

Core Service Report

GED Instruction

Consumer Category:
Educational / Employment Limitations

Primary Consumer Group:
**Persons with Educational Disadvantages
Out of School**



February 2007

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COMPANION REPORTS

In addition to the information included in this report, a report of the other core services (80 in total), community leader key informant interviews, United Way - First Call for Help staff focus groups, consumer snapshots, and e-survey of United Way funded executive directors, board presidents, and United Way Community Investment staff are available at <http://www.uws.org>.

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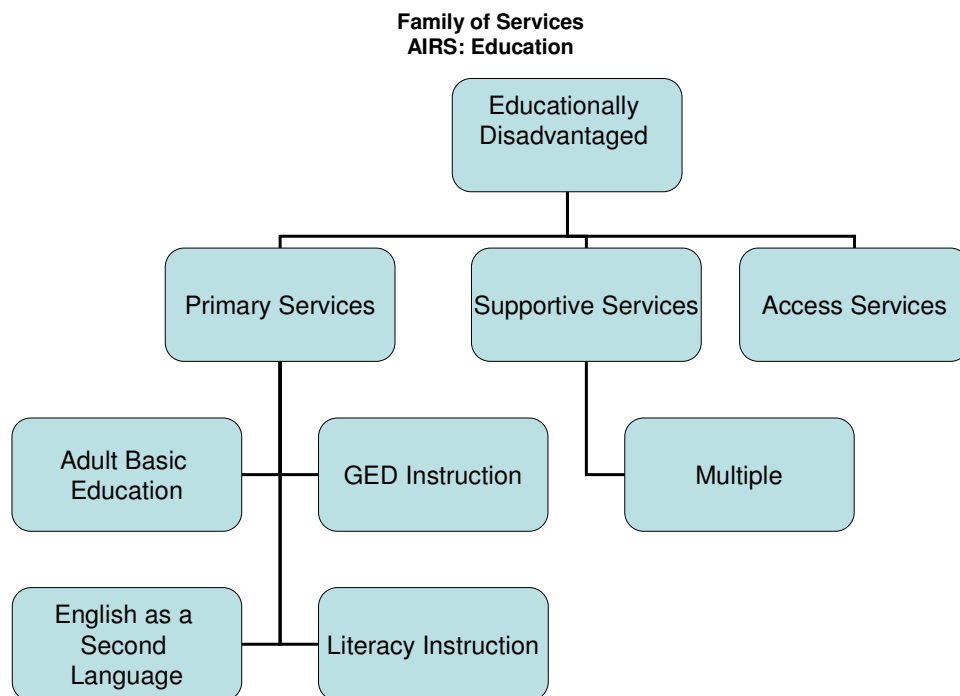
SNAPSHOT

AIRS Code Level I: H - Education
AIRS Code Level II: HH – Educational Programs
Core Service: GED Instruction HH-050.250-25

Investment Committee: Learning and Earning for Life
Cluster: Education

AIRS Definition: Programs that provide instruction for adults and eligible minors who have elected to take a series of tests that measure the extent to which they have gained the knowledge, skills, and understanding ordinarily acquired through a high school education. Instruction and testing focus on writing, social studies, science, reading and mathematics. Individuals who pass the tests receive high school equivalency certificates.

The GED Instruction Program is part of a family of services for persons who are out of school and educationally disadvantaged. It is one of four services targeting this consumer group. (See figure below.)



Core Service Environment

The GED is supposed to serve as an important credential of achievement for high school dropouts. It is designed to measure skills similar to those needed to obtain a regular high school degree. Dropouts who obtain a GED become eligible for a number of employment and educational opportunities to which they would not otherwise have access. Although the military accepts few GED recipients, GED graduates can enroll in about 95 percent of U.S. colleges and universities and are eligible for federal aid for post-secondary education. (GEDTS, 1997 in Chaplin, 1999)

The Adult Education and Family Literacy Act (Title II of The Workforce Investment Act) was signed into law on August 7, 1998 (WIA—P.L. 105-220). It reformed federal employment, adult education, and vocational rehabilitation programs by creating an integrated “one-stop” system of workforce investment and education activities for adults and youth. The provisions of this act are administered by the U.S. Department of Education.

The U.S. Department of Education’s Division of Adult Education and Literacy (DEAL) currently funds adult education programs in all 50 states by allocating resources to the states. States then distribute funds to qualifying entities. DEAL’s goal is to help American adults get the basic skills needed to be productive workers, family members, and citizens. Programs covered by these funds include basic literacy, GED instruction, English as a second language, and family literacy (U.S. Department of Education, 2005).

Core Service Consumers

The target population addressed in this core service report is adults ages 18 and older who do not have a high school diploma.

National high school graduation rates continue to remain low, which contributes to the high need for adult basic education. Across the United States, estimates indicate that only 68 percent of students entering 9th grade graduate with a regular diploma in 12th grade. Minorities have the lowest graduation rates (Orfield, Losen, Wald & Swanson, 2004).

GED recipients include many older youth and adults who are unlikely to return to high school, even in the absence of the GED program. In addition, a large proportion of GED holders are teenagers. More importantly, the proportion of teenagers with new high school credentials and GEDs is large and growing. This evidence suggests that many young teenagers may be making the decision to obtain a GED in place of obtaining a regular diploma (Chaplin, 1999).

In 1995 approximately 787,000 persons were tested, compared to slightly fewer than 666,000 in 2004. For the same periods, approximately 493,000 (63 percent) and 406,000 (61 percent) passed, respectively. There was a peak in test-taking in 2001, with the phase-out of the 1998 test battery and then a large dip in 2002. The numbers are beginning to rebound but have not yet reached year 2000 levels.

In the United States in 2002, 55.3 percent of GED candidates were white, 21.5 were African American, 18.1 percent were Hispanic, and 2.7 percent were Native American or Alaska Native.

In Cuyahoga County, there has been an increase in the percent of the 25 years and older population with high school diplomas. According to the American Community Survey, the estimated change went from 84 percent in 2000 to 88 percent in 2004. In addition:

- Those with less than high school went from 17 percent of the 25+ populations to 13 percent during the same time period.
- The population of 16 to 19 years not enrolled in school and not a high school graduate has typically been relatively stable at 8 percent, with a low of 6 percent in 2004 and a high of 10 percent in 2001.
- Persons who are unemployed and not in the labor force have varied by year.

In 2000, 202,501 individuals 18 and older in Cuyahoga County were estimated to be without a high school diploma and in need of GED Instruction. The number of individuals 18 and older without a high school diploma is projected to decrease to 196,440 by 2015 because of population shifts.

Core Service Delivery

The definition of the core service for this report is as follows: programs that provide instruction for adults and eligible minors who have elected to take a series of tests that measure the extent to which they have gained the knowledge, skills, and understanding ordinarily acquired through a high school education. Instruction and tests focus on writing, social studies, science, reading, and mathematics. Individuals who pass the tests receive high school equivalency certificates.

The GED is designed to measure skills similar to those needed to obtain a regular high school degree and consists of 5 multiple-choice sections, as well as a timed essay. The full test lasts over 7 hours and the pass marks are set high enough so that approximately one third of high school graduates would not pass (GEDTS, 1998 in Chaplin, 1999)

Based on United Way - First Call for Help's (FCFH) database (February 2005), there are 23 GED program providers operating from 56 different sites, 13 of which are government and 10 are nonprofit. In FY 2004 (July 2003 to June 2004), United Way did not fund any providers. FCFH call data shows an increase in the number of total requests for GED programs in the county: from 145 in 2000 to 308 in 2004 (112 percent increase). Over the same five-year period, FCFH had 1,153 requests for information about GED programs. Of these requests, they were able to make referrals to 99 percent of callers.

GED programs are funded primarily through the Adult Education and Family Literacy Act from two sources: a) federal grants to state departments of education, and b) the required match for the program from state departments of education. Federal funding for the AEFLA program has decreased in recent years. In FY 2005, \$569.7 million was allocated, and in FY 2006, \$564 million. The Bush Administration's 2007 budget calls for flat funding of the program.

Between 2002 and 2004, local funding for the entire ABLE program in Cuyahoga County fell from \$3,590,838 to \$3,064,623. No specific breakdown by ABLE components (i.e., basic literacy, GED, ESOL) was available. An allocation was given to the service providers who determined the distribution across service components. Forty-three of the 47 providers funded by ABLE offered GED services in Cuyahoga County. The City of Cleveland's Community Development Block Grant (CDBG) funding levels remained level \$27,300.

As of May 11, 2006, just over \$37,000 in revenues for GED instruction programs has been identified countywide. Seventy-three percent of the revenues comes from Cleveland's Community Development Block Grant and the remaining 27 percent from United Black Fund.

Each test site determines its cost to administer the GED. The usual range is \$40-\$60 for the full battery of five tests. Test sites also may charge for re-tests.

Per Ohio's state budget, through a combination of state and federal funding, the annual cost per enrollee of adult basic and literacy education, which includes GED instruction, is \$458 (State of Ohio Office of Budget and Management, 2006).

What Works; What Doesn't

The theories behind adult learning are changing and expanding. Formal learning activities such as classroom teaching are now only one method by which adults can learn. Self-directed and transformational learning are theories that surfaced in the late 20th century. New schools of thought related to emotions, consciousness, and somatic knowing are being considered and explored in relation to adult learning.

According to Strawn and Duke (2005), persons who increase their skills and obtain credentials through adult education see sizeable increases in their earnings. In a national study of welfare-to-work programs, those who got a GED saw their annual earnings increase by 30 percent, while those who went on from adult education to post-secondary increased their earnings by 47 percent.

Over the past several decades there have been many studies that questioned the effectiveness of the GED on multiple measures of effectiveness. In many cases they were found to be comparable to high school dropouts in future employment and earnings. The curriculum and testing have been upgraded multiple times over the years to reflect changes in the high school curricula. A comprehensive literature review of research on GED recipients (Boesel, 1998) indicates that, all things considered, it is worthwhile for a high school dropout to get a GED. Its biggest advantage is that it increases access to postsecondary education and training, which in turn tends to increase earnings. The authors argue that it is best not to consider GED participants as high school graduates in educational statistics because there are significant differences between the two groups. There is no research that finds that the GED contributes to students dropping out of school; however, the authors also caution about encouraging it as an alternative to a high school diploma. They furthermore conclude that since the 1970s neither a high school diploma nor some college have been sufficient to enable young adults to maintain earnings over the years.

Gap Analysis

The estimated universe of possible consumers is 16,200, including both realized (9,497) and unrealized (6,703) access.

I. FOREWORD

INTRODUCTION

United Way of Greater Cleveland (UW), in partnership with the Cuyahoga County Board of Commissioners, has initiated a large scale core service planning process to generate data and engage in community-wide dialogue about the community's safety net of core service and consumer needs in the Greater Cleveland area. In addition, UW envisions this process as an opportunity to better understand its role in the community and its long term capacity to improve the lives of Greater Clevelanders.

The primary goal of the Cuyahoga County core service research is to identify consumer needs and assess whether there are service gaps/duplications on a community-wide level. The findings from this research will guide future funding decisions at UW, and they will also be used to stimulate dialogue with other funders and groups in the community. United Way intends to continue to fund a broad array of "safety net" services that are important to the Greater Cleveland area. But it is hoped that the research findings will inform how UW dollars may be dispersed to have the greatest impact on current realities, needs, and priorities in the Greater Cleveland community.

METHODOLOGY

United Way contracted with MCS Consulting Service, LLC, to conduct the core service research, which focuses on both the consumers served and services provided. (See Attachment 1 for list of members of the research team.) The research team has obtained information about each core service from multiple data sources. At the end of the research process there will be substantial information available for some services and less for others, which will provide a clearer picture of what information *is* available and where there are *significant gaps*.

The questions addressed are:

- Including public policies, what are the environmental influences that are impacting both service consumers and the capacity for service delivery?
- Who are the service consumers? What are the factors that lead to a need for services? How many consumers are there? How many have there been in the past several years and what factors influenced the historic trend line? What are the projected numbers for the future? What is their demographic profile? Where do they reside? How many are receiving services funded by government and/or United Way?
- What is the philosophy that drives service delivery? Has it changed? What does the service consist of? Who provides the service?
- What are the funding sources? What are the annual revenues from government sources, federated fund raising organizations, foundations, and United Way of Greater Cleveland? What are the historic government funding trends and what is projected for the future? What is the reimbursement amount?
- What works and what doesn't work in service delivery?
- Are there service gaps, duplication, under-utilization?

The primary information sources used for this report are:

- Results of 20 focus groups with 159 direct service staff of United Way member agencies and non-members, and key informant interviews with 93 experts in the respective service areas (February 2005). Participants were asked about consumer populations that are increasing and those with unmet needs; they provided insight about specific service gaps and duplication, as well as services they perceive to be outdated or under-utilized.
- United Way Program Report data for FY 2004 (July 2003 to June 2004). Each year United Way member agencies submit information to their respective investment committees on each funded core service they provide. Among other things, this information includes a demographic profile of the consumers served, the zip codes where the consumers reside, and all revenue sources that support the service. The research team has aggregated this information for each core service.
- United Way - First Call for Help call data (2000 to 2004) - United Way - First Call for Help provides a 24/7 information and referral service through its 211 telephone line. The research team analyzed data from its large database, which includes the names of service providers for most core services, the activities they provide and the zip codes in which they and those they serve are located, the number of calls received, and whether the need was met or unmet. Unmet needs are those for which there was no resource to reference.
- Literature reviews on service trends and issues as well as best practices (i.e., what works/ what doesn't work in service delivery), including impact on the individual/family and on the community.
- Searches for information on public policies that are currently impacting consumers or service delivery.
- U.S. Census and American Community Survey data for various time periods.
- Data from funders on actual consumer populations and funding levels.

(See Attachment 2 for technical notes on the research methodology as well as limitations of the data.)

II. THE CORE SERVICE ENVIRONMENT

CORE SERVICE ENVIRONMENT

Beginning in 1988, the United States Department of Education’s National Center for Education Statistics (NCES) has published a series of reports on high school dropout and completion rates. Findings suggest that while progress was made during the 1970s and 1980s in reducing the rate of high school dropouts, the rates have since stagnated (Kaufman, Alt, & Chapman, 2004).

NCES utilizes four rates to draw a complete picture of high school dropouts and completers: the event dropout rate, the status dropout rate, the status completion rate, and the four-year completion rate. The event dropout rate estimates the percentage of students who dropped out of high school between the beginning of one school year and the next. Status dropout rates analyze a shorter period of time by measuring the percentage of individuals who are not enrolled in high school and who lack a high school credential, regardless of when they dropped out. Status completion rates measure the percentage of a given population that has a high school credential, regardless of when the credential was earned. The status completion rate will capture those who acquire a GED. Lastly, four-year completion rates measure the percentage of 9th grade students who left school over a subsequent four-year period and who did so with a high school credential.

The NCES report examined the four rates and highlighted the following:

Event Dropouts

- Five out of every 100 students enrolled in high school in October 2000 left school without successfully completing a high school program. The percentage of students dropping out of school each year has remained relatively stagnant since 1987.
- In 2001, low-income family students were six times more likely than their peers in high-income families to drop out.

Status Dropouts

- In October 2001, roughly 3.8 million 16- through 24-year-olds were not enrolled in a high school program, nor had they completed high school. This population accounts for 10.7 percent of the 35.2 million people within this age group in the United States in 2001.
- In 2001, over 43 percent of Hispanics aged 16 to 24 who were born outside of the United States were high school dropouts. Hispanics born in the United States were less likely to dropout.

Status Completion Rates

- In 2001, about 14 percent of persons ages 18 to 24 who were not enrolled in elementary or secondary school had not completed a high school education nor a GED.

Four-Year Completion Rates

- At the end of the 2000-2001 school year, the four-year high school completion rates ranged from 65 percent to 90 percent among the reporting states.

The NCES report indicated the following findings specific to the State of Ohio:

- The event dropout rate for public school students in grades 9 to 12 has fluctuated over the last decade. It reached a low of 3.9 percent in the 1998-99 and 2000-01 school years and a high of 5.4 percent in the 1995-96 school year.
- Eighty-one percent of students could be classified as four-year completers.
- Ohio’s status completion rate percentage for 18 to 24 year olds has hovered around the high 80s since the 1989-90 school year.

National and Ohio – GED Tested Persons

The GED Test provides many Ohioans who did not finish high school an opportunity to earn an Ohio High School Equivalence Diploma. Like a regular high school diploma, the GED diploma enables the diploma holder the opportunity to obtain employment, to apply for career advancement, to pursue higher education goals, or to reach a personal goal (Ohio Department of Education, 2005).

Based on 2000 Census data, the GED Testing Service, a component of the American Council on Education, determined that there were over 32 million people in the United States without a high school diploma, with over 1.1 million of these people residing in Ohio. Of this population, nationally, 1.7 percent of those without diplomas completed the battery of GED tests. On par with the nation, 1.7 percent of Ohioans without high school diplomas also completed the battery of GED tests. Not all of them passed the test. Nationally, 70 percent of the test takers passed while in Ohio almost 79 percent, or over 15,000 Ohioans, passed the GED (American Council on Education 2003).

Cuyahoga County

Data from the 1999-2000 school year indicated that two-thirds of Cleveland students who entered the Cleveland Municipal School District left without diplomas. From school years 1996-97 to 1999-2000, almost 18,000 students left the Cleveland schools, with more than half of them (over 9,000) not finishing the 10th grade. During the 2000 school year, 800 of the roughly 1,300 people who took the GED passed (Schiller & Focareta, 2001).

PUBLIC POLICY ISSUES

NATIONAL

National Laws and Regulations

There are two major public policies that impact the GED Instruction service:

- Adult Education and Family Literacy Act (AEFLA)
- Adult Basic and Literacy Education State Grants

Adult Education and Family Literacy Act (AEFLA)

The Adult Education and Family Literacy Act (Title II of The Workforce Investment Act) was signed into Law on August 7, 1998. This act, which repealed the National Literacy Act of 1991, is important to family literacy because provisions in the law specify family literacy as a viable option to meet adult education and literacy needs. One of the stated purposes of this act is to “assist adults who are parents to obtain the educational skills necessary to become full partners in the educational development of their children.” This purpose is clearly aimed at the inclusion of family literacy programs in adult education. Family literacy programs need to be aware that they are eligible providers under this law. The provisions of this act are administered by the U.S. Department of Education’s Division of Adult Education and Literacy (DAEL) within the U.S. Department of Education. The DAEL programs help American adults get the basic skills they need to be productive workers,

family members, and citizens. The major areas of support are adult basic education, adult secondary education, and English language acquisition. These programs emphasize basic skills such as reading, writing, math, English language competency, and problem-solving (U.S. Department of Education, 2005).

Adult Basic and Literacy Education State Grants

AEFLA enables the Adult Basic and Literacy Education State Grants. The FY 2006 budget proposed by the president significantly decreases funding for the Adult Basic and Literacy Education State Grants (ABLE) to a total national request of \$200 million, of which Ohio would receive just over \$4 million. This represents a significant reduction from the FY 2005 level of over \$569 million nationally and over \$118 million for Ohio. The administration states that this funding level is consistent with the its goal of decreasing funding for programs with limited impact or for which there is little or no evidence of effectiveness. The U.S. Department of Education reports that ABLE was found to have only a modest impact on adult literacy, skill attainment, and job placement, but data quality problems and the lack of a national evaluation made it difficult to assess the program’s effectiveness (Department of Education, 2005).

The Center for Law and Policy estimates that nearly half a million people—at least 470,000—would be denied literacy, adult basic education, GED, and English as a second language services due to the president’s proposed budget cuts. Because states must use 25 percent of their own monies in order to receive federal adult education funds, states may cut back on their own investment in proportion to the federal cut, resulting in even more students being turned away. Over time, these cuts will doom millions of Americans to unemployment and low-wage jobs. In addition, businesses risk a shortage of skilled workers at a time when the U.S. workforce is aging. More than 51 million American out-of-school youth and adults lack a high school diploma or GED, and 29 million are in need of English language services. However, only 2.8 million individuals can be served by current public adult education and English language efforts, according to the Department of Education. Yet the Bush Administration proposes to slash funding for these programs by nearly three-fourths (74.1 percent)—from the current \$501.1 million to \$131.4 million. Some states would be especially hard hit:

- More than half of those seeking services would have to be turned away in 11 states—Arizona, Colorado, Georgia, Idaho, Kansas, Mississippi, Nebraska, Nevada, Oklahoma, Tennessee, and Texas, as well as in Puerto Rico.
- Eleven states would lose 75 percent or more of their federal adult education funding—California, Florida, Georgia, Illinois, Michigan, New Jersey, New York, North Carolina, Ohio, Pennsylvania, and Texas.
- Another 25 states and Puerto Rico would lose at least 70 percent of their grants. Many of these same states face especially high demand for adult education services:
- In 17 states, many of them in the South or Southwest, at least 1 in 4 adults is in need of adult education and/or English language services.
- In six of these 17 states—California, Louisiana, Mississippi, New Mexico, New York, Texas—30 percent or more of all adults lack a high school diploma, have limited proficiency in English, or both.

Table 1 estimates the impact of the proposed cuts in adult education and English language services on a state-by-state basis. Below is the section regarding estimates of Ohio’s burden from proposed cuts in the budget (Strawn & Duke, 2005).

Table 1: Proposed Cuts in Adult Language Services and English Language Services, Selected States, FY 2002 to FY 2006.

State or Other Area	2001-2002 Total Enrollment	2001-2002 Cost Per Student	Proposed Cut in State FY 06 Grant	Percent Change in Grant FY 05 to FY 06	Estimate of Students Denied Services	
					Number	% of Enroll.
NEW MEXICO	21,461	\$361	-2,453,508	-70.6%	-6,796	-31.7%
NEW YORK	182,294	\$600	-24,951,078	-75.5%	-41,596	-22.8%
NORTH CAROLINA	112,601	\$460	-10,997,623	-74.8%	-23,923	-21.2%
NORTH DAKOTA	2,205	\$822	-692,158	-59.7%	-842	-38.2%
OHIO	61,522	\$497	-12,862,223	-75.0%	-25,881	-42.1%
OKLAHOMA	21,543	\$387	-4,378,457	-72.9%	-11,326	-52.6%
OREGON	26,314	\$1,369	-3,613,028	-72.3%	-2,640	-10.0%
PENNSYLVANIA	50,948	\$781	-14,427,520	-75.1%	-18,473	-36.3%

Source: CLASP calculations from data from U.S. Department of Education, Office of Vocational and Adult Education, Division of Adult Education and Literacy.

Specifics about funding for these policies are discussed in Section IV of this core service report.

III. THE CORE SERVICE CONSUMERS

DEFINITION OF TARGET POPULATION

The target population specifically addressed in this core service report is adults ages 18 and older who do not have a high school diploma.

DEMOGRAPHIC CHARACTERISTICS

GED education courses are taken primarily by the youngest adults, persons with the lowest levels of education, minorities, and persons in non-professional and non-managerial occupations (U.S. Department of Education, 2002). Unemployment also plays a role in the need for this service.

High School Graduation Rates and Drop-outs

National high school graduation rates continue to remain low, which contributes to the high need for adult basic education (including GED instruction) as was discussed previously. Across the United States, estimates indicate that only 68 percent of students entering 9th grade will graduate with a regular diploma in 12th grade. Minorities have the lowest graduation rates. In 2004, a report entitled “Losing Our Future,” released by The Civil Rights Project at Harvard University and the Urban Institute, calculated that only 50 percent of all black students, 51 percent of Native American students, and 53 percent of all Hispanic students graduated from high school in 2001. National data reports from the U.S. Department of Education’s Office of Special Education Programs indicate that only 32 percent of students with disabilities graduate (Orfield, Losen, Wald & Swanson, 2004).

However, dropping out of high school is not necessarily the end of a student’s formal education.

Some students who drop out return a short time later to earn a diploma; some may pursue an alternative credential such as a General Educational Development (GED) certificate, and others may enroll in a postsecondary institution without having earned a high school credential. Using data on public and private school students from the National Education Longitudinal Study of 1988 (NELS:88), Berkold, Geis, and Kaufman (1998) examined the educational attainment of the 21 percent of 1988 eighth-graders who had dropped out of high school at least once between eighth grade and the spring of 1994, 2 years after they would have graduated if they had finished with the majority of their cohort. They found that about 44 percent of these dropouts had received a high school diploma or an alternative high school credential by 1994. Of the 56 percent of all dropouts who had not completed high school by 1994, 43 percent indicated that they were working on a high school credential.

Rumberger (2001) found that although the proportion of youth completing high school has remained steady over the last decade, the proportion earning high school diplomas has actually declined. “In 1988, 80 percent of 18 to 24-year olds earned a high school diploma; in 1998, 75 percent earned a high school diploma. In other words, 10 percent of all young people completed high school through an alternative means in 1998 compared to 4 percent in 1988. The importance of this is the possible economic differential between high school graduates and those who obtain a Graduate

Equivalency Diploma (GED) or another alternative, with the latter earning less money than those who graduated.

The GED program has expanded greatly since its start during World War II. Today almost one-half million people receive new GEDs each year and about 200,000 of these recipients are under the age of 20. GEDs as a fraction of all high school credentials received by teenagers have more than doubled since 1978. (Chaplin, 1999)

While the GED program may improve labor market outcomes of dropouts, it may also be costly for those youth who drop out of high school because of the GED option. The percent of recent high school credentials who had GEDs, as opposed to regular high school degrees, rose from only 2 percent in 1954 to over 14 percent by 1987 (Cameron and Heckman, 1993) and remained between 11 percent and 17 percent through 1997 (NCES, 1998; GEDTS, 1998). In addition, between 1971 and 1980 the percent of all youth that obtained a GED and the percent that obtained a regular high school degree moved in opposite directions and by similar amounts (about 5 percentage points). (Chaplin, 1999)

GED Recipients

GED recipients include many older youth and adults who are unlikely to return to high school, even in the absence of the GED program. In addition, however, a large fraction of GED holders are teenagers. More importantly, as was discussed previously, the proportion of teenagers with new high school credentials and GEDs is large and growing. Since 1978 this proportion has more than doubled, reaching almost 7 percent in 1997, and the number of new teenage GED recipients is about one-third as large as the number of new dropouts. Even 16-year-olds take the GED fairly often. In 1998, there were over 13,000 new GED recipients age 16, and the number of states that allow 16-year-olds to take the GED increased from 25 in 1989 to 35 in 1997. This evidence suggests that many young teenagers may be making the decision to obtain a GED in place of obtaining a regular diploma (Chaplin, 1999).

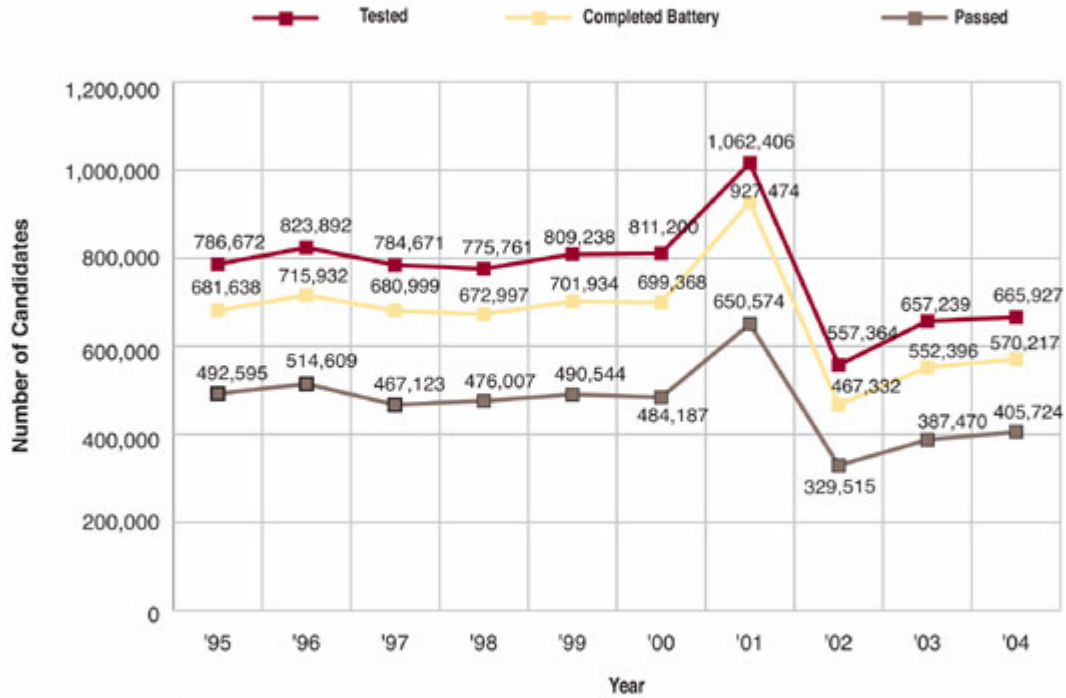
GED Test Taker Trends

The following chart shows the trends in the number of U.S. GED candidates who tested, completed, and passed the GED tests from 1995-2004. There was a peak in 2001 and a large dip in 2002. The numbers are beginning to rebound but still have not yet reached 2000 year levels.

According to a recent report by the American Council on Education (ACE, 2004), participation in the GED Testing program in the United States rose 1.3 percent in the third full year of the new test series, the General Educational Development (GED) Testing Service revealed in a recent report.

The total number of United States candidates tested increased from 657,239 in 2003 to 665,927 in 2004, while the total number of people who passed the GED rose 4.7 percent from 387,470 in 2003 to 405,724 in 2004. In addition, 570,217 candidates completed the test battery, up 3.2 percent from 2003 (552,396).

EXHIBIT 14:
Trends in the Number of U.S. GED Candidates Who Tested, Completed, and Passed the GED Tests: 1995–2004



Source: 2004 GED Testing Service.

Demographic Profile of GED Test Takers

“Who Passed the GED? GED 2004 Statistical Report” is published by the GED Testing Service of the American Council on Education and details the general characteristics and performance of individuals who participated in the testing program and passed the tests¹.

In 2000, 811,200 United States residents took one or more of the five GED Tests, and 484,187 passed the test battery. Participation skyrocketed in 2001 with the phase out of the 1998 test battery, resulting in more than 1 million test takers and 650,574 test passers. In 2002, participation rates fell dramatically, with only 557,364 test takers and 329,515 test passers. Again this year, the report provides some limited demographic data regarding the ethnicity of test takers and test passers. Worldwide, 54.7 percent of GED candidates were white, 22.0 percent were African American, 18.2 percent were Hispanic, and 17.6 percent did not identify their ethnicity. In the United States, 55.3 percent of candidates were white, 21.5 were African American, 18.1 percent were Hispanic, and 2.7 percent were Native American or Alaska Native.

The data for individuals worldwide who passed the GED Tests was similar: 63.5 percent were white, 16.4 percent were African American, 15.4 percent were Hispanic, and 20 percent did not identify

¹ MCS Consulting Services contacted the American Council of Education (ACE), the umbrella organization of the GED Testing Service, for statistics specific to Cuyahoga County on the number of individuals who took and passed the GED; however, ACE was not able to provide this information in a timely and cost effective manner. The Ohio Department of Education has no statistics on the number of individuals who took and passed the GED at the county level.

their ethnicity. In the United States, 64.2 percent of test passers were white, 15.8 percent were African American, 15.3 percent were Hispanic, and 17.5 percent did not identify their ethnicity.

Other relevant findings contained in the report (ACE, 2004):

- In 2004, only one in 100 adults in the United States without a high school diploma passed the GED Tests and earned their jurisdiction's high school diploma.
- The average age of GED passers in the United States was 23.7 years, down slightly from 2003 to the same as in 2002, and almost one year younger than the average age of all 2004 United States candidates at 24.7 years. More than one-quarter (26.2 percent) of all GED test passers were between the ages of 20 and 24.
- The percent of passers age 16 to 18 fell by 2.9 percentage points compared to 2002. In 2003, less than one in five passers were under 18 years of age (14.6 percent were 17 years of age and 3.9 percent were 16 years of age compared with 15.8 percent and 4.4 percent in 2002, respectively) and another 16.8 percent of passers were 18 years of age. In order to test, students under the age of 18 must meet their state's compulsory attendance requirements and state GED age requirements.
- Test passers in 2004 were more likely to be men than women: 57.5 percent of test passers were men and 42.5 percent were women.
- More than 35 percent of GED passers reported completing 11 or more years of formal education, while another 29.2 percent left school after completing the tenth grade.
- Nearly half of passers (44.1 percent) were out of school for two years or less and almost one in five (19.6 percent) were last enrolled in school three to five years previously.
- The United States passing rate was 71.2 percent, up slightly from 70.5 percent in 2002. Thirty-one states surpassed the average passing rate with the highest rates in Iowa (97.6 percent), Delaware (95.7 percent) and North Dakota (97.2 percent). The lowest passing rates were found in New Jersey (52.9 percent), the District of Columbia (54.2 percent), and Alabama (56.0 percent).
- United States test passers scored the highest on the Language Arts, Reading Test (mean 578) and the lowest on the Mathematics Test (mean 501). The overall average standard score for five tests was 537. A perfect score is 800.
- Some 62 percent of all United States test passers indicated that they took the tests for educational reasons. Some 48.8 percent cited employment, including 39.5 percent seeking a better job.

Ohio

The Ohio Adult Education & Literacy Survey conducted by the Ohio Department of Education in 2004 estimated that approximately one-fourth, or 25 percent, of the adult population of the state of Ohio had not completed twelve years of education or achieved an equivalent level of education (GED).

The "Losing Our Future" report mentioned previously states that Ohio's graduation rate in 2004 was 70.7 percent, which is slightly better than the national average and ranks Ohio 27th out of the 50 states. Minority students had the lowest graduation rates. The Hispanic graduation rate was 43.2 percent, black students had a 39.6 percent graduation rate, which was the second worst graduation rate for black students in the country, and Native Americans had a graduation rate of 22.4 percent (Orfield, Losen, Wald & Swanson, 2004).

Cuyahoga County

The following are estimates of persons who have dropped out of high school in Cuyahoga County:

- It was estimated that 4,037 persons 16-19 were neither enrolled in school nor a high school graduate, according to the American Community Survey 2004. This represented 5.5 percent of the county's 16-19 year old population or 0.3 percent of the county's total population in 2004.
- According to the American Community Survey 2004, an estimated 115, 434 persons 25 years or older were without a high school diploma in Cuyahoga County. This was 13 percent of all persons 25+ in the county, or 8.5 percent of the county's total population in 2004.
- In AY 2003-04, according to the Ohio Department of Education, 78 percent (11,465) of the 9th grade cohort graduated from Cuyahoga County public high schools while 22 percent (3,225) dropped out. This represents 0.2 percent of the county's total population in 2004.

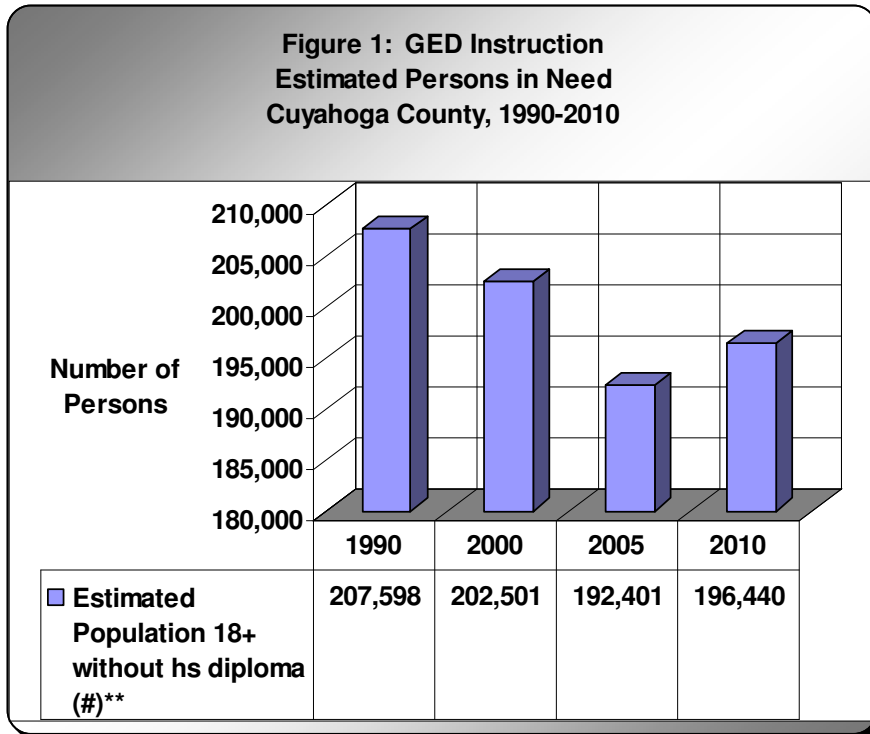
In Cuyahoga County, there has been an increase in the percent of the population 25 years and older with high school diplomas. According to the American Community Survey, the estimated change went from 84 percent in 2000 to 88 percent in 2004. In addition:

- Those with less than high school went from 17 percent of the 25+ populations to 13 percent during the same time period.
- The population of 16 to 19 years not enrolled in school and not a high school graduate has typically been relatively stable at 8 percent, with a low of 6 percent in 2004 and a high of 10 percent in 2001.
- Persons who are unemployed and not in the labor force have varied by year.

Applying the figures from the National Education Longitudinal Study of 1988 to the Cuyahoga County public school districts for AY 2003-04, and given that 3,225 students dropped out in 2004, it is estimated that 44 percent (1,419) of them could have obtained a high school diploma or alternative credential within 2 years. In addition, 777 more (43 percent of the remaining drop-outs) could be working on a high school credential. This leaves an estimated 1,029 drop-outs not pursuing any high school credential. This latter figure represents 0.07 percent of the total county population in 2004.

Estimated Persons in Need

In 2000, 202,501 individuals 18 and older in Cuyahoga County were estimated to be without a high school diploma, or 19.3 percent of the 18 and older population. The number of individuals 18 and older without a high school diploma is projected to decrease to 196,440 by 2015 because of population shifts. (See Figure 1.)



Sources:

* U.S. Census 1990, STF 1 (P11); 2000, SF3 (P8); 2004, American Community Survey; 2010 & 2015, Ohio Department of Development, (July, 2003). Note: Ages 18+ in 2010 & 2015 were prorated from ages 20+ using ratio of 18+ to 20+ in 2000.

** U.S. Census 2000, SF3 (PCT25); Other years estimated using 2000 rate of 19.348% of 18+ population

It is recognized that this is a conservative estimate of persons in need of GED instruction because there are some persons under 18 years old who also are in need of the service. However, it is a number that begins to offer some clarity about the extent of need in Cuyahoga County.

REALIZED ACCESS TO SERVICE

Realized access to service is represented by the number of consumers actually served. It includes the actual number of consumers reported by agencies funded by United Way and by government funders from which it was possible to obtain data. Thus, it is an underestimate of actual numbers of consumers receiving service.

In FY 2000, United Way did not fund GED instruction. The Ohio Department of Education (ODE) was not able to specifically identify how many persons received only GED instruction as most of the program providers receive Adult Basic Literacy Education (ABLE) funding and offer many of the ABLE components together (i.e., basic literacy, GED, English as a second language [ESL], and family literacy). However, they were able to provide consumer numbers for each provider receiving ABLE funding in Cuyahoga County. Forty-three of the 47 providers receiving this funding provided GED instruction. ODE reported 9,497 consumers of ABLE funded services in 2004. The highest number of consumers by far was from Cleveland Municipal School District, with 5,200 consumers served.

(See Attachments 3 and 4 for demographic data.)

IV. CORE SERVICE DELIVERY

CORE SERVICE DEFINITION

The definition of the core service for this report is: programs that provide instruction for adults and eligible minors who have elected to take a series of tests that measure the extent to which they have gained the knowledge, skills, and understanding ordinarily acquired through a high school education. Instruction and tests focus on writing, social studies, science, reading, and mathematics. Individuals who pass the tests receive high school equivalency certificates.

BACKGROUND ON CORE SERVICE

According to Chaplin (1999):

The GED testing program was started by the U.S. military and the American Council on Education in 1942 as a way to give veterans without a high school diploma a chance to obtain a similar credential. By 1952 the GED was made available to non-veterans and the military began using it for both enlistment and screening decisions. Research at that time suggested that the GED was widely accepted as being equivalent to a high school degree by many businesses and government entities, and by 1963 all 50 states administered the GED test (Cameron and Heckman, 1993). GED growth has continued since that time. In 1967 over 150,000 people received GEDs in the U.S. In 1998 this number was almost half a million.

The GED is supposed to serve as an important credential of achievement for high school dropouts. It is designed to measure skills similar to those needed to obtain a regular high school degree and consists of 5 multiple-choice sections, as well as a timed essay. The full test lasts over 7 hours and the pass marks are set high enough so that approximately one third of high school graduates would not pass (GEDTS, 1998). Dropouts who obtain a GED become eligible for a number of employment and educational opportunities to which they would not otherwise have access. Although the military accepts few GED recipients, GED graduates can enroll in about 95 percent of U.S. colleges and universities and are eligible for federal aid for post-secondary education. (GEDTS, 1997 in Chaplin, 1999)

Nationally, there have been four generations of the General Educational Development (GED) Test, beginning with the original series created in 1942. Across all four series, the academic areas covered have remained the same: English language arts, social studies, science, and mathematics. Each state has jurisdiction over the administration of its GED program.

In addition to state-sponsored programs, there are numerous private and nonprofit agencies that help prepare students for the GED. Also, there are many online commercial sites that offer GED instruction. Online programs generally start by having students complete a practice exam. Examples of online programs include www.GEDonline.org, www.passged.org and www.free-ed.net/ged.

More than 60 percent of the GED test takers nationwide intend to further their education after earning the GED. Ninety-five percent of U.S. colleges and universities recognize the GED credential for their admissions process.

In Ohio, the GED is administered by the Ohio Department of Education. The test can be taken in nearly every part of the state, mostly through local boards of education or community groups. Test takers in Ohio must be at least nineteen years of age and officially withdrawn from school. An applicant under the age of nineteen can take the test if:

- The student is eighteen years old and his/her class has already graduated high school.
- The student has joined active military service.
- The student is older than sixteen but younger than eighteen and has written approval from a parent, guardian, or court official and the superintendent from the school district they last attended or presently reside in.
- The student is eighteen and has written permission from the superintendent of the school district last attended.

Locally, there are several GED class locations around the Cleveland area for students who may need to brush up on academic skills before taking the test. Most of these locations also offer the official practice test that, if passed, allows the student to waive the \$55 GED test fee. Several class locations also support online GED classes.

While GED classes are offered at multiple locations throughout Cuyahoga County, there are fewer locations where the official GED test is offered. Within Cuyahoga County, there are five testing centers:

- Cleveland City Schools (tests given at Cuyahoga Community College Metro campus & Max Hayes High School);
- Cuyahoga Community College;
- Parma City Schools; and
- Polaris Career Center.

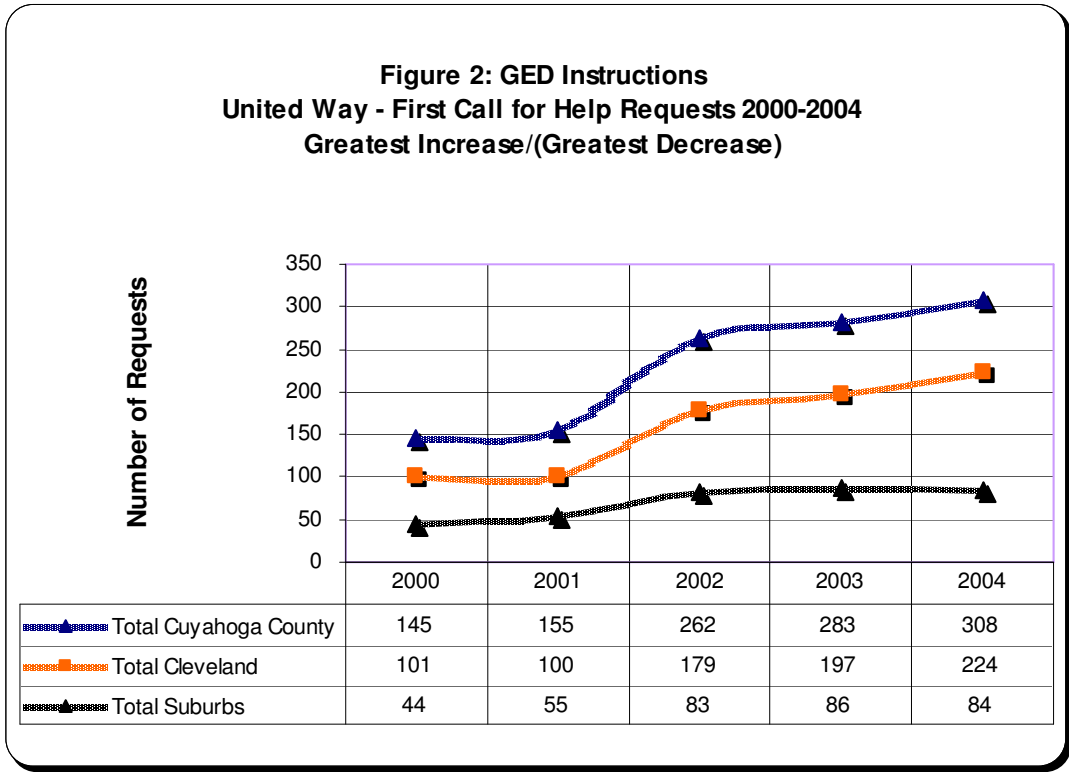
United Way – First Call for Help Call Data

Based on United Way - First Call for Help's (FCFH) database (February 2005), there are 23 GED program providers operating from 56 different sites, 13 of which are government and 10 are nonprofit. In FY 2004 (July 2003 to June 2004), United Way did not fund any providers. (See Attachments 5 and 6.)

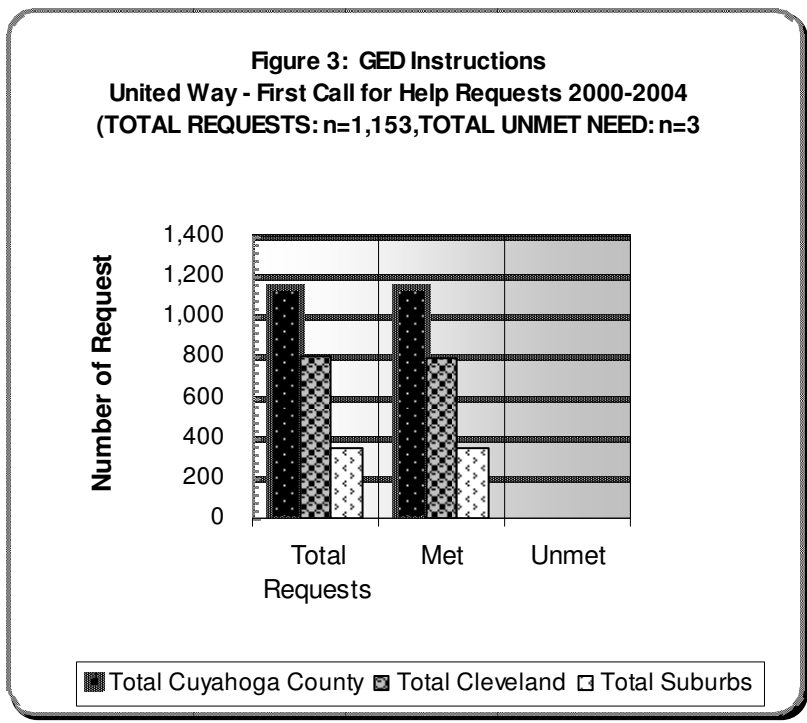
United Way - First Call for Help call data shows an increase in the number of total requests for GED programs in the county: from 145 in 2000 to 308 in 2004 (112 percent increase) with an 122 percent increase in Cleveland (101 to 224 requests) and 91 percent in the suburbs (44 to 84 requests). (See Figure 2.) Calls came from about one-third of Cuyahoga County zip codes with the following experiencing the highest average number of calls from 2000-2004:

- 44108 (Cleveland/Bratenahl) – 33 calls;
- 44112 (East Cleveland/Cleveland) – 20 calls;
- 44103 (Cleveland) – 18 calls;
- 44109 (Cleveland/Brooklyn Hts) – 18 calls;
- 44106 (Cleveland/Cleveland Hts) – 14 calls; and
- 44105 (Cleveland) – 13 calls.

(See Attachment 7.)



Over the same five-year period, United Way - First Call for Help had 1,153 requests for information about GED programs. Of these requests, they were able to make referrals to 99 percent of callers; less than 1 percent of all Cuyahoga County callers (3) had an unmet need, meaning there was no agency to which to refer the caller. (See Figure 3 and Attachment 8.)



FUNDING OF CORE SERVICES

Major Government Funders

The major sources of government funding for GED Instruction are:

- Adult Education and Family Literacy Act (AEFLA);
- Adult Basic and Literacy Education State Grants (ABLE);
- Community Development Block Grant (CDBG) – County and City of Cleveland ; and
- Community Services Block Grant (CSBG).

GED programs are funded primarily through the Adult Education and Family Literacy Act from two sources: a) federal grants to state departments of education, and b) the required match for the program from state departments of education. In analyzing funding for GED Instruction, it is also important to note that there is considerable similarity and overlap with the other core service areas of literacy instruction, adult basic education, and English as a second language programs. Several other federal programs have components of GED programs, but services and money are not exclusively earmarked for the program as in funding from AEFLA. Below is an explanation of major sources of government funding.

Adult Education and Family Literacy Act (AEFLA)

Adult education and literacy funding streams were combined in the Adult Education and Family Literacy Act under Title II of the Workforce Investment Act (WIA) of 1998. The Office of Vocational and Adult Education in the U.S. Department of Education administers the program. Specifically, the act provides funding for adult basic education and literacy services programs administered through the U.S. Department of Education’s Office of Vocational and Adult Education. These formula grants, based on the number of adults between 16 and 61 who have not completed high school, are made to state departments of education which in turn fund local projects. The formula grants require a state match: the federal government provides 75 percent of funding and requires a state and local match of 25 percent. The purpose of the program is to provide educational opportunities for adults over the age of 16 who are not currently enrolled in school and lack a high school diploma or the basic skills to function effectively as parents, workers, and citizens. AEFLA funds three activities: adult education and literacy services, family literacy services, and English literacy program for individuals with limited English proficiency. Nationally, 54 percent of AEFLA funds went to local education agencies (LEAs) or school districts, and 19 percent went to community-based organizations (Rubinstein & Mayo, 2006).

Federal funding for the AEFLA program has decreased in recent years. In FY 2005, \$569.7 was allocated, and in FY 2006, \$564 million. The Bush Administration’s 2007 budget calls for flat funding of the program. Included within AEFLA funding is a \$68 million set-aside for English Literacy/Civics Education State Grants to help states and communities provide limited English proficient adults with expanded access to high-quality English literacy programs linked to civics education. Recently, however, funding for the AEFLA program has been in jeopardy. The Bush Administration suggested cutting AEFLA to about \$200 million for the FY 2006 budget, of which Ohio would have received about \$4 million. The U.S. Department of Education reported that AEFLA was found to have only a modest impact on adult literacy, skill attainment, and job placement, but data quality problems and the lack of a national evaluation made it difficult to assess the program’s effectiveness (U.S. Department of Education, 2005). The Bush Administration has since proposed to continue support of AEFLA at close to former levels.

Adult Basic and Literacy Education State Grants (ABLE)

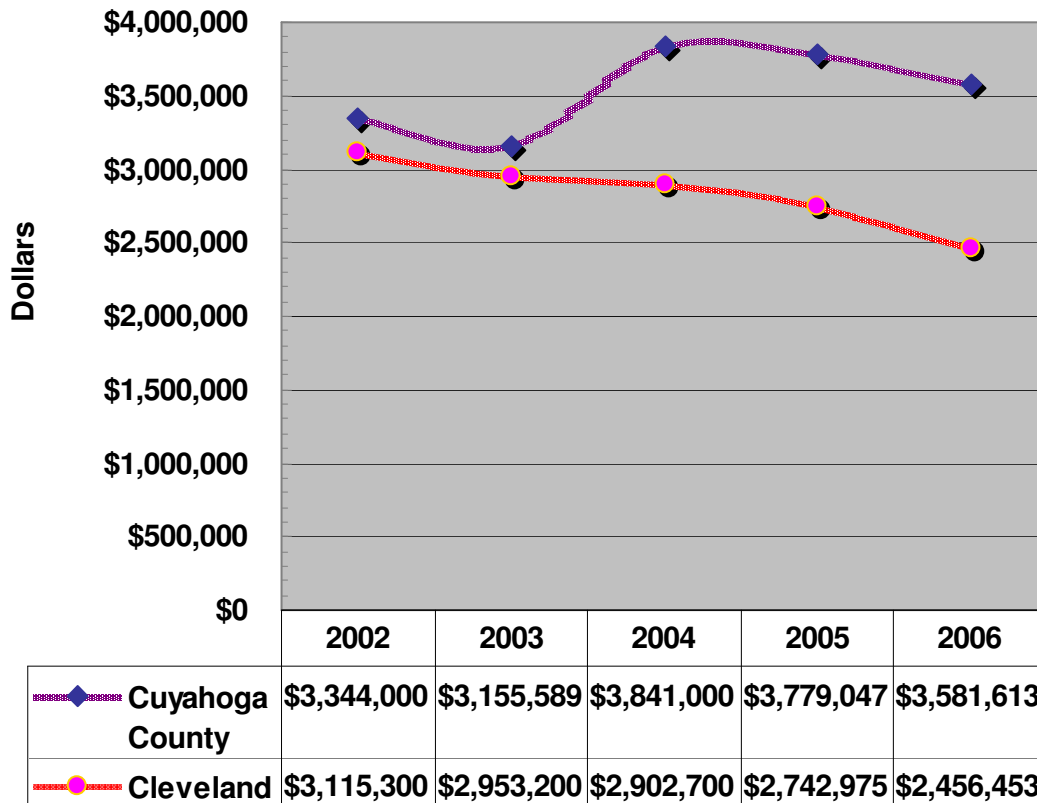
Ohio's Adult and Basic Literacy Education (ABLE) program provides direct instruction in basic literacy, English as a second language, citizenship preparation, and GED test preparation. Breakouts of the amount of funding for each of these components of the ABLE program are not available. For Ohio in FY 2006 and FY 2007, the federal AEFLA allocation of \$18.5 million is recommended to be distributed from the federal government to the State of Ohio for adult education programs combined with \$8,539,739 in general revenue funds (line item 200-509) for a total of about \$27 million available to the state in adult basic and literacy education funds. General revenue funding for adult literacy education has trended downwards slightly (from \$8,739,607 in 2002 to \$8,539,738 in 2007), but has been mostly stable.

ABLE funding also provides services to the Ohio prison population, 80 percent of whom do not have a high school diploma. The Ohio Department of Education subcontracts for GED programs through the Ohio Department of Rehabilitation and Corrections community correctional facilities. In 2004, 5,546 incarcerated individuals were assisted by ABLE.

Community Development Block Grant (CDBG) – County and City of Cleveland

Community Development Block Grant funds are intended to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low- and moderate-income persons. The U.S. Department of Housing and Urban Development (HUD) determines the amount of federal funds that cities and counties are entitled to receive each year through a formula based upon population, growth lag, poverty level, age of housing, and overcrowding. CDBG provides federal funding for locally initiated neighborhood improvement projects. City of Cleveland CDBG funding has been trending downward. Cuyahoga County CDBG funds have increased slightly. Below is a trend of *total* CDBG funding in Cuyahoga County and the City of Cleveland. (See Figure 4.)

**Figure 4: Community Development Block Grant Funds
Cuyahoga County and Cleveland, CY 2002-2006**



Source: Department of Housing and Urban Development Community Planning and Development Program Formula Allocations for 2002, 2003, 2004, and 2005 Information by State. Retrieved from <http://www.hud.gov/offices/cpd/about/budget/index.cfm>

Cleveland’s CDBG has funded one GED instruction program, Merrick House, (a United Way partner agency but not a program funded by United Way) for the past several years at \$27,300.

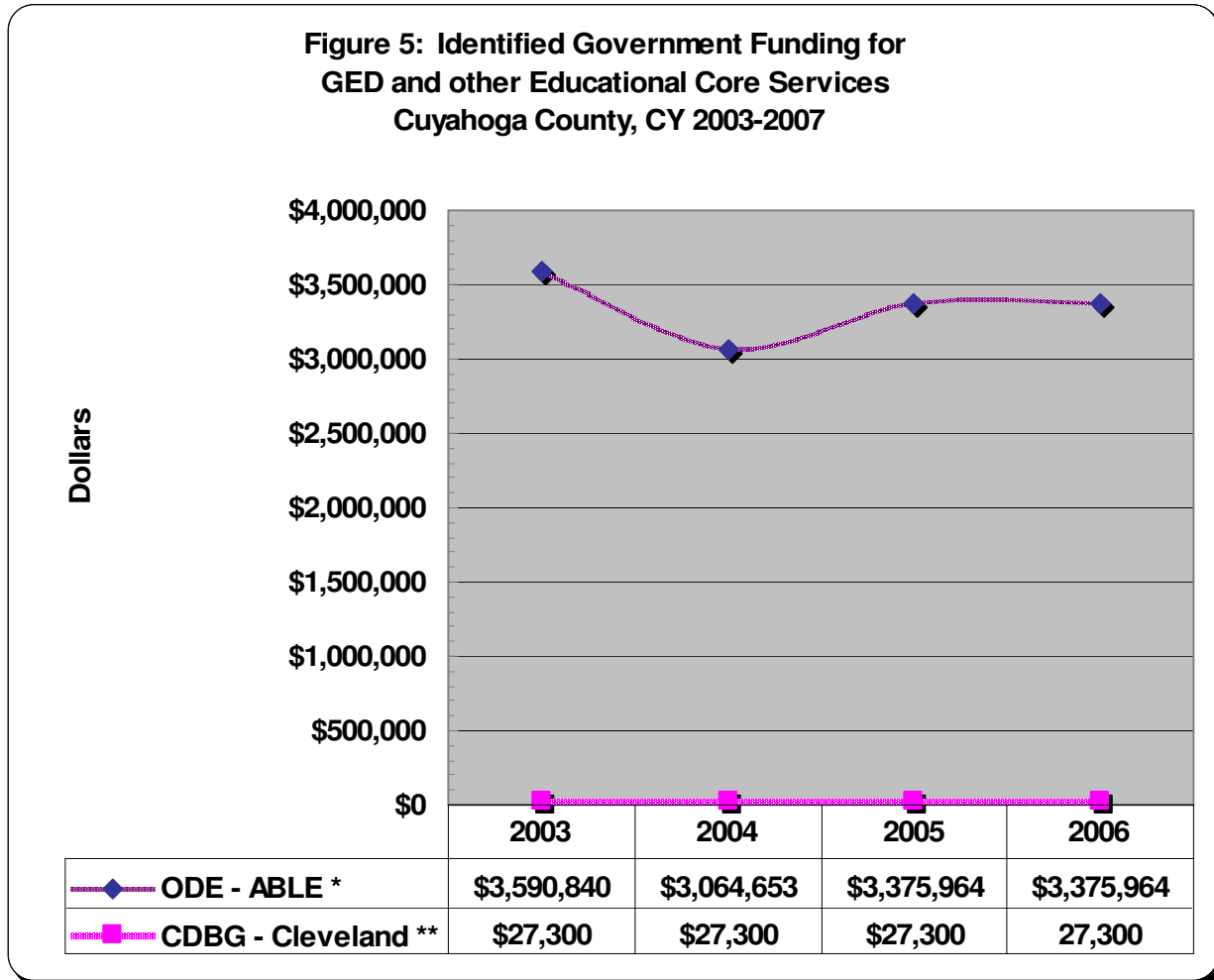
Community Services Block Grant (CSBG)

The Community Services Block Grant is administered by the Administration for Children and Families in the U.S. Department of Health and Human Services. Formula grants based on poverty level are made to states that provide to local entities, primarily community action agencies. The Council for Economic Opportunities of Greater Cleveland in Cuyahoga County is the local agency with jurisdiction. Some types of services that can be supported with the CSBG include GED, high school and post-secondary education, and training to secure employment. No allocations for GED programs are currently made in Cuyahoga County through the Community Services Block Grant program.

Trends in Identified Government Funders in Cuyahoga County

Between 2002 and 2004, local funding for the entire ABE program in Cuyahoga County fell from \$3,590,838 to \$3,064,623. No specific breakdown by ABE components (i.e., basic literacy, GED, ESOL) determinable as the same funding for all components was given to the service providers who

determined the distribution across components. Forty-three of the 47 ABLÉ funded providers in Cuyahoga County offered GED services. The City of Cleveland’s Community Development Block Grant (CDBG) funding levels remained level at \$27,300. (See Figure 5.)



* ODE - ABLÉ covers Adult Basic Education, ESL, GED and Literacy Instruction

** CDBG - Cleveland is for GED only.

Sources: Ohio Department of Education; Cleveland CDBG

With no identified foundation funding found to be targeted toward GED activities exclusively, the Cuyahoga County area depends on the nonprofit sector and local school districts to provide these activities. Better management of existing resources and collaboration to integrate services was noted as important.

IDENTIFIED REVENUES

As of May 11, 2006, just over \$37,000 in revenues for GED instruction programs has been identified countywide. This includes available information from foundations; federated fundraising organizations; and regional, county, and municipal government. United Way of Greater Cleveland did not fund this core service in FY 2004. (See Table 2.)

Cleveland’s Community Development Block Grant was the only government funding specifically for this core service. Funding data broken out by individual educational core services was not available from government entities, including the State of Ohio, Cuyahoga County, and the federal government. (See Trends of Government Funders and Figure 5 above).

Table 2: Identified Annual Revenue for Core Services: Countywide and United Way of Greater Cleveland GED Instruction Programs, 2003/2004.

Funder	Period	A		B	
		Identifiable Total Dollars Countywide		Total Dollars UW-Funded Agencies (Actual FY2004)	
		Amount	% of Total (A)	Amount	% of Total (B)
United Black Fund of Greater Cleveland		10,000			
Total - Federated Fundraising Organizations		10,000	26.81%	0	N/A
Community Development Block Grant	2004	27,300			
Subtotal City of Cleveland Funding Sources		27,300	73.19%	0	N/A
Total - Contracts/grants from government organizations		27,300	73.19%	0	N/A
Subtotal Non - UWGrCle Support		37,300	100%	0	N/A
Total Support/Revenue		37,300	100%	0	N/A

REIMBURSEMENT/COST

Each test site determines its cost to administer the GED. The usual range is \$40-\$60 for the full battery of five tests. Test sites also may charge for re-tests.

Per Ohio’s state budget, through a combination of state and federal funding, the annual cost per enrollee of adult basic and literacy education (which includes GED instruction) is \$458 (State of Ohio Office of Budget and Management, 2006).

V. WHAT WORKS; WHAT DOESN'T

IMPACT ON INDIVIDUALS/FAMILIES

What Works

The National Center for the Study of Adult Learning and Literacy (NCSALL) at www.ncsall.net provides comprehensive information for teachers and administrators of GED programs. NCSALL notes that:

Research has determined that GED students experience educational and financial gains when engaged in GED preparation courses that focus on cognitive development in addition to exam preparation and that provide support for transition to postsecondary education and training courses. (NCSALL, 2006)

NCSALL has produced several research publications available on their website that describe leading practices in GED programs. Areas addressed include:

- Providing separate classrooms for learners 16-21;
- Using interviews and creating writing to identify barriers to attendance; and
- Teaching writing, reading, and math within authentic contexts.

NCSALL also offers training and teaching materials that follow best practices.

Additionally, the National Institute of Literacy (NIFL) at www.nifl.org provides programs and services to encourage the development and provision of high quality adult education and literacy services. NIFL develops and disseminates scientifically based reading research and research-based products to educators, parents, policymakers, and others through the Partnership for Reading, a collaborative effort among NIFL, the U.S. Department of Education (ED), and the National Institute of Child Health and Human Development (NICHD), and the U.S. Department of Health and Human Services (HHS).

The theories behind adult learning are changing and expanding. Formal learning activities such as classroom teaching are now only one method by which adults can learn. Self-directed and transformational learning are theories that surfaced in the late 20th century. New schools of thought related to emotions, consciousness, and somatic knowing are being considered and explored in relation to adult learning. Sharan Merriam, a professor of adult education at the University of Georgia, suggests that there are three ways by which all of these theories contribute to the understanding of adult learning (Merriam, 2001):

- The adult learner should be seen holistically and not simply as a cognitive machine that processes information.
- The learning process is more than the systematic acquisition and storage of information, but also includes one's imagining, intuiting, and informal learning.
- The context in which learning occurs, relative to race, gender, power, and conceptions of knowledge affect have taken on a greater importance.

The United States Department of Education listed the following Florida program as noteworthy. Florida's GED Exit Option Model was developed collaboratively with the American Council on Education (ACE) that allows high school students to take the GED Test and helps students who may

be at risk for not graduating to gain a standard high school diploma through an alternative graduation route. To qualify for this program, students need to be at least 16 years old, currently enrolled in a pre-kindergarten to 12th grade school program, and be able to read at the 7th grade level. Students need to be behind in their class credits, have a low GPA, and be in danger of not graduating with their class. Students must pass the GED test, as well as the Florida Comprehensive Assessment Test or the HSCT (High School Competency Test) to receive the standard high school diploma (DOE, 2005).

According to Strawn and Duke (2005), persons who increase their skills and obtain credentials through adult education see sizeable increases in their earnings. In a national study of welfare-to-work programs, persons who got a GED saw their annual earnings increase by 30 percent, while those who went on from adult education to postsecondary increased their earnings by 47 percent.

What Doesn't Work

The purpose of the GED Tests is to assess the academic knowledge typically developed in a traditional high school program. GED Tests do not act as effective indicators of knowledge if they fail to evolve as the high school curricula evolves. For example, the first GED Test was introduced in 1942, but by the mid 1970's it was determined that this version no longer effectively assessed the test taker's skills due to changes in the high school curricula and changes in the public attitude toward education. The major changes for the 1978 test was the transition away from recalling facts toward application of conceptual knowledge and the introduction of real life contexts and materials. Additional changes in curricula and public opinion led to additional changes in 1988 and again in 2002.

Adult learners have many responsibilities that can create barriers to learning. Some of these barriers include lack of time or scheduling issues, lack of information about opportunities to learn, financial concerns, and lack of child care and transportation (Lieb, 1991).

Over the past several decades there have been many studies that questioned the effectiveness of the GED on multiple measures of effectiveness. In many cases they were found to be comparable to high school dropouts in future employment and earnings. The curriculum and testing have been upgraded multiple times over the years to reflect changes in the high school curricula. A comprehensive literature review of research on GED recipients (Boesel, 1998) found the following:

- When compared to high school graduates, persons who complete a GED are comparable in some areas (basic cognitive skills and college grades).
- However, GED participants fall short on many indicators (e.g. military attrition, job turnover) although compared to drop-outs who did not pursue a GED, they are ahead.
- The hourly wages of GED recipients tend to be higher than those of dropouts but lower than those of high school graduates. The GED increases access to post-secondary education and job training, and those who take advantage of this opportunity tend to receive additional gains in earnings.
- The GED rates of persistence in the organized, structured activities examined in this study seem to be problematic, especially for males.

In the military, GED attrition rates were close to those of dropouts. Formerly, the GED credential also opened the door to opportunity in the military. Until the 1980s the services made no practical distinction between high school graduates and GED recipients. Then a series of research studies demonstrated that GED attrition rates were double those of high school graduates and about the same as those of dropouts. Over a period of time, the military

developed a three-tier system for assessing the educational qualifications of applicants. High school graduates are placed in the first tier and are regarded as the best prospective recruits. GEDs are placed in the second tier, and dropouts in the third. Low rates of persistence have been the major problem for GEDs in the military.

- In postsecondary education, other than vocational programs, GED graduation rates were much lower than those of high school diploma holders.
- In labor market, male GEDs had less work experience and more job turnover than dropouts.
- All things considered, the authors conclude that it is worthwhile for a high school dropout to get a GED. Its biggest advantage is that it increases access to post-secondary education and training, which in turn tends to increase earnings. The authors argue that it is best not to consider GED participants as high school graduates in educational statistics because there are significant differences between the two groups. There is no research that finds that the GED contributes to students dropping out of school; however, the authors also caution about encouraging it as an alternative to a high school diploma. They furthermore conclude that, since the 1970s, neither a high school diploma nor some college have been sufficient to enable young adults to maintain earnings over the years.

Years of education and training, either preceding or following GED attainment, have much more impact on labor market outcomes than the credential itself. Hence, marginal students should be (and usually are) encouraged to finish high school, wherever possible. For those who do drop out, participation in alternative programs that have structure, rigor, and longevity may recoup some of the advantages lost by not finishing high school. Education policy makers should give more attention to developing innovative high school completion programs leading to a regular or adult diploma. Along other lines, awarding higher levels of GED certification for higher test scores, which educators in South Dakota are considering, may provide an incentive for dropouts to invest more time and energy in studying for the test. Those who pass the test should understand that GED certification is primarily a stepping stone and that additional progress in the labor market can best be made by completing postsecondary education and training programs. Specialized counseling should be considered to help GED recipients persist in their efforts to complete these programs.

IMPACT ON COMMUNITY

Persons who increase their skills and obtain credentials through adult education see sizeable increases in their earnings. In a national study of welfare-to-work programs, those who earned a GED saw their annual earnings increase by 30 percent, while those who went on from adult education to postsecondary increased their earnings by 47 percent. Adult education programs do need to increase the number of students who reach these key milestones, but this is only possible with more funding, not less. For example, resources to provide student support services and to hire more full-time instructors could increase success substantially (Strawn & Duke, 2005). Additionally, not having a high school diploma or GED is associated with socio-demographic risk, which has significant negative outcomes for family and child well-being, including behavioral and emotional problems and school problems (Moore, Vandivere, and Macomber, 2000).

ACCREDITATIONS/STANDARDS/CERTIFICATIONS

The Department of Labor provides the following information on the training and qualifications of adult literacy and remedial education teachers:

Requirements for teaching adult literacy and basic and secondary education vary by State and by program. Programs that are run by State and local governments require high accountability to student achievement standards. Most States require teachers in these programs to have some form of credential; the most common are a public school teacher license, an adult education credential, or both. However, programs in States that do not have these requirements still generally require that adult education teachers have at least a bachelor's degree and, preferably, a master's degree. Teaching experience, especially with adults, also is preferred or required. Those programs run by private religious, community, or volunteer organizations generally develop standards based on their own needs and organizational goals, but generally also require paid teachers to have at least a bachelor's degree. Volunteers usually do not need a bachelor's degree, but often must attend a training program before they are allowed to work with students.

Most programs recommend that adult literacy and basic and secondary education teachers take classes or workshops on teaching adults, using technology to teach, working with learners from a variety of cultures, and teaching adults with learning disabilities. ESOL teachers also should have courses or training in second-language acquisition theory and linguistics. In addition, knowledge of the citizenship and naturalization process may be useful. Knowledge of a second language is not necessary to teach ESOL students, but can be helpful in understanding the students' perspectives. GED teachers should know what is required to pass the GED and be able to instruct students in the subject matter. Training for literacy volunteers usually consists of instruction in effective teaching practices, needs assessment, lesson planning, the selection of appropriate instructional materials, characteristics of adult learners, and cross-cultural awareness.

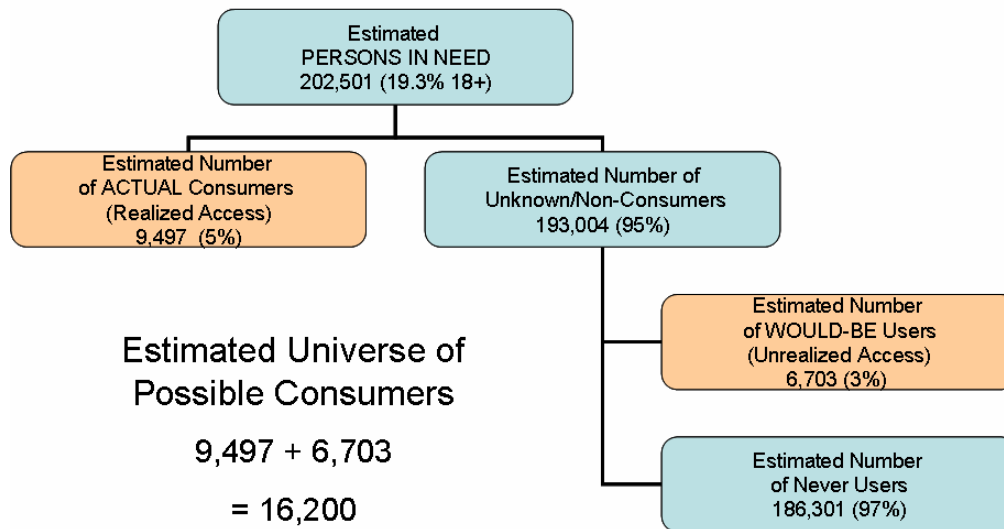
Adult education and literacy teachers must have the ability to work with students who come from a variety of cultural, educational, and economic backgrounds. They must be understanding and respectful of their students' circumstances and be familiar with their concerns. All teachers, both paid and volunteer, should be able to communicate well and motivate their students. (U.S. Department of Labor, 2006)

VI. GAP ANALYSIS

The following is the formula for arriving at the estimated universe of possible consumers for GED Instruction:

- A conservative estimate of 202,501 persons need GED instruction programs, which is the estimate of persons 18 + without a high school diploma in Cuyahoga County.
- Based on available information about actual consumers, approximately 9,497 persons 18+ have access to GED instruction programs. This is the sum of persons 18+ estimated to receive ABLE funded programs through the Ohio Department of Education.
- This leaves a net estimate of 193,004 persons 18+ who are either receiving services from unaccounted-for sources or are not receiving GED instruction. ($202,501 - 9,497 = 193,004$)
- The estimated universe of possible consumers is 16,200. This number was derived on the basis of the U.S. Department of Education (2002) report that the participation rate in adult basic education among those who did not have a high school diploma was 8 percent in 1999. In this study adult basic education was defined as programs or classes to help adults 16+ without high school diplomas improve basic reading, writing, and math skills, or prepare for obtaining a high school diploma or its equivalent. ($202,501 \times 8\% = 16,200$)
- The estimated universe of possible consumers includes both realized access (9,497) and unrealized access (6,703). Unrealized access is derived by subtracting actual consumers from the estimated universe of possible consumers ($16,200 - 9,497 = 6,703$). (See Figure 6.)

Figure 6 - Consumer Estimates: GED Instruction



Service Site Index

Countywide, there are 56 service sites for GED instructions programs. This is a ratio of 289 possible consumers (estimated 16,200 total) to one service site countywide. Service providers report to United Way - First Call for Help which zip codes are included in their respective service areas. The Service Site Index in Attachment 9 lists the number of sites per zip code and provides a ratio of consumers to service sites for each zip code. This is a measure of potential service accessibility by possible universe of service consumers per zip code area. Note that this measure does not include the capacity of providers to offer the service, for example, the number of GED instruction consumers that can be served on a daily basis. It is only capturing whether there is a possibility of being a consumer. The lower the ratio, the greater is the chance of receiving GED assistance.

The ratios on the Service Site Index range from a high of 20:1 in zip code 44102 (Cleveland/Brooklyn, 129:1), a high minority area, to a low in zip code 44040 (Gates Mills/Mayfield Village). In addition to 44102, two other zip codes, both with high proportions of minorities, have ratios greater than or equal to 15 consumers to one service site: 44105 (Cleveland/NewburghHts/GarfieldHts, 19:1) and 44109 (Cleveland/Brooklyn Hts, 15:1). (See Map in Attachment 10.)

VII. SUMMARY

The following are the major findings from the research on GED Instruction:

- The GED is supposed to serve as an important credential of achievement for high school dropouts. It is designed to measure skills similar to those needed to obtain a regular high school degree. Dropouts who obtain a GED become eligible for a number of employment and educational opportunities to which they would not otherwise have access.
- Federal funding for the AEFLA program has decreased in recent years. In FY 2005, \$569.7 million was allocated, and in FY 2006, \$564 million. The Bush Administration's 2007 budget calls for flat funding of the program.
- Between 2002 and 2004, local funding for the entire ABLE program in Cuyahoga County fell from \$3,590,838 to \$3,064,623. The City of Cleveland's Community Development Block Grant (CDBG) funding levels remained at \$27,300.
- As of May 11, 2006, just over \$37,000 in revenues for GED instruction programs has been identified countywide. This excludes AEFLA and ABLE because GED funding cannot be isolated from other adult basic education programs.
- New schools of thought related to emotions, consciousness, and somatic knowing are being considered and explored in relation to adult learning.
- According to Strawn and Duke (2005), persons who increase their skills and obtain credentials through adult education see sizeable increases in their earnings.
- Over the past several decades there have been many studies that questioned the effectiveness of the GED on multiple measures of effectiveness. In many cases GED graduates were found to be comparable to high school dropouts in future employment and earnings. The biggest advantage is that the credential increases access to postsecondary education and training, which in turn tends to increase earnings.
- The estimated universe of possible consumers is 16,200, including both realized (9,497) and unrealized (6,703) access.
- Countywide, there are 56 service sites for GED instructions programs. This is a ratio of 289 possible consumers (estimated 16,200 total) to one service site countywide.

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ATTACHMENTS

Attachment 1: Researcher List

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Thanks to *The Center for Community Solutions* for providing multiple sources of information.

Attachment 2: Technical Notes

Technical Notes: Methodology, Caveats, Limitations of Data

The following provides descriptions, definitions, methodologies, caveats, or limitations of data for the following components of the core service reports:

- Unit of Analysis
- First Call for Help Data
- Funding Information for Core Services
- Consumer and Financial Data: Caveats
- Gap Analysis Methodology & Limitations
- Service Site Index

Unit of Analysis

The core service is the unit of analysis. United Way of Greater Cleveland either funds or could fund 80 core services. These are the object and subject of the research, specific to Cuyahoga County. A separate report has been developed for each service. It must be noted that the aggregate of any quantifiable data across all of the reports does not comprise a picture of the totality of health and human services in Cuyahoga County because there are many more than 80 services that comprise the community's safety net.

The unit of analysis for estimates of service consumers is the individual, the family, or the household.

United Way - First Call for Help Data

For most core services, United Way First Call for Help (FCFH), the community's resource and referral service data, was used in tables that show the number of service providers and service sites, the geographic location of service providers by zip code, the service area by zip code as reported by providers of the respective services, and to show unmet need and greatest increase/decrease in calls received by FCFH for a particular core service.

It is important to remember that FCFH receives calls from a variety of sources that include people calling on behalf of a prospective consumer such as social workers, provider agencies, relatives, etc. Not all calls come directly from a prospective consumer, so some of the zip codes are for hospitals and business addresses, although the numbers for these zip codes are relatively small.

Calls also may be from people who are not interested in receiving a service, but wish instead to make a contribution to a program such as clothing, household items, food, books, crafts supplies, etc.

Because, in many instances, FCFH codes its data with a different level of core services than the 80 core services identified by the United Way Community Investment staff as fundable services, it was necessary to develop a crosswalk. This crosswalk was used for a number of services, however, seven services did not have a match in the FCFH database. The staff of United Way - First Call for Help gave explanations which follow each core service):

- Adolescent/Youth Counseling: A caller asking about help with their troubled teenager would be referred by the type of counseling rather than age. (Example: counseling for drugs, family, sexual abuse, etc.)
- Advocacy: FCFH does not receive calls from people about advocacy.
- Child Care: Calls are directed to Starting Point.
- Condition Specific Rehabilitation Services: FCFH would refer caller back to their primary care physician for a referral.
- Early Intervention for Mental Illness: FCFH does not receive calls for this, but if they did, they would refer to the county’s Help Me Grow program.
- Family Support Centers: FCFH defines data by specific service rather than type of agency. Depending on the call, the caller may be referred to General Counseling or Early Intervention for Infants and Toddlers with Disabilities, and so on.
- Preschools: Calls are directed to Starting Point.

A different match was used for other services that had no crosswalk.

- Medical Transportation and Senior Ride: FCFH uses “Paratransit” as they do not differentiate between senior transportation, medical transportation, and transportation for the disabled.
- Outpatient Mental Health Facilities: FCFH uses “Mental Health Drop-in Centers.”

It must also be noted that, for the most part, the FCFH database does not include for-profit agencies. In the case of home health care providers, we contacted the Long Term Care Ombudsman for a more complete list of provider agencies which includes for-profit organizations.

There were several instances where the FCFH database did not code a United Way-funded agency with the core service for which they were receiving funding. In these instances, the agency was added manually to the Service Provider Table along with their site locations. The core services with the respective United Way of Greater Cleveland agencies that were added are:

- Case/Care Management – Care Alliance, Cystic Fibrosis, Epilepsy Foundation, Golden Age Centers
- Comprehensive Outpatient Substance Abuse Treatment – The Covenant
- Disease/Disability Information – The Muscular Disease Society of Northeastern Ohio
- Early Intervention for Infants and Toddlers with Disabilities – United Cerebral Palsy
- Medical Expense Assistance – North Coast Health Ministry
- Medical Transportation (Paratransit in FCFH) – Kidney Foundation of Ohio
- Senior Centers – Catholic Charities Services Corporation, Jewish Community Center of Cleveland, Jewish Family Service Association of Cleveland, University Settlement House.
- Volunteer Development – Neighborhood Leadership Institute

It must also be noted that when numbers are low for trend data reported, the high percentages are slightly exaggerated.

Funding Information for Core Services

We collected financial information for each core service on a countywide level from multiple sources including major government funders, foundations, federated fund raising organizations, and United Way of Greater Cleveland. While we were successful in gathering a substantial amount of data, there

is much that has not been collected. It must also be noted that even if we had all major public and private funding gathered, this would not create a total picture of health and human service funding in Cuyahoga County because there are more than 80 core services provided. The following provide highlights of data collected and some of the limitations for each source. It is important to note that funding in each source is changing and represents point in time amounts. The typical period for trend data, when available, is 2002, 2003, and 2004. Note: some services are funded by private insurance or other self-pay arrangements.

Foundation Funding

We attempted to obtain foundation funding amounts for each core service from the latest annual report or 990 PF (foundation tax return to the IRS) of each major foundation that funds social services in Greater Cleveland. Wherever a description of the grant purpose was given, we used our best judgment to match the grant to the appropriate core service. If the grant fell within more than one core service area, it was not listed. When no description was given, the grant was treated like a general operating grant and assigned to a core service only when the mission of the grant recipient fell mainly within one particular core service. In-kind donations, grants for capital and equipment expenses and administrative salaries were not used. When grants were \$10,000 or greater, they were listed by name of the foundation. All others were placed under Other Foundations and not listed. Typically, we did not attempt to provide trend financial data for foundation funding of core services because of the changing nature of funded programs from year to year.

Federated Funding Sources

We approached the major federated funders of core services in Greater Cleveland for funding and consumer information. Some data provided was for a single point in time; others provided three years of trend data. We often had to do a cross walk of United Way of Greater Cleveland funded core services against those funded by federated agencies to agree on the services.

Government Funding

We approached every major government funder for funding amounts for each core service and also did Internet searches for some federal government sources. Due to the constant state of change in government funding, it is important to note that the data provided is a snapshot in time and that many of the programs funded in 2004 have changed definition, are funded through different revenue sources, or no longer exist at all due to a lack of funding. This is particularly true of Community Development Block Grant dollars which have decreased due to shifting federal priorities.

Every effort was made to appropriately match government funding data to the correct core service area; however, this was not always possible as frequently the service definitions were not a one-to-one match. It was necessary, in some instances, to take the closest match or use the sore service which represented a majority of the services being provided.

In other cases, it was not possible to select a specific core service. An example is Medicaid in which Medicaid-defined services crossed over more than four core services in some instances. In cases where Medicaid is a significant source of revenue, the data was entered as an aggregate total at the appropriate AIRS level. These aggregates are footnoted under the appropriate funding table.

Every effort was made to include data from municipalities. However, many did not respond after repeated requests for information. We would like to thank those who took the time to help with this project.

Medicaid Funding

A significant portion of Medicaid funding was NOT entered under the countywide total in the core service reports for two reasons: first, because many of the Medicaid services are not a one-to-one match with United Way core services, and second because some Medicaid services fall into more than one AIRS Level 1 categories. In the first instance, Medicaid funding was entered as an aggregate total at the AIRS 1 level, and in the second instance Medicaid funding was entered as an aggregate total under Third Party Payee/Direct Bill in the combined Master Revenue file of funding across all nine AIRS Levels. They are as follows:

Entered as Aggregate Total Under Appropriate AIRS Level

- Medicaid Service - Home Care (\$17,787,703 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: daily living aids and home health care.
- Medicaid Service - CADAS (\$8,522,183 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: comprehensive outpatient substance abuse treatment, residential substance abuse treatment programs, substance abuse education and prevention.
- Medicaid Service - Therapy (\$2,257,394 in 2004) - Falls into AIRS 1 Health Care and includes the following core services: condition specific rehabilitation, and speech & hearing.
- Medicaid Service - CMH (\$67,773,487 in 2004) - Falls into AIRS 1 Mental Health Care & Counseling and includes the following core services: supportive therapies, adolescent/youth counseling, children's residential treatment facilities, early intervention for mental illness, general counseling services (outpatient mental health facilities), and psychiatric day treatment.

Entered as Aggregate Total Under Third Party Payee/Direct Bill

- Medicaid Service - Inpatient Hospital (\$188,329,269 in 2004) - Falls into two different AIRS 1 categories: Basic needs and health care. It includes the following core services: condition specific rehabilitation and medical expense assistance.
- Medicaid Service - Waiver (\$128,921,354 in 2004) – This category included all PASSPORT services. Since we reported PASSPORT separately, in order to avoid duplication, we deducted the PASSPORT total of \$52,676,048 from this number and reported the remaining \$76,245,306. This total falls into AIRS 1 Basic Needs, Health Care and Individual & Family Life and includes the following core services: adult day care, home-delivered meals, home health care and in-home assistance.
- Medicaid Service - Habilitation (\$55,550,307 in 2004) - Falls into AIRS 1 Health Care and Individual & Family Life and includes the following core services: condition specific rehabilitation services, early intervention for infants and toddlers with disabilities/delays, and residential living options for people with disabilities.

United Way of Greater Cleveland Funding

Financial data for core services funded by United Way of Greater Cleveland was for FY 2004 (July 2003 to June 2004). It included allocations through the community investment committees and donor designations that United Way funded agencies applied to the respective core services. It is important to note that not all United Way funded agencies applied donor designated gifts, which are unrestricted, to the core service for which they receive United Way funding. It did not include donor designations that non-United Way funded agencies used for any of the 80 core services.

United Way Agency Revenues

Annually United Way-funded agencies submit revenue budgets to United Way for each funded core service. This information for FY 2004 is reported. However, all of the agency data may not be included in the countywide data as agencies may have assigned dollars from unrestricted grants to a specific core service, or allocated a portion of grant monies that fell within two or more core service areas. It was not always possible to match countywide government or foundation funding with that reported by the agencies and that gathered from other funding sources.

Consumer and Financial Data: Caveats

The following applies to revenue sources on tables and graphs and their corresponding consumer data used in the consumer demographics and zip code tables.

All Core Services

Data was self-verified by the funder/provider. Whenever data provided by a funder appeared to be inconsistent or incorrect, an attempt was made to contact the funder. If the funder responded, the data was either adjusted according to their instructions, or the reason for discrepancies footnoted. If they did not respond, or if they said it was correct, the data was left as submitted.

Demographic and zip code data provided by the funder/provider is frequently taken from consumer intake forms which may have missing or incomplete data, or from provider agency databases which contain data entry errors or incomplete consumer intake forms. Whenever possible, the funder was asked for corrected data. In cases where a correction was not possible, the data was counted as either unknown or missing. The usage of these terms is footnoted at the bottom of each table and is explained more fully in the Gap Analysis section of this attachment.

It was not always possible to get information in the format requested as each funder tracks data differently, using different service definitions, terminology and variables. Wherever possible, data was matched to a consistent report format.

When a funder could not provide consumer demographics, but could provide an estimated percentage of consumers by category, we took the total number of consumers and applied the percentages to come up with estimated numbers for the consumer tables. For example, Medicaid tracks individual recipients throughout the year, entering new data if there is a change, each time a claim occurs. Thus, a consumer who has a birthday between claims will appear in the system for that year with two different ages.

To resolve this, the percentage of consumers in each age range was determined for the total number of duplicated consumer ages. Those percentages were then applied to the total number of unduplicated consumers for the year in order to reach a total number of unduplicated consumers for each age range.

The time periods for both revenue and consumers vary by funder/provider. United Way Program Report data is for FY 2004 (July 2003 to June 2004). Other funder/provider data is for either a January to December or July to June fiscal year.

Gap Analysis Methodology & Limitations

Based on Anderson's (1964) seminal needs assessment model, realized access is defined as the number of consumers who receive service while unrealized access is the estimated number of consumers who need and would utilize a service, but are not currently receiving it. This could be considered the service gap. Unrealized consumer access to services drives the need for change in the social service delivery system. Ensuring unrealized consumer access to services requires new models of service delivery related to access, effective use of resources, data management, and funding. There were multiple steps used to conduct a gap analysis:

- *Estimate of persons in need of the service:* Unless local research was conducted to determine need for a given service, this estimate was obtained by either using U.S. Census data for Cuyahoga County or applying percentages from national studies and reports to the census data. All references and percentages are footnoted in the respective graphs or tables. In most cases this percentage was also applied to actual 1990 Census figures and population projections 2005 through 2015 that were done by the Ohio Department of Development.
- *Estimate of number of ACTUAL consumers in the public systems (realized access):* Data submitted to United Way by funded agencies was aggregated to determine the number of consumers for each core service. The period was FY 2004, which is July 2003 through July 2004.
 - In some cases data was “unknown,” defined as data not collected by agency because no tracking system was available or the type of service delivered made it difficult (i.e., group presentations, telephone information and referral, and drop-ins). This also represents data not completed by consumers either deliberately or inadvertently on intake forms.
 - In other cases, data was missing that, for United Way data, represented computational errors or incorrect completion of online reports. For all other data, “missing” represents data funders/providers were unable to provide.
 - There was no check of the accuracy of data submitted by agencies.
 - Major government funders were asked to provide information about the number of consumers for the respective core services that they funded. In most cases, services were not defined in the same way as the United Way core services which are based on the Alliance for Information and Referral Systems (AIRS) taxonomy. To accommodate these differences, customized crosswalks were developed.
 - We assumed that the numbers of consumers across funding sources were not unduplicated and thus made a judgment about which numbers would be the best estimate of an unduplicated number.
 - The estimate of consumers is not inclusive since it does not include numbers of consumers who use their personal resources to pay for services, nor for other private resources such as insurance or agency fundraising. In addition, it was not always possible to obtain information from some government funders.
- *Estimate of number of “unknown/non-consumers”:* This is the difference between the estimated number of actual consumers and the estimate of persons in need.
- *Estimate of number of “would-be users” (unrealized access):* This is the estimate of persons who would use a service if it were available, typically based on research.
- *Estimate of number of “never users”:* This is the difference between the estimated number of unknown/non-consumers and would-be users.

- *Estimate of “universe of possible consumers”*: This is the total of those actually receiving the service (realized access) and those would-be users (unrealized access).

We recognize that this is not a perfect method for assessing either realized or unrealized access to core services. However, we opted to use an imperfect method rather than no method to demonstrate both the complexity and the usefulness of quantifying realized and unrealized access to services as a first step toward a more rigorous methodology. In the business sector this would be a form of market analysis. We also recognize that actual consumer numbers are not unduplicated across funders, or across core services. Thus, there is much work yet to be done to gain realistic estimates of needs.

The numbers we provided are on a countywide level. We recognize that there could be, and often are, differences by demographics and geographical area. In the Actual Consumer Demographics attachment, we have identified the profile of the base consumer group from census, but have little on the estimated persons in need. Occasionally, there is information from other research that describes differences among different racial, ethnic, gender, age, or income groups that is discussed in the narrative. There is also inconsistent information for consumers funded by various governmental bodies. In other words, some funders provided demographic data and others did not. In the Actual Consumer Zip Codes attachment, we have also attempted to identify the geographic profile of the estimated persons in need and actual consumers. However, this information has the same limitations as the demographics.

Service Site Index

For many services a service site index was developed. It provides a ratio of estimated consumers per service site on a countywide level and for each zip code within the county. The ratio is based on the number derived from the gap analysis described in the previous section and on the number of providers who reported to United Way – First Call for Help whether a specific service site includes a given zip code in its service area. A provider site is located in a single zip code, but could serve multiple zip codes. The ratio is a measure of potential service accessibility by estimated universe of service consumers per zip code area. This measure does not include the capacity of providers to offer the service, for example, the number of consumers that can be served on a daily basis. It is only capturing whether there is a possibility of being a consumer. The lower the ratio, the greater is the chance of receiving service. The index also gives an indication of which zip codes have higher ratios which means that consumers have a lower probability of receiving a service as well as any patterns in zip codes that have high percentages of African Americans, Asians, or Hispanics. A map is also attached which provides a graphic picture of the estimated consumers by zip code.

Based on the numbers of providers that report to FCFH whether they serve a given zip code, we had assumed that there would be greater variability across zip codes. In reality, many report that they serve the entire county. Thus the variability across zip codes is often primarily because of differences in the population numbers rather than in service sites that offer service in a given zip code.

Specific Service Issues

Senior Services

“Senior Centers” was used as a catch-all category when the funder-defined service covered more than one senior success core service and could not be accurately allocated among the separate core services. Often, funding for transportation and home-delivered meals was not broken out from

senior activities and supportive services at the municipal level, so it was placed under Senior Centers. Because the core services for congregate and home-delivered meals and senior ride were tracked separately, funding for these core services was not included under Senior Centers to avoid duplication of resources, even though senior center activities can and do include congregate meals.

Senior Ride includes disabled individuals of all ages as well as seniors for most funders with the notable exception of Western Reserve Area Agency on Aging (WRAAA) that requires an individual to be 60 years of age or older in order to receive services. If the transportation service was not provided by a senior center, the number of consumers reflects the number of riders using the system and contains duplicates (e.g. paratransit).

Home improvement/accessibility data includes programs for low-income families and people of all ages with disabilities, as well as seniors.

References

- Anderson, Ronald M. (1995, March). Revisiting the behavioral model and access to medical care: Does it matter? *Journal of Health and Social Behavior*, 36(1): 1-10.
- Wan, Thomas T. H., Odell, Barbara Gill, & Lewis, David T. (1982). *Promoting the well-being of the elderly: A community diagnosis*. New York: The Halworth Press.

Attachment 3: Actual Consumer Demographics

Core Service: GED Instructions HH-050.250-25					
			Estimated Persons in Need	Actual Number/Percent of Consumers by Funding Source ^{*****}	
	Total Population (%) [*]	Total Population 18+ (%) ^{**}	Estimated Population 18+ without hs diploma (%) ^{***}	UW Program Report Data Cuy Cnty Only N/A (%)	CDBG - Cleveland (%)
PERIOD	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	7/1/2003-6/30/2004	7/1/2003-6/30/2004
TOTAL	1,393,978	1,046,599	202,501	N/A	Missing
Percent		75.1%	19.3%		
GENDER					
Male	47.2%	45.9%	46.2%	N/A	0.0%
Female	52.8%	54.1%	53.8%	N/A	0.0%
Unknown Data ^{*****}				N/A	0.0%
Missing Data ^{*****}				N/A	100.0%
RACE ^{*****}					
White alone	67.1%	70.2%	N/A	N/A	0.0%
Black or African American alone/combination	27.9%	25.1%	N/A	N/A	0.0%
Asian alone/combination	2.1%	2.1%	N/A	N/A	0.0%
American Indian and Alaska Native alone/combination	0.7%	0.7%	N/A	N/A	0.0%
Native Hawaiian and Other Pacific Islander alone/combination	0.1%	0.1%	N/A	N/A	0.0%
Some other race alone/combination	2.1%	1.8%	N/A	N/A	0.0%
Unknown Data ^{*****}				N/A	0.0%
Missing Data ^{*****}				N/A	100.0%
HISPANIC ^{*****}	3.3%	2.8%	N/A	N/A	0.0%
AGE					
0-4	6.5%			N/A	0.0%
5-9	7.3%			N/A	0.0%
10-14	7.1%			N/A	0.0%
15-19	6.4%	3.2%	N/A	N/A	0.0%
20-34	19.1%	25.4%	N/A	N/A	0.0%
35-54	29.3%	39.1%	N/A	N/A	0.0%
55-64	8.7%	11.6%	N/A	N/A	0.0%
65-74	7.8%	10.3%	N/A	N/A	0.0%
75+	7.8%	10.4%	N/A	N/A	0.0%
Unknown Data ^{*****}				N/A	0.0%
Missing Data ^{*****}				N/A	100.0%
INCOME ^{*****}					
Average Household Size	2.4	N/A	N/A	N/A	0.0%
\$0-\$9,999	11.3%	N/A	N/A	N/A	0.0%
\$10,000-\$14,999	6.9%	N/A	N/A	N/A	0.0%
\$15,000-\$19,999	6.7%	N/A	N/A	N/A	0.0%
\$20,000-\$29,999	13.6%	N/A	N/A	N/A	0.0%
\$30,000 and above	61.5%	N/A	N/A	N/A	0.0%
Unknown Data ^{*****}				N/A	0.0%
Missing Data ^{*****}				N/A	100.0%
Totals	100.0%	N/A	N/A	N/A	100.0%

Attachment 3: Actual Consumer Demographics (continued)

* U.S. Census 2000, SF1 (P1); SF4 (PCT144)
** US Census SF3 (P8); SF4 (PCT3); SF4 (PCT144); pro-rated hh income by population ratio 75.1%
*** U.S. Census 2000, SF3 (PCT25)
****Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.
*****Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms.
*****Missing Data - For United Way Data - represents computational errors or incorrect completion of online report. For all other data - represents data funder was unable to provide.
*****The race categories and data utilize US Census SF4 "Race Iterations," which allow for multiple races to be selected by census respondents. As a result, totals will add to > 100% of population. Universe is "Total Races Tallied." Except "White Alone", all racial categories are "... alone or in combination with some other race". This method isolates and minimizes the non-minority population ("White alone").
*****Hispanic - Amount in this field is from data provided by clients on intake forms and may not be accurate as clients may either deliberately or inadvertently provide incomplete data, or data may not be collected by the agency.
*****The U.S. Census reports income by household or family, not individuals. Estimates by income category were derived by applying the ratio of total county population (1,393,978) to total households (571,606) = 2.4. The number of households in each income category was multiplied by 2.4 to arrive at an estimate of individuals by income category. The assumption is that the average household size applies to each income category, which may result in more conservative estimates for children, and the "old old," which may actually have larger proportions of persons in the lower income categories.

Attachment 4: Actual Consumer Zip Codes

Core Service: GED Instructions HH 050.250-25						
				Estimated Persons in Need	Actual Number/Percent of Consumers by Funding Source ****	
	City/Town (% Cleveland)	Total Population (%) ^a	Total Population 18+ (%) ^{aa}	Estimated Population 18+ without hs diploma (%) ^{aaa}	UW Program Report Data (%)	CDBG - Cleveland (%)
Period		1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	7/1/2003-6/30/2004	7/1/2003-6/30/2004
TOTAL		1,393,978	1,046,599	202,501	N/A	Missing
Percent			75.1%	19.3%		
44017	Berea	1.4%	1.4%	0.8%	N/A	0.0%
44022	Bentleyville	1.3%	0.8%	0.2%	N/A	0.0%
44040	Gates Mills/Mayfield Village	0.2%	0.2%	0.1%	N/A	0.0%
44070	North Olmsted	2.4%	2.5%	1.4%	N/A	0.0%
44101	Cleveland (100%)	0.0%	0.0%	0.0%	N/A	0.0%
44102	Cleveland/Brooklyn (95%)	3.7%	3.5%	6.9%	N/A	0.0%
44103	Cleveland (100%)	1.8%	1.7%	3.7%	N/A	0.0%
44104	Cleveland (100%)	2.1%	1.7%	3.7%	N/A	0.0%
44105	Cleveland/NewburghHts/ GarfieldHts	3.9%	3.6%	6.5%	N/A	0.0%
44106	Cleveland/Cleveland Hts (60%)	2.3%	2.4%	2.8%	N/A	0.0%
44107	Lakewood/Cleveland	4.0%	4.3%	2.6%	N/A	0.0%
44108	Cleveland/Bratenahl (90%)	2.6%	2.4%	4.1%	N/A	0.0%
44109	Cleveland/Brooklyn Hts (98%)	3.3%	3.2%	5.2%	N/A	0.0%
44110	Cleveland/East Cleveland (98%)	1.9%	1.8%	2.8%	N/A	0.0%
44111	Cleveland (100%)	3.1%	3.1%	3.8%	N/A	0.0%
44112	East Cleveland/Cleveland	2.4%	2.2%	3.5%	N/A	0.0%
44113	Cleveland (100%)	1.4%	1.4%	2.6%	N/A	0.0%
44114	Cleveland (100%)	0.3%	0.3%	0.6%	N/A	0.0%
44115	Cleveland (100%)	0.6%	0.5%	0.9%	N/A	0.0%
44116	Rocky River	1.5%	1.6%	0.6%	N/A	0.0%
44117	Euclid/Cleveland	0.9%	0.9%	1.1%	N/A	0.0%
44118	ClevelandHts/UniversityHts/	3.2%	3.3%	1.5%	N/A	0.0%
44119	Cleveland/Euclid (50%)	1.0%	1.0%	1.0%	N/A	0.0%
44120	Shaker Hts/Cleveland	3.4%	3.3%	3.5%	N/A	0.0%
44121	University Hts/South Euclid	2.5%	2.5%	1.4%	N/A	0.0%
44122	Beachwood/Highland	2.5%	2.6%	1.3%	N/A	0.0%
44123	Euclid	1.3%	1.3%	1.2%	N/A	0.0%
44124	Pepper Pike/MayfieldHts/Lyndhurst	2.9%	3.1%	1.7%	N/A	0.0%
44125	Valley View/Garfield Hts	2.1%	2.2%	2.2%	N/A	0.0%
44126	Fairview Park/Cleveland	1.2%	1.3%	0.6%	N/A	0.0%
44127	Cleveland (100%)	0.6%	0.5%	1.3%	N/A	0.0%
44128	Warrensville Hts/Cleveland	2.4%	2.4%	3.2%	N/A	0.0%
44129	Brooklyn/Parma/Cleveland	2.1%	2.2%	1.8%	N/A	0.0%
44130	Parma/Cleveland	3.8%	4.1%	3.3%	N/A	0.0%
44131	Independence/Seven	1.5%	1.6%	1.1%	N/A	0.0%
44132	Euclid	1.1%	1.1%	1.0%	N/A	0.0%
44133	North Royalton	2.0%	2.1%	1.3%	N/A	0.0%
44134	Parma/Cleveland	2.9%	3.0%	2.9%	N/A	0.0%
44135	Cleveland/Linndale (90%)	2.0%	2.1%	2.3%	N/A	0.0%
44136	Strongsville	3.1%	3.1%	1.3%	N/A	0.0%
44137	Maple Hts/Cleveland	1.9%	1.9%	1.8%	N/A	0.0%
44138	Olmsted Twp/Olmsted Falls	1.3%	1.3%	0.8%	N/A	0.0%
44139	Bentleyville/Glenwillow/Solon	1.6%	1.5%	0.6%	N/A	0.0%
44140	Bay Village	1.1%	1.1%	0.3%	N/A	0.0%
44141	Brecksville	1.0%	1.0%	0.4%	N/A	0.0%
44142	Brookpark/Cleveland	1.5%	1.6%	1.6%	N/A	0.0%
44143	Highland Hts/Richmond Heights	1.7%	1.8%	1.0%	N/A	0.0%
44144	Brooklyn/Cleveland	1.6%	1.7%	1.7%	N/A	0.0%
44145	Westlake	2.3%	2.4%	1.1%	N/A	0.0%
44146	Walton Hills/Oakwood/Bedford	2.3%	2.4%	2.2%	N/A	0.0%
44147	Broadview Hts	1.1%	1.1%	0.6%	N/A	0.0%
44149	Strongsville	0.0%			N/A	0.0%
Unknown Cuyahoga County Zip Codes*****					N/A	0.0%
Missing*****					N/A	100.0%
Unknown *****					N/A	0.0%
Total Cuyahoga County*****		100.0%	100.0%	100.0%	N/A	0.0%
Total Known Cleveland		30.5%	38.6%	51.7%	N/A	0.0%
Total Known Suburbs		69.5%	61.4%	48.3%	N/A	0.0%
Unknown & Missing					N/A	100.0%

Attachment 4: Actual Consumer Zip Codes (continued)

* U.S. Census 2000, SF1 (P1)
** US Census SF3 (P8); pro-rated hh income by population ratio 75.1%
*** U.S. Census 2000, SF3 (P37); 18+ Education status estimated at 1.12* Age 25+ using ratio of overall age group populations countywide.
**** Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.
*****Missing Data - For United Way - represents computational errors or incorrect completion of online report. This data may contain zip codes outside of Cuyahoga County so it is not included in the total number served for Cuyahoga County. For all other data - represents data funder was unable to provide.
*****Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms. This data may contain zip codes outside of Cuyahoga County so it is not included in the total number served for Cuyahoga County.
***** Totals vary because of rounding. County total population 1,393,978 does not correspond to the total of zip codes because some zip codes include data from adjacent counties

Attachment 5: Profile of Core Service Providers – 2005

PROFILE OF CORE SERVICE PROVIDERS - 2005		
Source: United Way - First Call for Help Refer Database February 2005		
	Count	Sub-Count: UW-Affiliated
Total Number of Providers	23	0
Number of Providers by Type		
Nonprofit	10	-
For-profit	-	-
Government	13	-
Other	-	-
Total Number of Sites	56	-
Number of Service Sites per Provider		
1	14	-
2 – 5	7	-
6 – 10	1	-
11+	1	-
Geographical Location of Service Sites, by ZIP Code		
44017 - Berea	1	-
44022 - Bentleyville	-	-
44040 - Gates Mills/Mayfield Village	-	-
44070 - North Olmsted	1	-
44101 - Cleveland	-	-
44102 - Cleveland/Brooklyn	4	-
44103 - Cleveland	4	-
44104 - Cleveland	3	-
44105 - Cleveland/Newburgh Hts/Garfield Hts	1	-
44106 - Cleveland/Cleveland Hts	2	-
44107 - Lakewood/Cleveland	2	-
44108 - Cleveland/Bratenahl	2	-
44109 - Cleveland/Brooklyn Hts	2	-
44110 - Cleveland/East Cleveland	-	-
44111 - Cleveland	1	-
44112 - East Cleveland/Cleveland	2	-
44113 - Cleveland	5	-
44114 - Cleveland	2	-
44115 - Cleveland	4	-
44116 - Rocky River	1	-
44117 - Euclid/Cleveland	-	-
44118 - ClevelandHts/UniversityHts/ShakerHts	1	-
44119 - Cleveland/Euclid	1	-
44120 - Shaker Hts/Cleveland	1	-
44121 - University Hts/South Euclid	-	-
44122 - Beachwood/Highland Hills/Shaker Hts.	1	-
44123 - Euclid	-	-
44124 - Pepper Pike/Mayfield Hts./Lyndhurst	-	-
44125 - Valley View/Garfield Hts	1	-
44126 - Fairview Park/Cleveland	-	-
44127 - Cleveland	-	-
44128 - Warrensville Hts/Cleveland	1	-
44129 - Brooklyn/Parma/Cleveland	2	-

Attachment 5: Profile of Core Service Providers – 2005 (continued)

PROFILE OF CORE SERVICE PROVIDERS - 2005		
Source: United Way - First Call for Help Refer Database February 2005		
	Count	Sub-Count: UW-Affiliated
44130 - Parma/Cleveland	5	-
44131 - Independence/Seven Hills/Brooklyn Hts	-	-
44132 - Euclid	-	-
44133 - North Royalton	-	-
44134 - Parma/Cleveland	-	-
44135 - Cleveland/Linndale	-	-
44136 - Strongsville	1	-
44137 - Maple Hts/Cleveland	2	-
44138 - Olmsted Twp/Olmsted Falls	-	-
44139 - Bentleyville/Glenwillow/Solon	-	-
44140 - Bay Village	-	-
44141 - Brecksville	-	-
44142 - Brookpark/Cleveland	-	-
44143 - Highland Hts/Richmond Heights	1	-
44144 - Brooklyn/Cleveland	-	-
44145 - Westlake	2	-
44146 - Walton Hills/Oakwood/Bedford	-	-
44147 - Broadview Hts	-	-
44149 - Strongsville	-	-

Attachment 6: Providers and Functions – 2005

Service Providers & Functions	
Source: United Way - First Call for Help Refer Database February 2005	
Agency	Services
Berea City School District	GED And Adult Basic Education
Cleveland Heights-University Heights City School District	Adult Basic & Literacy Education
Cleveland Municipal School District	Adult Basic Literacy And Education; Includes ESL/ESOL
Cleveland UMADAOP	Adult Basic Education And GED
Council For Economic Opportunities In Greater Cleveland	GED Instruction
Cuyahoga Community College	Adult Basic Education - GED
Cuyahoga County Employment And Family Services	Educational Support - Youth Recipients Of Cash Benefits
East Cleveland City School District	Adult Basic And Literacy Education
Garfield Heights Community Center	Adult Basic And Literacy Education
Goodwill Industries Of Greater Cleveland	High School Equivalency Diploma (GED)
Lakewood City School District	Adult Basic And Literacy Education
Mayfield City School District	Adult Basic Literacy And Education
Merrick House	Educational Services For Pregnant/Parenting Teens, Basic Literacy Education
North Olmsted City School District	Adult Basic And Literacy Education
Parma City School District	Adult Basic Education/GED/Literacy - Free Program
Polaris Joint Vocational School District	Adult Basic Education/GED/Literacy
Reading Enrichment For Adult Development	Adult Basic Literacy & Education Program
St. Augustine Church	Basic Education/Tutoring/Computer Classes
Strongsville City School District	Adult Basic And Literacy Education
Urban League Of Greater Cleveland	GED Preparation/Adult Basic Education
Vocational Guidance Services	Independent Living Skills Development
West Side Ecumenical Ministry	GED Instruction
Westlake City School District	Adult Basic And Literacy Education

Bold represents agencies funded by United Way for this service. No agency was funded in FY 2004.

Attachment 7: United Way - First Call for Help GED Instruction Requests – 2000-2004: Greatest Increase/Greatest Decrease

HH-050.250-25 GED Instruction								
United Way - First Call for Help Requests 2000-2004								
Greatest Increase/(Greatest Decrease)								
Zip Code		TOTAL REQUESTS					%Change*	Avg. #
		2000	2001	2002	2003	2004	00&04	Calls 00-04
44127	Cleveland	1	1	12	10	7	600%	6
44114	Cleveland	1	0	4	5	6	500%	3
44109	Cleveland/Brooklyn Hts	3	12	15	12	18	500%	12
44103	Cleveland	4	8	15	20	18	350%	13
44111	Cleveland	2	3	7	5	9	350%	5
44123	Euclid	1	0	1	3	4	300%	2
44115	Cleveland	4	5	14	8	13	225%	9
44146	Walton Hills/Oakwood/Bedford	1	4	1	1	3	200%	2
44106	Cleveland/Cleveland Hts	5	5	11	17	14	180%	10
44118	ClevelandHts/UniversityHts/ShakerHts	2	2	4	2	5	150%	3
44108	Cleveland/Bratenahl	14	10	20	17	33	136%	19
44112	East Cleveland/Cleveland	9	9	13	28	20	122%	16
44017	Berea	0	0	0	1	4	N/A	1
44129	Brooklyn/Parma/Cleveland	0	0	2	1	3	N/A	1
44125	Valley View/Garfield Hts	0	0	1	2	3	N/A	1
44142	Brookpark/Cleveland	0	0	0	1	2	N/A	1
44126	Fairview Park/Cleveland	0	0	0	4	2	N/A	1
44134	Parma/Cleveland	0	1	1	0	2	N/A	1
44138	Olmsted Twp/Olmsted Falls	0	0	2	0	1	N/A	1
44130	Parma/Cleveland	0	2	0	1	1	N/A	1
44116	Rocky River	0	0	0	0	1	N/A	N/A
44145	Westlake	0	0	0	1	1	N/A	N/A
44122	Beachwood/Highland Hills/Shaker Hts.	2	0	6	0	0	(100%)	2
44144	Brooklyn/Cleveland	3	0	2	2	0	(100%)	1
44124	Pepper Pike/Mayfield Hts./Lyndhurst	1	0	2	0	0	(100%)	1
**Total Cuyahoga County		145	155	262	283	308	112%	231
**Total Cleveland		101	100	179	197	224	122%	160
**Total Suburbs		44	55	83	86	84	91%	70
* Extremely high percentages are due to low numbers.								
** These totals do not reflect the sum of the numbers above which are the zip codes reflecting the greatest increase or decrease. Rather, they are the total of calls from ALL zip codes many of which do not appear on this table.								

Attachment 8: United Way - First Call for Help 2000-2004: Unmet Need

HH-050.250-25 GED Instruction					
United Way - First Call for Help Requests 2000-2004					
Unmet Need					
Zip Code		TOTALS 00-04			%
		Requests	Met	Unmet	Unmet
44111	Cleveland	26	25	1	4%
44109	Cleveland/Brooklyn Hts	60	59	1	2%
44105	Cleveland/Newburgh Hts/Garfield Hts	111	110	1	1%
* Total Cuyahoga County		1,153	1,150	3	N/A
* Total Cleveland		801	798	3	N/A
* Total Suburbs		352	352	0	N/A
FCFH DATA NOTES					
<p>Met = service request resulting in referral to an organization. (Does not mean agency was able to provide the service.)</p> <p>Unmet = service request for which there was no referral.</p> <p>Note: Zip Codes shared by Cleveland and surrounding suburbs whose boundaries fall 50% and greater within the city of Cleveland are highlighted and totaled as Cleveland. Others are totaled as Suburbs.</p> <p>* These totals do not reflect the sum of the numbers above which are the zip codes reflecting unmet need in 2004. Rather, they are the total of calls from ALL zip codes some of which do not appear on this table.</p>					

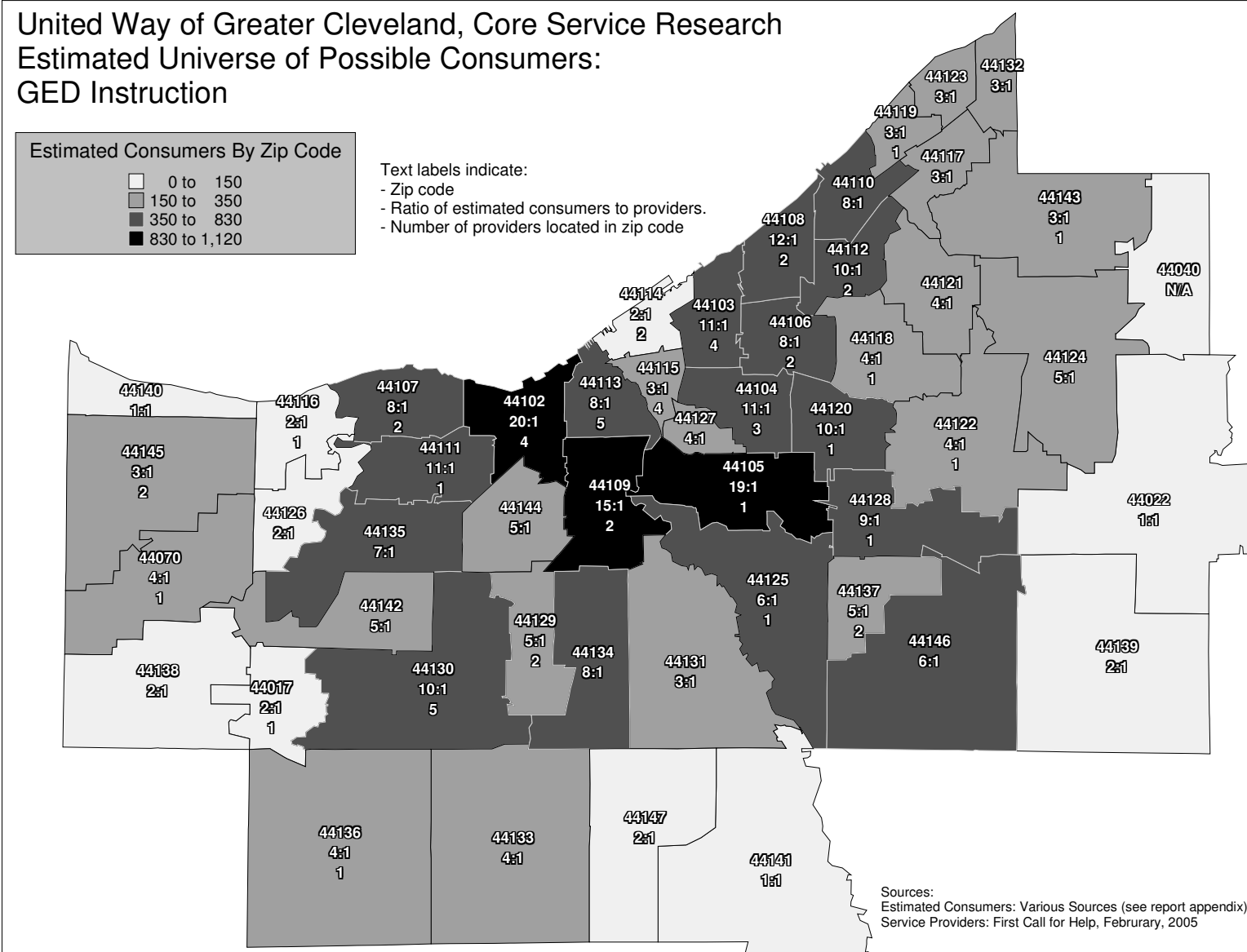
Attachment 9: Service Site Index

Core Service: GED Instructions HH-050.250-25									
Service Site Index									
Zip	Number of Sites*****	City/Town (% Cleveland)	Proportion of Minorities in Geographical Area	Total Population (#)*	Total Population 18+ (#)**	Estimated Persons in Need: Estimated Population 18+ without HS diploma (#)***	Estimated Universe of Possible Consumers per Geographical Area****	Number of Service SITES Serving Geographical Area (Per Agencies Reported Intended Service Area to First Call for Help)*****	Potential Service ACCESSIBILITY by Service Consumers per Geographical Area
Period				1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/2005	Ratio of CONSUMERS to Service SITES
TOTAL	56			1,393,978	1,046,599	202,501	16,200	56	289:1
Percent					75.1%	19.3%	8.0%		
44117	-	Euclid/Cleveland	African Am 53.1%	12,078	9,662	2,298	184	55	3:1
44105	1	Cleveland/NewburghHts/GarfieldHts	African Am 61.9%	54,834	38,080	13,176	1,054	55	19:1
44106	2	Cleveland/Cleveland Hts (60%)	African Am 62.2%	32,417	25,586	5,696	456	55	8:1
44110	-	Cleveland/East Cleveland (98%)	African Am 74.7%	26,536	18,517	5,706	456	55	8:1
44120	1	Shaker Hts/Cleveland	African Am 76.7%	47,349	34,091	7,173	574	55	10:1
44103	4	Cleveland (100%)	African Am 80.2%	25,348	17,372	7,546	604	56	11:1
44108	2	Cleveland/Bratenahl (90%)	African Am 94.9%	36,456	24,841	8,270	662	56	12:1
44112	2	East Cleveland/Cleveland	African Am 95.2%	33,222	23,087	7,085	567	55	10:1
44128	1	Warrensville Hts/Cleveland	African Am 95.8%	33,612	25,177	6,404	512	55	9:1
44104	3	Cleveland (100%)	African Am 97.5%	28,904	18,083	7,482	599	56	11:1
44115	4	Cleveland (100%)	African Am 98.4%	8,186	5,218	1,905	152	56	3:1
44114	2	Cleveland (100%)	Asian 20.3%	3,891	3,247	1,243	99	56	2:1
44109	2	Cleveland/Brooklyn Hts (98%)	Hispanic 20.3%	45,783	32,998	10,469	838	55	15:1
44102	4	Cleveland/Brooklyn (95%)	Hispanic 20.4%	52,108	36,707	13,960	1,117	55	20:1
44113	5	Cleveland (100%)	Hispanic 23.5%	19,466	14,922	5,180	414	55	8:1
44017	1	Berea		19,005	15,014	1,620	130	55	2:1
44022	-	Bentleyville		17,720	8,368	392	31	55	1:1
44040	-	Gates Mills/Mayfield Village		2,883	2,180	102	8	55	N/A
44070	1	North Olmsted		34,081	26,035	2,797	224	55	4:1
44101	-	Cleveland (100%)		-	0	0	-	12	N/A
44107	2	Lakewood/Cleveland		56,710	44,756	5,229	418	55	8:1
44111	1	Cleveland (100%)		42,967	32,373	7,782	623	55	11:1
44116	1	Rocky River		21,122	16,649	1,235	99	55	2:1
44118	1	ClevelandHts/UniversityHts/ShakerHts		45,279	34,387	3,036	243	55	4:1
44119	1	Cleveland/Euclid (50%)		13,493	10,787	2,119	170	55	3:1
44121	-	University Hts/South Euclid		35,185	26,506	2,892	231	55	4:1
44122	1	Beachwood/Highland Hills/ShakerHts		34,883	27,255	2,689	215	55	4:1
44123	-	Euclid		18,363	13,929	2,353	188	55	3:1
44124	-	Pepper Pike/MayfieldHts/Lyndhurst		40,334	32,903	3,483	279	55	5:1
44125	1	Valley View/Garfield Hts		29,876	22,875	4,467	357	55	6:1
44126	-	Fairview Park/Cleveland		17,196	13,455	1,251	100	55	2:1
44127	-	Cleveland (100%)		8,403	5,537	2,638	211	55	4:1
44129	2	Brooklyn/Parma/Cleveland		29,658	22,906	3,689	295	55	5:1
44130	5	Parma/Cleveland		53,615	43,087	6,761	541	55	10:1
44131	-	Independence/Seven Hills/BrooklynHts		20,666	16,579	2,308	185	55	3:1
44132	-	Euclid		15,322	11,616	1,950	156	55	3:1
44133	-	North Royalton		28,685	21,732	2,719	218	55	4:1
44134	-	Parma/Cleveland		40,396	31,537	5,800	464	55	8:1
44135	-	Cleveland/Linddale (90%)		28,561	21,567	4,628	370	55	7:1
44136	1	Strongsville		43,858	32,396	2,580	206	55	4:1
44137	2	Maple Hts/Cleveland		26,107	19,380	3,579	286	55	5:1
44138	-	Olmsted Twp/Olmsted Falls		18,046	13,612	1,538	123	55	2:1
44139	-	Bentleyville/Glenwillow/Solon		22,231	15,448	1,131	90	55	2:1
44140	-	Bay Village		16,076	11,989	582	47	55	1:1
44141	-	Brecksville		13,676	10,242	804	64	55	1:1
44142	-	Brookpark/Cleveland		21,132	16,334	3,270	262	55	5:1
44143	1	Highland Hts/Richmond Heights		23,730	18,471	2,022	162	55	3:1
44144	-	Brooklyn/Cleveland		21,805	17,462	3,493	279	55	5:1
44145	2	Westlake		31,972	24,797	2,265	181	55	3:1
44146	-	Walton Hills/Oakwood/Bedford		31,648	24,952	4,441	355	55	6:1
44147	-	Broadview Hts		15,954	11,995	1,263	101	55	2:1

* U.S. Census 2000, SF1 (P1)
 ** US Census SF3 (P8), pro-rated hh income by population ratio 75.1%
 *** U.S. Census 2000, SF3 (P37); 18+ Education status estimated at 1.12* Age 25+ using ratio of overall age group populations countywide.
 **** The estimated universe of possible consumers is 16,200. This number was derived on the basis of the U.S. Department of Education (2002) report that the participation rate in adult basic education among those who did not have a high school diploma was 8 percent in 1999. In this study adult basic education was defined as programs or classes to help adults 16+ without high school diplomas improve basic reading, writing, and math skills, or prepare for obtaining a high school diploma or its equivalent. (202,501 x 8% = 16,200)
 ***** United Way - First Call for Help, February 2005



Attachment 10: Map





**United Way of
Greater Cleveland**

1331 Euclid Avenue
Cleveland, Ohio 44115

uws.org/CoreServicesPlanning