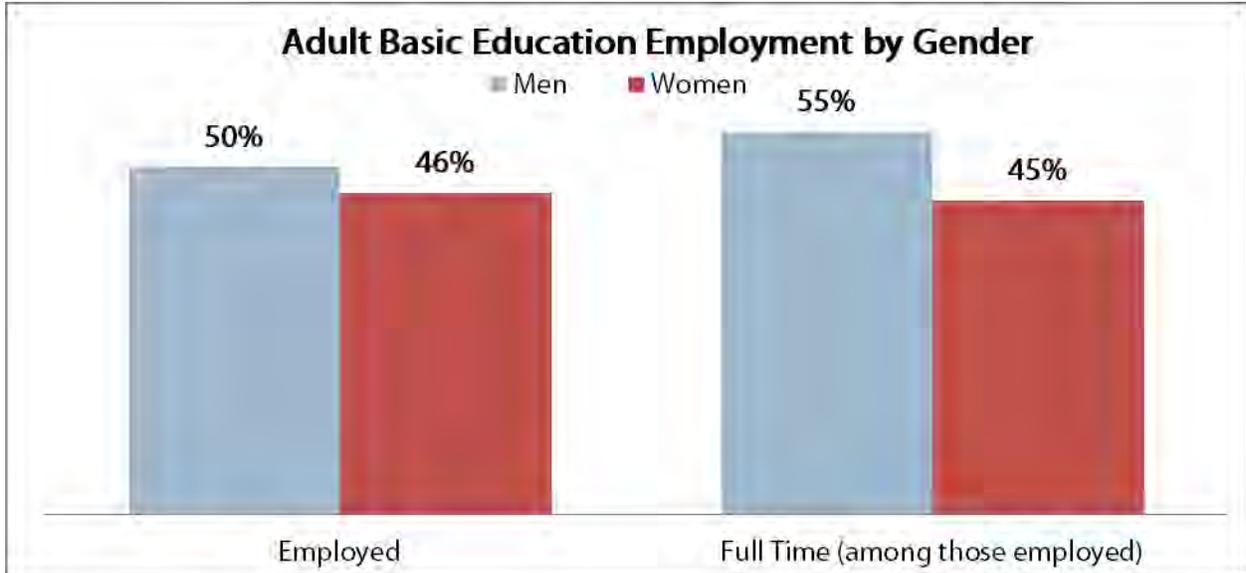
Wage and employment results can vary by gender, race and ethnicity, and disability. Among participants employed during the third quarter after exit, there is a substantial gender gap in labor market outcomes. Female ABE/ESL participant’s employment rate, hours worked, hourly wage, and annual earnings are lower than men’s; in addition the ratio between men’s and women’s employment rates, hours worked, earnings, and wages have decreased since the 2012 report.

Gender Differences in Labor Market Outcomes Among ABE/ESL Students in the Third Quarter After Leaving Program			
	Women	Men	Ratio
Employment Reported to ESD	46%	50%	92%
Median Quarterly Hours Worked	360	423	85%
Median Hourly Wage	\$10.65	\$11.79	90%
Median Annual Earnings*	\$15,134	\$19,352	78%

Source: Matches with Employment Security Department data.

\*Earnings/wages expressed in first quarter 2012 dollars in order to account for inflation.

The following chart shows the percentage of men and women ABE/ESL participants who reported being employed. Also broken out is the percentage of those working that held full-time jobs. Male ABE participants were more likely to be employed (50 percent compared to 46 percent) and also more likely to be working full time (55 percent compared to 45 percent).



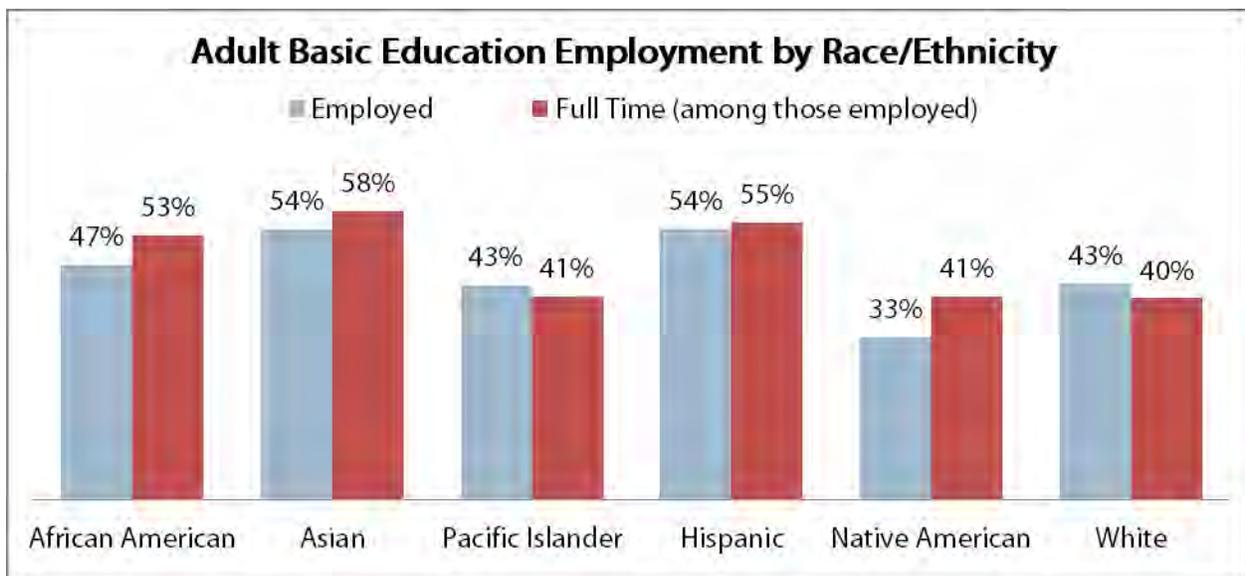
Source: Matches with Community and Technical Colleges Administrative Data and Employment Security Department data.

## Race/Ethnicity Plays Role

ABE/ESL program graduates had different employment rates when comparing race and ethnicity. The highest employment rate was found among Hispanics and Asians (54 percent), followed by African Americans (47 percent), whites and Pacific Islanders (43 percent) and Native Americans (33 percent). Of those ABE/ESL participants who were working, the percentage with full-time employment also varied according to race and ethnicity. Asians had the highest percentage working full time (58 percent), followed by Hispanics (55 percent), African Americans (53 percent), Native Americans, and Pacific Islanders (41 percent). The lowest percentage working full time was whites (40 percent).

Median hourly wages appear to follow the pattern of employment by race, with the highest wages earned by those with the highest employment rates: among Hispanics (\$11.48), Asian (\$11.25), and slightly lower wages among whites (\$10.80), African Americans (\$10.78), Pacific Islanders (\$10.39), and Native Americans (\$10.31).

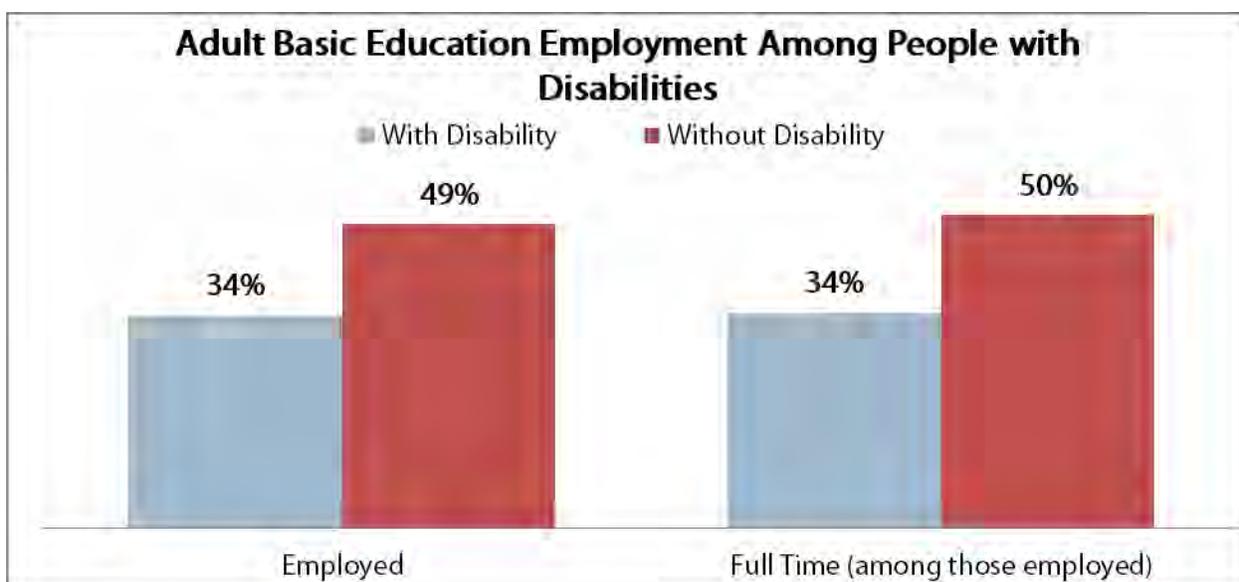
Median annual earnings follow the same pattern as full time employment: Asians have the highest earnings, at \$19,234, followed by Hispanics (\$18,836), African Americans (\$17,423), whites (\$13,992), Native Americans (\$13,134), and Pacific Islanders (\$12,619).



Source: Matches with Community and Technical Colleges Administrative Data and Employment Security Department data.

## Disability Impacts Employment, Earnings

Among 2013 ABE/ESL participants, 4.2 percent had a disability (less than the 12.5 percent of the general population who have a disability).<sup>7</sup> Participants with disabilities did less well in the labor market than other participants. They were less likely to have employment reported to the state's Employment Security Department (34 percent versus 49 percent for participants without a disability). This is the percentage observed in the last report. Participants with disabilities were also less likely to work full time than participants without a disability (34 percent versus 50 percent), their median hourly wage (\$10.56 versus \$11.05) was 96 percent of the amount earned by participants without a disability, and median annual earnings were nearly 70 percent for those with a disability compared to those without a disability (\$11,872 versus \$16,977).



Source: Community and Technical Colleges Administrative Data and Employment Security Department data matches 2010-11.

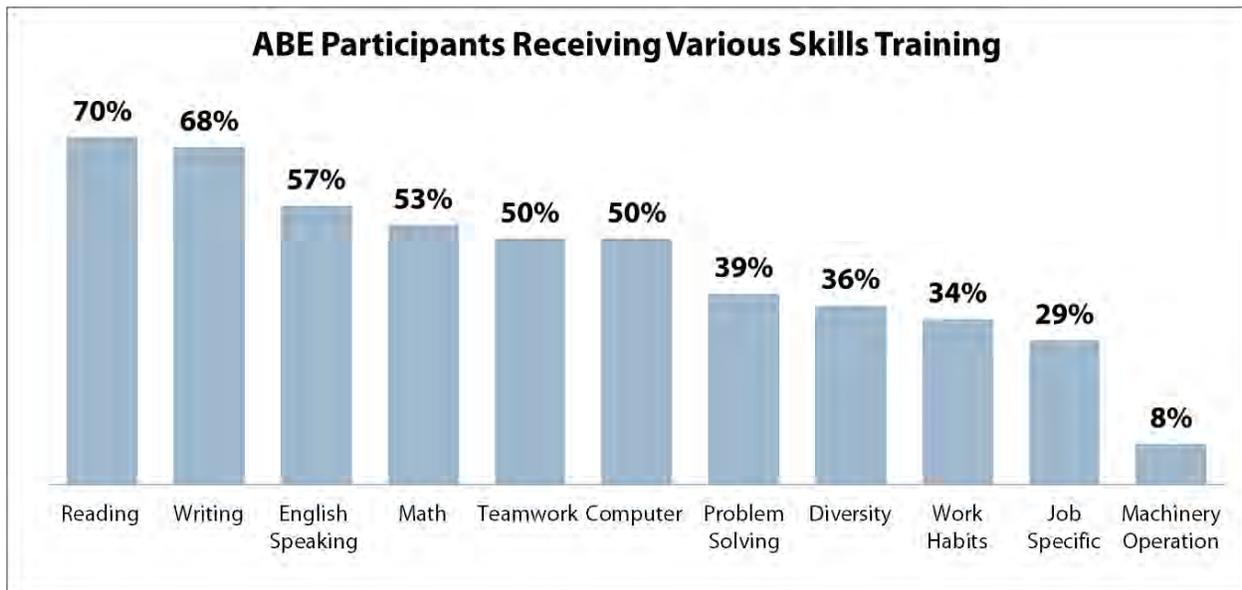
## Participant Survey

In 2011, the Workforce Board surveyed ABE/ESL participants who had left their program in 2009-10. The survey provided data on employment and participant satisfaction with the training. The survey was conducted by telephone and was completed by 253 participants.

<sup>7</sup> 2011 U.S. Census Bureau estimates from the American Community Survey, Table S0201 – Selected Population Profile in the United States.

According to survey results, 73 percent of participants indicated they entered an ABE/ESL program to learn skills for a new job. Participants also said they enrolled for their own personal enjoyment or improvement (91 percent), or to improve their English speaking or reading skills (70 and 72 percent respectively).

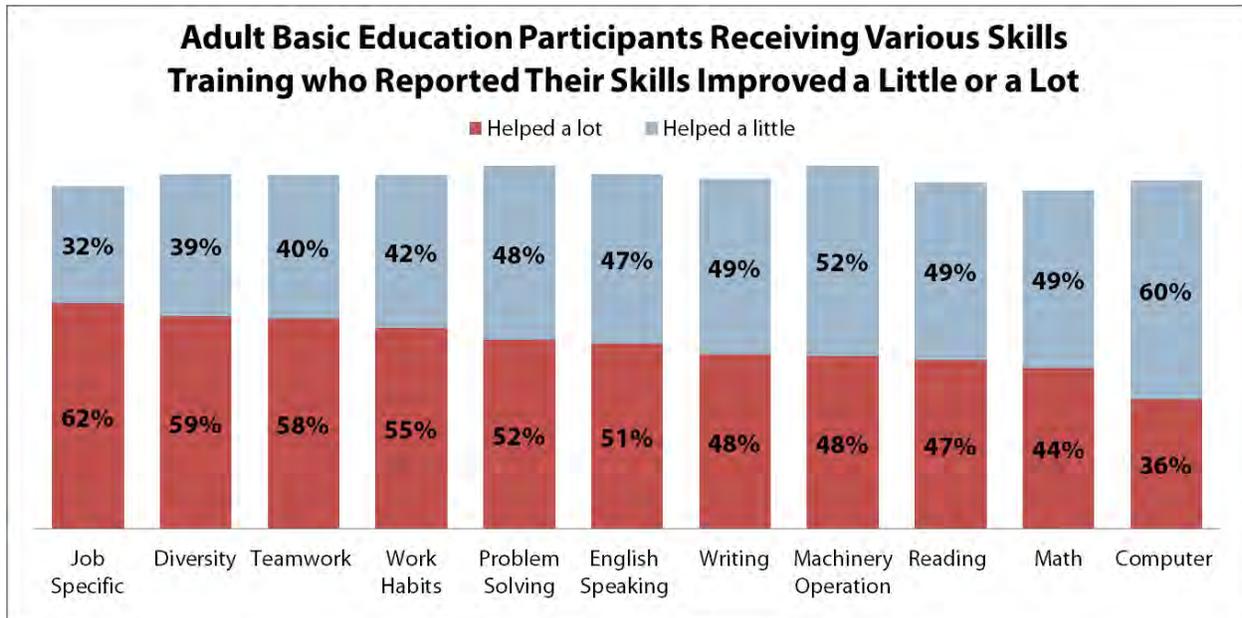
As in previous studies, the large majority of participants received instruction in reading and writing. About half of participants received instruction in math. Fewer received training in workplace skills such as problem solving, diversity, and work habits. The highest percentage of participants, 76 percent, said they gained reading skills, followed closely by 75 percent who reported writing skills.



Source: Workforce Board's Participant Satisfaction Survey 2011.

As in the previous study, most participants reported their skills improved in the areas where they received instruction. Participants tended to report higher levels of improvement with workplace skills, such as teamwork, diversity and work habits than with basic skills such as computer, writing or math.

The percentage of participants who reported a lot of improvement in work habits increased 7 percentage points (from 48 percent to 55 percent). In all other areas the percent who reported their skills improving a lot remained the same or changed only marginally compared to the prior study.

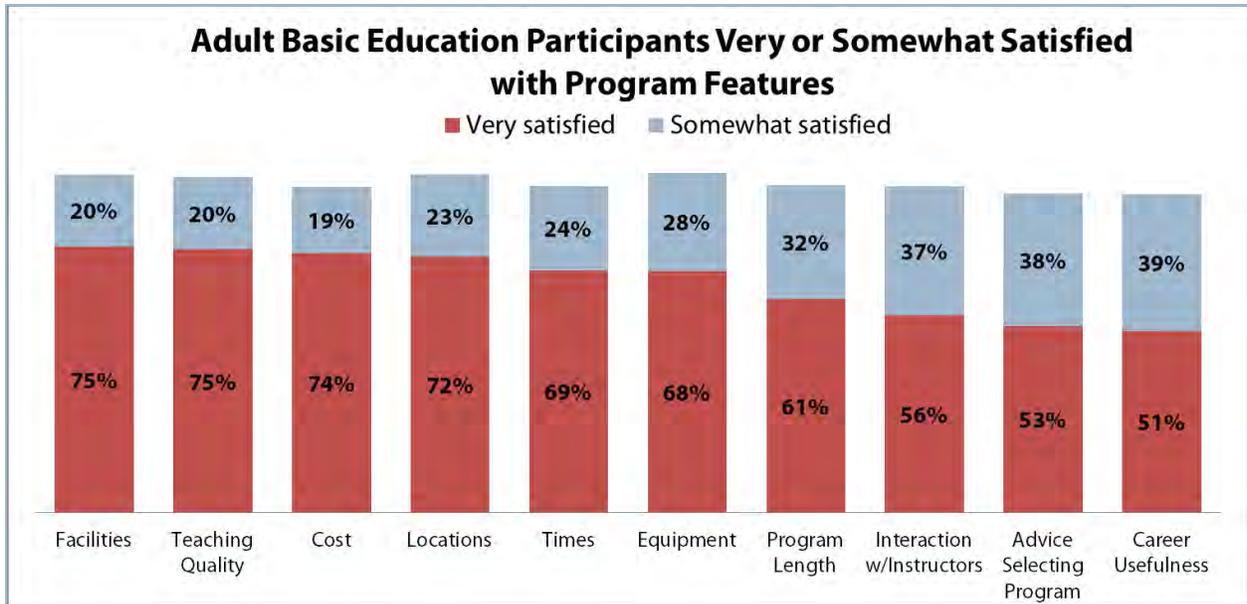


Source: Workforce Board's Participant Satisfaction Survey 2011.

## Participant Satisfaction

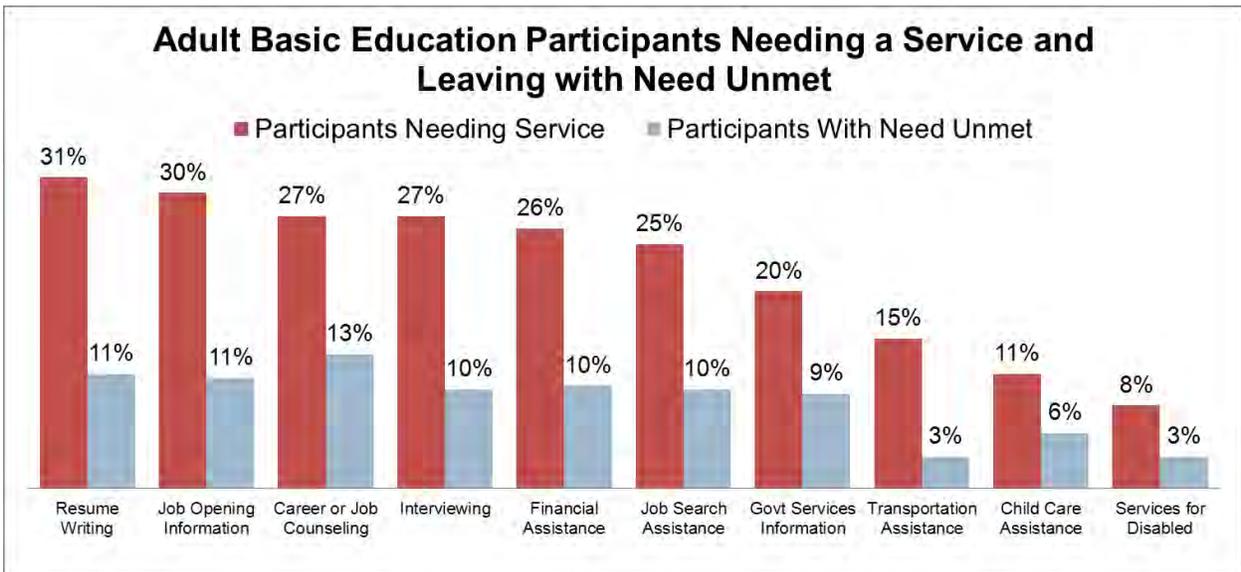
In general, participants were satisfied with the training they received. Some 93 percent of participants reported being satisfied with their program overall. However, the percentage who stated that they had met their educational objectives decreased from 78 percent in the previous study to 68 percent this year. A majority of participants indicated satisfaction with various program features. Three-quarters of participants reported they were "very satisfied" with program facilities and teaching quality.

Compared to the 2008 survey, the program feature with the largest increase of participants reporting they were "very satisfied" was equipment (which increased from 63 to 68 percent). The only feature to have a decrease in the percentage of students reporting they were "very satisfied" was career usefulness, which dropped from 56 percent to 51 percent since the last survey.



Source: Workforce Board's Participant Satisfaction Survey 2011.

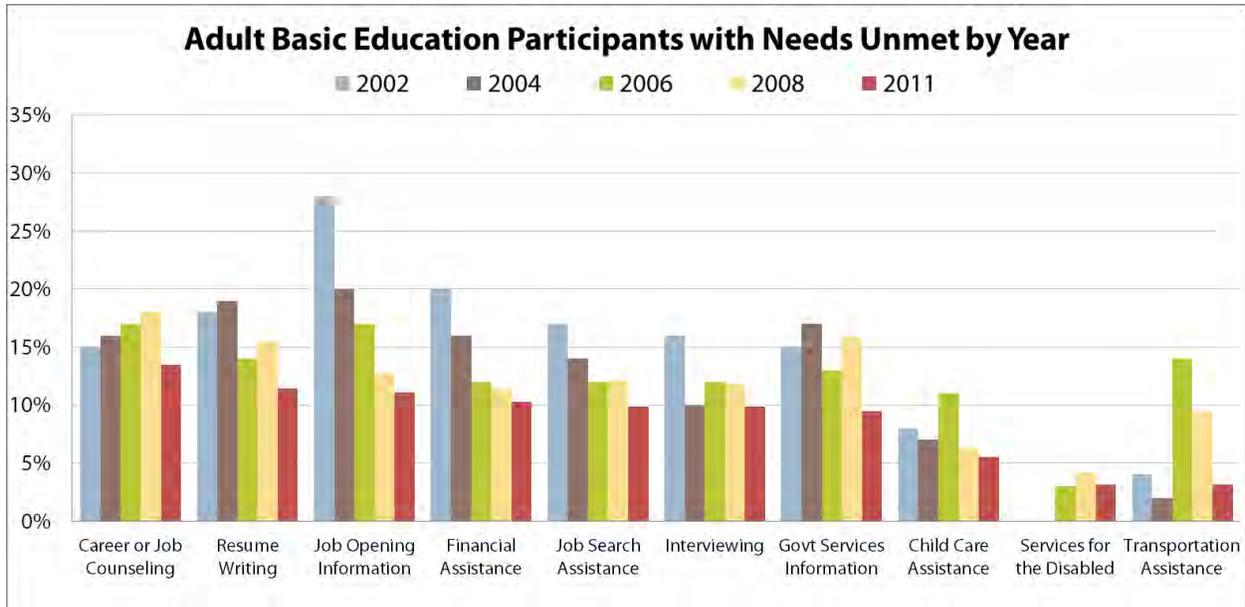
The support services that participants were most likely to report needing more services related to finding a job (including resume writing, job opening information, interviewing and career counseling). Participants were more likely than not to receive the services they needed. However, a relatively high 13 percent said they left the program with their need for job counseling unmet. An unmet need for resume writing, other government services, interviewing, and job opening information was reported by about one in every 10 students.<sup>8</sup>



Source: Workforce Board's Participant Satisfaction Survey 2011.

<sup>8</sup> Unmet need refers to cases where the student reports that either they did not receive the required service or what was provided did not meet their needs.

The percentage of participants who reported leaving the program with an unmet need has declined in nearly every category, not only since the last participant survey, but since 2004. The largest decrease in unmet need came in transportation assistance, which dropped from 9 percent to 3 percent since the last survey.



Source: Workforce Board's Participant Satisfaction Surveys 2002-11.

## Net Impact - Did Program Make a Difference in Participant Success

Every four years the Workforce Board conducts net impact and cost-benefit analyses of workforce development programs. This detailed study compares participants and non-participants. The net impact part of this study attempts to measure whether the program made a difference in the participant's success. Washington is the only state to periodically conduct rigorous net impact evaluations of its workforce programs.

*The Adult Basic Education program has positive net impacts on annualized earnings.*

The net impact analysis was conducted by the W.E. Upjohn Institute for Employment Research (Upjohn), a national leader in evaluating training programs. To do the analysis, Upjohn studied program participants to see what results they achieved and compared these results with a control group. Individuals who participated in a WIA Adult program were compared to individuals who had similar demographic characteristics, but who did not participate in any of the programs included in the study. The comparison group members were selected from among those who registered with WorkSource, Washington's one-stop career center system.

The most recent net impact analyses examined experiences of participants who left the ABE/ESL Training program through 2009. The short-term impact (Program Year 2007-08) was observed in 2008-09, while the long-term impact (Program Year 2005-06) was observed from 2006-07 through 2008-09.

### Impact on Employment and Earnings: Participants vs. Control Group

ABE/ESL Participants	Short-term <sup>^</sup>	Long-term <sup>^</sup>
Net Employment Impact*	No significant positive impact	No significant positive impact
Net Hourly Wage Impact**	No significant positive impact	No significant positive impact
Net Quarterly Hours Impact	15.4	15.1
Annualized Earnings**	\$983	\$885

<sup>^</sup>Short-term is three quarters after program exit. Long-term is average across three years since program exit.

\*Percentages listed are employment percentage points above those of the control group of non-participants.

\*\*Wages and earnings, expressed in first quarter 2012 dollars; represent the average difference between ABE/ESL participants who got jobs and those in the control group who were employed.

To estimate these impacts, individuals who received employment-related ABE/ESL education were compared to individuals who had similar characteristics within the state's employment service, but who did not participate in any of the programs included in the study.<sup>9</sup> Additional

<sup>9</sup> The net impact study excludes individuals who enrolled in ABE/ESL programs for personal enhancement or non-employment-related purposes.

estimates were made for a cohort of ABE/ESL participants who also participated in CTC Professional Technical Education.

As can be seen above, Adult Basic Education participants worked more hours per quarter than non-participants in the control group. They also garnered higher annualized earnings than those who did not participate. However, the program did not have a significant positive impact on employment and hourly wages.

## **Costs and Benefits**

The cost-benefit analysis estimates the value of the net impact on earnings, employee benefits (estimated at 25 percent of earnings), unemployment insurance benefits, and certain taxes.

Program costs include both direct program costs and support payments borne by the government and the earnings students gave up while participating in the program. Benefits and costs are calculated for both the observed period of time and based upon a statistical model that estimated the benefits and costs out to the age of 65. In order to compare benefits and costs in terms of net present values, post-program benefits and costs are discounted by 3 percent per year and all figures are stated in 2012 Q1 dollars to control for inflation. The benefits and costs presented here are based on impacts estimated for students leaving programs in 2005-2006 (observed from 2006-07 through 2008-09), because a longer-term follow up is required for this analysis. The results are for those students who took only basic skills courses in the colleges.

For each student in ABE/ESL only, the public (taxpayer) cost is about \$2,810 over the length of their enrollment, and the student cost is \$116 in foregone earnings while in school. The average ABE/ESL student makes no net gains in earnings in either the first two and one-half years after leaving college or during the course of working life to age 65 compared to similar individuals who did not participate in any of the workforce development programs.

## Participant and Public Benefits and Costs per Participant in Community and Technical Colleges ABE Programs

Benefit/Cost	First 2.5 years		Lifetime (until 65)		Sum of Costs and Benefits
	Participant	Public	Participant	Public	
<b>Benefits *</b>					
Earnings	-	-	-	-	
Fringe Benefits	-	-	-	-	
Taxes	-	-	-	-	
Transfers					
UI	-\$727	\$727	-\$1,090	\$1,090	
<b>Costs</b>					
Foregone net earnings	\$116	\$13	\$116	\$13	
Program costs	\$0	-\$2,810	\$0	-\$2,810	
<b>Benefits</b>	-	-	-	-	
<b>Costs</b>	\$116	-\$2,797	\$116	-\$2,797	
<b>Total (Net)</b>	-	-	-	-	

Note: Benefits and costs are expressed in 2012 first quarter dollars. Upjohn estimated the impact of the net change in earnings of Social Security, Medicare, federal income, and state sales taxes.

Again, the above findings are for students who participated in ABE/ESL only and do not include students who also participated in professional-technical education or other training. In contrast, Integrated Basic Skills Education and Training (I-BEST), that combines adult education with professional-technical training, has significant positive impacts on participant employment and earnings.

### Impact on Employment and Earnings: I-BEST Participants vs. Control Group

I-BEST Participants	Short-term <sup>^</sup>
Net Employment Impact*	3.9 percentage points
Net Hourly Wage Impact**	\$1.38
Net Quarterly Hours Impact	35.3
Annualized Earnings**	\$2,614

<sup>^</sup>Short-term is three quarters after program exit. Long-term results are not yet available for I-BEST

\*Percentages listed are employment percentage points above those of the control group of non-participants.

\*\*Wages and earnings, expressed in first quarter 2012 dollars; represent the average difference between I-BEST participants who got jobs and those in the control group who were employed.

## **Summary and Areas for Improvement**

As reported in previous studies, the employment and earnings results are weak for students who participate in Adult Basic Education without also receiving professional-technical training. Although participants report high levels of satisfaction with their program, the study does not find a positive impact on the average student's employment and hourly wages. On a positive note, there has been a clear trend over time toward meeting more students' needs for support services.

The findings show a substantial net impact on employment and earnings for students who participated in I-BEST, combining adult education with professional-technical training. These results are strong evidence of the importance of investing resources in I-BEST and similar alternative methods of delivering adult education.