

# National Reporting System for Adult Education: *Performance Accountability*

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# Polling Question – NRS experience

**Which of these activities do you do in your current position?**

- A. Collecting and reporting performance accountability data.
- B. Training local programs on the requirements of the National Reporting System (NRS) for adult education.
- C. Monitoring local programs for compliance with WIOA performance accountability requirements.
- D. All of the above.
- E. None of the above.



# Group Activity

(15 minutes)

1. In your breakout room, use handout 1 to discuss the questions about designing a national accountability system. Be creative!
2. Take notes.
3. Report your answers to the larger group.

## *Good morning!*





# Group Activity (report out)

In the chat box, please type your responses to the following questions:

- How would you create measures that are objective across all states?
- How would you ensure valid and reliable data?
- How would you maintain state and local control and program flexibility to meet learner needs?
- How would you minimize burden?

*This was a tough one!*



# How to Develop a National System to Demonstrate Program Effectiveness

## Guiding Principles:

- ✓ Meet statutory accountability requirements
- ✓ Measurable and objective across all states
- ✓ Maintain state and local control, flexibility to meet learner needs
- ✓ Minimize burden
- ✓ Accommodate methodology to produce valid and reliable data
- ✓ Definitions and procedures aligned with partner programs
- ✓ Early and consistent input from stakeholders





# National Reporting System (NRS)

## TIMELINE



- 1993:** Government Performance and Results Act (GPRA) requires all federal agencies to develop indicators of program performance to demonstrate they are meeting their goals.
- 1996:** State directors and U.S. Department of Education develop a framework for a system of program accountability.
- 1997:** National stakeholder meeting held to validate framework and identify outcome measures.
- 1997:** National Reporting System (NRS) for adult education begins.

# NRS TIMELINE (continued)

- 1998:** Workforce Investment Act (WIA) becomes law, requiring an accountability system with core indicators of performance.
- 1999:** Initial performance standards become effective for states and local programs.
- 2000:** National Reporting System is implemented in all states.
- 2004:** OMB Program Assessment Rating Tool (PART) – **Adult education program was one of only three programs at ED to receive the highest rating of “effective.”**
- 2002 – 2011:**
- OMB changes to employment reporting<sup>1</sup>.
  - Revised ESL levels.
  - Added tables 4c, 5a, and 14.
  - OMB Race/ethnicity guidance.
  - Added measures for student’s highest educational level.
  - Added measures for teacher experience and certification.



<sup>1</sup> Required by Office of Management and Budget (OMB) effective in PY 2005.



# NRS TIMELINE (continued)

- 2012:** Automatic cohorts for NRS follow-up measures go into effect for program year (PY) 2012-13.
- 2014:** Workforce Innovation and Opportunity Act (WIOA) becomes law and reauthorizes the Adult Education and Family Literacy Act (AEFLA), Title II of WIOA.
- 2015:** Transition year from WIA to WIOA.
- 2016:** WIOA performance accountability system goes into effect for PY 2016-17.
- 2016 to present:** WIOA regulations, information collection requests (ICRs), guidance, training, and technical assistance.

- Joint performance regulations (20 CFR Part 677)
- Title II regulations (34 CFR Parts 462 and 463)
- Joint performance information collection (OMB 1205-0526)
- Title II information collection – NRS tables (OMB 1830-0027)
- Guidance ([OCTAE Program Memos](#))
- NRS trainings (regional and targeted)
- [NRS technical assistance guide](#)



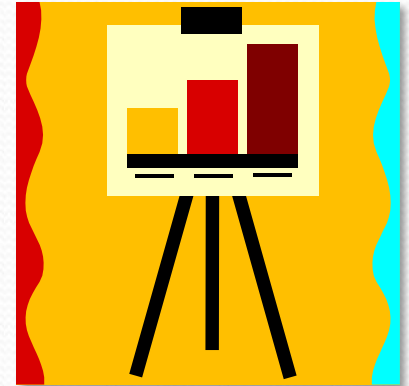


# National Reporting System (NRS) – Authorization, Purpose, and Stakeholders

- The NRS is authorized under **section 212** of WIOA, with performance accountability provisions described in **section 116** of WIOA.
- The NRS collects and maintains data on participant characteristics, outcomes, and grant expenditures.
- The NRS contributes to ED's Strategic Goal to strengthen the quality, accessibility and use of education data.
- The primary NRS customers include program participants, local providers, formula grantees (state agencies), ED's leadership, Congress, data analysts, education researchers, and the public.



# USES OF NRS DATA



## **Federal Level**

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

## **State Level**

- To meet state and federal reporting requirements for funding
- As one factor in determining local funding
- To evaluate local programs and identify technical assistance needs

## **Local Level**

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



# What the NRS Is Not



## **The NRS does not:**

- **Preclude states from collecting other measures and using them for state accountability.**
- **Preclude the use of other educational functioning levels.**
- **Specify one test or assessment that must be used.**
- **Require specific software or record-keeping system.**
- **Specify skill areas or topics to teach students.**

# WIOA

## Performance Accountability

- **WIOA establishes primary indicators of performance that apply across the core programs.**  
Sec. 116 (b)(2)(A)
- **States have the option to consider additional outcome measures.**  
Sec. 116(b)(2)(B)
- **States must identify in the State Plan “expected levels of performance” for each of the indicators and reach agreement on “adjusted levels of performance.”**  
Sec. 116(b)(3)(A)(iii) and 116(b)(3)(A)(iv)(I)





# WIOA

## Performance Accountability (continued)

- Secretaries must reach agreement on levels by considering four factors:

- Levels of performance for other states
- Statistical adjustment model
- Continuous improvement
- GPRA targets

Sec. 116(b)(3)(A)(v)

- States must submit performance reports (see [statewide performance report](#)) on statutorily defined content.

Sec. 116(d)(2)

- Secretaries required to apply sanctions for failure to report or failure to meet adjusted levels of performance.

Sec. 116(f)(1)(B)



## WIOA Primary Indicators of Performance

Indicator	Definition
Employment Rate – 2nd Quarter	Percentage of participants who are in unsubsidized employment during the second quarter after exit from the program.
Employment Rate – 4th Quarter	Percentage of participants who are in unsubsidized employment during the fourth quarter after exit from the program.
Median Earnings – 2nd Quarter	Median earnings of participants who are in unsubsidized employment during the second quarter after exit from the program.
Credential Attainment	Percentage of participants who attain a recognized postsecondary credential or a secondary school diploma (subject to conditions) during participation in or within one year after exit from the program.
Measurable Skill Gain	Percentage of participants who achieve at least one educational functioning level (EFL) gain (through post-testing , credits, or postsecondary enrollment) or attain a secondary school diploma.
Effectiveness in Serving Employers	Piloting three approaches: <ol style="list-style-type: none"> <li>1. Retention with the same employer</li> <li>2. Repeat business customers</li> <li>3. Employer Penetration Rate</li> </ol>

































**Exit based indicators**





# WIOA Data Availability

		ANNUAL REPORT PROGRAM YEAR				
		PY 2016	PY 2017	PY 2018	PY 2019	PY 2020
		% Of Data Available on Report Delivery Date				
Performance Indicators	Employment Rate <i>Second Quarter After Exit</i>	0% 	100% 	100% 	100% 	100% 
	Employment Rate <i>Fourth Quarter After Exit</i>	0% 	50% 	100% 	100% 	100% 
	Median Earnings <i>Second Quarter After Exit</i>	0% 	100% 	100% 	100% 	100% 
	Credential Attainment Rate	0% 	50% 	100% 	100% 	100% 
	Measurable Skill Gains	100% 	100% 	100% 	100% 	100% 
	Effectiveness in Serving Employers <i>(If based on 4<sup>th</sup> quarter retention)</i>	0% 	50% 	100% 	100% 	100% 

October 2018    October 2019    October 2020    October 2021

# WIOA Reporting – October 2020

Time periods covered by each indicator and data element.

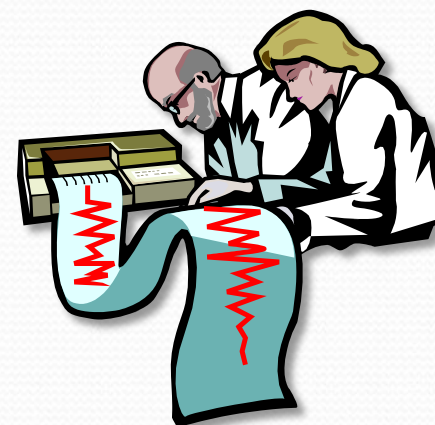
Program Year 2019 (PY19) Annual Report	
Report Due Date	October 1, 2020
Number Served (Reportable Individual)	7/01/19 to 6/30/20
Number Exited (Reportable Individual)	4/01/19 to 3/31/20
Funds Expended	7/01/19 to 6/30/20
Number Served (Participant)	7/01/19 to 6/30/20
Number Exited (Participant)	4/1/19 to 3/31/20
Employment Rate Second Quarter After Exit	7/01/18 to 6/30/19
Employment Rate Fourth Quarter After Exit	1/01/18 to 12/31/18
Median Earnings Second Quarter After Exit	7/01/18 to 6/30/19
Credential Attainment Rate	1/01/18 to 12/31/18
Measurable Skill Gains	7/01/19 to 6/30/20
Effectiveness in Serving Employers - Retention With Same Employer	1/01/18 to 12/31/18
Effectiveness in Serving Employers - Repeat Business Customers	7/01/19 to 6/30/20
Effectiveness in Serving Employers - Employer Penetration Rate	7/01/19 to 6/30/20



# WIOA Performance Data Reporting

All participants who have at least **12** contact hours\*:

- ✓ Descriptive and participation data.
- ✓ Primary indicators of performance required by Section 116 of WIOA.
- ✓ Secondary Measures (optional) – no performance standards tied to them, but states may consider for local funding.



\* In-person time is not required to obtain the initial 12 hours of contact.  
([NRS Technical Assistance Guide](#), page 46)

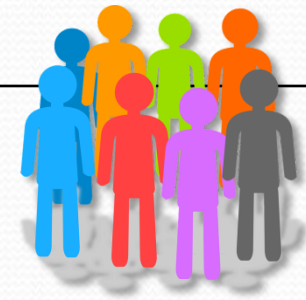
# Basic Participant Data

## Participant Information

- Name
- Contact Information
- Date of birth
- Sex
- Race/Ethnicity
- Barriers to employment
- Program entry/exit dates
- Highest degree or level of school completed
- Educational functioning level
- Employment status
- Disability information
- Test scores and dates (for computing EFL gain)
- Program type
- Contact hours/dates (weekly/monthly)

## Participant Outcomes

- Primary indicators of performance:
  1. Second-quarter employment
  2. Fourth-quarter employment
  3. Second-quarter earnings
  4. Credential attainment:
    - Credential type achieved (secondary and postsecondary)
    - Follow-up criteria for attainment of secondary school diploma or its recognized equivalent (employment or entry into postsecondary education or training during first year after exit)
  5. Measurable skill gain:
    - EFL gain type (via posttest, credits, entry into postsecondary education or training)
    - Secondary school diploma or its recognized equivalent
- Optional achievements:
  - Achieved citizenship goals
  - Increased involvement in child's education
  - Increased involvement in child's literacy activities
  - Registered to vote
  - Increased involvement in community affairs





# Participation Information

## Contact Hours

Hours of instruction or instructional activity that the participant receives from the program.

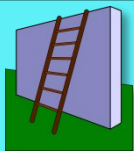
- In-person or distance hours\*
- Proxy hours
  - *Clock Time Model*
  - *Teacher Verification Model*
  - *Learner Mastery Model*



## Program Type

- Adult Basic Education Program (ABE)
- Adult Secondary Education Program (ASE)
- Corrections Education
- English as a second language (ESL) or English language acquisition
- Family Literacy
- Integrated Education and Training (IET)
- Integrated English Literacy and Civics Education (IELCE)
- Distance Education

\* Contact hours for distance learners can be a combination of actual contact and contact through telephone, video, teleconference, or online communication, where participant and program staff can interact and through which participant identity is verifiable. ([NRS Technical Assistance Guide](#), page 46)

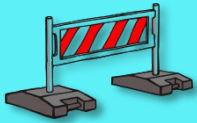


# Barriers to Employment



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





## Barriers to Employment (continued)



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

# Statistical Adjustment Model

Regression model that is “used to make the adjustments in the State adjusted levels of performance for actual economic conditions and characteristics of participants.” **Sec. 116(b)(3)(A)(viii)**



## Applied twice:

1. Before the program year, at the time performance targets are negotiated.
2. After the program year, when actual performance data has been reported.



# Statistical Adjustment Model (continued)

## Based on the following:

- the differences among states in actual economic conditions (including differences in unemployment rates and job losses or gains in particular industries)
- the characteristics of participants when the participants entered the program, including:
  - indicators of poor work history,
  - lack of work experience,
  - lack of educational or occupational skills attainment,
  - dislocation from high-wage and high-benefit employment,
  - low levels of literacy or English proficiency,
  - disability status,
  - homelessness,
  - ex-offender status,
  - welfare dependency.

Sec. 116 (b)(3)(A)(v)(II)(aa)  
Sec. 116 (b)(3)(A)(v)(II)(bb)



# Three Possible Approaches for Establishing Local Performance Standards



## 1. Individual Program Improvement:

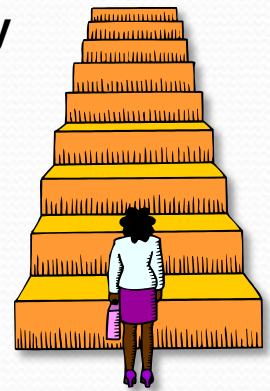
Past performance on the measure is the baseline for negotiating future performance. Harder to manage because each program could have a different baseline for each measure.

## 2. Relative Ranking and Averaging:

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

## 3. External Criteria:

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





# OCTAE's Keys to a Strong Accountability System

- A student level reporting system with a web-based relational database.
- A comprehensive data dictionary/user's guide outlining definitions, procedures, and technical standards for data collection and reporting.
- Standard forms with coding categories, tied to database, and **timely data entry procedures** (at least quarterly).
- Local staff assigned to data collection with clear understanding of responsibilities and appropriate level training provided by state.
- A state assessment policy with training and monitoring.



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

- A standardized follow-up methodology is established with **training and monitoring**.
- An understanding of allowable costs and ensuring all sub-recipients are informed about financial requirements and are required to report detailed expenditure reports on a regular and timely basis.
- **Regular data review and error checking** by state staff with immediate feedback.
- Evaluation and monitoring system is in place to determine local data quality.
- **Local access to data** with reporting capabilities that support program management decisions.

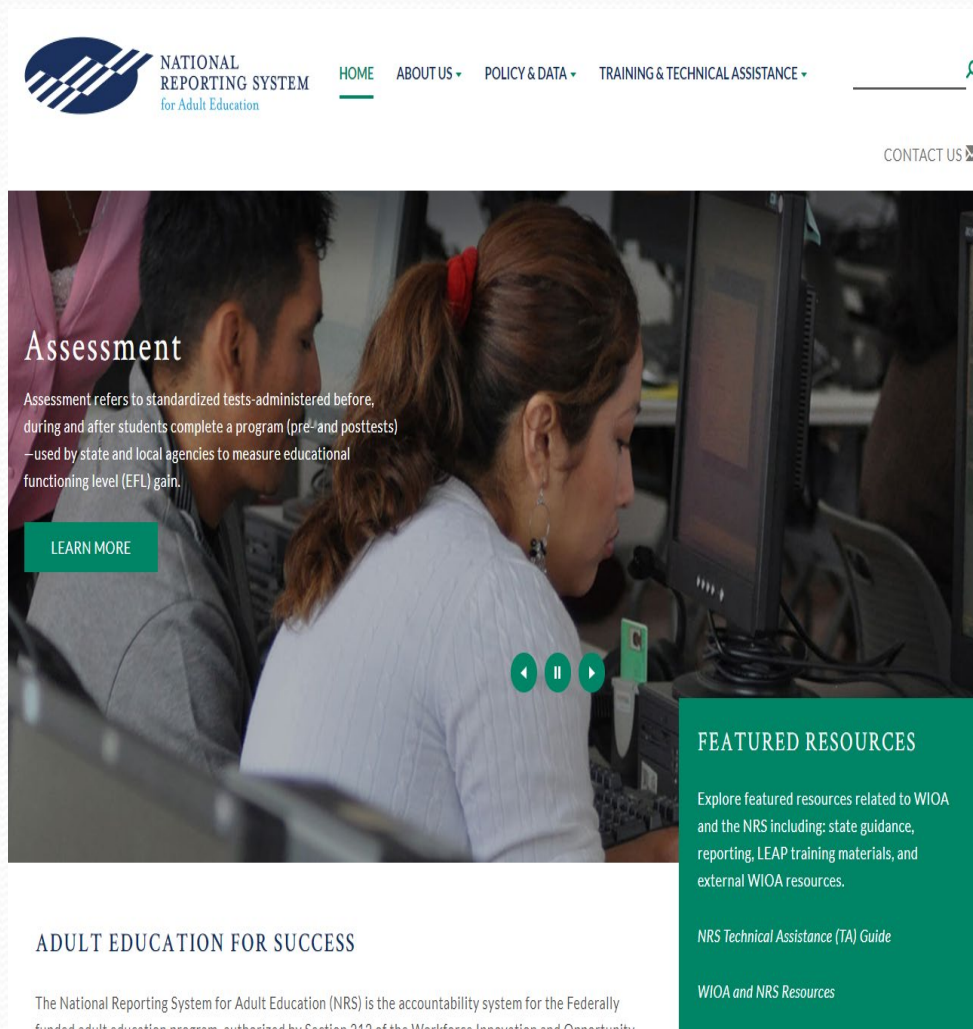




# NRS Technical Assistance Web Site

- [NRS Technical Assistance Guide](#)
- Training Materials
- [Self-paced Online Courses](#)  
“Measuring Performance Under WIOA” **NEW this year!**
- Assessment Information
- Data Quality Resources
- NRS publications
- NRS History

[NRSWEB.ORG](http://NRSWEB.ORG)



The screenshot shows the homepage of the National Reporting System for Adult Education (NRS) website. At the top, there is a navigation bar with the NRS logo, the text "NATIONAL REPORTING SYSTEM for Adult Education", and links for "HOME", "ABOUT US", "POLICY & DATA", and "TRAINING & TECHNICAL ASSISTANCE". A "CONTACT US" link is also present on the right. Below the navigation bar is a large banner image showing two people working at a computer. Overlaid on the banner is the text "Assessment" followed by a definition: "Assessment refers to standardized tests administered before, during and after students complete a program (pre- and posttests) —used by state and local agencies to measure educational functioning level (EFL) gain." Below this text is a green "LEARN MORE" button. In the bottom right corner, there is a green box titled "FEATURED RESOURCES" which contains the text: "Explore featured resources related to WIOA and the NRS including: state guidance, reporting, LEAP training materials, and external WIOA resources." Below this box, there are two links: "NRS Technical Assistance (TA) Guide" and "WIOA and NRS Resources". At the bottom of the page, there is a section titled "ADULT EDUCATION FOR SUCCESS" with a paragraph: "The National Reporting System for Adult Education (NRS) is the accountability system for the Federally funded adult education program authorized by Section 212 of the Workforce Innovation and Opportunity Act."

NATIONAL REPORTING SYSTEM  
for Adult Education

HOME ABOUT US POLICY & DATA TRAINING & TECHNICAL ASSISTANCE

CONTACT US

## Assessment

Assessment refers to standardized tests administered before, during and after students complete a program (pre- and posttests) —used by state and local agencies to measure educational functioning level (EFL) gain.

LEARN MORE

### FEATURED RESOURCES

Explore featured resources related to WIOA and the NRS including: state guidance, reporting, LEAP training materials, and external WIOA resources.

[NRS Technical Assistance \(TA\) Guide](#)

[WIOA and NRS Resources](#)

### ADULT EDUCATION FOR SUCCESS

The National Reporting System for Adult Education (NRS) is the accountability system for the Federally funded adult education program authorized by Section 212 of the Workforce Innovation and Opportunity Act.

# NRS Reporting Database

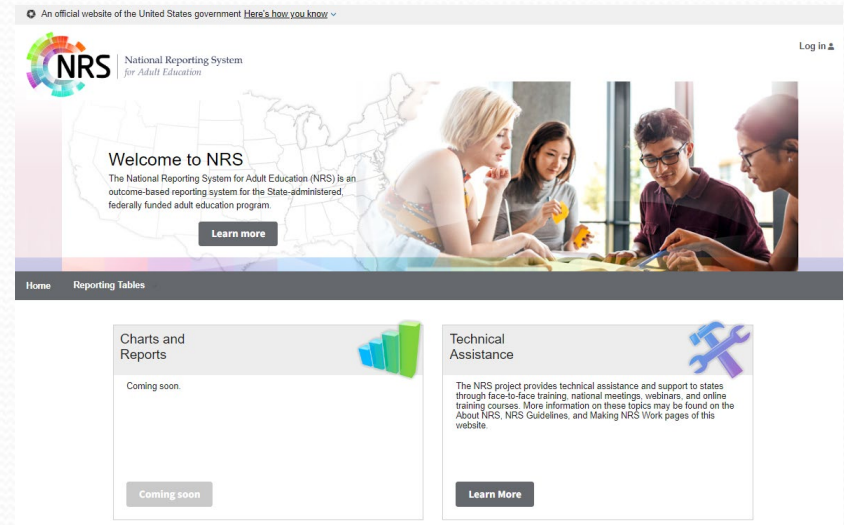
## How to Access the System

- [nrs.ed.gov](https://nrs.ed.gov)
- Three main user groups: public, state staff, federal staff.
- Contact [nrs@ed.gov](mailto:nrs@ed.gov) for individual assistance.



## What Does the System Look Like?

- Statistical Tables
- Financial Reports
- Narrative Reports
- Data Quality Checklist
- Assessment Policy
- Longitudinal Reports





# Break

