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New York State Education Department
Instructions for the Report Card for Adult Education Providers

This document explains in detail how the report card for adult education providers was calculated by New York State. The explanations are divided into the following sections:

I. Background and history of the Report Card
II. Description of the four component measures of the Report Card
III. Explanation how the Report Cards assess compliance with NYS performance benchmarks
IV. Explanation of how quartile ranks are created by comparing performance of programs statewide
V. Assigning Proficiency Rating
VI. Using Weighted Gain to Evaluate Performance
VII. Tour of the Report Card

I. BACKGROUND

In August 2005, a team comprised of staff from the New York State Education Department (NYSED), the Literacy Assistance Center ALIES office (LAC), and the Regional Adult Education Network attended a workshop in Santa Fe, New Mexico to develop State and local report cards that would visually display key elements of program performance. This workshop was developed by the American Institute for Research and the US Department of Education. The five states selected to participate were asked to use the report cards for five years.

The New York State Team has created a report card that features the following:

- Scores on 4 key NRS related measures and a combined overall score based on the 4 scores. The overall score will be used to designate programs as 'unacceptable', 'Needs Improvement", 'Proficient', or 'Highly Proficient'.
- Total enrollment for the program (Note: Enrollment includes those students who have met the threshold criteria of a minimum of 12 contact hours and a valid pre test.)

This report card is intended for use by the following audiences:

- **Programs.** Program managers can use the report card to understand how their programs are faring in comparison to the rest of the state. They can use the scores to highlight areas to focus on to improve their programs as well as understand gaps in their service delivery. The statistics in the report are based on their NRS reported data from Fiscal Year '09 (7/1/08 – 6/30/09). The technical assistance and funding they receive from NYSED is dependent on these scores as described below.
- **NYSED personnel**, The NYSED Adult Education and Workforce Development (AEWD) team will use the report cards to evaluate programs and direct technical assistance. Agencies receiving an unacceptable rating could be placed under corrective action. They could be required to develop a corrective action plan and would receive technical assistance. Those agencies placed under corrective action will be given from one to three years to improve performance. If after three years performance did not improve so that they are no longer in the unacceptable category, funding could be terminated.
- **Others.** Policy makers, researchers and members of the community can use these reports to assess the effectiveness of individual programs.

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II. THE FOUR NRS COMPONENT MEASURES

In the NYS Adult Education Report card, scores are based on 4 NRS performance measures. The process of calculating these scores are described below.

1. Educational Gain.

Educational gain is defined as moving from one Educational Functioning Level (EFL) as defined by the National Reporting System (NRS) for Adult Education to a higher EFL on the basis of a pretest-posttest comparison. While there are 4 Adult Basic Education (ABE), 2 Adult Secondary Education (ASE) and 6 English as a Second Language (ESL) levels in the NRS guidelines, the second ASE level is not included in the report card calculations because educational gain in the second ASE level is defined as passing the GED, documented elsewhere in the NRS report. To account for the great variation in enrollment at each EFL among programs, the educational gain percentage is calculated across all 11 ABE, ASE and ESL levels. Thus the educational gain measure is calculated using the formula:

$$\frac{\text{Number of students moving from one EFL to a higher one}}{\text{Number of students enrolled in 11 EFLs (based on their pretest score)}}$$

Using Weighted Gain. The FY09 Report Card will assign different weights to gains demonstrated by students at different functioning levels. The different weights reflect the difficulties in serving students at some levels more than others. Please see the end of the document for a detailed explanation of how the weighting is applied to the scores on the report cards.

2. Follow-up Measures

The follow-up outcome performance measure is calculated based on the number of students identifying any of the four follow-up goals and the number achieving them. The follow-up goals are: entered employment, retained employment, earned secondary credential, and entered postsecondary education or training. For the FY09 Report Cards, the employment follow-up outcome was included but retained/improved employment was NOT included. The three follow up outcomes that are included in this report card are entered employment, earned secondary credential, and entered post secondary education or training. The measure is calculated using the formula:

$$\frac{\text{Number of students with a goal of achieving a follow-up measure, exiting the program and achieving the outcome}}{\text{Number of students with the goal of achieving a follow-up measure and exiting the program}}$$

Please note that the calculation above DOES NOT include the measure of retaining/improving employment for FY08/09.

3. Goal Setting.

Past analyses indicate that many programs have not been identifying a sufficient number of students as having the goals of achieving any of the NRS follow-up measures. Accordingly, in FY05/06, NYSED had established targets for goal setting in the areas of employment and postsecondary education and made it an important part of the report cards. These include:
- Of those students who are unemployed and in the labor market (i.e. seeking employment) that at least 70% should have a goal of employment
- Of those students with a goal of obtaining a high school equivalency or regular high school diploma 50% should have a goal of entering postsecondary education.
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The goal setting measure for employment is calculated using the formula:

$$\frac{\text{Number of students with a goal of obtaining employment}}{\text{Number of unemployed students who were in the labor market}}$$

The goal setting measure for post-secondary education is calculated using the formula:

$$\frac{\text{Number of students with a goal of getting a GED or secondary school diploma who also have a goal of entering postsecondary education or training}}{\text{Number of students with a goal of getting a GED or secondary school diploma}}$$

4. Response Rate.
The inability of programs to achieve a minimum 50% response rate for surveying exited students to determine whether they achieved follow-up measures has cost NYS millions of dollars in federal incentives. To correct this problem, NYSED has incorporated the survey response rate as one of the 4 measures in the report card. The measure is calculated using the formula:

$$\frac{\text{Number of students with a goal of achieving a follow-up measure, exited the program and responded to the survey}}{\text{Number of students with the goal of achieving a follow-up measure who exited the program}}$$

Please note that, for the FY09 Report Card, NYSED will only review the survey percentages for students with the goals of obtaining employment, earning a GED or secondary school diploma and entering postsecondary education or training.

III. Compliance with NYS Performance Benchmarks

NYSED expects all adult education programs receiving state and federal funds to meet minimum performance requirements for educational gain and achievement of follow-up outcomes. Please see above section for explanations of these measures. The standards are based on the average performance of programs statewide on these measures for the previous year. Thus the standards for this year (FY09) are based on performance averages for the previous year (FY08). Below are the benchmarks based on program performance in fiscal year 08.
- In FY08, 41% of all students in programs statewide moved from their initial testing level to a higher educational functioning level
- In FY08, 59% of students in programs statewide with the goals of a) obtaining employment, b) getting a GED or secondary school diploma and/or b) entering postsecondary education or training achieved those goals.

When an adult education program has met BOTH benchmarks as described above, the program is COMPLIANT with NYS Performance Benchmarks and is considered "Proficient".

IV. Creation of Quartile Ranking and Scores for NRS Component Measures

Two of the four NRS Performance Measures, educational gain (weighted gain) and follow-up measures, have been ranked and given a Quartile Ranking, which is a measure of the program's performance relative to other adult education programs in New York State. A quartile ranking is a single digit number with 2 decimal places (eg. 1.27). The number before the decimal, a quartile value with the possible values of 0, 1, 2, 3 and 4, places the program in one of 4 quartile ranges. The first range represents the bottom 25% of programs in a specific area of performance such as educational gain or entering training. The top quartile range includes the highest performers. The two decimal values provide additional information on the relative ranking of programs within each quartile. Thus a program with a quartile ranking of 3.47 is performing better than one with a ranking of 3.20 even though they both fall within the same quartile range. The table below shows the possible quartile ranges and the significance of each range.

Quartile Ranking	Position	Significance of Ranking for Program
0	*Lowest score possible*	
0 – 0.99	First Quartile Range	Performance considered "Unacceptable" if program does not meet NYS Benchmarks for Educational gain and Follow up outcome achievement. Program considered 'Proficient' if programs meets NYS Benchmarks for Educational gain and Follow up outcome achievement.

Quartile Ranking	Position	Significance of Ranking for Program
1.00 – 1.99	Second Quartile Range	Performance considered "Needs Improvement' if program does not meet NYS Benchmarks for Educational gain and Follow up outcome achievement. Program considered 'Proficient' if programs meets NYS Benchmarks for Educational gain and Follow up outcome achievement.
2.00	*Median score. Half the programs performed this score and the other half performed better than programs with this score.*	
2.00 – 2.99	Third Quartile Range	Performance considered "Needs Improvement' if program does not meet NYS Benchmarks for Educational gain and Follow up outcome achievement. Program considered 'Proficient' if programs meets NYS Benchmarks for Educational gain and Follow up outcome achievement.
3.00 – 4.00	Fourth Quartile Range	Performance considered "Needs Improvement' if program does not meet NYS Benchmarks for Educational gain and Follow up outcome achievement. Program considered 'Highly Proficient' if programs meets NYS Benchmarks for Educational gain and Follow up outcome achievement.
4.00	*Best score possible. Programs with this score are the best performers in the state.*	

The last 2 measures, goal setting and response rate were not ranked but given a pass/fail score, based on whether the program met the state standards. The table below indicates how each measure was scored.

Performance measure	Scoring Logic
Goal Setting	
Employment Goal setting	If measure is below 70 percent, program receives a score of 0, if at or above a score of 2.
Post-secondary goal setting	If measure is below 50 percent, program receives a score of 0, if at or above, a score of 2.
Total Goal Setting score	Total of the above 2. Possible values are 0, 2 and 4
Response Rate	If measure is below 50 percent, program receives a score of 0, if at or above, a score of 4.

Final Score for Measure. Each NRS component measure has been given different weights based on the relative importance in evaluating programs. Educational gain is the highest priority measure and is responsible for 50% of the total score. Accordingly the quartile ranking for that measure is multiplied by 4 to arrive at the final score for educational gain. Thus a program with a quartile of ranking of 3.20 will receive a final score of 12.82 (3.2 x 4) for educational gain. Below is a table that explains the method for calculating final scores for all NRS component measures.

NRS Component Measure	Percent of total score	Formula for calculating final score	Range of possible values
Educational Gain (Weighted)	50%	Quartile Ranking x 4	0 – 16
Follow-up Measures	25%	Quartile Ranking x 2	0 – 8
Goal Setting	12.5%	No further calculations	0 – 4
Survey Response Rate	12.5%	No further calculations	0 – 4

Total Score for all NRS Component Measures. The final scores on all measures have been added to arrive at the total score. The minimum total score a program can receive is 0 and the maximum 32.

Performance Quartile. The total scores have been ranked again and given a Performance Quartile using the same logic as described above. This measure summarizes the performance of the adult education program on all NRS component measures.

V. Assigning Proficiency Ratings

NYSED assigns a program a proficiency rating based on two factors:
- The Performance Quartile for that program as described above
- Compliance with NYS Performance Benchmarks (also described above)

A program will receive one of four possible ratings
- **Unacceptable.** These programs performed in the bottom 25% based on the 4 measures described above. They also did not meet the NYS benchmarks for program performance based on FY08 statistics. These programs will be placed in corrective action and asked to submit a correction plan to their NYSED regional representative and local RAEN director.
- **Needs Improvement.** These programs performed in the top 75% of the state based on their Final Score but did not meet one or both of the NYS performance benchmarks. These programs may or may not be asked to submit a corrective action plan.
- **Proficient.** Proficient programs are those who were neither in the top or bottom quartiles based on performance AND met both NYS Performance benchmarks.
- **Highly Proficient.** These are the highest performing programs in the state. Their performance quartile places them in the top 25% AND they also meet both NYS Performance Benchmarks.

Please use the grid below as a guide to the Proficiency rating logic.

Compliance with NYS Benchmarks	Performance Quartiles			
	Q1	**Q2**	**Q3**	**Q4**
Compliant with benchmarks	Proficient	Proficient	Proficient	Highly proficient
Not Compliant with benchmarks	Unacceptable	Needs Improvement	Needs Improvement	Needs Improvement

VI. Using Weighted Gain to Evaluate Program Performance

Below is a description of the process used to weight educational gain percentages on the FY09 Report Card. The purpose of this weighting is to give more credit to programs who serve harder-to-serve students (based on their statewide educational gain percentages) successfully.

The table below represents the students making gain at different levels for a hypothetical agency.

Educational Levels	Enrollment	# Making Gain	Program Performance	NYS FY08/09	Weights	Weighted # Making Gain
ABE 1	25	12	48%	45%	1.22	15
ABE 2	84	51	61%	41%	1.29	66
ABE 3	236	173	73%	39%	1.32	228
ABE 4	98	68	69%	34%	1.42	97
ASE 1	128	72	56%	39%	1.34	96
ESL 1	75	39	52%	39%	1.33	52
ESL 2	45	24	53%	**58%**	**1.00**	24
ESL 3	138	78	57%	56%	1.03	80
ESL 4	49	12	24%	49%	1.16	14
ESL 5	75	32	43%	45%	1.23	39
ESL 6	43	26	60%	35%	1.39	36
Total	**996**	**587**	**59%**			**747**
					Weighted Gain %	**75%**

This analysis takes the following steps:

1. The state percentages for educational gain are reviewed for each Educational Functioning Level (EFL). In the table below, these numbers are represented in column E.

2. The highest percentage is used for determining weights for all other levels. In the table below, the highest percentage is for ESL 2 at 58%. This means that students in the ESL 2 level had the easiest time progressing to the next level statewide. ESL 2 is then given a weight of 1.

3. All other levels will have higher weights. These weights are calculated using the following formula:
   Weight = ((0.58 - state percentage of gain at that level)/0.58)+1

   This formula will assign all other levels a weight of more than 1. The weights for each level are shown in the table labeled "Weights". This means that, for example, a student making gain from ABE level 1 (which has a weight of 1.22) is worth 1.22 times a single student progressing from ESL level 2.

4. The weight for each level is multiplied with the number of students making gain (the numerator in the educational gain calculation). This will increase the number of students making gain at all levels except ESL level 2, which will be the same. It also means that, for example, a student making gain from ABE level 1 (which has a weight of 1.22) is worth 1.22 times a single student progressing from ESL level 2. This number is called the Weighted # Making Gain.

5. The numbers in "Weighted # Making Gain" is totaled and divided by total enrollment for the program (minus ASE High) to yield an overall weighted percent making gain. This is usually a higher number than the percentage of students making gain. In the example below, the old number, percentage of students making gain is 59% and less than the new number, "Weighted Gain %" which is 75%.

6. This weighted percent from all programs are compared to each other to yield quartile scores in a similar way to the old report card calculations. This will change the relative ranking of programs on the educational gain measure depending on the mix of students enrolled in that program.

7. Please note: while calculating weighted gains, the calculation is not rounded off until the very last step so if you are manually trying to duplicate the weighted EFLs, you may arrive at a slightly different percentage as you will be using rounded numbers in your calculations prior to the last step.

VII. Tour of the Report Card

This section contains brief descriptions of the information displayed on the report card

1. **Program Name.** Self explanatory

2. **FY08 Enrollment.** Number of students enrolled in the program for the year beginning July 1, 2007 and ending June 30th, 2008.

3. **FY09 Enrollment.** Number of students enrolled in the program for the year beginning July 1, 2008 and ending June 30th, 2009.

SUMMARY PAGE

The front Summary page of the report card displays information about program performance in a nutshell. More detailed information is found on the second Details page.

4. **Compliance with NYS Performance Benchmarks.** Please see Section III above for a complete explanation of this section. For the measures of educational gain and follow-up outcomes, the fields in this section include:
    a. Program performance. These percentages indicate how well the program did on the key measures of educational gain and follow-up outcome achievement. Detailed descriptions of these measures can be found in Section II.
    b. NYS Benchmarks. These percentages represent statewide performance on the two measures in fiscal year '08.
    c. Whether Benchmark is met. This section indicates whether a program met the benchmark or not on each of these two measures.
    d. NYS Benchmark Performance. If a program met both NYS performance benchmarks this field will indicate the program 'Meets NYS Benchmarks'. If the program missed one OR both of the NYS benchmarks, the field will display 'Does Not Meet NYS Benchmarks'.

5. **FY09 Performance Measures.** This section displays the following fields for the 4 component measures.
    a. Quartile Rank. Please see Section IV for an explanation of this measure.
    b. Score. Please see Section IV for an explanation of this measure.
    c. NYS Performance Status. This field indicates which quartile the program is in for that measure.

6. **Overall Performance.** This section summarizes the program's performance and displays the following fields:
    a. Quartile Rank. Please see Section IV for an explanation of this measure.
    b. NYSED Proficiency Rating. Please see Section V for an explanation of this measure.

DETAILS PAGE

The second page of the Report Card contains details on how the statistics displayed on the summary page are calculated.

7. **Educational Gain**
    Please see Section II for a description of the NRS measure of educational gain.
    a. Educational levels. The educational functioning level as determined by the pretest of the student
    b. Enrollment. The number of students in each educational functioning level in fiscal year '09

    c.   # Making Gain. The number of students advancing to the next NRS level based on a post-test to pre-test comparison

    d.   Program Performance. The percentage of students showing educational gain. See Section II for more details

    e.   NYS FY08/09. Statewide performance at each educational functioning level

    f.   Weights. See Section VI for details.

    g.   Weighted # Making Gain. See Section VI for details

    h.   Quartile Ranking. See Section IV for details

    i.   Final Score. See Section IV for details

8. **Follow-up Outcomes, Goal Setting, Survey Response**

The next three sections provide details about program performance in the other 3 NRS component measures. See Section II for details on the measures.

    a.   Program Performance. The performance of the program on this measure

    b.   NYS Benchmark. The state benchmark for this measure. For follow-up outcomes the benchmark is based on statewide performance for these measures in the FY08 fiscal year. See Section II for the state benchmarks for the other measures.

    c.   Meets NYS Benchmark. Indicates a 'Yes' if the program met or exceeded the State benchmark and "No' if it does not.

    d.   Quartile Ranking. See Section IV for details

    e.   Final Score. See Section IV for details.

9. **Total Score.** See Section IV for details.

10. **Quartile Ranking Based on Total Score.** See Section IV for details.