



## OREGON ADULT BASIC SKILLS TITLE II ADULT EDUCATION AND LITERACY GRANT 2024-2025 Policy Manual Effective July 1, 2024- June 30, 2025

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# Table of Contents

OREGON ADULT BASIC SKILLS WIOA TITLE II ADULT EDUCATION AND LITERACY GRANT.....	1
2024-2025 Policy Manual.....	1
Effective July 1, 2024- June 30, 2025.....	1
<hr/>	
1. OVERVIEW.....	4
2. ADMINISTRATION.....	5
2.1. CONSORTIA.....	5
2.2. LEARNER ELIGIBILITY: AGE, PRIOR EDUCATION, OR SKILL LEVEL.....	5
2.3. DISTANCE LEARNING.....	6
2.4. STAFF QUALIFICATIONS.....	7
3. PERFORMANCE.....	9
3.1. WIOA PRIMARY INDICATORS OF PERFORMANCE.....	9
3.2. FEDERAL TARGETS.....	11
3.3. PERFORMANCE-BASED FUNDING.....	13
4. PROFESSIONAL DEVELOPMENT.....	16
4.1. PROFESSIONAL DEVELOPMENT.....	16
5. OREGON ADULT COLLEGE AND CAREER READINESS STANDARDS & OREGON ADULT ENGLISH LANGUAGE PROFICIENCY STANDARDS.....	19
5.2. ESSENTIAL COMPONENTS OF READING INSTRUCTION.....	21
5.3. SERVING LEARNERS WITH DISABILITIES.....	22
5.4. ADULT BASIC EDUCATION (ABE).....	23
5.5. ADULT SECONDARY EDUCATION (ASE).....	23
5.6. CAREER PATHWAYS.....	23
5.7. CORRECTIONS EDUCATION.....	25
5.8. ENGLISH AS A SECOND LANGUAGE (ESL).....	25
5.9. FAMILY LITERACY.....	25
5.10. INTEGRATED EDUCATION AND TRAINING (IET).....	26
5.11. INTEGRATED ENGLISH LITERACY AND CIVICS EDUCATION (IELCE).....	28
5.12. WORKFORCE PREPARATION.....	29
5.13. WORKPLACE ADULT EDUCATION.....	29
6. ASSESSMENT.....	30
6.1. STANDARDIZED ASSESSMENTS FOR NRS REPORTING.....	30
6.2. ASSESSMENT OF LEARNERS IN DISTANCE LEARNING PROGRAMS.....	36

6.3.	ACCOMMODATIONS USING CASAS ASSESSMENT FOR LEARNERS WITH DISABILITIES .....	37
6.4.	ACCOMMODATIONS USING BEST PLUS 2.0 ASSESSMENT FOR LEARNERS WITH DISABILITIES.....	38
6.5.	CERTIFIED TEST ADMINISTRATION .....	38
6.6.	ASSESSMENT INTEGRITY AND SECURITY.....	41
6.7.	PURCHASING PROCEDURES FOR EACH ASSESSMENT.....	41
7.	DATA COLLECTION AND MANAGEMENT.....	42
7.1.	DATA PRIVACY AND SHARING.....	42
7.2.	DATA COLLECTION.....	44
7.3.	DATA ENTRY AND UPDATES .....	46
7.4.	PROXY RECORDS.....	47
7.5.	DATA STORAGE FOR SECURITY .....	47
7.6.	RETENTION OF STUDENT RECORDS.....	47
7.7.	DATA QUALITY CONTROL.....	48
7.8.	DATA QUALITY STAFF TRAINING .....	48
8.	MONITORING FOR RISK MANAGEMENT AND PROGRAM IMPROVEMENT .....	49
8.1.	RISK MANAGEMENT.....	49
8.2.	RISK ASSESSMENT.....	49
8.3.	STATE MONITORING ACTIVITIES.....	50
8.4.	PLANS OF CORRECTIVE ACTION AND TECHNICAL ASSISTANCE.....	51
9.	FINANCIAL INFORMATION.....	53
9.1.	ALLOWABLE ACTIVITIES.....	53
9.2.	ALLOWABLE COSTS.....	53
9.3.	UNALLOWABLE COSTS.....	54
9.4.	CAPITAL OUTLAYS.....	55
9.5.	SUPPLIES.....	56
9.6.	SUPPLEMENT NOT SUPPLANT.....	56
9.7.	MATCH.....	56
9.8.	MAINTENANCE OF EFFORT .....	57
9.9.	PROGRAM INCOME: FEES, TUITION, AND OTHER PROGRAM INCOME.....	57
9.10.	COST SHARING .....	59
9.11.	TIME AND EFFORT REPORTING.....	59
9.12.	OREGON ABS ASSURANCES .....	60
9.13.	FEDERAL CERTIFICATIONS .....	60
9.14.	RECORDS RETENTION .....	60
9.15.	INSURANCE .....	61
9.16.	RIGHTS TO MATERIALS.....	61
9.18.	NONDISCRIMINATION .....	61
9.19.	TRANSPARENCY ACT.....	61
9.20.	FISCAL MONITORING.....	62
9.21.	AUDITS.....	63
9.22.	TERMINATION.....	63

<b>Budget Activities.....</b>	<b>64</b>
9.23 INSTRUCTION AND ADMINISTRATION .....	64
9.24 COST CATEGORIES.....	65
9.25 ADMINISTRATIVE CAP AND SET-ASIDES .....	67
9.26 BUDGET AMENDMENTS.....	68
9.27 ACCOUNTING AND INVOICING .....	68
9.28 ANNUAL FINANCIAL REPORTING.....	69
10. APPENDIX.....	70
10.1 GRANT CONTINUATION APPLICATION .....	70
10.2 SAMPLE FORM: AUTHORIZATION FOR RELEASE OF INFORMATION .....	72
10.3 EXAMPLE FORM: REVOCATION FOR RELEASE OF INFORMATION .....	75
10.4 STATE ASSESSMENT CERTIFICATION PROCEDURES.....	76
OREGON ASSESSMENT SIGNATURE PAGE.....	78
11. DEFINITIONS .....	78
12. RESOURCES .....	83
12.1 OREGON .....	83
12.2 FEDERAL.....	83
12.3 ASSESSMENT .....	84

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The HECC does not discriminate in admission or access to our programs, services, activities, hiring, and employment practices. This information may be made available in alternate formats upon request by contacting the Office of Community Colleges and Workforce Development.

**Equity Statement**

Oregon’s diversity is increasingly multifaceted, including racial/ethnic, socioeconomic, cultural, gender, geographic (urban and rural), gender identity and sexual orientation, disability, and age/generational diversity. In administering a Title II program, staff will not discriminate against any person who is a current or potential user of its services on the basis of race, color, ancestry, gender, gender identity, national origin, age, family or marital status, sexual orientation, political or religious affiliation, veteran status, physical or mental disability. The agency will not tolerate any form of discrimination or harassment and endeavors to maintain an inclusive and respectful work environment free of hostility or unprofessional behavior. As a HECC partner, we commit to a climate that empowers all to embrace a culture of diversity, equity, and inclusion as a valued asset in order to achieve equity-driven results.

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## 1. OVERVIEW

This manual contains policies, procedures, and program information for the Oregon Adult Basic Skills Program, administered by Oregon’s Higher Education Coordinating Commission (HECC), Office of Community Colleges and Workforce Development (CCWD).

In addition to administering Title II pass-through funds, CCWD is responsible for providing leadership, professional development, technical assistance, and program monitoring to assure quality basic skills services for adults across Oregon.

The term adult education, or Adult Basic Skills (ABS) in Oregon, means instruction and education services below the postsecondary level that increase an individual’s ability to:

- *Read, write, and speak in English and perform mathematics or other activities necessary for the attainment of a secondary school diploma or its recognized equivalent;*
- *Transition to postsecondary education and training; and*
- *Obtain employment (section 203(1) of WIOA).*

ABS instruction includes reading, writing, math, speaking/listening in English, and adult secondary education, which includes GED® and Adult High School Diploma preparation.

The purpose of ABS in Oregon is to assist adults:

- *In obtaining the knowledge and skills necessary for work, further education, family self-sufficiency, and community involvement;*
- *To become literate and obtain the knowledge and skills necessary for employment and economic self-sufficiency;*
- *Who are parents or family members to obtain the education and skills that:*
  - a. *Are necessary to becoming full partners in the educational development of their children; and*
  - b. *Lead to sustainable improvements in the economic opportunities for their family;*
- *In attaining a secondary school diploma and in the transition to postsecondary education and training, including through career pathways; and*
- *Immigrants and other individuals who are English language learners in:*
  - a. *Improving their:*
    - i. *Reading, writing, speaking, and comprehension skills in English; and*
    - ii. *Mathematics skills; and*
    - iii. *Acquiring an understanding of the American system of Government, individual freedom, and the responsibilities of citizenship (section 202 of WIOA; 34 Code of Federal Regulation (CFR) 463.1).*

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## 2. ADMINISTRATION

### 2.1. CONSORTIA

#### Background

An ABS consortium is a group of organizations, each of which provides ABS services, that jointly applies for funding under a collaborative management structure, and a lead organization which is the fiscal agent. The consortium must have an identified fiscal agent that receives and is responsible for Title II funding. Fiscal agents may redistribute funds to consortium members, but those arrangements must be made locally, not by the state. The redistribution of funds to consortium members does not transfer responsibility from the organization acting as fiscal agent.

A consortium agreement between fiscal agent and member(s) should underscore the mandate to follow all fiscal and programmatic requirements and policies established by the state and federal government. As a condition of membership in a consortium, each member must make a documented contribution toward the cost of Title II activities and services, either as a direct financial contribution or as an in-kind contribution.

#### Policies

1. The lead applicant in a consortium is the fiscal agent and must be responsible for ensuring that each consortium partner member submits required information and complies with all policies, procedures, and regulations.
2. A formal consortium agreement must detail the duties, roles, and responsibilities of each consortium member, specifically relating to approving financial expenditures, performance reporting, participant assessments, and other state and federal requirements. The consortium agreement should be developed collaboratively to ensure all consortium members are aware of the regulations and responsibilities of federal funding.
3. The fiscal agent must be ultimately responsible for the consortium funding, for the accuracy of data collected and reported, and for performance.

### 2.2. LEARNER ELIGIBILITY: AGE, PRIOR EDUCATION, OR SKILL LEVEL

#### Background

A learner who is eligible to receive Title II services is one:

1. *Who has attained 16 years of age;*
2. *Who is not enrolled or required to be enrolled in secondary school under State law; and Who:*
  - a. *Is basic skills deficient;*
  - b. *Does not have a secondary school diploma or its recognized equivalent, and has not achieved an equivalent level of education; or*
  - c. *Is an English language learner (section 203(4) of WIOA).*

## Policies

1. Age: Programs must only enroll individuals who are at least 16 years of age and not enrolled or required to be enrolled in secondary school under state law. To be exempt from compulsory attendance, an individual must have an exemption from compulsory attendance signed by the school district and the parent or guardian (see Oregon Administrative Rule (OAR) 581-021-0076).
2. Prior education or skill level: Programs must only enroll individuals who qualify for ABS services due to least one of these conditions:
  - a. They do not have a high school diploma or its recognized equivalent;
  - b. They have not achieved an equivalent (secondary) level of education, as indicated by a scale score of 248 or below on the Comprehensive Adult Student Assessment Systems (CASAS) Reading GOALS, or 235 or below on the CASAS Math GOALS 2 test; or
  - c. They are English language learners, as indicated by a scale score of 238 or below on the CASAS STEPS Reading Test, or a scale score of 231 or below on the CASAS STEPS Listening Test, or a score of 540 or below on the BEST Plus 2.0 Test.

## 2.3. DISTANCE LEARNING

### Background

CCWD adopted the definition of distance education provided by the National Reporting System (NRS) Implementation Guidelines, July 2007:

*Distance education is a formal learning activity where learners and instructors are separated by geography, time or both for the majority of the instructional period. Distance learning materials are delivered through a variety of media including, but not limited to, print, audio recording, videotape, broadcasts, computer software, web-based programs and other online technology. Teachers support distance learners through communication via mail, telephone, e-mail or online technologies and software.*

### Policies

1. Learners who receive both distance instruction and classroom instruction must be classified as either a distance learning or a traditional classroom learner, not both. The learner must be classified as a distance learning learner if more than 50% of the instructional hours are at a distance.
2. Distance Learning contact hours must be associated with one of three U.S. Department of Education, Office of Career, Technical, and Adult Education (OCTAE) approved distance learning models of instruction:
  - Clock Time Model – Assigns contact hours based on time that learner is engaged in a software program that tracks time.
  - Teacher Verification Model – Assigns a fixed number of hours for each assignment based on teacher determination of the extent to which a learner engaged in, or completed, the assignment.

- Learner Mastery Model – Assigns a fixed number of hours based on the learner passing a test on the content of the lesson.
3. Each ABS program must determine the distance learning model or models of instruction that it will employ for reporting distance learning.
  4. For assessment of learners in distance learning programs, see Section 6 of this manual, Assessment.
  5. Each ABS program must submit an application or indicate that they do not offer a distance learning program that counts distance learners for federal reporting, prior to implementing the course(s). See Oregon ABS Resources web page for the application form.

## 2.4. STAFF QUALIFICATIONS

### Policies

Programs must use the qualifications and processes listed below in hiring or appointing staff in Title-II funded programs.

1. Instructor—Academic Organizations:
  - a. ABS instructors must have at least a Bachelor’s degree in the content area or related field and meet any additional qualifications required by the college or district for faculty in other academic departments.
  - b. Hiring practices for ABS instructors must be documented and must be consistent with those used by the college or district for faculty in other academic departments.
2. Instructor—Non-academic Organizations:
  - a. All ABS instructors must have at least a Bachelor’s degree in the content area or related field and meet any additional qualifications required by the organization.
  - b. Hiring practices for ABS instructors must be documented and must be consistent with those used by the organization for other professional staff.
3. Director or Coordinator—Academic Organizations:
  - a. All ABS directors and/or coordinators must have at least a Master’s degree in education or a related field, three years of experience in an instructional setting, and meet any additional qualifications required by the college or district for administrators in academic departments.
  - b. An exemption may be requested and must be approved by the State ABS Director in writing for those whom the organization feels are qualified to fulfill the duties and responsibilities of Director or Coordinator and have at least 10 years of direct ABS program experience.
  - c. Hiring practices for ABS directors or coordinators must be documented and must be consistent with those used by the college or district for administrators in academic departments.



4. Director or Coordinator—Non-academic Organizations:
  - a. All ABS directors or coordinators must have at least a Bachelor’s degree, three years of experience in an instructional or social service setting, and meet any additional qualifications required by the organization for other administrators who supervise professional staff.
  - b. Hiring practices for ABS directors or coordinators must be documented and must be consistent with those used by the organization for other administrators who supervise professional staff.

### **Guidance**

Programs should consider the qualifications below for all staff:

- Training or coursework in teaching foundational skills;
- Experience working with adults who have deficient basic skills, disabilities, low income, or cultural barriers;
- Proficiency in oral and written English; and
- Competency in the subject area.

### 3.1. WIOA PRIMARY INDICATORS OF PERFORMANCE

#### Background

The Workforce Innovation and Opportunity Act (WIOA) aligns performance-related definitions, streamlines performance indicators, integrates reporting, and ensures comparable data collection and reporting across all six core WIOA programs, while also implementing program-specific (e.g., Title II) requirements related to data collection and reporting. Section 116 of WIOA (<https://www.congress.gov/113/bills/hr803/BILLS-113hr803enr.pdf>) establishes performance accountability indicators and performance reporting requirements to assess the effectiveness of states and areas in achieving positive outcomes for individuals served by the workforce development system's six core programs.

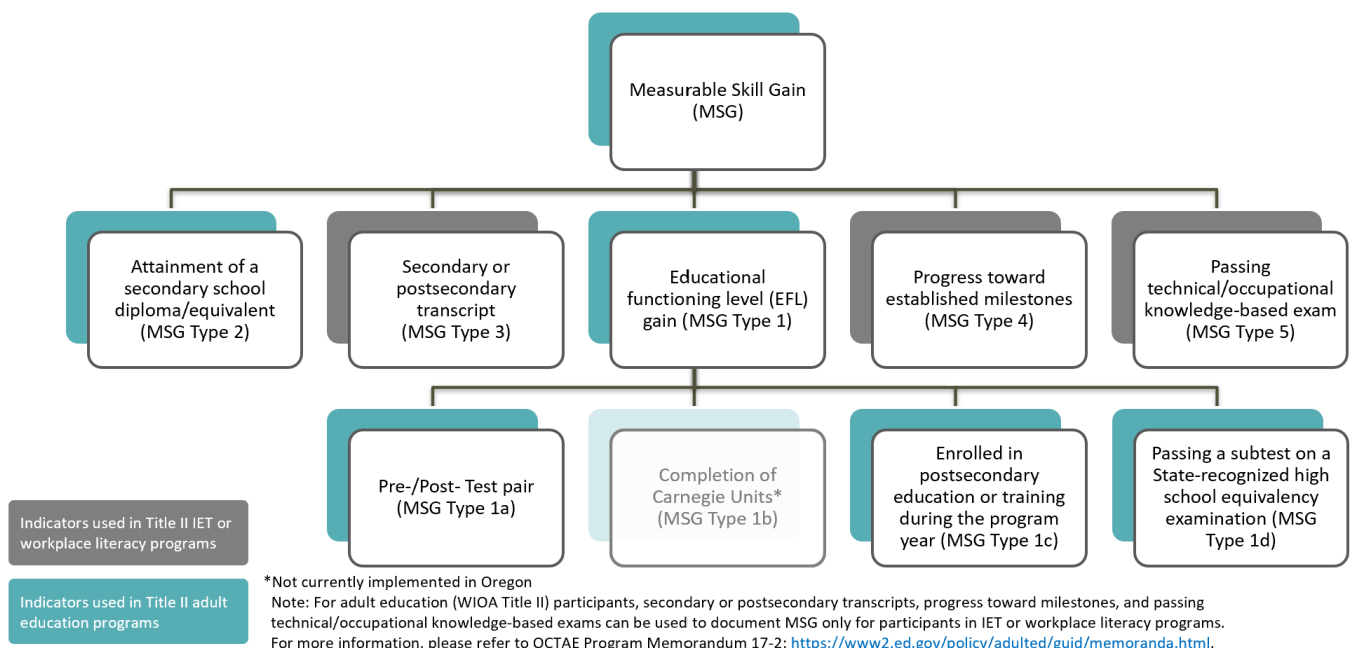
The joint U.S. Departments of Education and Labor (the Departments) final regulations present several provisions designed to improve accountability and transparency within the workforce system and measure key employment and educational outcomes, as well as program effectiveness in meeting employer needs. WIOA identifies six primary performance indicators for all Titles:

Under section 116(b) (2) (A) of WIOA, there are six primary indicators of performance:

1. *Employment Rate – 2nd Quarter after Exit: The percentage of participants who are in unsubsidized employment during the second quarter after exit from the program;*
2. *Employment Rate – 4th Quarter after Exit: The percentage of participants who are in unsubsidized employment during the fourth quarter after exit from the program;*
3. *Median Earnings – 2nd Quarter after Exit: The median earnings of participants who are in unsubsidized employment during the second quarter after exit from the program;*
4. *Credential Attainment – The percentage of those participants enrolled in an education or training program (excluding those in on-the-job training (OJT) and customized training) who attain a recognized postsecondary credential or a secondary school diploma, or its recognized equivalent, during participation in or within one year after exit from the program. A participant who has attained a secondary school diploma or its recognized equivalent is included in the percentage of participants who have attained a secondary school diploma or its recognized equivalent only if the participant also is employed or is enrolled in an education or training program leading to a recognized postsecondary credential within one year after exit from the program;*
5. *Measurable Skill Gains – (pictured below) The percentage of program participants who, during a program year, are in an education or training program that leads to a recognized postsecondary credential or employment and who are achieving measurable skill gains, defined as documented academic, technical, occupational, or other forms of progress, towards such a credential or employment. Depending on the type of education or training program, progress is defined as one of the following:*
  - a. *Documented achievement of at least one educational functioning level of a participant who is receiving instruction below the postsecondary education level;*

- b. Documented attainment of a secondary school diploma or its recognized equivalent;
  - c. Secondary or postsecondary transcript or report card for a sufficient number of credit hours that shows a participant is meeting the State unit's academic standards;
  - d. Satisfactory or better progress report, towards established milestones, such as completion of OJT or completion of one year of an apprenticeship program or similar milestones, from an employer or training provider who is providing training; or
  - e. Successful passage of an exam that is required for a particular occupation or progress in attaining technical or occupational skills as evidenced by trade-related benchmarks such as knowledge-based exams. (OCTAE Program Memorandum 17-2)
6. Effectiveness in serving employers – WIOA section 116(b) (2) (A) (i) (VI) requires the Departments to establish a primary indicator of performance for effectiveness in serving employers. On February 23, 2024, the U.S. Departments of Education and Labor published a [final rule](#) in the Federal Register (89 FR 13814) that defines the sixth performance indicator – effectiveness in serving employers – as Retention with the Same Employer in the second and fourth quarters following a participant's exit from a WIOA core program and requires it to be reported by one WIOA core program on behalf of all six such programs within each state.

## Measurable Skill Gain: A WIOA Primary Indicator of Performance



Individual learner outcomes for all measures are collected and calculated using ABS learner data submitted into the TOPSpro Enterprise® (Tracking of Programs and Students) database as well as data matching with the Oregon Employment Department, National Student Clearinghouse, GED® database and Data for Analysis (D4A), the CCWD web-based data collection and reporting system.

## Sanctions

WIOA identifies sanctions for states and local areas that fail to meet state performance targets. For low-performing states after the first year, technical assistance will be provided, including assistance in the development of a performance improvement plan. If a state fails to meet state targets for a second consecutive year, or a state fails to submit a required report for any program year, the percentage of the Governor's reserve will be reduced by 5 percentage points.

If local areas fail to meet local performance targets, WIOA stipulates that the Governor or Secretary of Labor will provide technical assistance which includes a performance improvement plan or modified local plan. If a local area fails to meet local performance measures for a third consecutive year, they are subject to corrective actions, which may include:

- The development of a reorganization plan that consists of appointing a new local board;
- Prohibiting the use of eligible providers and one-stop partners identified as not meeting performance targets; and
- Any other actions the Governor determines are appropriate.

## Policies

1. Programs must annually collect the necessary data to track and accurately report program performance on the WIOA primary performance indicators.
2. Programs must submit required reports to meet state and federal deadlines.
3. Programs must meet annual performance targets. (For information about the consequences of not meeting targets, see Section 8 of this manual, Monitoring.)

## 3.2. FEDERAL TARGETS

### Background

Every two years, OCTAE negotiates the primary indicator targets with CCWD. These targets represent performance levels that Oregon is expected to meet for the following program year. OCTAE requires each state to submit an annual performance report through the National Reporting System (NRS) (<https://nrs.ed.gov/rt>).

WIOA Primary Indicators of Performance	Oregon Performance Targets and Actual State Performance							
	2021-22		2022-23		2023-24		2024-25	
Measurable Skill Gains	Target	Actual	Target	Actual	Target	Actual	Target	Actual
ABE Level 1 (ABE Beginning Literacy)	51.5%	24.7%	31%	25.7%	31.5%	TBD	29.0%	TBD
ABE Level 2 (ABE Beginning Basic Education)	54.5%	41.1%	32%	48.8%	32.5%	TBD	48.0%	TBD
ABE Level 3 (ABE Intermediate Low)	48.5%	39.1%	38%	39.2%	38.5%	TBD	39.5%	TBD
ABE Level 4 (ABE Intermediate High)	44.0%	32.0%	35%	42.3%	35.5%	TBD	42.0%	TBD
ABE Level 5 (ASE Low)	55.0%	38.8%	38%	46.0%	38.5%	TBD	49.0%	TBD
ABE Level 6 (ASE High)	45.0%	48.5%	37.5%	49.9%	38.0%	TBD	49.0%	TBD
ESL Level 1 (ESL Beginning Literacy)	47.5%	13.6%	23%	43.8%	23.5%	TBD	43.0%	TBD
ESL Level 2 (ESL Beginning Low)	54.5%	17.7%	28%	40.9%	28.5%	TBD	43.0%	TBD
ESL Level 3 (ESL Beginning High)	53.5%	27.3%	35%	44.8%	35.5%	TBD	49.0%	TBD
ESL Level 4 (ESL Intermediate Low)	49.5%	25.9%	30%	36.1%	30.5%	TBD	36.0%	TBD
ESL Level 5 (ESL Intermediate High)	43.5%	24.8%	20%	34.6%	20.5%	TBD	33.0%	TBD
ESL Level 6 (ESL Advanced)	23.5%	13.6%	18%	18.6%	18.5%	TBD	19.8%	TBD

WIOA Primary Indicators of Performance and Oregon Statewide Performance								
	2021-22		2022-23		2023-24		2024-25	
Performance Measure	Target	Actual	Target	Actual	Target	Actual	Target	Actual
Overall MSG	46.0%	30.3%	32.6%	39.1%	33.1%	TBD	40.0%	TBD
Employment Second Quarter after exit	39.9%	31.1%	40.1%	32.7%	40.3%	TBD	34.0%	TBD
Employment Fourth Quarter after exit	22.2%	17.0%	20.5%	36.1%	20.2%	TBD	28.7%	TBD
Median Earnings Second Quarter after exit	\$3,535	\$5,031	\$3,540	\$6,779	\$3,550	TBD	\$5,903	TBD
Attained a Postsecondary Credential, or Secondary School Diploma/Recognized Equivalent while enrolled or within one year of exit	17.4%	20.4%	15%	42.7%	15.2%	TBD	35.0%	TBD

## Policy

Programs may be asked to negotiate local levels of performance (performance targets) with CCWD for each of the WIOA six primary performance indicators based on the State adjusted levels of performance.

## 3.3. PERFORMANCE-BASED FUNDING

### Background

In consultation with the Oregon Council for Adult Basic Skills Development (OCABSD), CCWD developed a Performance-Based Funding Model (PBFM) to incentivize continuous improvement of program quality, effectiveness, and learner success. The tool was developed during the 2018-19 program year, reviewed and refined during the 2019-20 program year, and implemented beginning with the 2020-21 program year.

**Total Federal Grant Allocation** = Title II Federal Allocation + IELCE

**Title II Federal Allocation** = State Admin (5%) + State Leadership (12.5%) + Local Grant (82.5%)

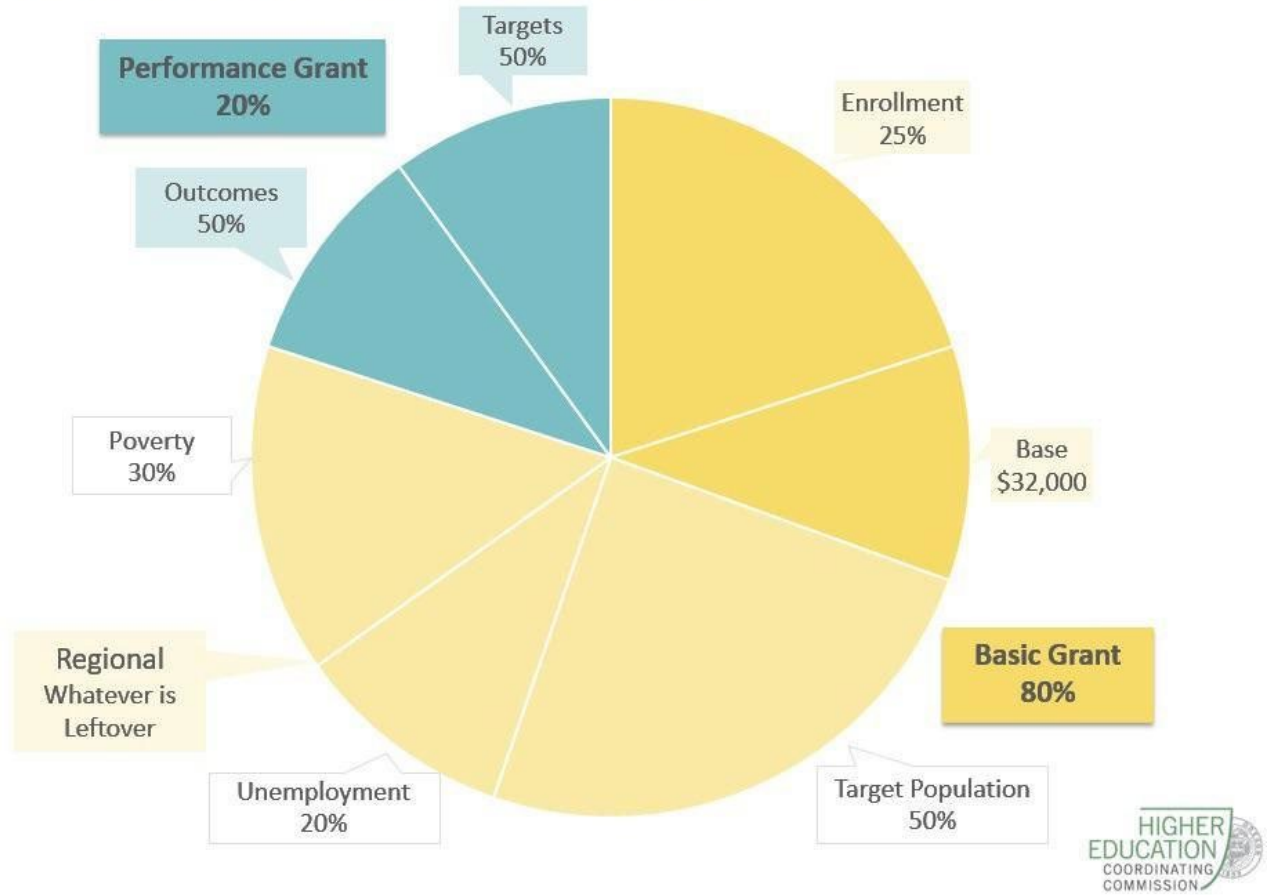
**Local Grant** = State Corrections Set Aside + Basic Grant + Performance Grant

**Basic Grant** = Base Allocation + Enrollment Allocation + Regional Funding

**Regional Funding** = Target Population (50%) + Unemployment (20%) + Poverty (30%)

**Performance Grant** = Outcomes (50%) + Targets (50%)

# PBFM Local Grant Allocation



## Base Allocation

The 2024-25 Base Allocation is \$32,000 per provider.

## Enrollment Allocation

The 2024-25 Enrollment<sup>1</sup> Allocation is based on a three-year enrollment average (program years 2020-1 through 2022-23). Using the three-year enrollment average, enrollment funding is calculated based on each program's percentage of the total statewide enrollment.

## Regional Allocation

The 2024-25 Regional Allocation amount is divided among three weighting factors: Target Population (50%), Unemployment (20%), and Poverty (30%). The Regional Allocation formula uses county-level data from the U.S. Census Bureau Small Area Income and Poverty Estimates (SAIPE), Portland State University (PSU) Population Research Center, and the Oregon Employment Department (OED) to calculate the number of individuals in each of the three weighting factors in each county.

<sup>1</sup> Enrollment is the number of Participants with 12+ contact hours and an assigned EFL (e.g. via pre-test), as shown on NRS Table 4.

County-level data is compiled into local workforce board regions and the dollar amount for each of the three weighting factors is calculated for each workforce region. Providers are assigned to a workforce region (if a provider has multiple locations, the main location is used to determine the workforce region). If there is more than one provider in a workforce region, then the three-year average enrollment is used to calculate the percentage of enrollees each provider serves in that region. Using the percentage of enrollees each provider serves, Regional funding is calculated for the Target Population, Unemployment, and Poverty factors.

### **Performance Allocation**

Of the total amount for Performance funding, 50% is reserved for Outcomes and 50% is reserved for Targets. Outcomes metrics are weighted most heavily (3 points each) in the funding model and include Employment in the second quarter after program exit; Employment in the fourth quarter after program exit; Median earnings in the second quarter after program exit; and credential attainment. For each Outcomes metric, program performance is measured against the state target negotiated with OCTAE: if a program meets or exceeds the state target in a category, then points are earned. Outcomes funding is calculated based on each program's portion of the total points earned statewide.

Similarly, Targets metrics are weighted and include Pre-/Post-Test Pair Percentage (2 points); Measurable Skill Gain at ABE Levels 1-6 (1 point for each level); and Measurable Skill Gain at ELS Levels 1-6 (1 point for each level). For each Targets metric, program performance is measured against the state-negotiated target or goal: if a program meets or exceeds the state target or goal in a category, then points are earned. Targets funding is calculated based on each program's portion of the total points earned statewide.

The 2024-25 funding is based on 2022-23 performance, except in the credential attainment category. Due to the nature of the Credential Attainment Performance Outcome indicator (<https://nrswb.org/training-ta/postexit-indicators-employment-credential>), the 2024-25 PBFM includes performance in this category from 2021-22.

### **Policies**

1. The State ABS Team will use a Performance-Based Funding Model (PBFM) to determine funding levels for Oregon's WIOA TII sub-recipients.



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## 4. PROFESSIONAL DEVELOPMENT

### 4.1. PROFESSIONAL DEVELOPMENT

#### Background

Participation in professional development opportunities of proven effectiveness is essential to ensure that administrators, instructional staff, volunteers, advisors, and support staff are knowledgeable about the quality indicators included in the WIOA 13 Considerations, and best practices in ABS instruction, policies, procedures, and services.

#### Policies

1. Programs must assure that staff complete the required professional development activities listed below.
2. Programs must set aside funds to offer relevant professional development for administrators, instructors, advisors/navigators, data professionals, and support staff to implement an effective Title II program.
3. Programs must develop a professional development plan to promote and support individual staff development and program improvement. The plan must outline the requirements for all staff evaluation. This document does not need to be submitted, but it must be on file and available for inspection if requested.

**PLEASE REFER TO THE CHART ON THE FOLLOWING PAGES FOR  
PROFESSIONAL DEVELOPMENT REQUIRED COMPONENTS**

Professional Development Required Components	Requirements by position	Training frequency	Format
<b>Assessment- Please refer to 6.5 for additional Testing Certification information</b>			
CASAS eTests Agency Agreement  Agency Remote Testing Agreement  Module 1: Implementation Basics  Module 2: CASAS eTests Implementation	At least one staff member per agency, based on type of testing (eTests, Paper, Remote)	Once before agency begins administering CASAS Tests	Online from CASAS <a href="https://training.casas.org">https://training.casas.org</a>
CASAS eTest Coordinator Certification	All eTest Coordinators; there must be one Coordinator per testing site	Once, prior to administering any CASAS eTest	
CASAS eTest Proctor Certification	All CASAS eTest proctors	Once, prior to proctoring a CASAS eTest	
CASAS Paper Test Proctor Certification	All CASAS Paper Test proctors	Once, prior to proctoring a CASAS Paper Test	
CASAS Remote Test Proctor Certification	All CASAS remote proctors	Once, prior to proctoring a CASAS remote eTest Please note: all remote proctors must take eTest proctor training first and sign a proctor agreement with CASAS before remotely proctoring tests	Online from CASAS <a href="https://training.casas.org">https://training.casas.org</a>
CASAS Recertification (eTests or Paper Tests)	Anyone involved in administering CASAS tests (e.g., coordinators, proctors)	Every 3 years	Online from CASAS <a href="https://training.casas.org">https://training.casas.org</a>  Choose one option by role
CASAS Module 4a: Interpreting Test Results, and Module 4b: Instructional Reports	Instructors <i>Recommended, not required</i>	Once	Online from CASAS <a href="https://training.casas.org">https://training.casas.org</a>
Introduction to TOPSpro Enterprise®	Data Professionals <i>Recommended, not required</i>	Once	Online from CASAS <a href="https://training.casas.org">https://training.casas.org</a>
BEST Plus 2.0 Test Administrator - Initial Training	BEST Plus 2.0 test administrators	Once, prior to administering any BEST Plus 2.0 Test	In person or virtually; contact <a href="mailto:hecc.absteam@hecc.oregon.gov">hecc.absteam@hecc.oregon.gov</a>
BEST Plus 2.0 Test Administrator -Recalibration	BEST Plus 2.0 Test administrators	Annually	Program should contact <a href="mailto:aea@cal.org">aea@cal.org</a> for materials and instructions

Professional Development Required Components	Requirements by position	Training frequency	Format
<b>Data Management</b>			
Measuring Performance under WIOA, NRS Data Flow, Using NRS Data, NRS Data Use Guide Training	Data professionals and directors	Once, during pre- or in-service orientation	<a href="#">NRS Self-Paced Online Courses</a>
TOPSpro Enterprise® Basics Online Training Packet	Data professionals	Once, immediately after hire	<a href="#">TOPSpro Enterprise® Basics</a>
OCABSD Data Meeting	Data professionals and directors	Annually	In person or online
CCWD and Data Professionals Meetings and Assigned Activities	Data professionals	Monthly	Online with CCWD
<b>Oregon Adult College and Career Readiness Standards (OACCRS) / Oregon Adult English Language Proficiency Standards (OAELPS)</b>			
Learning Standards Foundation Trainings: (a) OACCRS/OAELPS Orientation (b) Adult Ed Module	All instructors, directors, and data professionals must take the OACCRS/OAELPS Orientation  All instructors and directors must also take the Adult Ed Module	Within 90 days of hire	(a) OACCRS/OAELPS Orientation  Facilitated: ABS PD Calendar Self-study: Canvas LMS  (b) Adult Ed Module  Self-study: Canvas LMS
Standards-based Professional Learning Communities	All directors, instructors, and data professionals	Participation in 1 PLC per program year (meet minimum of 3 times)	Online and/or in person; contact Local Lead
<b>Program Administration</b>			
OCABSD Quarterly Meetings	Directors	Quarterly	In person or online
CCWD Monthly Directors Calls	Directors	Monthly	Online with CCWD

## 5. OREGON ADULT COLLEGE AND CAREER READINESS STANDARDS & OREGON ADULT ENGLISH LANGUAGE PROFICIENCY STANDARDS -

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### Background

OCTAE emphasized the importance of content standards by requiring that states describe how they align their content standards for ABS with the “*State-adopted challenging academic content standards, as adopted under section 1111(b)(1) of the Elementary and Secondary Education Act of 1965, as amended (20 U.S.C. 6311(b)(1)).*” Oregon uses the national College and Career Readiness Standards for Adult Education (CCRS). The CCRS are aligned with the Common Core State Standards and the Oregon Academic Content Standards for K-12. As certain elements of the former Oregon specific standards (OALS) were considered to be a useful complement to the national standards, these elements were incorporated into the CCRS resource documents for use in Oregon. The required standards for implementation in ABE/ASE classrooms are therefore referred to as the Oregon Adult College and Career Readiness Standards (OACCRS).

The OACCRS provide detailed information for instruction and are aligned with the Education Functioning Levels (EFLs) as defined by OCTAE and reported through the NRS. They are also aligned with the CASAS GOALS series which is approved for assessment purposes in Oregon. (See Section 6.1 of this manual, Standardized Assessments for NRS Reporting, for information regarding approved and required assessments.)

As of Program Year 2020-2021, ESL programs transitioned from use of the Oregon Adult Learning Standards (OALS) to use of the national English Language Proficiency Standards (ELPS). In Program Year 2022-2023, programs transitioned from ELPS to OAELPS (Oregon Adult English Language Proficiency Standards), which incorporate elements of OALS into the ELPS.

The goal of OACCRS and OAELPS is to support learners in developing the skills and knowledge they need to meet their goals as family members, workers, community members, and lifelong learners. The standards articulate a clear continuum of transferable skills that can guide instruction, assessment, and accountability; provide a common language and consistent expectations across institutions; and serve as a basis for statewide professional development and program improvement. Information regarding the OACCRS and OAELPS is posted on the Oregon ABS Resources website.

Training materials for OACCRS and OAELPS can be found on the [ABS Professional Development website](#) and Canvas LMS.

Information regarding the national College and Career Readiness Standards can be found on [LINCS](#). Information on the national English Language Proficiency Standards can also be found on [LINCS](#).

### Policy

Implementation of the OACCRS/OAELPS must be evident in Title II-funded programs as noted below. (For professional development requirements by activity and role specific to

OACCRS/OAELPS, see Section 4.1 of this manual, Professional Development.)

Program Component	Evidence	Due Date
Contact	Name/contact information of designated Local OACCRS/OAELPS Lead submitted	October 14, 2025
Professional Development	Annual OACCRS/OAELPS training plan for PY 2025-2026	Part of Grant Continuation Application Form for PY25-26  For all curriculum, instruction, advising and support services, and IET documentation, complete Grant Continuation Application Form provided by CCWD confirming that program is in compliance and all documents are on file and available for inspection if requested. Do not submit original documents. (Form can be found on the Oregon ABS Resources website.)
Program	OACCRS/OAELPS apparent in: Job descriptions and qualifications, evaluation for instructors and faculty, orientation or other training or non-instructional staff, staff meeting agendas and notes	
Curriculum	Institutionally approved curriculum description (course outlines, core learning outcomes, course content and outcome guides, etc.)	
	Teacher-developed curriculum descriptions (syllabi, course outlines, lesson plans etc.)	
	Criteria for instructional resource selection, articulation with credit courses including course placement	
Instruction	OACCRS/OAELPS apparent in learner orientation content, course levels, and tracking of student progress	
Advising and Support Services	OACCRS/OAELPS integrated into advising protocols and intake and tracking forms	
IET	OACCRS/OAELPS apparent in common learning objectives for all IET components: <ul style="list-style-type: none"> <li>● ABS</li> <li>● Workforce Preparation</li> <li>● Workforce Training</li> </ul> OACCRS/OAELPS used for placement in, and descriptions of, Career Pathways	

## 5.2 ESSENTIAL COMPONENTS OF READING INSTRUCTION

### Background

WIOA (section 231 (e)) requires that states consider the extent to which an eligible provider uses instructional practices that include the essential components of reading instruction in awarding Title II grants. The Adult Education and Family Literacy Act (Title II) states that the term “*essential components of reading instruction*” has the meaning given the term in section 1208 of the *Elementary and Secondary Education Act of 1965 (20 U.S.C. 6368)* which is explicit and systematic instruction in:

- *Phonemic awareness;*
- *Phonics;*
- *Vocabulary development;*
- *Reading fluency, including oral reading skills; and*
- *Reading comprehension strategies.*

The Student Achievement in Reading (STAR) program, which was created by OCTAE to assist states and local programs in making systemic and instructional changes required to improve the reading achievement of intermediate-level adult learners, defines the components:

- Alphabetic (which includes phonemic awareness, phonics, and decoding) is the process readers use to identify words. Readers must rely on alphabetic knowledge and decoding skills to read unfamiliar words.
- Fluency is the ability to read with efficiency and ease (speed and accuracy). Without fluency, readers attend more to decoding than to understanding the meaning of what they are reading. When word and sentence reading are automatic and fluent, readers can concentrate more fully on understanding and connecting sentences and paragraphs, which enables them to create meaning from the text.
- Vocabulary is the body of words whose meanings a person knows and understands. Vocabulary knowledge—specifically, the depth, breadth, and flexibility of a person’s knowledge about words—is a primary predictor of reading success.
- Reading comprehension is the process and product of understanding text and requires a high level of metacognitive engagement with text.

## **Policies**

1. Programs must incorporate the essential components of reading instruction into program activities.
2. Programs must use the relevant OACCRS/OAELPS Reading Standards.

## **5.3 SERVING LEARNERS WITH DISABILITIES**

### **Background**

The accountability standards in the 1998 Workforce Investment Act included the Rehabilitation Act Amendments of 1998 to improve access to adult programs and achieve employment outcomes for learners with disabilities. Other legislation addresses provisions related to testing accommodations for learners with disabilities, including the ADA Amendments of 2008, Section 504 in the Rehabilitation Act of 1973, the Individuals with Disabilities Education Improvement Act of 2004, and the No Child Left Behind Act of 2001. These laws ensure equal access for all learners in education programs, including learners with disabilities. Accommodations provide an opportunity for learners to demonstrate their skills and ability. The accommodations may alter delivery of instruction without changing the content.

The Workforce Innovation and Opportunity Act (WIOA) reaffirms the intent of the previous acts, and further specifies individuals with temporary disabilities, such as pregnancy, as well as identifying specific disabilities such as dyslexia and Attention Deficit/Hyperactivity Disorder (AD/HD) as eligible for accommodation and as priorities for education and training.

### **Policies**

1. Programs must provide fully accessible services and ensure that these services meet reasonable criteria according to federal and state law and the policies of their organization.
2. Programs must require that adult learners with disabilities are responsible for requesting accommodations and for submitting documentation of their disability.
3. Programs must follow their organization's policy regarding services to individuals with disabilities.
4. Programs must provide accommodations at no cost to the learner.
5. Programs must provide learners with the same disabilities services as other individuals receiving educational services in the organization, including assessment, counseling, advising, and provision of reasonable accommodations, assistive technology, and other accommodations available to other learners.
6. Programs must provide the same accommodations for testing as they do for instruction and as documented in a learner's education plan.

## Guidance

Programs may provide other accommodations to all learners without need for documentation of disability. These accommodations could include magnifiers, slot paper, straight edged rulers, colored overlays, etc.

## Program Activities

### 5.4 ADULT BASIC EDUCATION (ABE)

#### Background

“Adult Basic Education” means instruction designed for an adult whose Educational Functioning Level (EFL) is equivalent to a particular ABE literacy level described in the NRS EFL table in the **Measures and Methods for the National Reporting System (NRS) for Adult Education**, OMB Control Number: 1830–0027 (henceforth known as NRS Implementation Guidelines).

#### Policies

1. Programs must use Title II funds for allowable ABS activities that target eligible individuals. Programs must provide at least one of the following three primary activities: ABE and ASE, ESL, and/or IET.
2. Implementation of the OACCRS/OAELPS must be evident in ABE curriculum and instruction.

### 5.5 ADULT SECONDARY EDUCATION (ASE)

#### Background

“Adult Secondary Education” means instruction designed for an adult whose EFL is equivalent to a particular ASE literacy level described in the NRS EFL table in the NRS Implementation Guidelines.

#### Policies

1. Programs must use Title II funds for allowable ABS activities that target eligible individuals. Programs must provide at least one of the following three primary activities: ABE and ASE, ESL, and/or IET.
2. Implementation of the OACCRS/OAELPS must be evident in ASE curriculum and instruction.

### 5.6 CAREER PATHWAYS

#### Background

There are multiple definitions of Career Pathways. According to WIOA, the term “career pathway” means a combination of rigorous and high-quality education, training, and other services that:

- a. *Aligns with the skill needs of industries in the economy of the State or regional economy involved;*
- b. *Prepares an individual to be successful in any of a full range of secondary or postsecondary education options, including apprenticeships registered under the Act of August 16, 1937 (commonly known as the “National*



*Apprenticeship Act”*; 50 Stat. 664, chapter 663; 29 U.S.C. 50 et seq.) (referred to individually in this Act as an “apprenticeship”, except in section 171);

- c. *Includes counseling to support an individual in achieving the individual’s education and career goals;*
- d. *Includes, as appropriate, education offered concurrently with and in the same context as workforce preparation activities and training for a specific occupation or occupational cluster;*
- e. *Organizes education, training, and other services to meet the particular needs of an individual in a manner that accelerates the educational and career advancement of the individual to the extent practicable;*
- f. *Enables an individual to attain a secondary school diploma or its recognized equivalent, and at least one recognized postsecondary credential; and*
- g. *Helps an individual enter or advance within a specific occupation or occupational cluster (WIOA section 3).*

The Oregon State Plan for WIOA includes the following working definition of Career Pathways:

*Career pathways are sequences of high-quality education, training, and services connected to industry skill needs. Career pathways have multiple entry and exit points that allow individuals to achieve education and employment goals over time. Career Pathways may include apprenticeships, on the job training, industry recognized credentials, non-credit training and certificates, credit certificates, and degrees.*

The Oregon Pathways Alliance, established with support from the Governor’s Employer Workforce fund and the Oregon Workforce and Talent Development Board (formally the Oregon Workforce Investment Board), is a collaboration of all Oregon Community Colleges. It defines career pathways as:

*Oregon career pathways are linked education and training with intentional student support that enable individuals to secure credentials and advance over time to higher levels of education and employment in a given occupation or industry sector.*

Currently, Oregon community colleges offer more than 400 Career Pathway certificate programs. These certificates are defined in Oregon statute as being 15 – 44 credit certificates that are completely contained within an Associate of Applied Science degree or one-year certificate. This means a working learner can continue to make progress toward a higher-level credential without losing time or money having to take classes that are required in the higher-level credential but different from those in the Career Pathway certificate.

## **Policy**

Career pathways used in Integrated Education and Training must at least include the components listed in the WIOA definition.

## 5.7 CORRECTIONS EDUCATION

### Background

Corrections Education services are educational programs, such as ABE, ASE, ESL, and peer tutoring, for criminal offenders in correctional institutions and other institutionalized individuals.

### Policies

1. Corrections programs must use Title II funds in accordance with section 225 of WIOA for educational programs for criminal offenders in correctional institutions and the education of other institutionalized individuals, including academic programs for ABE and ASE, ESL, Peer Tutoring, IET, and/or Career Pathways.
2. Corrections programs must give priority to individuals who are likely to leave a correctional institution within five years of participation in the program.
3. Implementation of the OACCRS/OAELPS must be evident in corrections education curriculum and instruction.

## 5.8 ENGLISH AS A SECOND LANGUAGE (ESL)

### Background

“English as a Second Language” means instruction designed for an adult whose EFL is equivalent to a particular ESL proficiency level described in the NRS EFL table in the NRS Implementation Guidelines. ESL and English Language Acquisition (ELA) refer to the same instructional program.

### Policies

1. Programs must use Title II funds for allowable ABS activities that target eligible individuals. Programs must provide at least one of the following three primary activities: ABE and ASE, ESL, and/or IET.
2. Implementation of the OAELPS/OACCRS must be evident in ESL curriculum and instruction in accordance with CCWD guidance.

## 5.9 FAMILY LITERACY

### Background

The term “Family Literacy activities” means activities that are of sufficient intensity and quality to make sustainable improvements in the economic prospects for a family, that better enable parents or family members to support their children’s learning needs, and that integrate all of the following activities:

- a. *Parent or family adult education and literacy activities that lead to readiness for postsecondary education or training, career advancement, and economic self-sufficiency;*
- b. *Interactive literacy activities between parents or family members and their children;*
- c. *Training for parents or family members regarding how to be the primary teacher for their children and full partners in the education of their children; and*
- d. *An age-appropriate education to prepare children for success in school and life experiences (section 231(d) of WIOA; 34 CFR 463.30).*

Family Literacy is an optional ABS activity.

## Policies

1. Programs must not use funds for the purpose of supporting or providing programs, services, or activities to individuals who are not eligible individuals as defined in the Act, except that such agency may use such funds for such purpose if such programs, services, or activities are related to family literacy activities. Prior to providing family literacy activities for individuals who are not eligible individuals, an eligible provider must attempt to coordinate with programs and services that do not receive funding under this title (34 CFR 463.20 (c)).
2. Implementation of the OACCRS/OAELPS must be evident in Family Literacy curriculum and instruction.

## 5.10 INTEGRATED EDUCATION AND TRAINING (IET)

### Background

The term “Integrated Education and Training” means a service approach that provides adult education and literacy activities concurrently and contextually with workforce preparation activities and workforce training for a specific occupation or occupational cluster for the purpose of educational and career advancement.

An IET program must include three components:

#### 1. ABS activities as described in 34 CFR 463.30.

The term “adult education and literacy activities” means programs, activities, and services that include:

- a. Adult education;
- b. Literacy;
- c. Workplace adult education and literacy activities;
- d. Family literacy activities;
- e. English language acquisition activities;
- f. Integrated English literacy and civics education;
- g. Workforce preparation activities; or
- h. Integrated education and training.

## **2. Workforce preparation activities as described in 34 CFR 463.34.**

Workforce preparation activities include activities, programs, or services designed to help an individual acquire a combination of basic academic skills, critical thinking skills, digital literacy skills, and self-management skills, including competencies in:

- a. Utilizing resources;
- b. Using information;
- c. Working with others;
- d. Understanding systems;
- e. Skills necessary for successful transition into and completion of postsecondary education or training, or employment; and
- f. Other employability skills that increase an individual's preparation for the workforce.

## **3. Workforce training for a specific occupation or occupational cluster which can be anyone of the training services defined in section 134(c) (3) (D) of the Act**

Training services may include—

- a. Occupational skills training, including training for nontraditional employment;
- b. On-the-job training;
- c. Incumbent worker training in accordance with subsection (d)(4); or
- d. Programs that combine workplace training ABS.

In order to meet the requirement that the ABS activities, workforce preparation activities, and workforce training be integrated, services must be provided concurrently and contextually such that—

- a. Within the overall scope of a particular integrated education and training program, the ABS activities, workforce preparation activities, and workforce training;
- b. Are each of sufficient intensity and quality, and based on the most rigorous research available, particularly with respect to improving reading, writing, mathematics, and English proficiency of eligible individuals;
- c. Occur simultaneously; and
- d. Use occupationally relevant instructional materials.
- e. The IET program has a single set of learning objectives that identifies specific ABS content, workforce preparation activities, and workforce training competencies, and the program activities are organized to function cooperatively. (34 CFR 463.37)

Programs meet the requirement that the IET program is for the purpose of educational and career advancement if;

1. The ABS component of the program is aligned with the state's content standards for ABS and
2. The IET program is part of a career pathway. (34 CFR 463.38)

## **Policies**

1. Programs must use Title II funds for allowable ABS activities that target eligible individuals. Programs must provide at least one of the following three primary activities: ABE and ASE, ESL, and/or IET.
2. Programs must offer IET activities (section 203(11) of WIOA; 34 CFR 463.35-.38) to learners in at least one EFL and at least one site no later than the third year of the five-year cycle which began July 1, 2017.
3. Implementation of the OACCRS/OAELPS must be evident in IET curriculum and instruction.

## **5.11 INTEGRATED ENGLISH LITERACY AND CIVICS EDUCATION (IELCE)**

### **Background**

IELCE means education services provided to English Language Learners (ELLs) who are adults, including professionals with degrees and credentials in their native countries that enable such adults to achieve competency in the English language and acquire the basic and more advanced skills needed to function effectively as parents, workers, and citizens in the United States.

Such services must include instruction in literacy and English language acquisition and instruction on the rights and responsibilities of citizenship and civic participation, in combination with IET activities (see WIOA section 243(a)).

### **Policies**

1. Programs that receive funding under section 243 must be designed to prepare adults who are ELLs for, and place them in, unsubsidized employment in in-demand industries and occupations that lead to economic self-sufficiency and integrate with the local workforce development system and its functions to carry out the activities of the program.
2. IELCE programs must include:
  - a. Instruction in literacy and English language acquisition and instruction on the rights and responsibilities of citizenship and civic participation; and
  - b. IET activities, that must include ABE/ASE and/or ESL, Workforce Preparation, and Workforce training for a specific occupation or occupational cluster (34 CFR 463.73)
3. Implementation of the OACCRS/OAELPS must be evident in IELCE curriculum and instruction.

## 5.12 WORKFORCE PREPARATION

### Background

Workforce preparation activities include activities, programs, or services designed to help an individual acquire a combination of basic academic skills, critical thinking skills, digital literacy skills, and self-management skills, including competencies in:

- a. Utilizing resources; Using information; Working with others; Understanding systems;
- b. Skills necessary for successful transition into and completion of postsecondary education or
- c. training, or employment; and
- d. Other employability skills that increase an individual's preparation for the workforce.

### Policies

1. Programs must offer Workforce Preparation activities (section 203(17) of WIOA; 34 CRF 463.34) no later than the third year of the five-year cycle which begins July 1, 2017. Programs must offer Workforce Preparation concurrently with another activity such as ABE, ASE, ESL IET, or IELCE and be consistent with the organizational requirements for those activities.
2. Implementation of the OACCRS/OAELPS must be evident in workforce preparation curriculum and instruction.

## 5.13 WORKPLACE ADULT EDUCATION

### Background

Workplace Adult Education can only be offered by programs funded to offer ABE, ASE or ESL. Workplace Adult Education activities will be offered by programs in collaboration with an employer or employee organization at a workplace or an offsite location. Workplace Adult Education activities include ABE, ASE, or ESL content which addresses the improvement of the productivity of the workforce.

### Policy

Implementation of the OACCRS/OAELPS must be evident in Workplace Adult Education curriculum and instruction.

### Background

Federal regulation 34 CFR 462.40-41 requires that states have an assessment policy that identifies the pre- and post-tests and test procedures that eligible providers must use to measure the EFL placement and gain of ABE, ASE, and ESL learners. CCWD is responsible for ensuring that programs follow uniform federal data collection policies and procedures and for implementing accountability requirements, which include:

- Facilitating ongoing professional development of staff;
- Providing technical assistance to programs;
- Implementing quality control and monitoring procedures to ensure that local data procedures are accurate and complete;
- Establishing and maintaining a state database that includes an individual learner record system employing a relational database for programs;
- Establishing statewide uniform methods for a learner assessment system;
- Documenting state learning gains on the EFLs;
- Analyzing assessment results to identify trends and anomalies;
- Setting annual performance targets for EFLs; and
- Including performance outcomes in the annual funding formula

The assessment policies in this section support:

- The use of appropriate assessment instruments;
- Appropriate test administration, scoring, and reporting of test scores;
- Appropriate use of test results to inform instruction and improve programs;
- The training of staff on assessment; and
- The reporting of valid and reliable assessment results and related accountability information to local, state, and federal funding sources.

### 6.1. STANDARDIZED ASSESSMENTS FOR NRS REPORTING

#### Policies

1. Programs must, in addition to complying with Federal assessment rules and Oregon assessment policies, create and maintain local assessment procedures.

Local assessment procedures must include the following:

- a. A complete and current list of all certified test administrators. (Assessment certifications and dates of certification should be available to CCWD upon request.)
- b. Documentation of testing procedures, including:

- i. Who notifies instructors when students are eligible to posttest;
- ii. When to notify instructors that students are eligible to posttest;
- iii. How instructors communicate when students are ready to posttest and;
- iv. Who makes the final decision whether a student posttests.

Programs must make local assessment procedures available to CCWD and OCTAE upon request.

2. Programs must report on the NRS measures according to state and federal requirements, including:
  - a. Complying with the federal and state-defined procedures for assessing learners for placement in EFLs and assessing progress using valid, standardized procedures to ensure comparability across programs; and
  - b. Reporting accurate data in TOPSpro Enterprise®.
3. Scoring and alignment with NRS levels:

Programs must use scaled scores provided in conversion charts by CASAS and the Center for Applied Linguistics (CAL, for BEST Plus 2.0) for state and federal reporting and when communicating with learners about their progress. Programs must not use raw test scores for these purposes.
4. Learners to be assessed and reported:

Programs must assess all learners receiving Title II services and include assessment data in TOPSpro Enterprise®.
5. OCTAE-approved assessment instruments for accountability use in Oregon are pictured below



	Series	Appraisal & Locator forms	Reading forms	Math forms	Listening forms	Speaking forms	Computer forms	Approved until:
CASAS	<b>Reading GOALS</b>	900R (paper-based) 104R (eTest)	Levels A, B, C, D (901 – 908) <b>ABE/ASE only</b>				eTests	June 30, 2025*
CASAS	<b>Math GOALS 2</b>	920M (Locator) 919M (Appraisal)  Both available as paper tests and eTests		Levels A-E (921/922, 923/924, 925/926, 927/928, 929/930) <b>ABE/ASE only</b>			eTests	July 13, 2030
CASAS	<b>Reading STEPS**</b>	620R (Locator) 619R (Appraisal)  Both available as paper tests and eTests	Levels A-E (621/622, 623/624, 625/626, 627/628, 629/630) <b>ESL only</b>				eTests	July 13, 2030
CASAS	<b>Listening STEPS</b>	620L (Locator) 619L (Appraisal)  Both available as paper tests and eTests			621/622, 623/624, 625/626, 627/628, 629/630 <b>ESL only</b>			July 13, 2030
<b>BEST</b>	<b>Plus 2.0</b>					Forms D, E, and F <b>ESL only</b>	Computer-adaptive version forms D, E, and F	June 30, 2025

\*Per guidance from OCTAE published in Federal Register on December 12, 2024, this assessment can be used during a sunset period ending on June 30, 2025.

\*\*The CASAS ESL Oral Screening Interview may be used to determine if a STEPS Appraisal 619R is appropriate for non-native speakers.

#### 6. Appraisal or locator tests:

Initial placement with a CASAS appraisal or locator gauges a learner’s reading, math, and listening comprehension. Oregon requires the use of CASAS appraisals or locators to ensure that appropriate decisions are made regarding educational placement and appropriate pretest form to administer. Appraisals and locators cannot be used as a pretest or to measure learner progress. The CASAS test administration manual includes specific recommendations about which level of pretest to administer based on the appraisal or locator test score. The appraisal is built into the pretest of the computer-adaptive version of the test (CAT) but is a separate test for both the paper and computer-based (CBT) versions of the test. There is no appraisal for BEST Plus 2.0. The CASAS Locator and Appraisal are different, though they have the same purpose of determining the appropriate pretest at intake. Locator tests generally comprise 12-14 items and can take up to 15 minutes. Appraisals comprise 28 items and usually take up to 30 minutes. Programs may choose to use either the locator or the appraisal test based on what is determined

to be in the best interest of the student. Programs must use the CASAS appraisal or locator tests for the skill areas indicated below.

CASAS Appraisal & Locator Tests for Reading GOALS, Math GOALS 2, Reading STEPS, Listening STEPS				
Skills Area	ABE/ASE Reading GOALS	ABE/ASE Math GOALS 2	ESL Reading STEPS	ESL Listening STEPS
Appraisal	900R	919M	619R	619L
Locator	104R	920M	620R	620L

7. Pretests:

- a. Programs in Oregon must pretest learners in reportable skill areas to establish a baseline against which progress will be measured and to evaluate their educational needs. The required skill area for ABE/ASE is reading. Math is a reportable skill area, but it is not required for either state or federal reporting. Prior to receiving instruction in math, students must be pretested using CASAS for placement purposes, and subsequently posttested after receiving a minimum of 40 hours of instruction.
- b. The required skill area for ESL is reading. Listening and speaking are reportable skill areas but are not required for either state or federal reporting.
- c. Pretests must be administered within the first 12 hours after program entry.

Exceptions:

- i. If a student has passed one or more GED® subject tests, the local program can decide if that GED® test exempts the student from pretesting in that subject (e.g. passed GED® math means student doesn't have to pretest in math.) Local programs must outline which GED® test(s) negate which CASAS pretest(s) in the local assessment policy manuals.
- ii. Students who have previously tested at the highest level (Level 6) do not need to be retested in that subject, even if the test is from a previous year. Local programs must have a record of that student testing at the highest level.

8. Posttests:

- a. Programs must posttest learners in the same skill areas as pretests to measure academic progress (i.e., programs cannot use a reading pretest and a math posttest).
  - i. Learners must only be posttested in subject areas in which they received instruction.
  - ii. Per CASAS guidelines and Oregon Title II requirements, learners must receive at least 40 hours of instruction before being posttested. It is recommended that programs conduct posttesting at the end of a semester, term, quarter, or other substantial block of instruction if learners have received at least 40 hours of instruction. However, the CASAS *recommendation* is that students should receive between 70 and 100 hours of instruction before being posttested, therefore

professional judgment should be exercised as to whether students are ready to test after the required 40 hours, or whether it would be in the students' interest to wait until the recommended number of hours has been reached. Exceptions may be allowable with documentation. Please contact CCWD for guidance.

Per the test publisher's guidelines, a minimum of 60 hours of instruction is required before posttesting with BEST Plus 2.0 and posttesting after 80-100 hours of instruction is recommended where possible. It is also recommended that programs conduct posttesting at the end of a semester, term, quarter, or other substantial block of instruction if learners have received at least 60 hours of instruction.

However, not all students may be ready for BEST Plus 2.0 posttesting at 60 hours. After the 60 hour minimum has been reached, professional judgment should be exercised in order to determine when it is most appropriate to test students, up to the recommended maximum of 100 hours.

- iii. Learners must not receive the same version/form of a test two testing sessions in a row.
  - iv. CASAS requires that the same test series be used for the pre- and post-test. For example, if a pre-test is given in the Math GOALS 2, then the post-test must also be given from the Math GOALS 2 series.
9. Test scores outside the range:
- a. If a learner achieves a score on a CASAS pretest which is potentially inaccurate because the learner's skills exceed the upper limits of the test (displayed in the CASAS system as a conservative estimate or "diamond" score), the learner must be re-tested with a test from the next higher level within a week of the initial pretest. The new assessment score replaces the conservative estimate score, and the replaced test record should be deleted from the database.
  - b. If a learner achieves a conservative estimate (diamond) score on an appropriate level CASAS posttest, the learner has sufficiently demonstrated skill gain and should not be re-tested until the next scheduled assessment cycle. At the next scheduled assessment cycle, the learner must receive a test from the next higher CASAS level.
10. Uniform test administration times: Programs must follow the test publisher's requirements for the maximum amount of time allowed for testing.
- CASAS Appraisal for Reading GOALS: 15 minutes
  - CASAS Locator for Reading GOALS: 15 minutes.
  - CASAS Reading GOALS pre/posttests Level A: 60 minutes, Levels B, C, D: 75 minutes.
  - CASAS Appraisal for Math GOALS 2, STEPS: 30 minutes
  - CASAS Locator for Math GOALS 2, STEPS: 15 minutes.
  - CASAS Math GOALS 2 pre/posttests Level A: 50 minutes; Level B: 65 minutes; Levels C and D: 75 minutes; Level E: 90 minutes.
  - CASAS Reading STEPS pre/posttests Level A: 30 minutes; Level B: 50 minutes; Levels C, D, E: 75 minutes.

- CASAS Listening STEPS pre/posttests Level A: 28 minutes; Level B: 45 minutes; Level C: 52 minutes; Level D: 56 minutes; Level E: 38 minutes.
- BEST Plus 2.0 tests are not timed.

## 11. Periods of Participation:

### Background

A Period of Participation (PoP) begins when a student enters a program and becomes reportable when a student has 12 or more contact hours. The PoP ends when the student leaves the program and goes for 90 days without services or scheduled services (i.e. exits the program). Students who remain enrolled across program years/multiple program years do not need to requalify as participants.

A Measurable Skill Gain (MSG) will be applied to a previous PoP if a student exits without posttesting, then reenters for a subsequent PoP, is tested at re-entry, and demonstrates a level gain. However, an MSG cannot be retroactively applied to a prior program year. Any test given at re-entry will be used as a pre-test for the subsequent PoP. A gain will also be counted for a prior PoP if the student exits with insufficient hours to posttest but achieves enough hours after re-entering to be eligible to posttest.

### Policies

- i. If a student is absent for 90 days or more but accumulated enough hours during the previous PoP to be eligible to posttest, the student must be tested on re-entry.
- ii. If a student is absent for 90 days or more and did not accumulate enough hours during the previous PoP to be eligible to posttest, the program may determine that it is still in the student's best interest to retest upon re-entry. However, the program must submit a detailed pedagogic justification for testing a student who has accumulated fewer than the minimum required number of hours (as outlined by published testing guidelines) to CCWD via secure file transfer.
- iii. If the student has been absent for 120 days or more, the student must be tested on reentry regardless of how many hours were accumulated during a previous PoP.

Note: CCWD will use data to monitor students who are tested at under the minimum required number of hours and carry out random sampling to verify that required documentation has been submitted.

Days of Absence			
Absence	0-89 days	90-119	120+ days
Testing protocol	Programs may use previous tests	<ul style="list-style-type: none"> <li>Programs may choose to retest the student (if student has enough hours to test) or continue with previous tests</li> <li>If a program retests a student with fewer hours than the test publisher's minimum, the program must submit a pedagogic justification to CCWD via secure file transfer</li> </ul>	<ul style="list-style-type: none"> <li>Programs must retest the student upon returning</li> <li>If a program retests a student with fewer hours than the test publisher's minimum, the program must submit a pedagogic justification to CCWD via secure file transfer</li> </ul>

12. Required pre-/posttest match percentages:

Programs must have a pre-/posttest match rate as prescribed in the table below. Percentages are based on the number of Title II Participants reported in the federal NRS tables.

Pre-/Post-Test Match Rate								
	2021-22		2022-23		2023-24		2024-25	
Performance Measure	Target	Actual	Target	Actual	Target	Actual	Target	Actual
ABE	52%	45%	43%	53%	45%	TBD	47%	TBD
ASE	34%	20%	24%	24%	26%	TBD	28%	TBD
ESL	68%	44%	48%	65%	50%	TBD	52%	TBD
Total	55%	40%	41%	55%	43%	TBD	45%	TBD

## 6.2. ASSESSMENT OF LEARNERS IN DISTANCE LEARNING PROGRAMS

### Policy

Oregon's Assessment Policy applies to all Oregon ABS learners whether they are enrolled in face-to-face or distance education. Assessments are generally conducted through face-to-face interaction with a trained test administrator in a secure setting. However, assessments may be proctored

remotely, provided they are conducted in accordance with the test publisher’s (OCTAE approved) guidelines. Programs wishing to administer CASAS assessments remotely must complete an Agency Agreement with CASAS and individual proctors must sign a Proctor Agreement. Please see Section 6.5 (below) for state training and certification requirements for remote proctors.

Those learners defined as distance learners with 12 or more hours of instruction will be reported on NRS Tables 4C and 5A.

### **6.3. ACCOMMODATIONS USING CASAS ASSESSMENT FOR LEARNERS WITH DISABILITIES**

#### **Background**

The following policies address methods for administering CASAS assessments using accommodations for learners with documented disabilities. The suggested accommodations include accommodations in test administration procedures and use of appropriate CASAS test forms.

#### **Policies**

1. Program responsibility: Test administrators must consider the individual needs of the learner when they provide accommodations. The responsibility of fulfilling learner requests for accommodations is that of the program, according to their organization’s policy.
2. Use of appropriate CASAS test forms:
  - a. Test administrators must use an appropriate test form that best meets the learner’s goals and manner of receiving and reporting information. Most learners with a disability can take some form of a CASAS test. CASAS provides large-print versions of all tests. Large-print tests and CASAS eTests are examples of test forms often used for learners with documented disabilities based on need as well as for all learners.
  - b. Programs must contact CASAS to obtain permission before changing the test format locally if the test form is not currently available from CASAS. CASAS requires approval because changes in test format affect the standardization and statistical measures for the test. CASAS will provide advice regarding appropriate accommodations that are not currently available to test administrators.

For more information, visit [CASAS Testing Accommodations and Accessibility](#).

## 6.4. ACCOMMODATIONS USING BEST PLUS 2.0 ASSESSMENT FOR LEARNERS WITH DISABILITIES

### Policies

1. Program responsibility: Programs administering BEST Plus 2.0 are responsible for providing accessible services and for ensuring that requests for accommodations are considered and handled in a manner consistent with applicable laws and regulations. Program and test administrators may provide and allow accommodations in test administration procedures or in the testing environment for individuals with disabilities, provided that the accommodations do not compromise the purpose or results of the test.
2. Use of appropriate accommodations:
  - a. The test administrator cannot show the prompts on the screen or in the test booklet to a person with a hearing impairment nor may a sign language interpreter be used. A permissible accommodation for BEST Plus 2.0 would be the use of hearing aids.
  - b. Likewise, a test administrator cannot explain the content of a picture cue prompt to a person with a visual impairment. An appropriate accommodation would be the use of a magnifying glass to enlarge the image.
  - c. BEST Plus 2.0 is not appropriate for use with individuals whose visual impairment prevents them from seeing the picture cue prompts even when enlarged or otherwise enhanced. Skipping picture questions is not a reasonable accommodation for individuals with visual impairments.
  - d. Learners who cannot speak are exempt from taking BEST Plus 2.0.

For more information, please see BEST Plus 2.0 Test Usage Policy (Center for Applied Linguistics, 2016).

## 6.5. CERTIFIED TEST ADMINISTRATION

### Policies

1. Test administrators must be certified by both the testing company and CCWD before administering or scoring any assessment instrument used for state and federal accountability reporting. Training for each state-approved assessment is required to ensure accurate use of tests and interpretation of learner results, and to maintain the integrity and quality of the assessment process. See the Assessment Certification Process chart below.
2. CASAS test administrators, eTest site coordinators, and eTest proctors must complete applicable CASAS certification trainings and certification tests. As of 7/1/22 all new paper test proctors must also complete CASAS certification training. Test administrators conducting assessments via remote proctoring must complete trainings as recommended by test publishers.
3. BEST Plus 2.0 test administrators must complete an in-person or virtual BEST Plus 2.0 Initial Certification training offered by a state trainer.
4. In addition to the instrument-specific trainings, test administrators, coordinators, and proctors

must complete the Oregon Assessment Certification that includes NRS policy, Oregon assessment and accountability policy, and data collection processes and procedures.

5. Test administrators must review the Test Administration Manual prior to the start of a new academic year, or prior to administering an assessment if they do not administer the assessment regularly.
6. Program directors are responsible for determining and providing sufficient numbers of certified test administrators and eTest proctors to meet state assessment and accountability requirements and program assessment needs.
7. Programs must submit an Online Site Agreement with CASAS at launch of eTest and TOPSpro Enterprise<sup>®</sup> implementation, and a supplement to provide location and contact information if/when a program wishes to reconfigure and/or add testing sites.
8. Programs must identify one Point of Contact and one TOPSpro Enterprise<sup>®</sup> (TE) Enhanced user (has full access to all TE functions) per program (see CASAS policy). This can be the same person or two different people.
9. The TE Enhanced user must manage other users' access to the account. The TE Enhanced user must review the Users Lister at least annually and add to and/or disable or delete user accounts as staff change.



## Assessment Certification Requirements

Required Training	Who needs the training	Certification frequency	Format
BEST Plus 2.0 Initial Certification	All who administer the test	Once prior to administering any Best Plus 2.0 tests	In-person or virtual training by state approved trainer
BEST Plus 2.0 Scoring Recalibration	All who administer the test	Annually	Local program responsibility. Staff views Scoring Refresher videos and scores Recalibration exercise. Materials available from cal.org
CASAS Paper Test Proctor Certification	All who administer paper tests	Once	Paper Test Proctor Certification is available online from CASAS <a href="https://training.casas.org">https://training.casas.org</a>
CASAS eTest Coordinator Certification	Each site must have at least one eTest coordinator; all eTest coordinators are required to be certified	Once	eTest Coordinator Certification is available online from CASAS <a href="https://training.casas.org">https://training.casas.org</a>
CASAS eTest Proctor Certification	All who administer eTests (eTest coordinators do not need Proctor Training)	Once	eTest Proctor Certification is available online from CASAS <a href="https://training.casas.org">https://training.casas.org</a>
CASAS Remote Proctor Certification	All who administer CASAS tests remotely	Once before administering any CASAS test remotely	Remote Proctor Certification is available online from CASAS. <a href="https://training.casas.org">https://training.casas.org</a> Please note: all remote proctors must take eTest proctor training first and sign a proctor agreement with CASAS before remotely proctoring tests
CASAS Recertification (eTests or Paper Tests)	Anyone involved in administering CASAS tests	Every 3 years	Online from CASAS <a href="https://training.casas.org">https://training.casas.org</a>  Choose one option by role per role fulfilled
Oregon Assessment Certification	All who administer tests	Every 3 years	Complete Oregon Assessment signature page. <i>See Appendix 10.3 of this manual for assessment Certification Procedures.</i>

## 6.6. ASSESSMENT INTEGRITY AND SECURITY

### Policies

1. Programs must follow the Test Administration Manual published by CASAS and the Test Administrator Guide published by CAL. Programs must maintain copies of the appropriate administration manuals for all assessments used at every testing site.
2. The program director must safeguard all standardized assessment materials, including testing booklets and answer sheets that contain marks or responses.
3. Certified test administrators must sign a test security agreement.
4. CASAS and BEST Plus 2.0 assessment data, along with registration and attendance data, must be entered into TOPSpro Enterprise® within 30 days of collection.
5. Programs must use the following quality control procedures to verify that appropriate assessment procedures have been followed:
  - Data integrity checks;
  - System logic to prevent inappropriate assessments being entered;
  - Filtering of incorrect scale score gains;
  - Data verification procedures;
  - Validating and editing data policies and procedures;
  - Record retention according to policy;
  - Timely training for program administrators;
  - Annual recertification requirements for test administrators;

## 6.7. PURCHASING PROCEDURES FOR EACH ASSESSMENT

### Policy

Only certified administrators may order CASAS and CAL assessments authorized for use in Oregon from CASAS and CAL for their programs.

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## 7. DATA COLLECTION AND MANAGEMENT

### 7.1. DATA PRIVACY AND SHARING

#### Background

##### Personally Identifiable Information

Title II programs must comply with the Family Educational Rights and Privacy Act (FERPA) (20 U.S.C. 1232g), a federal privacy law administered by the U.S. Department of Education. FERPA and the implementing regulations (34 CFR part 99) seek to protect the privacy of individual's education records and afford parents and eligible individuals certain rights to inspect and review education records, to seek to amend these records, and to consent to the disclosure of personally identifiable information (PII) from education records. The general rule under FERPA is that PII from education records cannot be disclosed or shared without written consent. For the full text of 20 U.S.C. 1232g, see the Office of the Law Revision Counsel's United States Code web page.

"Personally Identifiable Information," according to FERPA, includes, but is not limited to:

1. *The individual's name;*
2. *The name of the individual's parent or other family members;*
3. *The address of the individual or individual's family;*
4. *A personal identifier, such as the individual's social security number, student number, or biometric record;*
5. *Other indirect identifiers, such as the individual's date of birth, place of birth, and mother's maiden name;*
6. *Other information that, alone or in combination, is linked or linkable to a specific individual that would allow a reasonable person in the school community, who does not have personal knowledge of the relevant circumstances, to identify the individual with reasonable certainty; or*
7. *Information requested by a person who the educational agency or institution reasonably believes knows the identity of the individual to whom the education record relates.*

##### State-Level Data Matching

Under the Audit or Evaluation Exception in FERPA, states are allowed to share data for data matching, to carry out an audit or evaluation of federally supported education programs, or to inform or comply with federal legal requirements that relate to those programs. To meet federal reporting requirements, CCWD shares (i.e., data matches) personally identifiable information from Title II individuals with outside organizations such as the Oregon Employment Department. This data matching allows the State of Oregon to report on Title II outcomes measures such as employment and entry into postsecondary education, a requirement of WIOA. PII sent to outside organizations is either returned to CCWD or destroyed upon completion of data matching.

##### Data Sharing Among Programs

TOPSpro Enterprise® includes a function that allows data sharing between programs to be used if an individual transfers programs. At such time, the new Title II provider can run the TOPSpro Enterprise® data sharing wizard and import the individual's information, if the individual signed an Authorization for Release of Information form that included permission to share information among programs. See Appendix 10.1 for an example Authorization for Release of Information form.

## Prior Written Consent

Prior written consent is established when an eligible individual (or parent for individuals under age 18) signs and dates a statement that:

- Specifies the records that may be disclosed;
- States the purpose of the disclosure; and
- Identifies the party to whom the disclosure may be made.

## Social Security Numbers

Neither WIOA nor the Joint WIOA Final Rule allows or requires states to request or require SSNs as a condition of program participation or for receipt of any form of financial assistance. As such, program eligibility under WIOA is not contingent on the provision of an SSN. Additionally, depriving such an individual of service would violate the Privacy Act of 1974, which establishes a code of fair information practices that govern the collection, use, dissemination, and maintenance of information about individuals contained in systems of federal records. Specifically, Sec. 7(a)(1) of the Privacy Act (5 U.S.C. 552a Note, Disclosure of Social Security Number) provides that unless the disclosure is required by federal statute, *“It shall be unlawful for any Federal, State, or Local government agency to deny to any individual any right, benefit, or privilege provided by law because of such individual’s refusal to disclose his social security account number,”* (55838 Federal Register/Vol. 81, No. 161/Friday, August 19, 2016/Rules and Regulations).

Individual consent is voluntary and is not required for participation in any programs or services.

## Policies

1. Programs must provide an opportunity for individuals to consent or decline the release of their information by informing individuals, in writing, that their personal and confidential information will only be shared with their written consent. See Appendix 10.1 for an example of an Authorization for Release of Information form.
2. Programs must only run the TOPSpro Enterprise® data sharing wizard and import the individual’s information if the individual signed an Authorization for Release of Information form that included permission to share information among programs.
3. Programs must inform individuals, in writing, of their ability to revoke consent to release information. See Appendix 10.2 of this manual for an example of a Revocation for Release of Information form.
4. Programs are prohibited from sharing personal confidential information or records if the individual declines to give or revokes prior written consent.
5. Programs must not deny services to individuals who do not authorize release of information.
6. Programs must inform individuals that declining to share information will not affect their eligibility for services.
7. Programs must keep the signed and dated consent forms and revocation forms on file in accordance with record retention policies.
8. Programs must indicate in TOPSpro Enterprise® the consent status of all individuals.

## 7.2. DATA COLLECTION

### Background

Procedures for how to use TOPSpro Enterprise® for data collection and management can be found in the document titled *TOPSpro Enterprise® Basics* on the CASAS website. Procedures unique to Oregon can be found in the Oregon Data Manual for WIOA Title II Providers on the ABS website.

### Policies

1. Data Elements: When an individual enters the program, the program must attempt to collect the following data elements:
  - **First and Last Name:** (alphabetic characters only): required for data matching with the Oregon Employment Department (Method #2) and the National Student Clearinghouse
  - **Middle Initial:** required for data matching with the Oregon Employment Department and the National Student Clearinghouse
  - **Email:** important if local programs wish to contact the learner
  - **Social Security Number:** required for data matching with the Oregon Employment Department (Method #1)
  - **Gender:** required for learner to appear on NRS Federal Tables (e.g., Table 1)
  - **Date of Birth:** required for learner to appear on NRS Federal Tables (e.g., Table 2); required for data matching with the Oregon Employment Department (Method #2) and the National Student Clearinghouse
  - **Highest Years of School:** required for learner to appear on NRS Federal Tables (e.g., Table 6); used for state and national communications
  - **Highest Diploma:** required for learner to appear on NRS Federal Tables (e.g., Table 6); used for state and national communications
  - **Ethnicity:** required for learner to appear on NRS Federal Tables (e.g., Table 1)
  - **Race:** required for learner to appear on NRS Federal Tables (e.g., Table 1)
  - **Native Language:** used for state and national communications
  - **Date of Entry into Program:** required to calculate Periods of Participation (POPs) and Exit Populations
  - **Instructional Program:** used for state and national communications
  - **Long Term (Primary) Goal:** research-based best practice for learner success; used for state and national communications
  - **Short Term (Secondary) Goal:** research-based best practice for learner success; used for state and national communications
  - **Special Program (e.g., IET, IELCE, Distance Education):** required for learner to appear on NRS Federal Tables (e.g., Tables 3, 4C, 5A, 9, and 11)
  - **Employment Barriers:** required for federal reporting (e.g., Statewide Performance Report (SPR))
  - **Class Number:** required for instructors to generate class-level data
  - **Personal Status:** used for state and national communications

- **Labor Force Status:** required for learner to appear on NRS Federal Tables (e.g., Table 6); part of the federal government’s Statistical Adjustment Model (SAM) used to determine federal funding allocated to Oregon and as an evaluation of Oregon’s performance compared with federally negotiated targets
- **GEDID (as available):** required for learner to appear on NRS Federal Tables (e.g., Tables 4, 4C, 5, 5A, 9, 10, and 11)

Note: Definitions for each of these data elements can be found in the *WIOA Data Dictionary* created by CASAS. See section 12.4 of this manual, Resources.

2. Programs must only use alphabetic characters for First Name, Middle Name, and Last Name. Quotations, parentheses, and hyphens are not permitted.
3. Programs must enter a unique identification number (i.e., Student ID) for each individual to be used consistently on all TOPSpro Enterprise® forms. This may be the local agency-assigned number (e.g., college ID number).
4. Programs must input all data into TOPSpro Enterprise® within 30 days of collection.
5. Social Security Numbers:
  - a) Programs must attempt to gather social security numbers from those eligible for Title II services.
  - b) Eligible Title II individuals must be served even if they decline to disclose their social security number.
  - c) Programs must not use a social security number as the assigned identification number (i.e., student ID).

Note: Title II participants will be included in the denominator for performance measures regardless of whether or not they have provided their SSN for data match. Incarcerated learners who remain incarcerated after exit are exempt from all indicators except for Measurable Skill Gains.

6. Contact Hours:
  - a. Programs must collect instructional time in accordance with the NRS definition of actual “contact hours.” The NRS defines contact hours as follows:

*Hours of instruction or instructional activity the learner receives from the program. Instructional activity includes any program-sponsored activity designed to promote student learning in the program curriculum, such as classroom instruction, assessment, tutoring, or participation in a learning lab.*

*Contact hours for distance learners can be a combination of actual contact and contact through telephone, video, teleconference, or online communication, where student and program staff can interact and through which learner identity is verifiable. --Student Participation Measure #1: Contact Hours (page 48 of the NRS Implementation Guide)*

Distance Learning contact hours must be associated with one of three distance learning models of instruction that are approved by OCTAE. For details, see section 6.2 of this

- b. manual, Assessment of Learners in Distance Learning Programs.
- c. The State of Oregon considers orientation, including online orientation, to be a program-sponsored activity designed to promote learning, thus qualifying for contact hours if it meets all the following criteria:
  - Has a curriculum;
  - Lasts a minimum of two hours outside of testing; and
  - Includes more than one individual for an in-person orientation.

7. Learner goals:

- a. Programs must record short-term (primary) and long-term (secondary) learner goals on the entry record.
    - Short-term goals are learner goals that can be accomplished within 3 months and/or within the program year.
    - Long-term goals are goals that can be accomplished by the end of their time in the Title II program.
  - b. Goals must be chosen by the individual (e.g., the program may not automatically select “Improve English Skills” as the short-term goal for all ESL learners).
8. Programs must not use “Improve Basic Skills” for a short-term goal. Programs may use “Improve English Skills” as a short-term goal.
9. Programs must not use “Improve Basic Skills” or “Improve English Skills” for long-term goals.
10. Frequency: Programs must update or confirm all data elements collected when a learner returns after an absence of 90 or more days. Their return is considered a new entry into the program.

Note: Programs are not required to retest a learner after an absence unless the absence is 120 days or more. For policies related to Periods of Participation, learner absence, and testing, see section 6.1.11 of this manual, Standardized Assessments for NRS Reporting.

## 7.3 DATA ENTRY AND UPDATES

### Policies

1. Programs must enter data into TOPSpro Enterprise® within 30 days of collection. Programs are strongly encouraged to enter data more frequently.
2. Programs must enter Test Record information into TOPSpro Enterprise® within 30 days to document educational gains.
3. Programs must enter updates to learner records into TOPSpro Enterprise® within 30 days.
4. Programs must enter Provider Information into TOPSpro Enterprise® and identify the location as “Oregon” in order to activate appropriate programming for federal reporting.

## 7.4 PROXY RECORDS

### Background

Learners are considered retained from one program year to the next if they enroll within 90 days of their last program attendance. Because Title II data is collected during an academic year but reported according to a program year, the TOPSpro Enterprise<sup>®</sup> proxy function allows programs to carry forward learner records that meet specific criteria into the subsequent program year. When the TOPSpro Enterprise<sup>®</sup> proxy function is initiated by a user, TOPSpro Enterprise<sup>®</sup> will look for a “trigger” in the current program year. A trigger could be an Entry, an Update, or a Test record in the new program year. When one or more triggers are found, TOPSpro Enterprise<sup>®</sup> will create proxies. The TOPSpro Enterprise<sup>®</sup> proxy function provides an auditable activity log that identifies records as proxies, differentiated from records created by manual entry or scanning.

Programs may use the proxy record function in TOPSpro Enterprise<sup>®</sup> to carry forward records from the previous program year to the current program year. Please refer to the Oregon Data Manual for WIOA Title II Providers for instructions on how to proxy records.

Records between April 1 and June 30 may be proxied forward to the next program year as long as students have activity in TOPSpro Enterprise<sup>®</sup> by October 15 of that calendar year.

### Policy

Programs are prohibited from manually creating any learner records for use as proxy records in a subsequent program year by erasing or otherwise altering any previously completed Scantron form or mimicking a similar process by manual data entry.

## 7.5 DATA STORAGE FOR SECURITY

### Policies

1. Programs must maintain a secure data system to protect the confidentiality and privacy of learners. Data (paper and electronic) must be housed in a secure location. Access to electronic data must be restricted with an individualized user password. Access to paper data must be physically locked.
2. Programs must assign dedicated staff to be responsible for maintaining the records in the TOPSpro Enterprise<sup>®</sup> database.
3. Programs must allow access to all Title II learner files by CCWD and/or U.S. Department of Education staff for audit purposes.

## 7.6 RETENTION OF STUDENT RECORDS

### Policies

1. Programs must retain complete original learner records, both paper and electronic, for Title II program participants for three years from the end of the grant or the length of time required by their own record archiving policy, whichever is longer.
2. Programs must maintain electronic databases for 10 years or the length of time required by their own archiving policy, whichever is longer.



## **7.7 DATA QUALITY CONTROL**

### **Policies**

1. Programs must monitor the quality of their data using the data validation features of the TOPSpro Enterprise® software to check for missing or inaccurate data or to compare various data elements to each other to ensure they make sense. The Oregon Data Manual for WIOA Title II Providers resource outlines procedures for data clean-up, data integrity checks, and data validation. Programs must employ these data validation features at least once each quarter and are strongly encouraged to do so more frequently.
2. Programs must correct any incorrect data found during data validation and inspection within 30 days. Data errors found during the state data review process must also be corrected and, if requested by the State, a written confirmation of corrections sent to the ABS Team email address: [hecc.absteam@hecc.oregon.gov](mailto:hecc.absteam@hecc.oregon.gov) within 30 days.
3. Programs must not alter data to falsify test scores, goals, or any other data. Changing data after the outcome is achieved is considered fraud.
4. Local data professionals and staff must update the data quality checklist annually in order to improve data processes and quality.

## **7.8 DATA QUALITY STAFF TRAINING**

See Section 4.1 of this manual, Professional Development.

## 8. MONITORING FOR RISK MANAGEMENT AND PROGRAM IMPROVEMENT

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### 8.1 RISK MANAGEMENT

#### Background

Uniform Guidance (2 CFR 200.331) mandates that HECC conduct program monitoring of Title II programs. The purpose of monitoring is to ensure that programs use federal awards for authorized purposes in compliance with the laws, regulations, and provisions of the grant agreement and that performance goals are achieved. Programs are expected to be responsive to HECC's technical assistance efforts, which may include document and data collection, document and data review, email communications, meetings, workshops, and trainings. As recommendations arise from technical assistance, programs are expected to implement them in a timely manner. HECC will take the steps outlined below to monitor programs.

HECC will—

STEP 1: Communicate to programs their responsibilities related to compliance with federal and state award terms and conditions.

- a. Provide grant requirements in Oregon's Title II Request for Grant Applications;
- b. Conduct training for new and continuing programs; and
- c. Describe responsibilities and compliance requirements in the Oregon ABS Policy Manual.

STEP 2: Annually assess risk of programs. 2 CFR 200.331(b)

- a. See the policy in section 8.2 of this manual, Risk Assessment.

STEP 3: Monitor programs to ensure compliance with federal regulations and with award terms and conditions.

- a. See the policy in section 8.3 of this manual, State Monitoring Activities.

STEP 4: Set a plan of corrective action and technical assistance for those areas out of compliance.

- a. See the policy in section 8.4 of this manual, Plans of Corrective Action and Technical Assistance.

### 8.2 RISK ASSESSMENT

#### Background

**Risk assessment is a process used to manage risk by evaluating the risk levels of grant-funded programs. To assess these risks annually, specific factors that may impact the risk level for each provider have been identified.**

Program improvement is a continuous process for the benefit of our learners. It is also a requirement under the Government Performance and Results Modernization Act of 2010, reflected in WIOA Section 116 (b)(3)(A)(v), which requires states to negotiate with the U.S. Department of Education to set performance targets annually for the WIOA primary measures of performance. The principal factor for program improvement is performance

accountability. Performance accountability includes the effectiveness of programs in achieving the WIOA targets as well as effectiveness in interim measures, e.g., posttest rates and data quality.

## Policy

HECC will complete a local program assessment for each local program. HECC will review each local program's assessment and discuss any ratings with each local program's leadership. Based on HECC's assessment of risk and performance, programs must follow the steps below:

In areas where factors indicate *highest* risk, programs will:

- a. Submit a program improvement plan with timelines for improving specific, agreed-upon risk and performance factors in the following year(s).
- b. If appropriate, work with state staff to plan and implement technical assistance, including targeted professional development.

In areas where factors indicate *moderate* risk or moderate need for performance improvement, programs will:

- a. Submit a program improvement plan with timelines for reducing or eliminating specific, agreed-upon risk or performance factors in the following year(s).
- b. If appropriate, work with state staff to plan and implement technical assistance, including targeted professional development.

In areas where factors indicate *low* risk or lowest need for performance improvement, programs will:

- a. Submit a program improvement plan with timelines for reducing or eliminating specific, agreed-upon risk or performance factors in the following year(s).
- b. If appropriate, work with state staff to plan and implement technical assistance, including targeted professional development.

## 8.3 STATE MONITORING ACTIVITIES

### Background

HECC performs regular monitoring of all programs as well as targeted monitoring based on risk assessment and program performance.

### Policy

HECC may use the following monitoring documents and tools to ensure proper compliance with grant requirements and promote achievement of performance goals and targets. Programs must provide required routine reports in a timely manner, respond to requests for specific information, and participate in other monitoring activities as required.

Programs must complete the following annually:

1. Final Financial Status Report (FFSR) TOPSpro Enterprise® Data Integrity Reports;
2. Federal Table 7 – Adult Education Personnel by Function and Job Status
3. NRS Tables (through TOPSpro Enterprise® reports as requested).

Programs must complete the following quarterly:

1. Updated provider contact lists- (Updated at OCABSD Quarterly meetings); TOPSpro
2. Enterprise® Data Integrity Reports; and
3. Other TOPSpro Enterprise® reports as requested.

Programs must complete or respond to the following as appropriate:

1. Routine communication;
2. Records of professional development and meeting attendance;
3. Review of invoices from programs and questions regarding expenditures as submitted
4. On-site reviews of program operations; and
5. Verification that program is audited as required by 2 CFR 200 Subpart F—Audit Requirements.

After monitoring, HECC will do the following, as appropriate: Maintain documentation of

1. monitoring efforts;
2. Provide feedback to the program that cites strengths as well as areas for improvement;
3. Provide training and/or technical assistance;
4. Issue a management decision for audit findings pertaining to the federal award (2 CFR 200.521);
5. Follow up and ensure that the program takes timely and appropriate action on all deficiencies pertaining to the Title II award detected through audits, monitoring, document submission, on-site reviews, and other means;
6. Consider whether the results of monitoring indicate conditions that necessitate adjustments to the program's operations; and/or
7. Consider taking enforcement action against noncompliant programs (2 CFR 200.338).

## **8.4 PLANS OF CORRECTIVE ACTION AND TECHNICAL ASSISTANCE**

### **Background**

During monitoring, items of non-compliance are identified as findings. Development and implementation of corrective action plans ensure the correction of findings, increase program quality, and minimize the potential for future findings. Corrective action plans should include further technical assistance or training to help programs achieve the stated objectives (2 CFR 200.331(g) (h), 2 CFR 200.338).

### **Policy**

When findings arise, programs must develop corrective actions plan(s) that: Identify the findings to

- a. be corrected
- b. Identify specific actions with timelines Obtain approval of the State ABS Director
- c. Continue taking corrective action until the plan is completed and the State ABS Director releases the program from the plan

If the corrective actions do not result in program compliance, HECC may impose additional conditions, as described in 2 CFR 200.207 Specific conditions.

If HECC determines that noncompliance cannot be remedied by imposing additional conditions, HECC may take one or more of the following actions, as appropriate:

- a. Temporarily withhold cash payments pending correction of the deficiency by the program or more severe enforcement action by HECC;
- b. Disallow (that is, deny both use of funds and any applicable matching credit for) all or part of the cost of the activity or action not in compliance;
- c. Wholly or partly suspend or terminate the federal award;
- d. Initiate suspension or debarment proceedings as authorized under 2 CFR 180 and federal awarding agency regulations (or in the case of a pass-through entity, recommend such a proceeding be initiated by a federal awarding agency);
- e. Withhold further federal awards for the project or program;
- f. Take other remedies that may be legally available.

### Laws and Regulations

Funds for Title II grants are provided from the U.S. Department of Education (ED) under CFDA 84.002.A, Adult Education – State Grant Program to the Higher Education Coordinating Commission (HECC) as the eligible agency.

Title II programs are authorized by the Workforce Innovation and Opportunity Act (Public Law 113-128 (29 U.S.C. Sec. 3101, et. seq.)) (WIOA) of 2014, Adult Education and Family Literacy Act (Title II). Regulations and guidelines governing programs are codified in the Code of Federal Regulations (CFR), Title 34 CFR Parts 461, 462, 463 et al. and Title 2 CFR 200—Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards (Uniform Guidance).

It is the responsibility of all Title II funded programs to ensure appropriate stewardship of federal funds entrusted to them. Under Title II and Uniform Guidance regulations, programs must maintain financial management systems that provide accurate, complete, and current disclosure of the revenues and expenditures supporting the WIOA Title II program. To meet this requirement, programs must have adequate accounting practices and procedures, internal controls, audit processes, and cost allocation procedures in place. Programs are responsible for managing the day-to-day operations of grant-supported activities to assure that all funding requirements of this award are in compliance with applicable federal regulations.

#### 9.1 ALLOWABLE ACTIVITIES

Federal regulation (34 CFR 463.20(b),(c3)) requires programs to use Title II funds to establish or operate programs that provide adult basic skills (ABS) activities for eligible individuals only, unless a program is providing activities that are related to Family Literacy. Prior to providing Family Literacy activities for individuals who are not eligible individuals, a program must attempt to coordinate with programs and services that do not receive funding under Title II. Allowable ABS activities include:

a) Adult Basic Education and Adult Secondary Education activities; b) English as a Second Language (ESL) activities; c) Family Literacy activities; d) Workforce Preparation activities; e) Workplace Adult Education activities; f) Integrated Education and Training (IET); and g) Integrated English Literacy and Civics Education (IELCE).

#### 9.2 ALLOWABLE COSTS

All expenditures submitted for reimbursement under this grant must be for proper and efficient administration of the ABS program. An allowable cost must be reasonable (2 CFR 200.404) and allocable (2 CFR 200.405) to the Title II program and not shifted from another program or project. Allowable costs are determined by federal regulations.

Pursuant to Uniform Guidance, *except where otherwise authorized by statute, costs must meet the following general criteria in order to be allowable under federal awards:*

- a. *Be necessary and reasonable for the performance of the federal award and be allocable thereto under these principles;*
- b. *Conform to any limitations or exclusions set forth in these principles or in the federal award as to types or amount of cost items;*
- c. *Be consistent with policies and procedures that apply uniformly to both federally-financed and other activities of the non-federal entity;*
- d. *Be accorded consistent treatment. A cost may not be assigned to a federal award as a direct cost if any other cost incurred for the same purpose in like circumstances has been allocated to the federal award as an indirect cost;*
- e. *Be determined in accordance with generally accepted accounting principles (GAAP), except, for state and local governments and Indian tribes only, as otherwise provided for in this part;*
- f. *Not be included as a cost or used to meet cost sharing or matching requirements of any other federally-financed program in either the current or a prior period. See also 2 CFR 200.306 Cost sharing or matching paragraph (b); and*
- g. *Be adequately documented (2 CFR 200.403).*

### **9.3 UNALLOWABLE COSTS**

Unallowable costs are strictly prohibited under Title II. *Payments made for costs determined to be unallowable by either the federal awarding agency, cognizant agency for indirect costs, or pass-through entity, either as direct or indirect costs, must be refunded (including interest) to the Federal Government in accordance with instructions from the federal agency that determined the costs are unallowable unless federal statute or regulation directs otherwise (2 CFR 200.410).* Explicitly disallowed costs (2 CFR 420-475) include:

- a. Bad debt;
- b. Cost of construction or purchase of facilities or buildings;
- c. Lobbying;
- d. Sectarian worship, instruction, or proselytization;
- e. Light refreshments;
- f. Promotional items and memorabilia;
- g. Advertising costs that are not specifically related to the grant program;
- h. Commencement and convocation costs;
- i. Contributions and donations;
- j. Learner activity costs unless specifically provided for in the grant award.

## 9.4 CAPITAL OUTLAYS

Capital outlays are defined as any item with a useful life in excess of one year and a per-unit cost of \$5,000 or more. (This is the federal definition of “equipment.”)

All capital outlays purchased with Title II funds must be approved by HECC prior to purchase. If specific capital outlays are not included on the original grant budget, programs must submit a Budget Amendment Request for HECC approval prior to purchase.

Costs for capital outlays that will be used by programs other than ABS must be split based upon the percentage of use by the ABS program and other program(s).

### **Purchased Items – Tracking**

All non-consumable items purchased with grant funds shall remain the property of the program. Items with a per-unit acquisition of \$5,000 or more and a useful life in excess of one year must be under inventory control.

### **Purchased Items – Disposal of Items**

The price initially paid for an item determines into which of the following categories it falls.

#### ***Equipment (Capital Outlays)***

When an ABS program no longer has a use for equipment that had an original per unit acquisition cost of \$5,000 or more and a useful life in excess of one year, the program must contact HECC before disposing of the equipment. Programs must not sell or surplus the equipment before consulting with HECC. Federal regulation requires the program to contact the federal agency where funding originates to request disposition instructions. CCWD will assist with this.

*Disposition of the equipment will be made as follows, in accordance with Federal awarding agency disposition instructions:*

- a. Items of equipment with a current per unit fair market value of \$5,000 or less may be retained, sold or otherwise disposed of with no further obligation to the Federal awarding agency;*
- a. Except as provided in 2 CFR 200.312 Federally-owned and exempt property, paragraph (b), or if the Federal awarding agency fails to provide requested disposition instructions within 120 days, items of equipment with a current per-unit fair-market value in excess of \$5,000 may be retained by the non-Federal entity or sold. The Federal awarding agency is entitled to an amount calculated by multiplying the current market value or proceeds from sale by the Federal awarding agency's percentage of participation in the cost of the original purchase. If the equipment is sold, the Federal awarding agency may permit the non-Federal entity to deduct and retain from the Federal share \$500 or ten percent of the proceeds, whichever is less, for its selling and handling expenses;*
- b. The non-Federal entity may transfer title to the property to the Federal Government or to an eligible third party provided that, in such cases, the non-Federal entity must be entitled to compensation for its attributable percentage of the current fair market value of the property; and*



- c. *In cases where a non-Federal entity fails to take appropriate disposition actions, the Federal awarding agency may direct the non-Federal entity to take disposition actions (see 2 CFR 200.313).*

## 9.5 SUPPLIES

When an ABS program no longer has a need for supplies with an aggregate value of more than \$5,000, *the non-Federal entity must retain the supplies for use on other activities or sell them, but must, in either case, compensate the Federal Government for its share. The amount of compensation must be computed in the same manner as for equipment (2 CFR 200.314).*

## 9.6 SUPPLEMENT NOT SUPPLANT

*Funds made available for adult education and literacy activities under this title shall supplement and not supplant other state or local public funds expended for adult education and literacy activities (section 241(a) of WIOA).*

“Supplement, not supplant” means the federal funds are intended to augment or increase, not replace, monies that would have been used if the federal funds had not been available. In other words, federal funds may not free up state or local dollars for other purposes, but should create or augment programs to an extent not possible without federal funds.

## 9.7 MATCH

### Background

Oregon must provide, to the federal government, *a non-federal contribution in the amount that is not less than 25 percent of the total amount of funds expended for adult education and literacy activities in the State (section 222(b) (1) (b) of WIOA).* *Non-federal contributions may be provided in-cash or in-kind, fairly evaluated, and must include only non-federal funds that are used for adult education and literacy activities in a manner that is consistent with the purpose of this title (section 222(b)(1),(b)(2) of WIOA).*

### Policies

1. In Oregon, there are no state-allocated funds designated as a match to Title II; therefore, programs must provide a non-federal contribution in an amount equal to or greater than 25 percent of the total amount of funds expended for ABS activities. This non-federal contribution is reported on the annual proposed budget at the beginning of the year and again on the Final Financial Status Report at the end of the fiscal year.
2. On annual proposed grant budgets programs must include non-federal funds at the required percentage.

### Guidance

Below is an example for calculating minimum match for a program with a \$75,000 Title II grant award.

- $\$75,000 \text{ grant award amount} \div 3 = \$25,000$

A program with a \$75,000 grant award (federal funds) must spend at least \$25,000 from non-federal funds on ABS activities. This means a total of \$100,000 must be spent: 75 percent or less from the grant and 25 percent or more from non-federal funds.

## 9.8 MAINTENANCE OF EFFORT

### Background

WIOA (section 241(b)) requires that Oregon demonstrate to the federal government that the total statewide fiscal effort for ABS programming is not less than 90 percent of the fiscal effort of prior years. In other words, *Maintenance of Effort* demonstrates how well the state maintains its commitment to provide resources for ABS from year to year, rather than relying exclusively on federal funds. If HECC were not able to demonstrate that Oregon maintained the same fiscal effort as before, the state would lose a proportionate part of its federal Title II funding. That loss of federal funds would reduce the grant awards to programs.

### Policy

In Oregon, there are no state-allocated funds designated as maintenance of effort for Title II; therefore, programs must use local funds (e.g., local and/or state funds) to meet an annual maintenance of effort.

## 9.9 PROGRAM INCOME: FEES, TUITION, AND OTHER PROGRAM INCOME

### Background

Program income is defined *as gross income earned by the non-federal entity that is directly generated by a supported activity or earned as a result of the federal award during the period of performance except as provided in 2 CFR 200.80*. Program income revenues for Title II-funded programs include learner fees, fees for services (tuition), and user or rental fees. OCTAE requires that all tuition and/or fees established by programs be necessary and reasonable, and not impose a barrier to the participation of disadvantaged persons that the program is designed to serve.

Further guidance from OCTAE *allows states to use the "addition" option described in Uniform Guidance so that funds earned may be added to the grant and "used for the purposes and under the conditions of the grant agreement."* Under this language, *local providers charging fees must use the program income generated by federal adult education funds for: allowable costs to the federal adult education program; expanding available resources for adult education; workplace literacy, English language acquisition; and, adult secondary education. Federal regulations also prohibit state or local programs from counting "tuition and fees collected from students toward meeting matching, cost sharing or maintenance of effort requirements of a program"* (2 CFR 200.307 and OCTAE *Frequently Asked Questions on ABE State Grant Administration*).

## Policies

1. Program income from tuition and fees must:
  - a. Be governed by the terms of the agreement between HECC and programs of WIOA Title II funds;
  - b. Be applied and used to pay for expenditures as soon as possible after the income is received and prior to the expenditure of the grant funds; and
  - c. Be accounted for in program records using a separate account and using approved methods of calculating, using, reporting, and applying program income as defined in 2 CFR 200.307.
2. Programs or their sponsoring organization must have a policy that allows for the collection of fees, tuition, or other program income. The program policy must address:
  - a. Why the tuition, fees, or other charges will be implemented, including necessity and reasonableness;
  - b. How adverse effects on economically disadvantaged learners will be avoided, including a waiver policy;
  - c. Who will be charged tuition and/or fees and the process the applicant will follow to assure that the provisions of the fee structure are applied to all learners equitably;
  - d. The sources for other program income, if applicable;
  - e. How the program income will be spent to support the ABS program and how it will be expended equitably among program activities; and
  - f. How the program will follow organizational processes for the accounting and reporting of program income.
3. Programs must complete and submit a Program Fees Plan as part of the HECC annual reporting requirements (see the annual ABS Master Calendar), which includes:
  - a. Program areas for which the fee is charged (ABE/ASE, ESL, etc.);
  - b. The amount of the fee and what it pays for;
  - c. The amount of the fee that can be waived;
  - d. The eligibility criteria for waivers;
  - e. The process for obtaining waivers, including who decides or grants the waiver and the deadline for applying for waivers;
  - f. The source of funding for waivers;
  - g. The number of waivers available annually;
  - h. The number of waivers used in the past year; and
  - i. Program policy that allows for the collection of fees, tuition, or other program income. (See section 9.8 of this manual, Program Income Policy No. 2.)
4. Programs must report all program income on the Final Financial Status Report. The report must include the total amount of program income collected and spent and must show that program income earned was entirely expended during the program year with no balance remaining. Program income may not be carried over into future grant years.

## 9.10 COST SHARING

### Background

*Infrastructure costs: All one-stop partners, whether they are required partners or additional partners, must contribute to infrastructure costs of the one-stop centers based on proportionate use and relative benefits received. A partner's contribution must be an allowable, reasonable, necessary, and allocable cost to the program, consistent with the Federal Cost Principles set forth in the Uniform Guidance. The required one-stop partners must provide access to their programs through the comprehensive centers and contribute to the infrastructure costs of those centers. Infrastructure costs under the Local funding mechanism and State funding mechanism are to be paid from Federal funds made available for local administration (WIOA sec. 233(a) (2) and 34 CFR 463.25 and 463.26(e)). Non-Federal resources that are cash, non-cash, or third-party in-kind contributions may also be used. The Federal funds available for activities other than local administration may not be used for such costs. For the State funding mechanism, other funds made available by the State may be used.*

*Additional Costs: One-stop partners must share in additional costs, which must include applicable career services, and may include shared operating costs and shared services that are necessary for the general operation of the one-stop center.*

**Career Services:** *One-stop partners must ensure that at least some career services, described in WIOA sec. 134(c) (2), are provided at the one-stop center. Additional requirements regarding career services may be found at WIOA sec. 121(b)(1)(A)(i), (c)(2)(A)(ii), (e)(1)(A), and (i)(1), 20 CFR 678.760, 34 CFR 361.760, and 34 CFR 463.760.*

*Please also see a detailed discussion about the provision of career services at the one-stop centers in the General Guidance for the American Job Center Network in the Operation of One-Stop Centers, issued jointly by DOL and ED, via DOL's TEGL, ED's OCTAE Program Memorandum, and ED's Rehabilitation Services Administration's Technical Assistance Circular.*

**Shared Operating Costs and Shared Services:** *One-stop partners also may share other costs that support the operations of the one-stop centers, as well as the costs of shared services. The costs of shared services may include initial intake, assessment of needs, appraisal of basic skills, identification of appropriate services to meet such needs, referrals to other one-stop partners, and business services (WIOA sec. 121(i)(2), 20 CFR 678.760, 34 CFR 361.760, and 34 CFR 463.760). As discussed in more detail in the section pertaining to personnel costs above, such costs also may include personnel expenses associated with a shared welcome desk or greeter directing employers and customers to the services or staff that are available in that one-stop center.*

*(OCTAE Program Memorandum 17-3: Infrastructure Funding of the One-Stop Delivery System)*

### Policy

Title II-funded programs are required partners of the one-stop delivery system in Oregon. As such, they must pay a proportionate share of the infrastructure and additional costs of the local workforce centers. For 2024-2025, HECC will negotiate shared costs on behalf of local providers.

## 9.11 TIME AND EFFORT REPORTING

Federal regulation (CFR 200.430) requires employees whose salaries are charged to a federal grant to keep time and/or effort reports to substantiate the charges. Time and effort documentation

demonstrates that charges for salaries and wages reflect the actual work effort expended, not proposed or budgeted efforts.

## **9.12 OREGON ABS ASSURANCES**

### **Policy**

Programs must annually submit signed Oregon ABS Assurances. The assurances reflect the program’s understanding of, and agreement to comply with, all terms and conditions of WIOA, Title II, and state ABS program rules and regulations.

## **9.13 FEDERAL CERTIFICATIONS**

Programs must submit an annual Certification Regarding Debarment, Suspension, Ineligibility and Voluntary Exclusion— Lower-Tier Covered Transactions and Certification Regarding Lobbying. These documents reflect the program’s understanding of, and agreement to comply with, all terms and conditions of the federal assurances. By signing the form, a program agrees that it is not debarred or suspended or otherwise excluded from or ineligible for participation in federal assistance programs under Executive Order 12549, “Debarment and Suspension” and that the program will not contract with a subcontractor that is debarred or suspended. The program also agrees that no federally appropriated funds have been paid or will be paid, by or on behalf of the program, to any person for lobbying.

## **9.14 RECORDS RETENTION**

### **Policy**

Programs must maintain all financial records relating to the Title II program in accordance with GAAP. In addition, programs must maintain any other records, books, documents, papers, plans, records of shipments and payments, and writings of the program, whether in paper, electronic or other form, that are pertinent to Title II, in such a manner as to clearly document the program’s performance. All financial records, other records, books, documents, papers, plans, records of shipments and payments, and writings of programs whether in paper, electronic or other form, that are pertinent to Title II, are collectively referred to as “Records.” HECC, the Oregon Secretary of State’s Office and the federal government will have access to all Records to perform examinations and audits and make excerpts and transcripts. Programs will retain and keep accessible all Records for the longest of:

- a. Six years following final payment and termination of the Title II grant;
- b. The period as may be required by applicable law, including the records retention schedules set forth in OAR Chapter 166; or
- c. Until the conclusion of any audit, controversy or litigation arising out of or related to this Agreement.

## 9.15 INSURANCE

Federal regulation requires that programs *must, at a minimum, provide the equivalent insurance coverage for real property and equipment acquired or improved with federal funds as provided to property owned by the non-Federal entity (2 CFR 200.310)*. Programs must ensure that all sub-contractors maintain the minimum levels of insurance.

## 9.16 RIGHTS TO MATERIALS

Materials that originate from WIOA funds shall be “works for hire” as defined by the U.S. Copyright Act of 1976 and shall be owned by ED. Materials shall include, but are not limited to, reports, documents, pamphlets, advertisements, books, magazines, surveys, studies, computer programs, films, tapes, and/or sound reproductions. Ownership includes the right to reproduce, publish, use, and copyright these materials (34 CFR 80.34).

## 9.17 PUBLIC ANNOUNCEMENTS, DISCLOSURE OF FEDERAL FUNDING

Programs funded in whole or in part with federal grant money must credit the federal government for the federal government's portion of the financial support. *When issuing statements, press releases, or other documents describing this project, the program shall clearly state:*

1. *The dollar amount of federal funds for the project;*
2. *The percentage of the total cost of the project financed with federal funds; and*
3. *The percentage and dollar amount of the total costs of the project financed by non-governmental sources (Stevens Amendment).*

Programs must comply with these conditions under Division H, Title V, Section 505 of Public Law 113-76, Consolidated Appropriations Act, 2014.

## 9.18 NONDISCRIMINATION

Programs must adhere to federal and state nondiscrimination laws. Pursuant to Oregon Revised Statutes Chapter 659a, no individual shall be excluded from participation, denied the benefits of, subjected to discrimination under, or denied employment in the administration of or in connection with any such program because of *race, color, national origin, sex (includes gender, pregnancy and sexual harassment), sexual orientation, religion, age (18 or older), marital status, physical/mental disability, injury, family relationship, and retaliation on the basis of having opposed an unlawful employment practice.*

## 9.19 TRANSPARENCY ACT

The Federal Funding Accountability and Transparency Act (FFATA) exists to increase transparency and improve the public's access to federal government information. As a result, FFATA requires that subaward data be reported for all new federal grants and:

1. HECC must report federal grants of \$25,000 or more;

2. Programs must have a Dun and Bradstreet (D&B) Data Universal Numbering System(DUNS) Number as a universal identifier;
3. If the college, consortium, or community-based organizations (CBO) does not already have a DUNS number, they must obtain one from D&B by telephone (currently 866–705–5711) or online (currently at <http://fedgov.dnb.com/webform>);
4. Colleges, consortia, and CBOs must be registered in the federal government’s System for Award Management (SAM); and
5. Colleges, consortia, and CBOs must report the names and total compensation of each of its most highly compensated executive if, in the subgrantee’s preceding fiscal year, the subgrantee received:
  - a. 80 percent or more of its annual gross revenues from Federal procurement contracts (and subcontracts) and Federal financial assistance subject to the Transparency Act, as defined at 2 CFR 170.320 (and subawards); and
  - b. \$25,000,000 or more in annual gross revenues from Federal procurement contracts (and subcontracts), and Federal financial assistance subject to the Transparency Act (and subgrantees); and
  - c. The public does not have access to information about the compensation of the executives through periodic reports filed under section 13(a) or 15(d) of the Securities Exchange Act of 1934 (15 U.S.C. 78m(a), 78o(d)) or section 6104 of the Internal Revenue Code of 1986. (To determine if the public has access to the compensation information, see the U.S. Security and Exchange Commission total compensation filings [www.sec.gov/answers/excomp.htm](http://www.sec.gov/answers/excomp.htm).) (Public Law 110—252 FFATA Legislation)

## 9.20 FISCAL MONITORING

### Background

The purpose of fiscal monitoring is to ensure that programs use federal awards for authorized purposes in compliance with the laws, regulations, and provisions of the grant agreement.

### Policy

1. HECC will regularly monitor fiscal records to ensure that programs have complied with the following federal and state requirements:
  - a. Financial accounting system is adequate and uses GAAP;
  - b. Policies, procedures, and internal controls are written, adequate, and followed;
  - c. Expenditures are appropriately documented, recorded, allocated, and allowable;
  - d. Program adheres to policies regarding the allowable and unallowable costs associated with federal funds;
  - e. Personnel time and activities are appropriately documented and allocated;
  - f. Quarterly reimbursement requests are submitted on time;
  - g. Financial reports are on time, accurate, and supported by accounting records;

- h. Match (cash and in-kind) is appropriately documented, recorded, and is at least 25 percent of the Title II grant allocation;
- i. Maintenance of effort is appropriately documented, recorded, and is not less than 90 percent of the fiscal effort of prior years;
- j. Title II funds are not used to supplant other state or local public funds expended for ABS activities;
- k. Unless negotiated with and approved by HECC, administrative expenses are no more than five (5) percent of the total Title II grant allocation or the state-negotiated rate;
- l. Indirect charges are at or below the restricted indirect rate;
- m. Program income is reported and documented as required by state policy;
- n. Federal funds are expended by June 30 of the grant award year;
- o. Title II section 243, Integrated English Literacy and Civics Education, funds are only used for that purpose; and
- p. Title II section 225, Corrections Education, funds are only used for that purpose.

## 9.21 AUDITS

Auditing is a management tool for evaluating whether program operations are executed economically, efficiently, and effectively. Audits of grant programs should be conducted on a regular basis. Federal regulation requires that:

1. A non-federal entity that expends \$750,000 or more in federal awards during the fiscal year must have an independent single or program-specific audit conducted for that year; and
2. A non-federal entity that expends less than \$750,000 during the non-federal entity's fiscal year in federal awards is exempt from federal audit requirements for that year, except as noted in Uniform Guidance, 2 CFR 200.503, but records must be available for review or audit by appropriate officials of the federal agency, pass-through entity, and Government Accountability Office (2 CFR 200 Subpart F).

### Policy

1. Programs must submit a copy of the audit report to HECC within the earlier of 30 calendar days after receipt of the auditor's report(s), or nine months after the end of the audit period (2 CFR 200.512(a)).

## 9.22 TERMINATION

A Title II grant award may be terminated by HECC upon giving notice in writing to the program at least thirty (30) days in advance of the date of termination. If the grant is terminated for any reason, all reports and data gathered by the program prior to termination will, at the option of HECC, become the property of HECC. If termination occurs, reimbursement to the program will be made based upon the work performed prior to the effective date of termination as mutually agreed upon by both parties. Final adjustments, either payments or refunds, will also be mutually agreed upon by both parties.



In the event funding from State, federal, or other sources is withdrawn, reduced, or limited in any way after the effective date of the grant award and prior to normal completion, HECC may terminate the grant without the thirty-day notice requirement, subject to renegotiation at HECC's discretion under those new funding limitations and conditions.

## **Budget Activities**

### **9.23 INSTRUCTION AND ADMINISTRATION**

#### **Policy**

Programs must submit an annual budget to HECC for each year of the Title II grant award. The budget must detail proposed expenditures for federal and non-federal funding. The two primary budget categories are instruction and administration. Each primary budget category has several individual cost categories.

#### **Instructional**

Instructional costs are activities and costs associated with, and that directly benefit, instruction and/or when there is direct contact with learners. A program may consider costs incurred in connection with the following activities to be instructional costs:

- a. Salaries and benefits for teachers and instructional assistants directly involved in instructional delivery of education activities;
- b. Textbooks and technology used for instruction;
- c. Repair, maintenance, and replacement of instructional supplies used in the program;
- d. Other direct learner support costs which may include at the same percentage (that the grant represents) of the entire ABS budget:
  - Maintenance and operational expenses;
  - Rents or leases of non-agency owned facilities;
  - Childcare support services while adult learners are attending classes;
  - Transportation to/from classes for ABS learners;
  - Resources for instructional activities;
  - Recruiting and assigning teachers and learners;
  - Assessing learners' skills;
  - Curriculum development; and
  - Incorporating Oregon Adult and Career Readiness Standards into ABS curriculum and delivery.

#### **Administration**

Administrative costs are those non-instructional costs that are considered reasonable, necessary, and allowable, and are costs associated with overall project management. A program may consider costs incurred in connection with the following activities to be administrative costs:

- a. Planning, including planning and working with workforce partners;

- b. Administration, including carrying out performance accountability requirements;
- c. Professional development;
- d. Coordination regarding administrative record keeping;
- e. Developing policies for support services among different departments/agencies;
- f. Recruiting and supervising staff and volunteers other than teachers and learners;
- g. System-wide assessment activities (not individual learner assessment):
- h. Providing ABS services in alignment with local workforce plans, including promoting co-enrollment in programs and activities under Title I, as appropriate; and;
- i. Carrying out the one-stop partner responsibilities described in 34 CFR 678.420, including contributing to the infrastructure costs of the one-stop delivery system.

If expenses are for administrative activities, as defined above, they must be budgeted as administration even if the expenses are for personnel coded to the instructional budget.

## 9.24 COST CATEGORIES

### Policy

Based on the budget activities above, programs must determine how much of each activity's expenses will be budgeted in each cost category (also known as a "budget category"). The following provides an overview of each cost category.

#### **Salaries, Wages, and Benefits**

Salaries, wages, and benefits associated with grant activities.

#### **Books and Supplies**

Books and supplies to be used by personnel budgeted to the instructional category and other necessary goods and services needed for instruction.

#### **Goods and Services**

Goods and services to be used by personnel budgeted to the instructional category and other necessary goods and services needed for instruction. Typical items would include supplies and materials, assessment materials, printing, telephone, copying and fax, equipment (less than \$5,000 per unit cost), utilities, rentals and leases of copy machines, and interagency agreements (contracts between two or more public entities).

**Instructional:** classroom supplies, paper, printing

**Administration:** office supplies, postage

The cost of any items purchased that will not be used exclusively for Title II activities must be split among all of the activities' funding sources.

#### **Travel**

Travel costs include expenditures related to allowable grant activities such as transportation, meals, hotel, and other expenses associated with traveling. Reimbursement for travel costs must be within

State of Oregon travel rates and regulations which can be found in the *Oregon Accounting Manual's Statenide Travel Policy*.

***Instructional Travel:*** Instructional staff travel to off-campus class locations

***Administrative Travel:*** Instructional staff travel to meetings or professional development trainings

### **Equipment (Capital Outlays) and Building Rental/Utilization**

Capital outlays are those items with a useful life in excess of one year and a per-unit cost of \$5,000 or more. (This is the federal definition of “equipment.”) All capital outlays purchased with funds from this grant must be approved by HECC prior to purchase. If specific capital outlays are not included on the original grant budget, programs must submit a Budget Amendment Request for approval prior to purchase.

Building rental or utilization of space costs in support of Title II instructional activities must be calculated at or below fair market value (FMV). Programs must verify that costs are at or below FMV in the budget narrative.

### **Indirect Costs and Restricted Indirect Cost Rate**

Indirect costs are expenses that can be attributed to the running of an organization and the activities it performs, but are not readily identified with a particular grant, contract, project function, or activity. Examples of indirect costs include light, maintenance, library, heating, accounting, and other administration expenses that cannot be clearly allocated to an individual program. Therefore, indirect cost rates are used to proportionately distribute those costs to each benefiting program and activity.

The “Restricted Indirect Cost Rate” is required for federal grant programs, such as Title II, with a statutory requirement prohibiting the use of federal funds to supplant non-federal funds (34 CFR 76.563). Federal regulations 34 CFR 76.564 through 76.569 apply to these programs.

If a local provider wants to include indirect costs and they have a negotiated restricted indirect costs rate agreement, they can use the restricted rate. Or the provider can use 8% if the provisional or final rate is over 8%. The rate is applied as instructed in the agreement. If they have no negotiated restricted indirect cost rate agreement, they can request up to 8%, calculated on modified total direct costs (MTDC). However, the budgeted amount for administrative costs, which includes both the direct costs outlined in 34 CFR 463.26 and the indirect costs, cannot exceed 5% unless the local provider negotiates that cap with the State.

#### **Example 1: Local Provider with Negotiated Restricted Indirect Cost Rate Agreement**

**Scenario:** A local community college (Local Provider A) has a negotiated restricted indirect cost rate agreement of 10%.

**Application:** Since the negotiated restricted indirect cost rate is 10%, Local Provider A can use 10%.

**Calculation:** If Local Provider A has modified total direct costs of \$100,000, the indirect cost applied will be 10% of \$100,000, which equals \$10,000.

**Example 2:** Local Provider without a Negotiated Rate

**Scenario:** Another community college (Local Provider B) does not have a negotiated restricted indirect cost rate.

**Application:** Local Provider B can request an indirect cost rate up to 8%, calculated based on the Modified Total Direct Costs (MTDC).

**Calculation:** If the MTDC for Local Provider B is \$150,000, the allowable indirect cost at 8% would be \$12,000.

## 9.25 ADMINISTRATIVE CAP AND SET-ASIDES

### Background

Federal regulation (34 CFR 463.25) requires that not more than five (5) percent of a local grant award can be expended to administer a grant under Title II. In cases where five (5) percent is too restrictive to allow for administrative activities, HECC, as the eligible agency may increase the amount that can be spent on administration. In such cases, the program must negotiate with HECC to determine an adequate level of funds to be used for non-instructional purposes.

### Policy

Programs may petition HECC and negotiate a waiver to increase the amount that can be spent on administration to carry out any of the necessary and reasonable tasks associated with Accountability (i.e., implementing, maintaining, operating and/or reporting learner demographic and performance data); Program Improvement (i.e., professional development); and one-stop partner cost sharing responsibilities.

Requests for an increase in the administrative cap must:

1. Be submitted with the program's annual proposed budget as an Accountability Set-Aside and/or Program Improvement Set-Aside (includes professional development), or one-stop partner cost sharing. If applying for multiple grants, the Set-Asides may only be requested for one grant (e.g., Comprehensive Grant, Corrections Grant, or IELCE Grant); and
2. Describe the unique and specific activities for the proposed increase.

## 9.26 BUDGET AMENDMENTS

### Background

Programs must submit an annual budget to HECC for each year of the Title II grant award. During the course of a year, a budget amendment may be required.

### Policy

HECC approval of a revised budget is required if there is more than a ten (10) percent variation in expenditure levels for any individual budget cost category. To request changes to the grant budget, programs must submit a Budget Amendment Request. Amendments must be submitted and approved by HECC before funds can be expended for new projects or activities.

## 9.27 ACCOUNTING AND INVOICING

### Policies

1. Programs must use generally accepted accounting principles.
2. Federal and non-federal funds must be maintained in separate accounts in order to maintain separate identities for reporting and auditing purposes. Programs must not commingle these separate sources of funding.
3. Programs must maintain books, records, documents, and other evidence pertaining to the costs and expenses of implementing the Title II grant to the extent and in such detail as will accurately reflect all gross costs, direct and indirect, of labor materials, equipment, supplies, services, and other expenses. These records and financial statements are subject to inspection, review, reproduction, and/or audit by HECC.
4. Funds for the Title II grant can only be claimed on a reimbursement basis. No payments in advance of or in anticipation of goods or services provided under this grant can be requested or paid. Programs must report all charges for the current period.
5. Grant reimbursements are contingent upon satisfactory completion and submission of all program requirements. Grant payments to providers will be delayed until all required submissions are up-to-date. If required submissions are persistently delinquent, HECC reserves the right to terminate the provider's grant.
6. Programs must submit reimbursement requests quarterly using the HECC Reimbursement Request form and in accordance with the schedule shown below.

Expenses Incurred	Invoice no later than	Submission
Q1: July 2024 – September 2024	October 31, 2024	Email completed and signed request to <a href="mailto:hecc.absteam@hecc.oregon.gov">hecc.absteam@hecc.oregon.gov</a>
Q2: October 2024 – December 2024	January 31, 2025	Email completed and signed request to <a href="mailto:hecc.absteam@hecc.oregon.gov">hecc.absteam@hecc.oregon.gov</a>
Q3: January 2025 – March 2025	April 30, 2025	Email completed and signed request to <a href="mailto:hecc.absteam@hecc.oregon.gov">hecc.absteam@hecc.oregon.gov</a>
Q4: April 2025 – June 2025	August 15, 2025	Email completed and signed request to <a href="mailto:hecc.absteam@hecc.oregon.gov">hecc.absteam@hecc.oregon.gov</a>

## 9.28 ANNUAL FINANCIAL REPORTING

### Policy

Programs must complete annual financial reports, including an annual proposed budget and Final Financial Status Report that identify all federal Title II funds as well as allowable non-federal resources, in-kind contributions, and program income used to support ABS activities. Programs must not count tuition and fees collected from learners toward meeting Title II matching, one-stop cost sharing, or maintenance of effort requirements related to the Title II grant award.

Financial Report	Due Date	Submission
Proposed Budget for year beginning July 1, 2025 and ending June 30, 2026	June 21, 2025	Email completed and signed budget or budget revisions to <a href="mailto:hecc.absteam@hecc.oregon.gov">hecc.absteam@hecc.oregon.gov</a>
Final Financial Status Report for program year 2024-25.	August 15, 2025	Email completed and signed report to <a href="mailto:hecc.absteam@hecc.oregon.gov">hecc.absteam@hecc.oregon.gov</a>

## **10.1 GRANT CONTINUATION APPLICATION**

As part of our commitment to enhancing adult education and literacy, we are dedicated to supporting our sub-grantees through a transparent and equitable grant continuation process. This document outlines the criteria and procedures for the continuation of grants under the Workforce Innovation and Opportunity Act (WIOA) Title II. It is designed to ensure that all sub-grantees are fully aware of the requirements and processes involved in the continuation of funding for the subsequent year.

### **Funding Allocation Requirements**

In accordance with WIOA Title II, the allocation of funds to eligible providers must adhere to the following guidelines:

**Instructional Activities:** Not less than 95 percent of the total amount granted must be expended on carrying out adult education and literacy activities. This ensures that the majority of funds are directed towards instructional purposes, maximizing the impact on learners.

**Non-Instructional Activities:** Up to 5 percent of the total amount may be allocated for planning, administration, and professional development. These activities are crucial for the sustainable development and administrative efficiency of the programs.

#### **Special Negotiation Rule**

Recognizing the diverse needs and circumstances of our sub-grantees, there may be cases where the cost limits for non-instructional activities are too restrictive. In such instances, eligible providers are encouraged to engage in negotiations with the eligible agency, The HECC, to determine an adequate level of funds for noninstructional purposes. This flexibility ensures that all sub-grantees have the support needed to effectively manage and administer their programs.

### **Grant Continuation Process**

To continue receiving funding for the subsequent year, sub-grantees must:

**Submit a Continuation Application:** Detailing the achievements of the past year, including how funds were allocated between instructional and non-instructional activities. This should align with WIOA Title II requirements.

**Demonstrate Compliance:** Provide evidence of compliance with the funding allocation requirements as stipulated by WIOA Title II, the most recent RFA, and Oregon state policy.

**Engagement in Negotiation (if necessary):** Sub-grantees facing challenges in meeting the cost limits for non-instructional activities should request a negotiation with the eligible agency well in advance of the application deadline.

Professional Development and Planning: Outline plans for professional development and administrative activities within the limits of the allocated budget for noninstructional purposes.

**Evaluation Criteria**

The continuation of grants will be evaluated based on:

Compliance with the funding allocation requirements.

The effectiveness and impact of the instructional activities conducted in the previous year.

The rationale and necessity for funds allocated to non-instructional activities.

The proposed plan for the upcoming year, demonstrating a commitment to continuous improvement and alignment with WIOA objections.



## 10.2 SAMPLE FORM: AUTHORIZATION FOR RELEASE OF INFORMATION

*Name of educational entity/program providing services:*

The Family Educational Rights and Privacy Act (FERPA) of 1974 affords certain rights to individuals concerning the privacy of, and access to, their educational information. FERPA allows, and the Title II Adult Basic Skills programs will collect, for federal reporting purposes, personal identifiable information (PII) and educational information to enter into the Tracking of Programs and Students (TOPS) database. This database stores educational progress information and student information for the Workforce Innovation and Opportunity Act (WIOA). Additionally, the Office of Community Colleges and Workforce Development is allowed by FERPA to collect and release personally identifiable and educational information for purposes of data matching for federal WIOA reporting and educational research. This information includes Social Security Numbers and student ID numbers. Individuals may choose to consent to the release of their educational information for other purposes.

Completing and signing this form allows the Adult Basic Skills program to collect and release other student information as described and for the purpose(s) described.

### **Authorization for Release of Information Student Information:**

Please print clearly.

ID number: \_\_\_\_\_

Social Security Number: \_\_\_\_\_

Name: \_\_\_\_\_  
Last name First name MI

Mailing Address: \_\_\_\_\_  
Street City State Zip

Email: \_\_\_\_\_

### **Specific information to be released:**

- Personally identifiable information (PII)
  - Name,
  - Address,
  - Birthdate,
  - Social Security Number (SSN) or Identification (ID) number.
- Education information
  - Educational records,
  - Test results,
  - Attendance,
  - Occupation,
  - Employment training, and
  - Education goals and outcomes.

- Signing this form indicates authorization to release your information. Your information can be shared with another Oregon Adult Basic Education program should you choose to transfer programs.

I consent to release the above information to the organizations listed above and understand that my consent is voluntary and is not required for my participation in any programs or services. I also understand that I can revoke my consent at any time by completing the Revocation for Release of Information form (see Appendix 10.2).

\_\_\_\_\_  
Printed Name

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

\_\_\_\_\_  
Printed legal guardian name (if individual is under age 18)

\_\_\_\_\_  
Legal guardian signature (if individual is under age 18)

\_\_\_\_\_  
Date

I do not consent to release my personal or educational information.

\_\_\_\_\_  
Printed Name

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Date

\_\_\_\_\_  
Printed legal guardian name (if individual is under age 18)

\_\_\_\_\_  
Legal guardian signature (if individual is under age 18)

\_\_\_\_\_  
Date

\_\_\_\_\_

\_\_\_\_\_

## 10.3 EXAMPLE FORM: REVOCATION FOR RELEASE OF INFORMATION

*Name of educational entity/ program providing services:*

The Family Education Rights and Privacy Act of 1974 (FERPA) states that an individual must authorize in writing the release of their educational records. Individuals may revoke the consent to release education records to previously authorized requestors in writing. Please complete this form to revoke consent to release education records.

Name: \_\_\_\_\_ Date of birth: \_\_\_\_\_

Student ID: \_\_\_\_\_

This form serves as your signed revocation of consent for Valley Community College to release the indicated educational records to the individual or entity identified below. One form is required per authorized individual. If you wish to reinstate this individual's authorization, you will need to fill out another *Authorization for Release of Information* form. Please fill out this form online, print, sign, and return to ABC office. Once received, the document will be processed in 2 to 3 business days.

I, \_\_\_\_\_, the undersigned, hereby revoke the authorization for Valley Community College to release my educational records to the designated individual or entity listed below:

Individual/Entity

Name: \_\_\_\_\_

Address: \_\_\_\_\_

Phone: \_\_\_\_\_

By signing this revocation, I am reinstating my rights of nondisclosure of my educational records under FERPA to the person or entity specifically listed herein. This executed FERPA Revocation Form will be in effect and retained in my educational records from the date indicated below until I notify Valley Community College of a change by filling out another *Authorization for Release of Information* form.

Signature \_\_\_\_\_ Date \_\_\_\_\_

## 10.4 STATE ASSESSMENT CERTIFICATION PROCEDURES

### CASAS-Comprehensive Adult Student Assessment System and BEST Plus 2.0

Oregon policy requires staff and faculty to be certified before administering assessments for NRS Reporting (see HECC ABS Policy Manual Section 6.5). State Assessment Certification comprises the completion of the required CASAS or BEST Plus 2.0 training and familiarization with Oregon assessment policies and procedures. Test administrators proctoring assessments virtually must also complete required remote proctor/virtual administrator training.

#### CASAS Training

Provides participants with a basic understanding of the CASAS System. Participants learn how to administer CASAS appraisals and pre-and post-tests, interpret test results, and use curriculum support materials to enhance instruction and workforce readiness.

#### Part 1: CASAS Training by Role is available Online at: <http://training.casas.org/>

1. Complete the required training based on your role and generate your Certificate of Completion. (Please note: CCWD does NOT need a copy of your certificate. This is for your records only.)

#### Part 2. After you have received your Certificate of Completion from CASAS:

1. Read the following material from the **HECC ABS Policy Manual**:
  - Section 6.1, Standardized Assessment for NRS Reporting
    - Oregon Assessment Chart
    - Required assessments and hours of instruction
  - Section 6.5, Certified Test Administration
2. Complete the Oregon Assessment Certification Signature Page (included at the end of this section) and send to [hecc.absteam@hecc.oregon.gov](mailto:hecc.absteam@hecc.oregon.gov) .

Once the CASAS training and the signature form is completed, your certification is good for 3 years from the date on your CASAS certificate.

## CASAS Refresher

Individuals must renew their training certification every 3 years by registering and completing the role-appropriate refresher training from <http://training.casas.org/>, and again complete the Oregon Assessment Signature page and submit to [hecc.absteam@hecc.oregon.gov](mailto:hecc.absteam@hecc.oregon.gov).

## BEST Plus 2.0 - Adult ESL Assessments

In order to administer BEST Plus 2.0 assessments, the Center for Applied Linguistics (CAL) requires certification. To be certified, you must attend a face-to-face or virtual training led by a state approved trainer. These trainings are held in late spring or early summer each year as needed. Completion is approved by the trainer at the conclusion of the training.

The Oregon Assessment Certification process to administer BEST Plus 2.0 Assessments involves the following steps:

1. Complete the training
2. Read the following material:
  - Section 6.1, Standardized Assessment for NRS Reporting
    - Oregon Assessment Chart
    - Required assessments and hours of instruction
  - Section 6.5, Certified Test Administration
3. Complete the Oregon Assessment Certification Signature Page and email to [hecc.absteam@hecc.oregon.gov](mailto:hecc.absteam@hecc.oregon.gov).

## BEST Plus 2.0 Recalibration

Individuals who administer BEST Plus 2.0 must recalibrate their BEST Plus 2.0 assessment scoring with others in their department annually. The Recalibration Activity is available from the Center for Applied Linguistics, [www.cal.org](http://www.cal.org), and is the responsibility of local programs. Records of recalibration activities must be kept with the program's training records per Section 6.1 of the HECC ABS Policy Manual.

If you have questions, please contact:

Tamy Freeman, [hecc.absteam@hecc.oregon.gov](mailto:hecc.absteam@hecc.oregon.gov) or 503-947-2427 regarding process  
Ashley Garrigan, [ashley.garrigan@hecc.oregon.gov](mailto:ashley.garrigan@hecc.oregon.gov) or 503-979-5453 regarding policy



WIOA TITLE II ADULT EDUCATION

**OREGON ASSESSMENT SIGNATURE PAGE**

Return your signed form to [HECC.absteam@HECC.oregon.gov](mailto:HECC.absteam@HECC.oregon.gov) (Note: You do NOT need to send a copy of your certificate).

I, \_\_\_\_\_, have read and understand the following document: Oregon ABS Policy Manual, Sections 6.1 and 6.5, and completed the following training:

**CASAS eTest Proctor Certification** Date: \_\_\_\_\_

**CASAS Paper Proctor Certification** Date: \_\_\_\_\_

**CASAS Remote Proctor Certification** Date: \_\_\_\_\_

**CASAS eTest Coordinator Certification** Date: \_\_\_\_\_

**CASAS Refresher Training (every 3 years; see [training.casas.org](http://training.casas.org) for options by modality and role)** Date: \_\_\_\_\_

**BEST Plus 2.0 Initial Certification (provided by State Trainer)** Date: \_\_\_\_\_

**BEST Plus 2.0 Annual Refresher Training (at local level)** Date: \_\_\_\_\_

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Title

\_\_\_\_\_  
College/Institution

\_\_\_\_\_  
ABS Director Name and Signature

\_\_\_\_\_  
Date

## 11. DEFINITIONS

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**ADULT EDUCATION\* or ADULT BASIC SKILLS.**—The term “adult education” or “adult basic skills” (in Oregon) means academic instruction and education services below the postsecondary level that increase an individual’s ability to—

- a. Read, write, and speak in English and perform mathematics or other activities necessary for the attainment of a secondary school diploma or its recognized equivalent;
- b. Transition to postsecondary education and training; and Obtain employment.

**ADULT EDUCATION AND LITERACY ACTIVITIES.\***—The term “adult education and literacy activities” means programs, activities and services that include adult education, literacy, workplace adult education and literacy activities, family literacy activities, English language acquisition activities, integrated English literacy and civics education, workforce preparation activities, or integrated education and training.

**ADULT BASIC EDUCATION (ABE).\*\***—The term “Adult Basic Education” means instruction designed for an adult whose educational functioning level is equivalent to a particular ABE level described in the National Reporting System educational functioning level table in the Implementation Guidelines.

**ADULT SECONDARY EDUCATION (ASE).\*\***—The term “Adult Secondary Education” means instruction designed for an adult whose educational functioning level is equivalent to a particular ASE level described in the National Reporting System educational functioning level table in the Implementation Guidelines.

**COMMUNITY-BASED ORGANIZATION.\***—The term “community-based organization” means a private nonprofit organization (which may include a faith-based organization), that is representative of a community or a significant segment of a community and that has demonstrated expertise and effectiveness in the field of workforce development.

**CONCURRENT ENROLLMENT OR CO-ENROLLMENT.\*\***—The terms “concurrent enrollment or co-enrollment” refer to enrollment by an eligible individual in two or more of the six core programs administered under WIOA.

**CONTENT DOMAINS, CONTENT SPECIFICATIONS, OR NRS SKILL AREAS.\*\***—

The terms “content domains, content specifications, or NRS skill areas” mean, for the purpose of the National Reporting System, reading, writing, and speaking the English language, mathematics, problem solving, English language acquisition, and other literacy skills as defined by the Secretary.

**CORE PROGRAMS.**—The Core Programs under WIOA are Adult and Dislocated Worker Employment and Training (Title I), Youth (Title I), Adult Education and Literacy (Title II), Wagner-Peyser (Title III), and Vocational Rehabilitation (Title IV).



**CORRECTIONAL INSTITUTION.\***—The term “correctional institution” means any—

- Prison Jail
- Reformatory Work farm Detention center Halfway house
- Community-based rehabilitation center
- Any other similar institution (a thru g) designed for the confinement or rehabilitation of
- criminal offenders

**DIGITAL LITERACY.\*\***—The term “digital literacy” means the skills associated with using technology to enable users to find, evaluate, organize, create, and communicate information.

**EDUCATIONAL FUNCTIONING LEVELS (EFLs).\*\***—The term “educational functioning levels” means the six ABE/ASE levels and six ESL levels, as provided in the NRS Guidelines.

**EFL DESCRIPTORS.\*\*\***—EFL descriptors are entry-level descriptors and are illustrative of what a typical student functioning at that level should be able to do. They are not a full description of skills for a particular level.

**ELIGIBLE AGENCY.\***—The term “eligible agency” means the sole entity or agency in a State or an outlying area responsible for administering or supervising policy for adult education and literacy activities in the State or outlying area, respectively, consistent with the law of the State or outlying area, respectively.

**ENGLISH AS A SECOND LANGUAGE (ESL) ACTIVITIES.**—In Oregon, ESL activities are the same as English Language Acquisition activities or programs.

**ENGLISH LANGUAGE LEARNER.\***—The term “English language learner” when used with respect to an eligible individual, means an eligible individual who has limited ability in reading, writing, speaking, or comprehending the English language, and—

- a. Whose native language is a language other than English, **or**
- b. Who lives in a family or community environment where a language other than English is the dominant language.

**INDIVIDUALS WITH BARRIERS TO EMPLOYMENT.\***—The term “individuals with barriers to employment” means members of one or more of the following populations:

- a. Displaced homemakers; Low-income individuals;
- b. Indians, Alaska Natives, and Native Hawaiians, as such terms are defined in section 166;
- d. Individuals with disabilities, including youth who are individuals with disabilities;

- e. Older individuals; Ex-offenders;
- g. Homeless individuals (as defined in section 41403(6) of the Violence Against Women Act of 1994 (42 U.S.C. 14043e–2(6))), or homeless children and youths (as H. R. 803—10 defined in section 725(2) of the McKinney-Vento Homeless Assistance Act (42 U.S.C. 11434a(2)));
- h. Youth who are in or have aged out of the foster care system;
- i. Individuals who are English language learners, individuals who have low levels of literacy, and individuals facing substantial cultural barriers;
- j. Eligible migrant and seasonal farmworkers, as defined in section 167(i);
- k. Individuals 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.);
- l. Single parents (including single pregnant women); Long-term unemployed individuals; and
- m. Such other groups as the Governor involved determines to have barriers to employment.

**IMPLEMENTATION GUIDELINES: Measures and Methods for the National Reporting System (NRS) for Adult Education.** \*\*— (OMB Control Number: 1830–0027) (also known as NRS Implementation Guidelines) posted on the Internet at: [www.nrsweb.org](http://www.nrsweb.org).

**INSTITUTION OF HIGHER EDUCATION.**—The term “institution of higher education,” as referenced in section 101 of the Higher Education Act of 1965 (20 U.S.C. 1001), means an educational institution in any State that—

- a. Admits as regular students only persons having a certificate of graduation from a school providing secondary education, or the recognized equivalent of such a certificate;
- b. Is legally authorized within such State to provide a program of education beyond secondary education;
- c. Provides an educational program for which the institution awards a bachelor's degree or provides not less than a two-year program that is acceptable for full credit toward such a degree;
- d. Is a public or other nonprofit institution; and
- e. Is accredited by a nationally recognized accrediting agency or association, or if not so accredited, is an institution that has been granted pre-accreditation status by such an agency or association that has been recognized by the Secretary for the granting of pre-accreditation status, and the Secretary has determined that there is satisfactory assurance that the institution will meet the accreditation standards of such an agency or association within a reasonable time.

**LITERACY.\***—The term “literacy” means an individual’s ability to read, write, and speak in English, compute, and solve problems, at levels of proficiency necessary to function on the job, in the family of the individual, and in society.

**NATIONAL REPORTING SYSTEM (NRS)** \*\*—The National Reporting System (NRS) is the accountability system for the federally-funded, State-administered adult education program. It addresses the accountability requirements of the Adult Education and Family Literacy Act, Title II of WIOA. The NRS Implementation Guidelines: Measures and Methods for the National Reporting System (NRS) for Adult Education are posted at: [www.nrsweb.org](http://www.nrsweb.org).

**OREGON ASSESSMENT CERTIFICATION-** To be certified to administer CASAS and BEST Plus 2.0 tests in Oregon, test administrators must complete the trainings for those instruments. In addition, they must read assigned sections of the Oregon Policy Manual, sign a form that verifies that they have read the passages, and return the signature page to CCWD. See instructions in Appendix Section 10.

**PEER TUTORING.** \*\*—The term “peer tutoring” means an instructional model that utilizes one institutionalized individual to assist in providing or enhancing learning opportunities for other institutionalized individuals. A peer tutoring program must be structured and overseen by educators who assist with training and supervising tutors, setting educational goals, establishing an individualized plan of instruction, and monitoring progress.

**POSTSECONDARY EDUCATIONAL INSTITUTION.\***— The term “postsecondary educational institution,” means—

- a. An institution of higher education that provides not less than a 2-year program of instruction that is acceptable for credit toward a bachelor’s degree;
- b. A tribally controlled college or university; or
- c. A nonprofit educational institution offering certificate or apprenticeship programs at the postsecondary level.

**RE-ENTRY AND POST-RELEASE SERVICES.** \*\*—The terms “re-entry and post-release services” mean services provided to a formerly incarcerated individual upon or shortly after release from a correctional institution that are designed to promote successful adjustment to the community and prevent recidivism. Examples include education, employment services, substance abuse treatment, housing support, mental and physical health care, and family reunification services.

**SECRETARY.** \*— The term “Secretary,” means the Secretary of Education.

**TRAINING SERVICES.** \*— The term “training services,” as referenced in section 134(c) (3) of WIOA, may include:

Occupational skills training, including training for nontraditional employment; On-the-job training; Incumbent worker training;

Programs that combine workplace training with related instruction, which may include cooperative education programs;

Training programs operated by the private sector; Skill upgrading and retraining; Entrepreneurial training;

Transitional jobs;

Job readiness training provided in combination with the services above;

Adult education and literacy activities, including activities of English language acquisition and integrated education and training programs, provided concurrently or in combination with the services above; and

Customized training conducted with a commitment by an employer or group of employers to employ an individual upon successful completion of the training.

*\* represents WIOA*

*\*\*represents 34 CFR 462, 463*

*\*\*\*represents National Reporting System for Adult Education*

## 12. RESOURCES

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### Policy Resources

#### 12.1 OREGON

##### Oregon Adult Basic Skills Oregon Data Manual for WIOA Title II Providers

<https://www.oregon.gov/highered/about/community-colleges-workforce-development/pages/abs-resources.aspx>

##### Oregon Administrative Rules

<https://secure.sos.state.or.us/oard/ruleSearch.action>

##### Unified State Plan for Oregon

<http://www.oregon.gov/owib/Pages/State-Plan.aspx>

##### Local Workforce Development Area Plans (click *Planning Regions* heading, then click on individual local workforce areas for local documents)

<https://www.oregon.gov/workforceboard/workforcesystem/Pages/Local%20Workforce%20Development%20Boards.aspx>

##### Oregon Accounting Statewide Travel Policy

<https://www.oregon.gov/das/Financial/Acctng/Pages/Travel.aspx>

#### 12.2 FEDERAL

##### Division of Adult Education and Literacy

<https://www2.ed.gov/about/offices/list/ovae/pi/AdultEd/index.html>

##### Office of Career, Technical, and Adult Education

<https://www2.ed.gov/about/offices/list/ovae/index.html>

##### Federal Register 34 CFR Parts 461, 462, 463 et al. Programs and Activities Authorized by the Adult Education and Family Literacy Act (Title II of the Workforce Innovation and Opportunity Act); Final Rule

<https://ecfr.federalregister.gov>

##### Uniform Guidance

<https://www2.ed.gov/policy/fund/guid/uniform-guidance/index.html>

## **Workforce Innovation and Opportunity Act**

[https://www.doleta.gov/wioa/eta\\_default.cfm](https://www.doleta.gov/wioa/eta_default.cfm)

## **Family Educational Rights and Privacy Act (FERPA)**

<https://www2.ed.gov/policy/gen/guid/fpco/ferpa/index.html>

## **12.3 ASSESSMENT**

### **Center for Applied Linguistics (CAL) – BEST Plus 2.0**

<https://www.cal.org>

### **Comprehensive Adult Student Assessment Systems (CASAS)**

<https://www.casas.org>

## **12.4 TOPSPRO ENTERPRISE®**

### **TOPSpro Enterprise® Basics Online Training**

<http://training.casas.org/>

**TOPSpro Enterprise® WIOA Data Dictionary** <https://www.casas.org/training-and-support/casas-peer-communities/california-adult-education-accountability-and-assessment>

## **12.5 NATIONAL REPORTING SYSTEM**

### **NRS Implementation Guidelines**

<https://nrsweb.org/resource/nrs-guidelines>

#### **NRS Training Courses**

<https://nrsweb.org/training-ta>

#### **NRS Educational Functioning Level Descriptors**

<https://nrsweb.org/policy-data>

#### **College and Career Readiness Standards for Adult Education**

<https://lincs.ed.gov/professional-development/resource-collections>

#### **English Language Proficiency Standards for Adult Education**

<https://lincs.ed.gov/professional-development/resource-collections>

#### **Standards in Action**

<https://sites.ed.gov/octae/2015/03/25/ccr-standards-in-action/>

## **12.6 ADULT BASIC SKILLS**

### **Adult Numeracy Initiative (ANI) -**

<https://lincs.ed.gov/resource-collection>

### **Career Pathways Training and Support Center**

<https://lincs.ed.gov/programs/acp>

### **Career Pathways – Workforce GPS**

<https://careerpathways.workforcegps.org>

### **Career Pathways – Perkins Collaborative Resource Network**

<https://cte.ed.gov>

### **Center for Adult English Language Acquisition**

<https://www.cal.org/what-we-do/projects/caela>

### **Coalition on Adult Basic Education**

<https://coabe.org>

### **Council for Advancement of Adult Literacy**

<http://www.caalusa.org>

### **Digital Literacy**

<https://lincs.ed.gov>

### **English Language Learners University (ELL-U)**

<https://lincs.ed.gov/state-resources/federal-initiatives/ell-u>

### **EDTech World Remote ESOL Project**

<Edtech.worlded.org/remote-esol-project/>

### **IELCE**

<https://lincs.ed.gov/program/building-opportunities-ielce>

### **Institute of Education Sciences**

<https://ies.ed.gov/>

**Integrated Basic Education and Skills Training Programs (I-BEST)**

<http://www.cal.org/aea/bp/>

**Integrated Education and Training (IET)**

<http://www2.ed.gov/about/offices/list>

**Integrated Education and Training – CLASP**

<https://www.clasp.org/publications/report/brief/integrated-education-training-iet-defined>

**Learning to Achieve**

<https://lincs.ed.gov/programs/learningtoachieve/materials.html>

**Literacy Information and Communication System (LINCS)**

<http://www.literacy.org/>

**National Association for Adults with Special Learning Needs (NAASLN)**

<http://naasln.org/>

**National Center for Families Learning**

<http://www.familieslearning.org/>

**National College Transition Network**

<http://www.collegetransition.org/home>

**National Coalition for Literacy**

[http://www.national-coalition-literacy.org/National-Reporting-System-\(NRS\)](http://www.national-coalition-literacy.org/National-Reporting-System-(NRS))

**National Skills Coalition**

<http://www.nationalskillscoalition.org/>

**Northstar Digital Literacy Project**

<http://digitalliteracyassessment.org/index.php>

**Oregon Teachers of English to Speakers of Other Languages (ORTESOL)**

<http://www.ortesol.org/>

**ProLiteracy**

<http://www.proliteracy.org/>

**Re-Entry Education**

<https://lincs.ed.gov/reentryed/>

**Reentry Resource Center**

<https://nationalreentryresourcecenter.org>

**Student Achievement in Reading (STAR)**

<https://lincs.ed.gov/state-resources/federal-initiatives/student-achievement-reading>

**Teaching Excellence in Adult Literacy (TEAL – Math and Writing)**

<https://nrsweb.org/policy-data/nrs-ta-guide>



### **Teacher Effectiveness**

<https://lincs.ed.gov/state-resources/federal-initiatives/teacher-effectiveness>

### **United States Citizenship and Immigration Services (USCIS)**

<https://www.uscis.gov/citizenship>

### **VALUEUSA**

<https://valueusa.org>

### **WeLearn**

<https://welearn.org/#/>

### **Workplace Education Program in the Quick Guide to the NRS**

<https://nrsweb.org/policy-data/nrs-ta-guide>

### **World Education**

[www.worlded.org](http://www.worlded.org)

## **12.7 WORKFORCE DEVELOPMENT SYSTEM**

### **National Skills Coalition**

<https://www.nationalskillscoalition.org>

### **Oregon Workforce and Talent Development Board**

<https://www.oregon.gov/workforceboard/Pages/index.aspx>

### **Oregon Workforce Partnership**

<http://www.oregonwfpartnership.org/>

### **Oregon Employment Department's Workforce and Economic Research Division**

<https://www.qualityinfo.org>

### **U.S. Department of Labor Employment and Training Administration (DOLETA), WIOA Resources**

<https://www.dol.gov/agencies/eta/wioa>

### **WIOA in Oregon**

<https://www.wioainoregon.org>

### **Workforce GPS**

<https://www.workforcegps.org>