

IOWA'S ADULT LITERACY PROGRAM

ANNUAL
BENCHMARK
REPORT

EXECUTIVE SUMMARY

Iowa Department
of Education

Program Year 2005
July 1, 2004 – June 30, 2005

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Des Moines, Iowa
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INTRODUCTION AND BACKGROUND

The purpose of this publication is to present the Executive Summary Program Year 2005 report on Iowa's adult literacy program benchmarks.¹ The passage of the Workforce Investment Act (WIA) of 1998 [Public Law 105-220] by the 105th Congress ushered in a new era of collaboration, coordination, cooperation and accountability. The overall goal of the Act is "to increase the employment, retention, and earnings of participants, and increase occupational skill attainment by participants, and, as a result improve the quality of the workforce, reduce welfare dependency, and enhance the productivity and competitiveness of the Nation." The key principles inculcated in the Act are:

- Streamlining services;
- Empowering individuals;
- Universal access;
- Increased accountability;
- New roles for local boards;
- State and local flexibility;
- Improved youth programs.

The purpose of Title II, The Adult Education and Family Literacy Act (AEFLA) of the Workforce Investment Act of 1998, is to create a partnership among the federal government, states, and localities to provide, on a voluntary basis, adult basic education and literacy services in order to:

- Assist adults to become literate and obtain the knowledge and skills necessary for employment and self-sufficiency;
- Assist adults who are parents obtain the educational skills necessary to become full partners in the educational development of their children;
- Assist adults in the completion of a secondary school education.

One of the major intents of AEFLA was to establish performance measures and benchmarks to demonstrate increased accountability in line with the major goals and objectives of WIA. Section 212(2)(A) of the Act specifies that each eligible agency (e.g. The Iowa Department of Education) is subject to certain core indicators of performance and has the authority to specify additional indicators. The core federally mandated indicators are:

- Demonstrated improvement in literacy skill levels in reading, writing, and speaking the English language, numeracy, problem solving, English language acquisition, and other literacy skills;
- Placement in, retention in, or completion of postsecondary education, training, unsubsidized employment or career advancement;
- Receipt of an [adult] secondary school diploma or its recognized equivalent [Iowa High School Equivalency Diploma].

The Iowa basic skill core percentage benchmarks were established utilizing the Adult Education Government Performance Review Act (GPRA) indicator model disseminated by the U.S. Department of Education: Division of Adult Education and Literacy (USDE:DAEL). The Act [Section 212(2)(B)] also authorizes the Iowa Department of Education to identify additional indicators of performance for Iowa's adult literacy program and literacy activities. The additional indicators established for Iowa's adult literacy program were: (1) pre/post assessment percentage rates for the three major adult literacy instructional programs which are adult basic education (ABE), adult secondary education (ASE), and English-as-a-second language (ESL), (2) Iowa's GED pass rate, and (3) the increase in the number of issued basic skill certificates.

¹ The reader is referred to the full report titled **Iowa's Adult Literacy Program Annual Benchmark Report: Program year 2004**. The report is available at <http://www.readiowa.org>.

HISTORY AND OVERVIEW OF THE NATIONAL REPORTING SYSTEM

The National Reporting System (NRS) is a project to develop an accountability system for the federally funded adult basic education program.¹ This system includes a set of student measures to allow assessment of the impact of adult basic education instruction, methodologies for collecting the measures, reporting forms and procedures, and training and technical assistance activities to assist states in collecting the measures.

History Of The NRS

The NRS was born in the 1990s, a decade known for its emphasis on accountability of federal programs. During this time, all publicly funded programs and agencies faced increasing pressures to demonstrate that they have met their legislative goals and have an impact on their client populations. The requirement to demonstrate program impact was mandated in 1993 through the Government Performance and Review Act. GPRA required all Federal agencies to develop strategic plans to ensure that services were delivered efficiently and in a manner that best suits client needs, and to develop indicators of performance to demonstrate their agency's impact.

In 1995, the U.S. Congress considered eliminating adult literacy education as a separate delivery system by integrating the program into a general system of workforce development. Strong and convincing data on the impact of adult literacy education at the state and federal levels were demanded to demonstrate its importance as a separate education program. There were similar demands raised at the state level. In response to these demands, the state directors of adult basic education asked the United States Department of Education: Division of Adult Education and Literacy (USDE:DAEL) to work toward developing a national system for collecting information on adult literacy education student outcomes.

To meet this request, USDE:DAEL devoted its March 1996 national meeting of state directors of adult education to developing a framework for program accountability. This framework specified the purposes of the adult basic education program, the essential characteristics of an accountability system and identified seven categories of outcome measures. At the March 1997 USDE:DAEL national meeting, a broad group of adult literacy education stakeholders validated the framework, identified outcome measures for a new national reporting system, and discussed possible methodologies for the system. Based on these decisions, the NRS was designed and formally began in October 1997.

The proposed voluntary nature of the NRS changed in August 1998, when the Adult Education and Family Literacy Act, Title II of the Workforce Investment Act, became law. This Act established accountability requirements, including that states develop outcome-based performance standards for adult literacy education programs, as one means of determining program effectiveness. The NRS mandate was then expanded to establish the measures and methods to conform to the Workforce Investment Act requirements.

NRS Project Activities

The goals of the NRS project were to establish a national accountability system for adult literacy education programs by identifying measures for national reporting and their definitions, establishing methodologies for data collection, developing software standards for reporting to the U.S. Department of Education and developing training materials and activities on NRS requirements and procedures. The project was designed to conduct these activities in three phases.

The first phase, *standardization*, involved the development of standard measure definitions for state and local programs, standard data collection methodologies, and software standards for automated data reporting. In the summer of 1998, interim software standards were established, methodologies were identified for pilot testing and draft definitions for use in the pilot test were distributed to adult basic education stakeholders.

The *pilot test* was the second phase of the project and was designed to have a small number of volunteer states and local programs test the draft measure definitions and proposed methodologies under realistic conditions. The pilot assessed whether the draft measure definitions worked or needed refinement, as well as the costs, burden, and other difficulties in collecting the data using the proposed methodologies. The pilot test was completed in January 1999. Measures and methodologies were revised based on the pilot test.

The third phase of the project, *training and technical assistance*, beginning in the summer of 1999, with state and local program implementation of the NRS. The different types of assistance included instructional training packets that were suitable for states to use in a "train the trainer" environment; technology-based materials for state and local staff that explained the NRS measures and methods; and individual technical assistance to states to support their implementation efforts.

Throughout the course of the project, an advisory board consisting of state directors of adult basic education, representatives from volunteer provider agencies, directors of local adult literacy education programs and experts on accountability systems, guided the project, meeting three times between December 1997 and March 1999.

OVERVIEW OF THE NRS MEASURES AND METHODS

The outcome from the first two phases of the NRS project was the development of measurement definitions, methodologies and reporting formats for the NRS, which become effective for the program year beginning July 1, 2000. The pilot phase also produced an overall framework of NRS operation at the local, state and Federal levels.

NRS Measures

The *requirements of WIA*, *consensus* among the stakeholders and advisory board members, and the *need for uniform valid and reliable data* were major factors guiding development of NRS measures. Other factors affecting development of the measures included the need to *accommodate the diversity* of the adult literacy education delivery system and the need for *compatibility of the definitions* with related adult literacy education and training programs.

As a state-administered program, the nature of adult literacy education service delivery varies widely across states in its goals, objectives and the resources available to states to collect and report data. It was especially important that the definitions for outcome measures be broad enough to accommodate these differences, yet concrete and standardized sufficiently to allow the NRS to establish a uniform, national database. Similarly, other adult education, employment and training programs with which adult literacy education works have systems of accountability and outcome measures.

To ensure this accommodation to the diverse delivery system and compatibility with related systems, NRS staff conducted a thorough review of measure definitions planned or in use currently by all states and all federal employment and training programs. To identify state measures used, for example, NRS staff conducted an evaluability assessment of all states in early 1998 and obtained copies of measure definitions from states that had their own measures. In addition, NRS staff reviewed the existing measure definitions used for USDE:DAEL's Annual Statistical Performance Report and measures and definitions used by the Department of Education for Title I of WIA.

The NRS includes two types of measures: (1) core, and (2) secondary. The core measures apply to all adult basic education students receiving 12 or more hours of service. There are three types of core measures:

- **Outcome measures**, which include educational gain, entered employment, retained employment, receipt of secondary school diploma or GED and placement in postsecondary education or training;
- **Descriptive measures**, including student demographics, reasons for attending and student status; and
- **Participation measures** of contact hours received and enrollment in instructional programs for special populations or topics (such as family literacy or workplace literacy).

Performance standards required by WIA will be set for the core outcome measures and awarding of incentive grants will be tied to these performance standards.

The NRS *secondary* measures include additional outcome measures related to employment, family and community that adult literacy education stakeholders believe are important to understanding and evaluating adult literacy education programs. States are *not required to report on the secondary measures* and there are no performance standards tied to them. The optional secondary measures will not be used as a basis for incentive grant awards. There are also secondary student status measures that define target populations identified in WIA. These measures are provided for states that want to report on the services provided to these populations.

Core Outcome Measures

The central measures of the NRS are the student *outcome* measures. While by no means the only measures that could be used to evaluate adult literacy education programs, the outcome measures selected represent what a broad consensus of adult educators believe are appropriate for providing a national picture of the performance of the program. The multi-year process employed by the NRS to identify and define the measures included input from state directors of adult education, Federal education officials, local education providers, representatives of volunteer literacy organizations and experts in performance accountability systems.

The five NRS core outcome measures were selected to address the requirements for core indicators of performance in the Adult Education and Family Literacy Act of the WIA. Exhibit 1 shows how the measures relate to these requirements and goals for adult literacy education stated in the legislation.

Exhibit 1

Goals And Core Indicators Of The Adult Education And Family Literacy Act And NRS Core Outcome Measures

Goals of Adult Basic Education Described in the Adult Education and Family Literacy Act of WIA	Core Indicators Required by the Adult Education and Family Literacy Act	National Reporting System Core Outcome Measures
Assist adults to become literate and obtain the knowledge and skills necessary for employment and self-sufficiency.	Improvements in literacy skill levels in reading, writing and speaking the English language, numeracy, problem-solving, English language acquisition, other literacy skills.	<ul style="list-style-type: none"> • Educational gain (achieve skills to advance one or more educational functioning level)
Assist parents to obtain the skills necessary to be full partners in their children's educational development. Placement in, retention in, or completion of, postsecondary education, training, unsubsidized employment or career advancement.	Placement in, retention in, or completion of, postsecondary education, training, unsubsidized employment or career advancement.	<ul style="list-style-type: none"> • Entered employment • Retained employment • Placement in postsecondary education or training
Assist adults in the completion of secondary school education.	Receipt of a secondary school diploma or its recognized equivalent.	<ul style="list-style-type: none"> • Receipt of a secondary school diploma or pass GED tests.

Educational gain, a key outcome in the NRS, provides a measure of student literacy gains resulting from instruction. This measure applies to all students in the program (except pre-designated "work-based project learners"). To determine this measure, local programs assess students on intake to determine their *educational functioning level*. There are four levels for adult basic education (ABE), two for adult secondary education (ASE) and six levels of English-as-a second language students (ESL). Each level describes a set of skills and competencies that students entering at that level can do in the areas of reading, writing, numeracy, speaking, listening, functional and workplace areas. Using these descriptors as guidelines, programs determine the appropriate initial level in which to place students using a standardized assessment procedure (a test or performance-based assessment). The program decides the skill areas in which to assess the student, based on student's instructional needs and goals.

Exhibit 2 depicts the relationship among the major instructional programs and the educational functioning levels within each major instructional program. The educational functioning levels describe the learner's entry level ability in the areas of reading, writing, numeracy and functional workplace skills.

Exhibit 2

Relationship Between Instructional Programs And Educational Functional Levels

Instructional Program	Educational Functioning Level	CASAS Level	CASAS Standard Score Range
Adult Basic Education (ABE)	ABE Beginning Literacy	Level A	Under 200
	ABE Beginning Basic Education	Level B	201 to 210
	ABE Intermediate Low	Level B	211 to 220
	ABE Intermediate High	Level C	221 to 235
Adult Secondary Education (ASE)	ASE Low	Level D	236 to 245
	ASE High	Level E	246 and Above
ESL/ESL/ Citizenship (ESL)	ESL Beginning Literacy	Level A	165 to 180
	ESL Beginning	Level A	181 to 200
	ESL Intermediate Low	Level B	201 to 210
	ESL Intermediate High	Level B	211 to 220
	ESL Advanced Low	Level C	221 to 235

After a pre-determined amount of instruction or time period determined by each state, the program conducts follow-up assessments of students in the same skill areas and uses the functioning level descriptors to determine whether the student has advanced one or more levels or is progressing within the same level. The state has discretion to establish the student assessment method used within the state, as well as procedures for pre/post assessment strategies. The State of Iowa adopted the Comprehensive Adult Student Assessment System (CASAS) as the primary system to assess instructional progress. States may also use additional educational levels and skill area descriptors, as long as they are compatible with NRS levels and skills.

The remaining core outcome measures are *follow-up* measures, reported some time after the student leaves the program. However, the follow-up measures apply only to students who enter the program with goals related to the measures. For unemployed students who enter the program with a goal of obtaining employment, there are two measures: entered employment—whether the student obtained a job by the end of the first quarter after leaving; and retained employment—whether the student still has the job in the third quarter after exit. This measure also applies to employed students who have a goal of improved or retained employment. For students whose goal is to advance to further education or training, there is a measure of entry into another such program. For students who entered with a goal of obtaining a secondary school diploma or passing the GED tests, there is a measure of whether the student obtained the credential.

A summary of the NRS core outcome measures follows:

- **Performance Measure I – Demonstrated Improvement in Literacy Skills: Sub Measures**
 - **Adult Basic and Secondary Education:** The percentage of enrolled adults in the basic literacy program who acquired the basic skills needed to complete the level of instruction in which they were initially placed. The adult basic and secondary education instructional programs consist of a series of educational functioning levels with each level representing a hierarchy of basic skills ranging from beginning literacy to high school completion.

- **English Literacy or English as-a-Second Language:** The percentage of enrolled adults in English Literacy programs who acquired the level of English language skills needed to complete the level of instruction in which they were initially enrolled. English Literacy education instructional programs consist of a set of educational functioning levels with each level representing a hierarchy of English language skills ranging from beginning language literacy to oral language proficiency.
- **Performance Measure II – High School Completion:** The percentage of enrolled adults with a high school completion goal who earned a high school diploma or GED.
- **Performance Measure III – Entered Postsecondary Education or Training:** The percentage of enrolled adults with a goal to continue their education who enter postsecondary education or training.
- **Performance Measure IV – Entered Employment:** The percentage of enrolled and unemployed adults (in the workforce) with an employment goal who were employed at the end of first quarter after they exited the adult literacy program.
- **Performance Measure V – Retained Employment:** The percentage of enrolled adults with: (1) a job retention goal at the time of enrollment, and (2) those adults with an employment goal who: (a) obtained work by the end of the first quarter after leaving the adult literacy program, and (b) were employed at the end of the third quarter after exiting the program.

IOWA’S ADULT LITERACY PROGRAM CONTINUOUS IMPROVEMENT BENCHMARK MODEL

The Iowa Department of Education, in conjunction with the community college based adult literacy program, researched, developed and implemented the Iowa adult literacy continuous improvement benchmark model (IALCIBM) during Program Years 2002-2003.² The purpose of the CIBM was to provide Iowa’s adult literacy program with a field based process to realistically set and achieve local/state benchmark levels for the NRS and state mandated outcomes.

The IALCIBM characteristics are:

- * Reflects local/state program instructional goals and desirable benchmark outcomes.
- * Constantly evolving to incorporate updated trends, innovations, new strategies, changes in state/federal reporting requirements, etc. The model is not static nor are the principles upon which the model is based “cast in concrete”.
- * Process oriented as opposed to product oriented (e.g. model is designed to outline process approach to benchmark projections utilizing different types of product based documentation).
- * Flexible, adaptable and adoptable to meet local/state program, agency or organizational unique needs.
- * Practitioner based, realistic and easily understood by ABE program directors and staff.
- * Comprehensive with all model component parts integrated to form the complete model.

² A complete PowerPoint presentation describing the Iowa adult literacy continuous improvement benchmark model is available at <http://www.readiowa.org>.

The IALCIBM consists of seven (7) action steps designed to assist a local or state adult literacy program project realistic and attainable benchmark projections. The seven (7) steps are:

- * Step 1: plan a strategy,
- * Step 2: collect data,
- * Step 3: analyze data,
- * Step 4: identify program strengths and weaknesses,
- * Step 5: identify solutions,
- * Step 6: implement action plan,
- * Step 7: measure benchmark improvement.

Since the implementation of the IALCIBM in Program Year 2003, the local/state adult literacy programs are utilizing the model to project and attain realistic program benchmarks. The IALCIBM will continue to be refined and improved over the next several program years.

IOWA'S ADULT LITERACY PROGRAM ELECTRONIC REPORTING SYSTEM

The Iowa Department of Education, in conjunction with the statewide community college consortia and the Comprehensive Adult Student Assessment System, has adopted the CASAS based Tracking of Programs and Students (TOPSpro) electronic data management system as the vehicle to report participant outcomes and to monitor local and state program performance in relation to specific benchmark attainment criteria that the Iowa Department of Education negotiated with the U.S. Department of Education: Division of Adult Education and Literacy. The TOPSpro system is designed to produce the federally mandated NRS Performance Report and to meet the accountability mandates delineated in the Adult Education and Family Literacy Act. The Iowa Department of Education has developed two (2) documents to assist local programs to record and report standardized data and information. The two documents are: (1) *Iowa TOPSpro Data Dictionary* and (2) *TOPSpro/NRS Coding Guidelines*.

The main purpose of the *Iowa TOPSpro Data Dictionary* is to provide statewide standardized set of instructions and definitions for coding the TOPSpro scannable forms. This document is designed to serve as a companion to the *TOPSpro Technical Manual* produced by CASAS. The data dictionary integrates information from various data sources to provide uniform data sets and definitions which meet local, state and Federal reporting mandates. The *Dictionary* is updated on a yearly basis.

The main purpose of the *TOPSpro/NRS Coding Guidelines* is to provide Iowa TOPSpro users with information regarding the relationship between coding TOPSpro Entry, Update and Test forms and the NRS Federal Tables reporting structure. The document is designed to serve as a supplement to the *Iowa TOPSpro Data Dictionary*.

A comprehensive staff development plan has been initiated to provide technical assistance to local program regarding: (1) TOPSpro software training, (2) NRS updates, (3) state policy updates. A series of tri-fold staff development seminars are held each fall and spring to update local programs on new procedures and policies. In addition, TOPSpro software training workshops are conducted for the TOPSpro Records' Specialists. These workshops are conducted by Iowa's CASAS certified state/national TOPSpro trainer.

The documents and staff development seminars are revised on a bi-yearly basis to reflect changes in: (1) updated versions of the TOPSpro software, (2) changes in NRS requirements, and (3) state level policy changes. Given the amount of documentation and staff development opportunities available for Iowa's local ABE programs, the reports generated from the statewide electronic reporting system contain a high degree of validity and reliability.

IOWA'S ADULT LITERACY PROGRAM BENCHMARKS

This section is designed to report on Iowa's statewide adult literacy program benchmark results for Program Year 2005 (July 1, 2004 through June 30, 2005). This section provides a review of the tables and exhibits which display the results for each benchmark. The following sections provide an overview of each core set of benchmarks: (1) pre/post assessment, (2) educational gain, (3) adult learner follow-up measures, (4) number of basic literacy skills certificates issued, and (5) GED pass rate. The section titled "Iowa's State Adult Literacy Benchmark" provides an overall state literacy benchmark to be achieved by 2010. This benchmark statement was designated as the literacy benchmark to be incorporated in the overall Iowa Community College benchmark document.

Overview Of State Level Results

The nineteen benchmark (5 state mandated and 14 federally mandated) results for Iowa's adult literacy program are presented in Tables 1-4. **Table 1** depicts the relationship between total enrollment and the number and percentage of adult learners who received pre and post assessments. The results are as follows:

- a total of **82%** learners received pre-post assessments in the Adult Basic Education instructional program which represents a decrease of **9%** over Program Year 2004 (91% for Program Year 2004);
- a total of **92%** learners received pre-post assessments in the Adult Secondary Education instructional program which represents a decrease of **4%** over Program Year 2004 (96% for Program Year 2004);
- a total of **65%** learners received pre-post assessments in the English-as-a Second Language instructional program which represents a decrease of **4%** over Program Year 2004 (69% for Program Year 2004);
- a total of **79%** learners received pre-post assessments across the three instructional programs which represented an overall decrease of **6%** over Program Year 2004 (85% for Program Year 2004);
- the overall 79% pre-post assessment percentage rate exceeded the Program Year 2005 negotiated target standard of **71%** by **8%**.

The overall results indicated that Iowa's adult literacy program pre/post assessment benchmark attainment decreased from 85% for Program Year 2004 to 79% for Program Year 2005. This comparison indicated an overall reduction of 6%. The most significant decrease (9%) was in the adult basic education instructional program. **A major program focus for Program Year 2006 is to significantly increase the pre/post assessment percentages for all three instructional programs to the Program Year 2004 levels.**

Table 1

**Pre/Post Assessment Percentage
By Instructional Program And Educational Functioning Level**

Instructional Program	Educational Functioning Level	*Total Enrollment	**Pre/Post Assessment Enrollment	Percentage Pre/Post Assessed
Adult Basic Education (ABE)	Beginning Literacy ABE	326	271	83%
	Beginning Basic Education ABE	382	285	75%
	Low Intermediate ABE	1,045	797	76%
	High Intermediate ABE	3,729	3,154	85%
	Subtotal	5,482	4,507	82%
Adult Secondary Education (ASE)	Low Adult Secondary Education	1,964	1,783	91%
	High Adult Secondary Education	628	599	95%
	Subtotal	2,592	2,382	92%
English-as-a-Second Language (ESL)	Beginning Literacy ESL	488	231	47%
	Beginning ESL	1,316	826	63%
	Low Intermediate ESL	901	655	73%
	High Intermediate ESL	637	440	69%
	Low Advanced ESL	573	391	68%
	Subtotal	3,915	2,543	65%
	Total	11,989	9,432	79%

* **Source:** Iowa's National Reporting System (NRS) report for Program Year 2005; Table 4, Column B; State Aggregated Report.

** **Source:** Iowa's National Reporting System (NRS) report for Program Year 2005; Table 4B, Column B; State Aggregated Report.

Table 2 presents a performance comparison for the between the negotiated percentage and the attained percentage for the five state level benchmarks. **The overall results indicated the attained percentages met or exceeded the negotiated percentages by a significant margin.** The specific results are as follows:

- The results of the pre/post assessment percentage increases are delineated in the description of Table 1.
- The GED pass rate of 98% exceeded the projected pass rate of 94% by four percentage points.
- The number of basic skills certificates issued for Program Year 2005 will serve as the base year for establishing a percent increase for the number of basic skill certificates issued from Program Year 2006 to Program Year 2007.³

³ Refer to the report titled **Iowa's Community College Basic Literacy Skills Credential Program Annual Report: Program Year 2005** for Iowa's basic literacy skills certification program statistics. This report is available at <http://www.readiowa.org>.

Table 2

**Performance Comparison Of Iowa’s Adult Literacy Program
For Pre/Post Assessment, GED Pass Rate And Percentage
Increase In Basic Skills Certificates**

STATE BENCHMARKS	* Negotiated Percentage	** Attained Percentage
Pre/Post Assessment by Instructional Program		
Adult Basic Education (ABE)	82%	82%
English-as-a-Second-Language (ESL)	45%	65%
Adult Secondary Education (ASE)	86%	92%
OTHER STATE BENCHMARKS		
GED Pass Rate	94%	98%
Basic Skills Credential Increase from Program Year 2004 to Program Year 2005	NA	NA

* **Source:** *Iowa’s State Plan for Adult Basic Education Extension: Program Year 2005.*

** **Source:** *Iowa’s National Reporting System (NRS) Report for Program Year 2005: Table 4, Column B and Table 4B, Column B.*

Table 3 presents a comparison of the percentage relationship among: (1) the negotiated benchmark levels, (2) the attained benchmark levels for total enrollment and (3) the attained benchmark levels with pre-post assessment for the NRS core measure of Educational Gain. The results indicated that **consistently higher benchmarks percentages were achieved across all three instructional programs for those learners who received pre-post assessments.** The results are as follows:

- The Iowa statewide adult literacy program met or exceeded **7 out of 10 (70.00%)** educational gain benchmarks when calculated against total enrollment.
- The Iowa statewide adult literacy program met or exceeded **9 out of 10 (90.00%)** educational gain benchmarks when calculated against those adult learners who were pre-post assessed.

Table 3 also indicated the educational functioning levels in which the benchmark attainment levels fell below the negotiated benchmark levels for both the “Total Enrollment” and “Pre-Post Assessment” categories. The educational functioning levels of “Beginning Literacy ESL”, “Beginning ESL” and “Low Advanced ESL” **did not meet** the negotiated benchmark levels for the “Total Enrollment” category. The educational functioning level of “Low Advanced ESL” **did not meet** the negotiated benchmark level for the “Pre/Post Assessment” category. The educational functioning level of “Low Advanced ESL” **did not meet** the negotiated benchmark level for either category.⁴

⁴ *The federal criteria to determine whether educational gain benchmarks were successfully achieved is calculated against the “Total Enrollment” category as opposed to the “Pre/Post Assessment” category. Given this criteria, Iowa met or exceeded 7 of 10 (70.00%) of the educational gain benchmarks. Conversely, if benchmark attainment is calculated against the pre/post assessment category, Iowa met or exceeded 9 of 10 (90.00%) of the educational gain benchmarks.*

Table 3

**Percentage Comparison Of Iowa’s Adult Literacy Program
Performance Measures For NRS Core Indicator #1**

Core Indicator #1 [Educational Gain]: Demonstrated improvements in literacy skills in reading, writing, and speaking the English language, numeracy, problem-solving, English language acquisition and other literacy skills.

Instructional Program	Educational Functioning Level	*Negotiated %	**Total Enrollment %	***Pre/Post Assessment %
Adult Basic Education (ABE)	Beginning Literacy	37%	40%	48%
	Beginning Basic Education ABE	40%	48%	64%
	Low Intermediate ABE	45%	53%	70%
	High Intermediate ABE	45%	60%	71%
Adult Secondary Education (ASE)	Low Adult Secondary Education	50%	77%	85%
English-as-a-Second Language (ESL)	Beginning Literacy ESL	45%	41%	86%
	Beginning ESL	40%	37%	60%
	Low Intermediate ESL	40%	46%	63%
	High Intermediate ESL	40%	42%	61%
	Low Advanced ESL	40%	25%	36%

The **Bold** percentages indicate the educational functioning levels where the achieved benchmarks for either the “Total Enrollment” category or the “Pre/Post Assessment” category **did not meet the negotiated percentage**. The “Total Enrollment” category is the criteria by which the USDE:DAEL determines whether Iowa did or did not achieve a benchmark for any given educational functioning level. The “Pre/Post Assessment” category is the criteria used by the state of Iowa to determine if benchmarks were successfully achieved for any given educational functioning level.

***Source:** *Iowa’s State Plan for Adult Basic Education: Fiscal Years 2000-2005.* This column represents the negotiated percentage for the core indicators between the Iowa Department of Education and the United States Department of Education: Division of Adult Education and Literacy (USDE:DAEL).

****Source:** Iowa’s National Reporting System (NRS) report for Program Year 2005 Table 4, column H. This column represents the percent of total enrollees who completed each educational functioning level based on total enrollment.

*****Source:** Iowa’s National Reporting System (NRS) report for Program Year 2005 Table 4B, column H. This column represents the percent of total enrollees who were pre/post accessed with pared scores and completed each educational functioning level.

Table 4 presents a comparison of the percentage relationship between: (1) the negotiated benchmark levels, and (2) the attained benchmark levels for the NRS core follow-up measures. The Iowa statewide adult literacy program met or exceeded **4 out of 4 (100%)** NRS core follow-up benchmarks. The results indicate that the **attained percentages exceeded the negotiated percentages by significant margins for the four follow-up measures.**

Table 4

**Percentage Comparison Of Iowa’s Adult Literacy Program
Performance Measures for NRS Core Indicator #2**

Core Indicator #2 [Follow-up Measures]: Placement in, retention in, or completion of postsecondary education, training, unsubsidized employment or career advancement.

Follow-up Measure	*Negotiated Percent	**Attained Percent
Entered Employment ¹	63%	72%
Retained Employment ¹	78%	87%
Obtained a GED or Adult Secondary School Diploma ²	55%	85%
Entered Postsecondary Education or Training ³	35%	54%

***Source:** *Iowa’s State Plan for Adult Basic Education: Fiscal Years 2000-2005; Revised Table #12.* This column represents the negotiated percentage for the core indicators between the Iowa Department of Education and the United States Department of Education: Division of Adult Education and Literacy (USDE:DAEL).

****Source:** Iowa’s National Reporting System (NRS) report for Program Year 2005 Table 5, column G. This column represents the percent of total adult basic education enrollees who achieved each follow-up measure.

¹ The percentage attained data reported for the follow-up measures of “Entered Employment” and “Retained Employment” were obtained as a result of a data match between the Iowa adult literacy program electronic reporting system and the Iowa Workforce Development’s base and benefits wage records for the period of July 1, 2004 through September 30, 2005 for the Entered Employment outcome measure and October 1, 2004 through September 30, 2005 for the Retained Employment outcome measure. This database is referenced as the Iowa Customer Tracking System.

² The percentage attained data reported for the follow-up measure of “Obtained a GED or Adult Secondary School Diploma” were obtained as a result of a data match between the Iowa adult literacy program electronic reporting system and Iowa’s GED candidate data base at GEDScoring.COM.

³ The percent attained data reported for the follow-up measure of “Entered Postsecondary Education and Training” were obtained as a result of a data match between the Iowa adult literacy program electronic reporting system and the Iowa Department of Education’s Community College Management Information System (MIS) for the first quarter of Program Year 2005 (July 1, 2005 -September 30, 2005).

The following is a summary of overall benchmark results:

- Iowa’s Adult Literacy program met or exceeded **5 out of 5 (100%)** of the state mandated benchmarks.
- Iowa’s adult literacy program met or exceeded **7 out of 10 (70%)** federally mandated NRS educational gain benchmarks according to federal calculation criteria (e.g. calculated against the “Total Enrollment” category).

- Iowa's adult literacy program met or exceeded **9 out of 10 (90%)** federally mandated NRS educational gain benchmarks if the "Pre/Post Assessment" category is utilized as the criteria for benchmark calculations.
- Iowa's adult literacy program met or exceeded **4 out of 4 (100%)** federally mandated core outcome measures.
- Iowa's adult literacy program met or exceeded **13 out of 14 (93%)** federally mandated NRS benchmarks.
- Iowa's adult literacy program met or exceeded **16 out of 19 (84%)** state and federal benchmarks according to the federal calculation criteria (e.g. calculating against the "Total Enrollment" category.)
- Iowa's adult literacy program met or exceeded **18 out of 19 (95%)** state and federal benchmarks if the "Pre/Post Assessment" category is utilized as the criteria for benchmark calculations.

Summary Of Iowa's Adult Literacy Program Benchmark Results

The central measures of Iowa's adult literacy program accountability system are: (1) pre/post assessment performance, (2) NRS core outcome measures, (3) number of issued basic literacy skills certificates, and (4) overall GED candidate pass rate. The five NRS core outcome measures address the requirements for core indicators of performance in the Adult Education and Family Literacy Act which is referenced as Title II of the Workforce Investment Act of 1998.

The Program Year 2005 data represents the fifth year (2001-2005) of reporting under the full requirements of the Adult Education and Family Literacy Act. The data from Program Year 2005 establishes performance benchmarks for each of the core outcome measures and will be used to evaluate continuous improvement efforts of Iowa's adult literacy program over the remaining years of AEFLA.

The data displayed in Exhibits 3-13 on each of the core outcome measures compare actual performance to targeted performance and provides state totals for the number of adults achieving each of the program outcomes. **The data indicated that statewide the performance on each of the core outcome measures met or exceeded the performance target for each measure except for a six percent decrease in the number of basic skill certificates issued.**

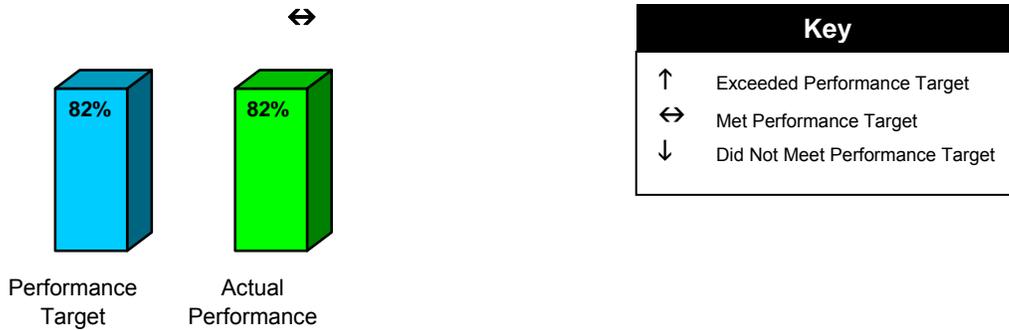
In each exhibit, Iowa's adult literacy program performance target is compared to its actual performance on each measure with an arrow located over the "Actual Performance" bar. The arrow indicates whether Iowa's adult literacy program met, exceeded or did not meet its performance target. The bullet identifies the number of enrolled adults achieving each outcome.⁵

⁵ *The format for this section of the report was adapted from the report titled Adult Education and Family Literacy Act: Report to Congress on State Performance, Program Year 2000-2001; pp. 7-11. This report was produced by the U.S. Department of Education, Office of Vocational and Adult Education, Washington, D.C. 20002. The report is available on the Department's website at <http://www.ed.gov/about/offices/list/ovae/resource/aereport/aereport00-01.doc>.*

Exhibit 3

Pre/Post Assessment Percentage For Basic Literacy Skills

Percent of adults enrolled in the adult basic education instructional program who had paired test data.



- 4,507 enrollees were pre/post assessed in the adult basic education instructional program.

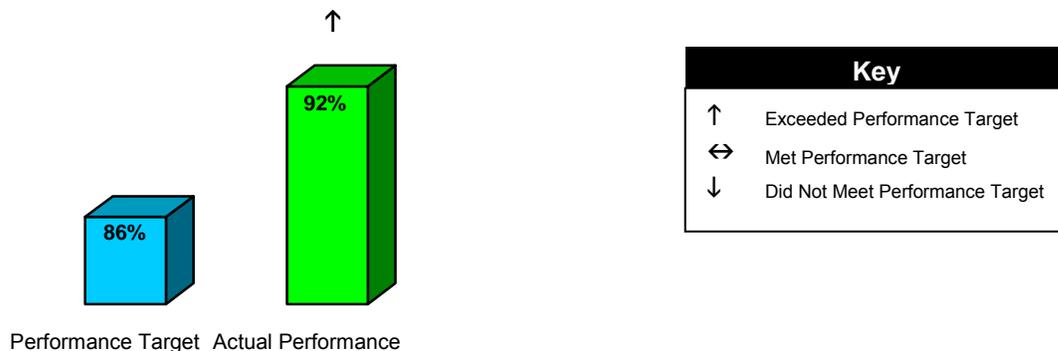
SOURCE: Program Year 2005 Annual Performance Report: Table 4, Column B; Table 4B, Column B.

Exhibit 3 compares actual performance to targeted performance for the adult basic education instructional program pre/post assessment measure. Statewide, eighty-two percent of adults enrolled in the adult basic education instructional program had paired test data obtained through pre/post CASAS assessment intervention strategies.

Exhibit 4

Pre/Post Assessment Percentage For Adult Secondary Education

Percent of adults enrolled in the adult secondary education instructional program who had paired test data.



- 2,382 enrollees were pre/post assessed in the adult secondary education instructional program.

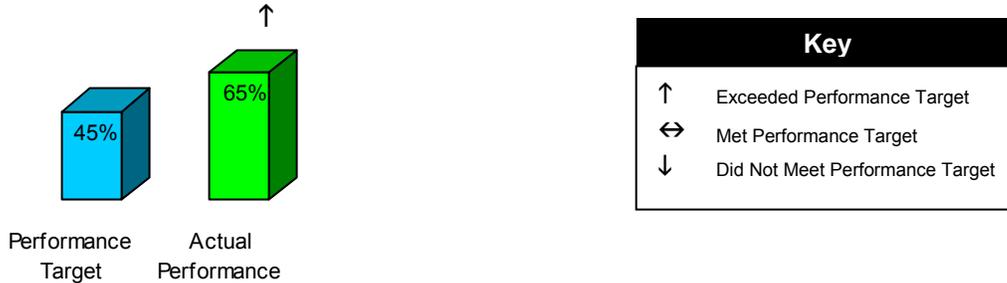
SOURCE: Program Year 2005 Annual Performance Report: Table 4, Column B; Table 4B, Column B.

Exhibit 4 compares actual performance to targeted performance for the adult secondary education instructional program pre/post assessment measure. Statewide, ninety-two percent of adults enrolled in the adult secondary education instructional program had paired test data obtained through pre/post CASAS assessment intervention strategies.

Exhibit 5

Pre/Post Assessment Percentage For English Language Acquisition

Percent of adults enrolled in the English-as-a-Second Language instructional program who had paired test data.



- 2,543 enrollees were pre/post assessed in the English-as-a-Second Language instructional program.

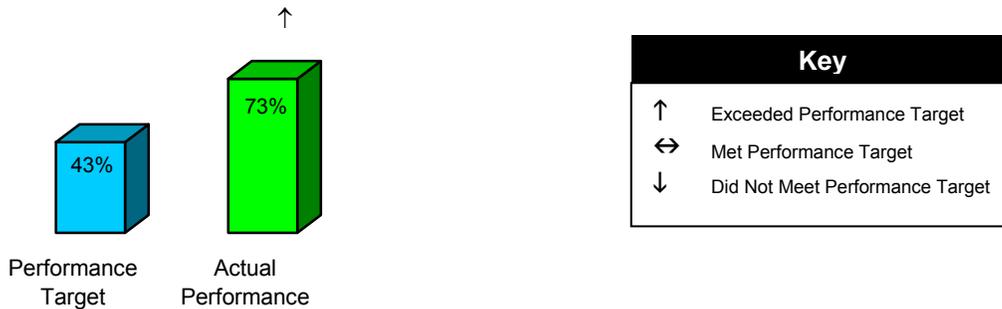
SOURCE: Program Year 2005 Annual Performance Report: Table 4, Column B; Table 4B, Column B.

Exhibit 5 compares actual performance to targeted performance for the English-as-a-Second Language instructional program pre/post assessment measure. Statewide, sixty-five percent of adults enrolled in the English-as-a-Second Language instructional program had paired test data obtained through pre/post CASAS assessment intervention strategies.

Exhibit 6

Education Gain For Basic Literacy Skills

Percent of adults enrolled in the adult basic education and adult secondary education instructional programs who had paired test data and acquired the level of basic literacy skills needed to complete an educational functioning level.



- 5,043 adult learners enrolled in the adult basic education and adult secondary education instructional programs completed an educational functioning level.

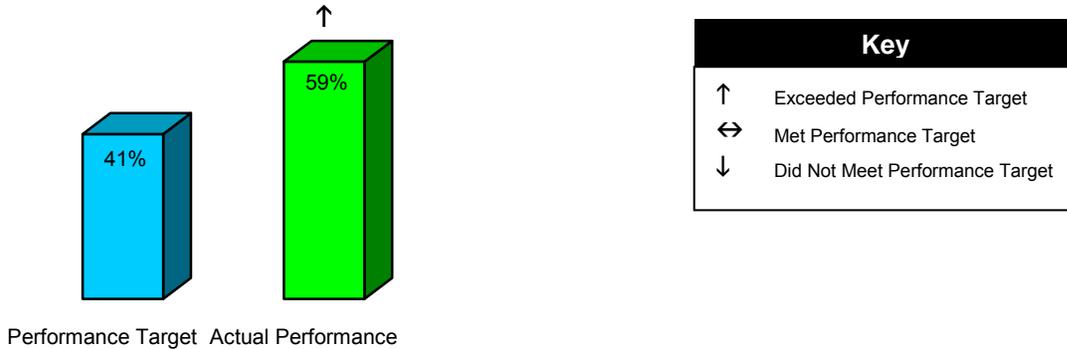
SOURCE: Program Year 2005 Annual Performance Report: Table 4, Columns D and H.

Exhibit 6 compares actual performance to average targeted performance for the basic skill educational gain measure. The “average performance target percentage” is the average of the five (5) NRS educational functioning levels performance target percentages which comprise the adult basic education and secondary education instructional programs. Statewide, seventy-three percent of adults enrolled in basic skills instruction (reading, numeracy, English language arts, problem solving, etc.) demonstrated improvement in basic skills and completed an educational functioning level. Each enrolled adult is initially placed (through formalized CASAS assessment) in one of five educational functioning levels, which are arranged in a hierarchy from beginning literacy to the high school level, and demonstrate educational gain through subsequent CASAS formal assessment.

Exhibit 7

Education Gain For English Language Acquisition Skills

Percent of adults enrolled in the English-as-a-Second Language instructional program who had paired test data and acquired the level of English language skills needed to complete an educational functioning level.



- 1,513 adult learners enrolled in the English-as-a-Second Language instructional programs completed an educational functioning level.

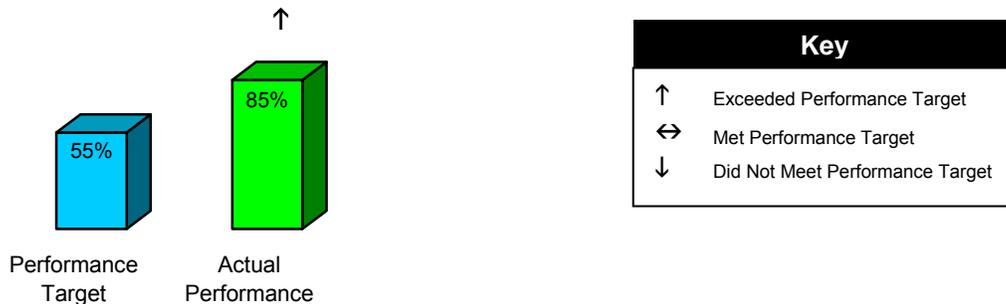
SOURCE: Program Year 2005 Annual Performance Report: Table 4, Columns D and H.

Exhibit 7 compares actual performance to average targeted performance for the English Literacy educational gain measure. The “average performance target percentage” is the average of the five (5) NRS educational functioning levels performance target percentages which comprise the English-as-a-Second Language instructional program. Statewide, fifty-nine percent of adults enrolled in English Literacy instruction demonstrated improvement in English language skills and completed an educational functioning level. Each enrolled adult is initially placed (through formalized CASAS assessment) into one of five educational functioning levels, which are arranged in a hierarchy of skills from non-speakers of English to highly proficient speakers of English and demonstrate English language acquisition through subsequent formal CASAS assessment.

Exhibit 8

Follow-up Measure For Iowa High School Equivalency Diploma

Percent of enrolled adults with a goal of earning an Iowa High School Equivalency Diploma (GED).



- 2,389 adults earned an Iowa High School Equivalency Diploma (GED).

SOURCE: Program Year 2005 Annual Performance Report: Table 5, Columns F and G.

Exhibit 8 compares actual performance to targeted performance for the high school equivalency completion measure. Statewide, eight-five percent of all enrolled adults with a high school completion goal obtained an Iowa High School Equivalency Diploma (GED).

Exhibit 9

Follow-up Measure For Entered Postsecondary Education And Training

Percent of enrolled adults with a goal to transition to postsecondary education or training who enrolled in a postsecondary education or training program after exiting the adult literacy program.



- 344 adults enrolled in postsecondary education or training.

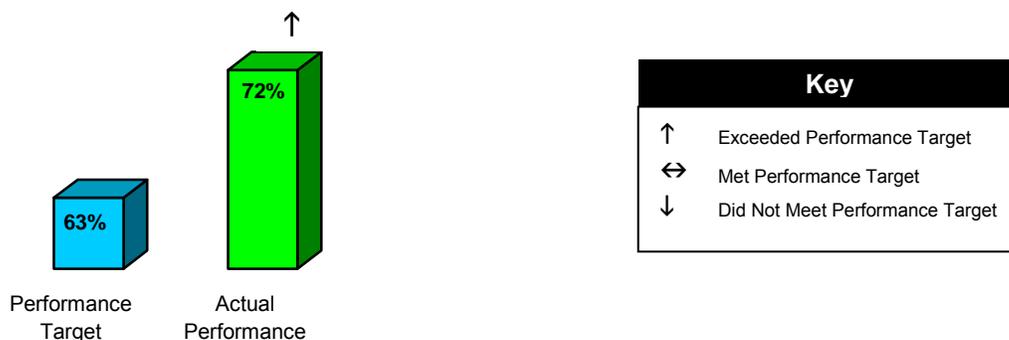
SOURCE: Program Year 2005 Annual Performance Report: Table 5; Columns F and G.

Exhibit 9 compares actual performance to targeted performance for the postsecondary education or training measure. Statewide, fifty-four percent of enrolled adults who had a goal of furthering their education after completing the Iowa adult literacy program transitioned into a postsecondary education or training program.

Exhibit 10

Follow-up Measure For Entered Employment

Percent of enrolled adults with an employment goal who were employed one quarter after exiting the adult literacy program.



- 583 adults were employed one quarter after exiting the adult literacy program

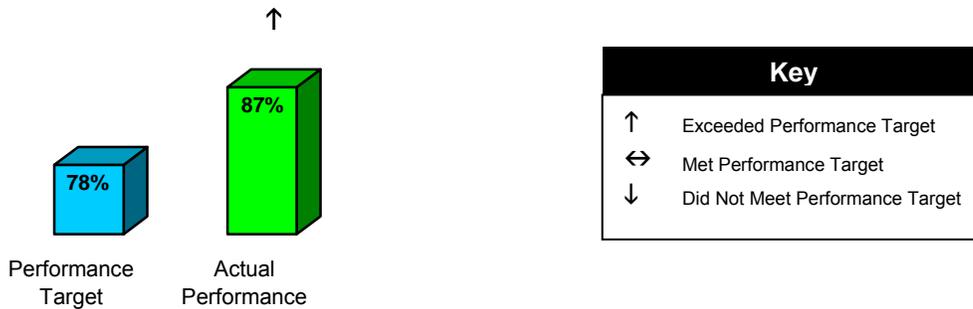
SOURCE: Program Year 2005 Annual Performance Report: Table 5; Columns F and G.

Exhibit 10 compares actual performance to targeted performance for the entered employment measure. Statewide, seventy-two percent of enrolled adults with an employment goal were employed one quarter after exiting the Iowa adult literacy program.

Exhibit 11

Follow-up Measure For Job Retention

Percent of enrolled adults with an employment goal of job retention who retained employment three quarters after exiting the adult literacy program.



- 874 adults retained employment three quarters after exiting the adult literacy program.

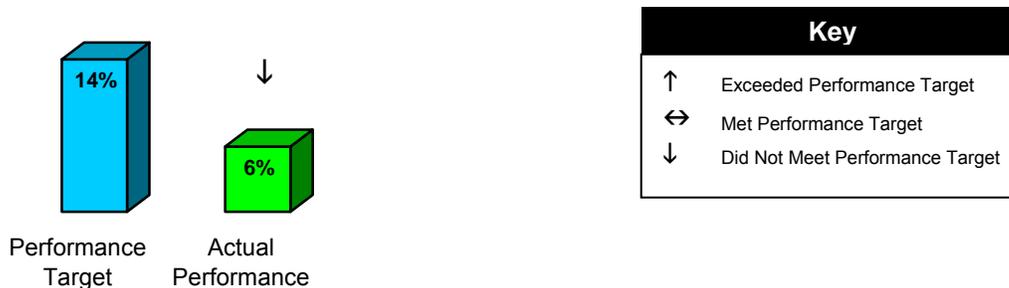
SOURCE: Program Year 2005 Annual Performance Report: Table 5: Columns F and G.

Exhibit 11 compares actual performance to targeted performance for the job retention measure. Statewide, eighty-seven percent of adults who had obtained a job one quarter after exiting the Iowa adult literacy program and/or enrolled in the program with a goal to retain or improve their job status were still employed three quarters after exiting the Iowa adult literacy program.

Exhibit 12

Basic Literacy Skills Certificates

Percent decrease in the number of basic literacy skills certificates awarded to adults enrolled in the adult literacy program.



- 6,306 basic literacy skills certificates were issued.

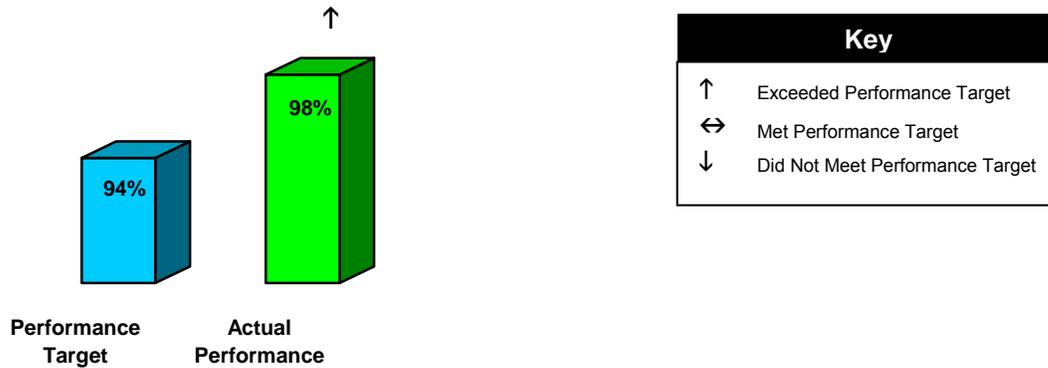
SOURCE: Iowa's Community College Basic Literacy Skills Credential Program Annual Report: Program Year 2005

Exhibit 12 compares actual performance to targeted performance for the basic literacy skills certificate measure. Statewide, there was a six percent decrease in the number of basic skills certificates issued during Program Year 2005 over Program Year 2004.

Exhibit 13

Iowa High School Equivalency Diploma Pass Rate

Percent of General Educational Development (GED) candidates who successfully completed the GED 2002 test battery and received the Iowa High School Equivalency Diploma (GED diploma).



- 4,495 GED candidates earned an Iowa High School Equivalency Diploma.

SOURCE: Iowa official GED record database for Program Year 2005 located at the GEDScoring.COM website.

Exhibit 13 compares actual performance to targeted performance for the General Educational Development (GED) state pass rate measure. This performance measure includes the total number of GED candidates who successfully completed the GED 2002 test battery for Program Year 2005 vis-à-vis the number of enrolled adults in Iowa's adult literacy program who successfully completed the GED 2002 test battery. (See *Exhibit 8*). Statewide, ninety-eight percent successfully completed the GED 2002 test battery and received the Iowa High School Equivalency Diploma (GED based diploma).

Benchmark Analysis

The purpose of this section of the report is to present an analysis and summary of benchmark attainment for Program Year 2005. This section documents the overall benchmark performance for each local program and each benchmark. The analysis results are displayed in summary Tables 5-12.

- **Tables 5-8:** Tables 5-8 provide a matrix of each community college district's benchmark performance for the state and federal mandated benchmarks.
- **Table 5:** Table 5 provides a matrix of each community college district's benchmark performance for the **five (5) state mandated benchmarks**. The benchmarks are: (1) pre/post assessment level percentage for the three (3) adult literacy instructional programs (ABE, ASE, ESL), (2) state GED pass rate, and (3) Iowa basic skills program percentage increase. Table 5 displays which community colleges: (1) met the state benchmark level, (2) did not meet the state benchmark level, and (3) no data reported for each state mandated benchmark.
- **Table 6:** Table 6 provides a matrix of each community college district's NRS benchmark performance for the **Adult Basic Education and Adult Secondary Education** instructional programs and the five (5) associated educational functioning levels. Table 6 displays which community colleges: (1) met the state benchmark level, (2) did not meet the state benchmark level, and (3) no data reported for each educational functioning level.
- **Table 7:** Table 7 provides a matrix of each community college district's NRS benchmark performance for the **English-as-a-Second Language** instructional program and the five (5) associated educational functioning levels. Table 7 displays which community colleges: (1) met the state benchmark level, (2) did not meet the state benchmark level, and (3) no data reported for each educational functioning level.
- **Table 8:** Table 8 provides a matrix of each community college district's NRS benchmark performance for the **four (4) core follow-up measures**. Table 8 displays which community colleges: (1) met the state benchmark level, (2) did not meet the state benchmark level, and (3) no data reported for each outcome measure.
- **Tables 9-12:** Tables 9-12 provide a **numerical and percentage analysis** of the state and federal benchmarks.
- **Table 9:** Table 9 provides a **numerical analysis** of the number of benchmarks for each community college district which was: (1) above the state negotiated benchmark level, (2) below the state negotiated benchmark level, and (3) no data reported.
- **Table 10:** Table 10 provides a **percentage analysis** of the percent of benchmarks for each community college district which was: (1) above the state negotiated benchmark level, (2) below the state negotiated benchmark level, and (3) no data reported.
- **Table 11:** Table 11 provides a **numerical analysis** of the number of community college districts for each benchmark which was: (1) above the state negotiated benchmark level, (2) below the state negotiated benchmark level, and (3) no data reported.
- **Table 12:** Table 12 provides a **percentage analysis** of the percent of community college districts for each benchmark which was: (1) above the state negotiated benchmark level, (2) below the state negotiated benchmark level, and (3) no data reported.

Table 5

**Benchmark Analysis Matrix Of Iowa's Community Colleges Benchmark Performance
For Pre/Post Assessment, GED Pass Rate And Basic Skills Certification**

COMMUNITY COLLEGE DISTRICT	PRE/POST ASSESSMENT INSTRUCTIONAL PROGRAM			GED PASS RATE	IOWA BASIC LITERACY SKILLS PERCENTAGE INCREASE
	Adult Basic Education	English-as-a-Second Language	Adult Secondary Education		
Northeast Iowa Comm. College	N	Y	Y	Y	Y
North Iowa Area Comm. College	Y	Y	Y	Y	Y
Iowa Lakes Community College	Y	Y	Y	Y	Y
Northwest Iowa Comm. College	Y	Y	Y	Y	Y
Iowa Central Comm. College	Y	Y	Y	Y	Y
Iowa Valley Community College Dist.	N	Y	N	Y	Y
Hawkeye Comm. College	N	Y	Y	Y	Y
Eastern Iowa Community College Dist.	N	Y	Y	Y	Y
Kirkwood Community College	Y	Y	Y	Y	Y
Des Moines Area Community College	Y	Y	Y	Y	Y
Western Iowa Tech Comm. College	Y	Y	Y	Y	Y
Iowa Western Comm. College	Y	Y	Y	Y	Y
Southwestern Comm. College	N	Y	N	Y	Y
Indian Hills Comm. College	N	Y	Y	Y	Y
Southeastern Comm. College	N	Y	Y	Y	Y

Y = Met state benchmark level

N = Did not meet state benchmark level

ND = No data reported

Source: Iowa's Community College Basic Literacy Skills Credential Program Annual Report: Program Year 2005; Tables 1-2.

State Aggregated NRS Report: Program Year 2005; Table 4B.

GED Pass Rate Report: GEDScoring.COM.

Table 6

**NRS Program Benchmark Analysis Matrix Of Iowa's Community Colleges Benchmark Performance
For The Adult Basic Education/Adult Secondary Education Instructional Programs**

COMMUNITY COLLEGE DISTRICT	ADULT BASIC EDUCATION (ABE) EDUCATIONAL FUNCTIONING LEVELS				ADULT SECONDARY EDUCATION (ASE) ASE LOW
	ABE Beginning Literacy	ABE Beginning Basic	ABE Intermediate Low	ABE Intermediate High	
Northeast Iowa Comm. College	Y	Y	Y	Y	Y
North Iowa Area Comm. College	Y	Y	Y	Y	Y
Iowa Lakes Community College	Y	Y	Y	Y	Y
Northwest Iowa Comm. College	Y	Y	Y	Y	Y
Iowa Central Comm. College	Y	Y	Y	Y	Y
Iowa Valley Community College Dist.	N	Y	Y	Y	Y
Hawkeye Comm. College	Y	Y	Y	Y	Y
Eastern Iowa Community College Dist.	Y	Y	Y	Y	Y
Kirkwood Community College	N	Y	Y	Y	Y
Des Moines Area Community College	N	N	Y	N	Y
Western Iowa Tech Comm. College	Y	Y	Y	Y	Y
Iowa Western Comm. College	Y	Y	Y	Y	Y
Southwestern Comm. College	Y	Y	Y	Y	Y
Indian Hills Comm. College	Y	Y	Y	Y	Y
Southeastern Comm. College	N	Y	Y	Y	Y

Y = Met state benchmark level

N = Did not meet state benchmark level

ND = No data reported

The benchmark analysis was performed utilizing the data displayed in NRS Table 4B, Column H, as opposed to the data displayed in NRS Table 4, Column H. The data presented in NRS Table 4B is based on the number of adult enrollees who received pre-post assessments. The data presented in NRS Table 4 is based on the total number of adult enrollees.

Source: State Aggregated NRS Report: Program Year 2005; Table 4B

Table 7

**NRS Benchmark Analysis Matrix Of Iowa's Community Colleges Benchmark Performance
For The English-As-A-Second Language Instructional Program**

COMMUNITY COLLEGE DISTRICT	ENGLISH-AS-A-SECOND LANGUAGE (ESL) EDUCATIONAL FUNCTIONING LEVELS				
	ESL Beginning Literacy	ESL Beginning	ESL Intermediate Low	ESL Intermediate High	ESL Advanced Low
Northeast Iowa Comm. College	ND	Y	Y	Y	Y
North Iowa Area Comm. College	Y	Y	Y	Y	Y
Iowa Lakes Community College	Y	Y	Y	Y	Y
Northwest Iowa Comm. College	Y	Y	Y	Y	Y
Iowa Central Comm. College	Y	Y	Y	Y	N
Iowa Valley Community College Dist.	Y	Y	Y	Y	N
Hawkeye Comm. College	Y	Y	Y	Y	N
Eastern Iowa Community College Dist.	Y	Y	Y	Y	Y
Kirkwood Community College	Y	Y	Y	Y	N
Des Moines Area Community College	Y	Y	Y	Y	N
Western Iowa Tech Comm. College	Y	Y	Y	Y	Y
Iowa Western Comm. College	Y	Y	Y	Y	Y
Southwestern Comm. College	Y	Y	Y	Y	Y
Indian Hills Comm. College	Y	Y	Y	Y	Y
Southeastern Comm. College	Y	Y	Y	Y	Y

Y = Met state benchmark level

N = Did not meet state benchmark level

ND = No data reported

The benchmark analysis was performed utilizing the data displayed in NRS Table 4B, Column H, as opposed to the data displayed in NRS Table 4, Column H. The data presented in NRS Table 4B is based on the number of adult enrollees who received pre-post assessments. The data presented in NRS Table 4 is based on the total number of adult enrollees.

Source: State Aggregated NRS Report: Program Year 2005; Table 4B

Table 8

**NRS Benchmark Analysis Matrix Of Iowa's Community Colleges
Benchmark Performance For The NRS Follow-Up Measures**

COMMUNITY COLLEGE DISTRICT	FOLLOW-UP MEASURES			
	Entered Employment	Retained Employment	Obtained a GED or Secondary School Diploma	Entered Postsecondary Educ. Or Training
Northeast Iowa Comm. College	Y	Y	Y	Y
North Iowa Area Comm. College	Y	Y	Y	Y
Iowa Lakes Community College	Y	Y	Y	Y
Northwest Iowa Comm. College	Y	Y	Y	Y
Iowa Central Comm. College	N	N	Y	Y
Iowa Valley Community College Dist.	N	N	Y	Y
Hawkeye Comm. College	Y	Y	Y	Y
Eastern Iowa Community College Dist.	Y	Y	Y	Y
Kirkwood Community College	Y	Y	Y	Y
Des Moines Area Community College	Y	N	Y	Y
Western Iowa Tech Comm. College	Y	Y	Y	Y
Iowa Western Comm. College	Y	Y	Y	Y
Southwestern Comm. College	Y	Y	Y	Y
Indian Hills Comm. College	Y	Y	Y	Y
Southeastern Comm. College	Y	Y	Y	Y

Y = Met state benchmark level

N = Did not meet state benchmark level

ND = No data reported

Source: State Aggregated NRS Report: Program Year 2005; Table 5

Table 9

Benchmark Performance Reported By The Number Above Benchmark Level, Number Below Benchmark Level And Number No Data Reported Referenced By Iowa Community College District

Column A	Column B	Column C	Column D (Col. B + Col. C)	Column E	Column F (Col. D + Col. E)
COMMUNITY COLLEGE DISTRICT	NUMBER ABOVE BENCHMARK LEVEL	NUMBER BELOW BENCHMARK LEVEL	NUMBER OF BENCHMARKS REPORTED	NUMBER OF BENCHMARKS NO DATA REPORTED	TOTAL NUMBER OF BENCHMARKS
Northeast Iowa Comm. College	17	1	18	1	19
North Iowa Area Comm. College	19	0	19	0	19
Iowa Lakes Community College	19	0	19	0	19
Northwest Iowa Comm. College	19	0	19	0	19
Iowa Central Comm. College	16	3	19	0	19
Iowa Valley Community College Dist.	13	6	19	0	19
Hawkeye Comm. College	17	2	19	0	19
Eastern Iowa Community College Dist.	18	1	19	0	19
Kirkwood Community College	17	2	19	0	19
Des Moines Area Community College	14	5	19	0	19
Western Iowa Tech Comm. College	19	0	19	0	19
Iowa Western Comm. College	19	0	19	0	19
Southwestern Comm. College	17	2	19	0	19
Indian Hills Comm. College	18	1	19	0	19
Southeastern Comm. College	17	2	19	0	19

Source: State Aggregated NRS Report: Program Year 2005; Tables 4B and 5

Table 10

Benchmark Performance Reported By The Percent Above Benchmark Level, Percent Below Benchmark Level And Percent No Data Reported Referenced By Iowa Community College District

Column A	Column B	Column C	Column D (Col. B + Col. C)	Column E	Column F (Col. D + Col. E)
COMMUNITY COLLEGE DISTRICT	PERCENT ABOVE BENCHMARK LEVEL	PERCENT BELOW BENCHMARK LEVEL	PERCENT OF BENCHMARKS REPORTED	PERCENT OF BENCHMARKS NO DATA REPORTED	PERCENT TOTAL OF BENCHMARKS
Northeast Iowa Comm. College	89%	5%	95%	5%	100%
North Iowa Area Comm. College	100%	0%	100%	0%	100%
Iowa Lakes Community College	100%	0%	100%	0%	100%
Northwest Iowa Comm. College	100%	0%	100%	0%	100%
Iowa Central Comm. College	84%	16%	100%	0%	100%
Iowa Valley Community College Dist.	68%	32%	100%	0%	100%
Hawkeye Comm. College	89%	11%	100%	0%	100%
Eastern Iowa Community College Dist.	95%	5%	100%	0%	100%
Kirkwood Community College	89%	11%	100%	0%	100%
Des Moines Area Community College	74%	26%	100%	0%	100%
Western Iowa Tech Comm. College	100%	0%	100%	0%	100%
Iowa Western Comm. College	100%	0%	100%	0%	100%
Southwestern Comm. College	89%	11%	100%	0%	100%
Indian Hills Comm. College	95%	5%	100%	0%	100%
Southeastern Comm. College	89%	11%	100%	0%	100%

Source: State Aggregated NRS Report: Program Year 2005; Tables 4B and 5

Table 11

Benchmark Performance Reported By The Number Above Benchmark Level, Number Below Benchmark Level And Number No Data Reported Referenced By Instructional Program And Educational Functioning Level

Column A	Column B	Column C	Column D	Column E (Col. C + Col. D)	Column F	Column G (Col. E + Col F)
INSTRUCTIONAL PROGRAM	EDUCATIONAL FUNCTIONING LEVEL	NUMBER OF COMMUNITY COLLEGES ABOVE BENCHMARK LEVEL	NUMBER OF COMMUNITY COLLEGES BELOW BENCHMARK LEVEL	NUMBER OF COMMUNITY COLLEGES REPORTING	NUMBER OF COMMUNITY COLLEGES NO DATA REPORTED	TOTAL NUMBER OF COMMUNITY COLLEGES
STATE BENCHMARKS						
Pre/Post Assessment By Instructional Program						
Adult Basic Education (ABE)		8	7	15	0	15
English As-A-Second Language (ESL)		15	0	15	0	15
Adult Secondary Education (ASE)		13	2	15	0	15
OTHER STATE BENCHMARKS						
GED Pass Rate		15	0	15	0	15
Basic Skills Credential Increase		7	8	15	0	15
INSTRUCTIONAL PROGRAM (NRS Benchmarks)						
ADULT BASIC EDUCATION (ABE)	ABE Beginning Literacy	11	4	15	0	15
	ABE Beginning Basic	14	1	15	0	15
	ABE Intermediate Low	15	0	15	0	15
	ABE Intermediate High	14	1	15	0	15
ADULT SECONDARY EDUCATION (ASE)	ASE Low	15	0	0	0	15
ENGLISH AS-A SECOND LANGUAGE (ESL)	ESL Beginning Literacy	14	0	14	1	15
	ESL Beginning	15	0	15	0	15
	ESL Intermediate Low	15	0	15	0	15
	ESL Intermediate High	15	0	15	0	15
	ESL Advanced Low	10	5	15	0	15

Table 11 (Continued)

**Benchmark Performance Reported By The Number Above Benchmark Level, Number Below Benchmark Level
And Number No Data Reported Referenced By Instructional Program And Educational Functioning Level**

Column A	Column B	Column C	Column D	Column E (Col. C + Col. D)	Column F	Column G (Col. E + Col F)
INSTRUCTIONAL PROGRAM	EDUCATIONAL FUNCTIONING LEVEL	NUMBER OF COMMUNITY COLLEGES ABOVE BENCHMARK LEVEL	NUMBER OF COMMUNITY COLLEGES BELOW BENCHMARK LEVEL	NUMBER OF COMMUNITY COLLEGES REPORTING	NUMBER OF COMMUNITY COLLEGES NO DATA REPORTED	TOTAL NUMBER OF COMMUNITY COLLEGES
FOLLOW-UP MEASURES (NRS Benchmarks)						
Entered Employment		13	2	15	0	15
Retained Employment		12	3	15	0	15
Obtained a GED or Secondary School Diploma		15	0	15	0	15
Entered Postsecondary Education Or Training		15	0	15	0	15

Source: State Aggregated NRS Report: Program Year 2005; Tables 4B and 5
Iowa's Community College Basic Literacy Skills Credential Program Annual Report: Program Year 2005; Tables 1-2.

Table 12

**Benchmark Performance Reported By The Percent Above Benchmark Level, Percent Below Benchmark Level
And Percent No Data Reported Referenced By Instructional Program And Educational Functioning Level**

Column A	Column B	Column C	Column D	Column E (Col. C + Col. D)	Column F	Column G (Col. E + Col F)
INSTRUCTIONAL PROGRAM	EDUCATIONAL FUNCTIONING LEVEL	PERCENT OF COMMUNITY COLLEGES ABOVE BENCHMARK LEVEL	PERCENT OF COMMUNITY COLLEGES BELOW BENCHMARK LEVEL	PERCENT OF COMMUNITY COLLEGES REPORTING	PERCENT OF COMMUNITY COLLEGES NO DATA REPORTED	TOTAL PERCENT OF COMMUNITY COLLEGES
STATE BENCHMARKS						
Pre/Post Assessment By Instructional Program						
Adult Basic Education (ABE)		53%	47%	100%	0	100%
English As-A Second Language (ESL)		100%	0%	100%	0	100%
Adult Secondary Education (ASE)		87%	13%	100%	0	100%
OTHER STATE BENCHMARKS						
GED Pass Rate		100%	0%	100%	0	100%
Basic Skills Credential Increase		47%	53%	100%	0	100%
INSTRUCTIONAL PROGRAM (NRS Benchmarks)						
ADULT BASIC EDUCATION (ABE)	ABE Beginning Literacy	73%	27%	100%	0	100%
	ABE Beginning Basic	93%	7%	100%	0	100%
	ABE Intermediate Low	100%	0%	100%	0	100%
	ABE Intermediate High	93%	7%	100%	0	100%
ADULT SECONDARY EDUCATION (ASE)	ASE Low	100%	0	0	0	100%
ENGLISH AS-A SECOND LANGUAGE (ESL)	ESL Beginning Literacy	93%	0%	93%	7%	100%
	ESL Beginning	100%	0%	100%	0%	100%
	ESL Intermediate Low	100%	0%	100%	0%	100%
	ESL Intermediate High	100%	0%	100%	0%	100%
	ESL Advanced Low	67%	33%	100%	0%	100%

Table 12 (Continued)

Benchmark Performance Reported By The Percent Above Benchmark Level, Percent Below Benchmark Level And Percent No Data Reported Referenced By Instructional Program And Educational Functioning Level

Column A	Column B	Column C	Column D	Column E (Col. C + Col. D)	Column F	Column G (Col. E + Col F)
INSTRUCTIONAL PROGRAM	EDUCATIONAL FUNCTIONING LEVEL	PERCENT OF COMMUNITY COLLEGES ABOVE BENCHMARK LEVEL	PERCENT OF COMMUNITY COLLEGES BELOW BENCHMARK LEVEL	PERCENT OF COMMUNITY COLLEGES REPORTING	PERCENT OF COMMUNITY COLLEGES NO DATA REPORTED	TOTAL PERCENT OF COMMUNITY COLLEGES
FOLLOW-UP MEASURES (NRS Benchmarks)						
	Entered Employment	87%	13%	100%	0	100%
	Retained Employment	80%	20%	100%	0	100%
	Obtained a GED or Secondary School Diploma	100%	0%	100%	0	100%
	Entered Postsecondary Education Or Training	100%	0%	100%	0	100%

Source: State Aggregated NRS Report: Program Year 2005; Tables 4B and 5
Iowa's Community College Basic Literacy Skills Credential Program Annual Report: Program Year 2005; Tables 1-2.

OBSERVATIONS AND SUMMARY

The purpose of this section is to summarize the benchmark results for Program Year 2005 and to provide observations which can serve as the basis for continuous program improvement. The following observations provide a summary of benchmark attainment:

- **Pre/Post Assessment Results** – An analysis of pre/post assessment results indicates that **79%** of the total enrollees who were pre-assessed were also post-assessed. This percentage represents a diligent effort to obtain post assessment results. **The goal for Program Year 2005 was to achieve a 70-75% pre/post assessment result for all program enrollees. This goal was met.**
- **State Benchmarks** – Iowa's adult literacy program met or exceeded **5 out of 5 (100.00%)** of the state mandated benchmarks.
- **Educational Gain Benchmarks** – An analysis of the educational gain benchmarks indicated that **7 out of 10 (70%)** educational functioning levels met or exceeded the negotiated benchmark levels for the "total enrollment" category. The three (3) educational functioning levels which did not meet the negotiated benchmark levels were: (1) "Beginning Literacy ESL", (2) "Beginning ESL", (3) "Low Advanced ESL". The analysis of the educational gains benchmarks for the "pre-post assessment" category indicated that **9 out of 10 (90%)** educational functioning levels met or exceeded the negotiated benchmark levels. The educational functioning level which did not meet the negotiated benchmark level was "Low Advanced ESL". **The educational functioning level of "Low Advanced ESL" did not meet the negotiated benchmark level for either the "total enrollment" or "pre-post assessment" categories.**
- **Follow-up Benchmarks** – Iowa exceeded the negotiated benchmark levels for the four follow-up core indicators (**100% attainment**).
- **Overall Benchmark Attainment** – Iowa's statewide adult literacy program met or exceeded **16 out of 19 (84%)** benchmarks when calculated against the "total enrollment" category for the "educational gain" benchmark category. Iowa's statewide adult literacy program met or exceeded **18 out of 19 (95%)** benchmarks when calculated against the "pre-post assessment" category for the "educational gain" benchmark category.
- **Incentive Grant Eligibility** – **Five out of 15 (33%)** community colleges met or exceeded 19 benchmarks and qualified for an incentive grant.
- Program Year 2005 was the fifth year that Iowa's statewide adult literacy program has reported benchmarks based on aggregated state data which met all of the NRS criteria. The main area of focus for benchmark improvement during Program Year 2005 was the "Low Advanced ESL" educational functioning level. The areas in which the benchmarks were successfully attained by the majority of the local program providers were: (1) Intermediate ABE, Advanced ABE and ASE educational functioning levels, (2) entered employment, (3) retained employment, (4) GED diploma attainment, (5) entered post-secondary education and training, (6) pre-post assessment, (7) GED pass rate, and (8) basic skill credentials.

In summary, it was observed that:

- There was a **slight decrease** from Program Year 2004 to Program Year 2005 in the percentage of program enrollees who received pre-post assessments. The overall pre/post assessment rate **decreased** from 85% for Program Year 2004 to 79% for Program Year 2005. The decreases for the three instructional programs ranged from a nine percent decrease for ABE and a four percent decrease for both ESL and adult secondary. The overall goal for Program Year 2006 is to increase pre-post assessment percentages to the Program Year 2004 level, but by the same token, ensure that educational gains for ABE, ESL, and ASE instructional programs remain high.

- There was a significant improvement in ESL benchmark attainment over Program Year 2004. This improvement met an overall Iowa adult literacy program continuous improvement goal that was established for Program Year 2005. It also represented a focused effort on the part of the local adult literacy programs to improve benchmark performance for the ESL instructional program.
- The benchmark improvement goal for Program Year 2005 was to meet or exceed **90%** of the negotiated benchmark levels. **This goal was met.**
- The major focus area for benchmark attainment improvement for Program Year 2006 is the English-as-a-Second Language instructional program for the “**Low Advanced ESL**” educational functioning level.

This report provides base line benchmark data against which succeeding program year’s benchmark data can be evaluated. The benchmark data can serve as the basis for local and state program improvement for Program Year 2006. **The overall goal for benchmark improvement for Program Year 2006 is to maintain benchmark attainment at the 95% level.**