

#### MOUNTING PRESSURES FACING THE U.S. WORKFORCE AND THE INCREASING NEED FOR ADULT EDUCATION AND LITERACY

#### Prepared for the National Commission on Adult Literacy

by

Dennis Jones. President Patrick Kelly, Senior Associate & Director, National Information Center National Center for Higher Education Management Systems (NCHEMS)

#### May 21, 2007

#### FOREWORD

This presentation was developed by the National Center for Higher Education Management Systems (NCHEMS) for the National Commission on Adult Literacy. It was contracted to help inform the deliberations of the Commission, and delivered to the Commission at its April 17<sup>th</sup> meeting as a Power Point presentation by NCHEMS' president, Dennis Jones.

The Commission wishes to thank Dr. Jones and his co-researcher Patrick Kelly for their important contribution to its work. This paper is a compelling aggregation of all kinds of useful data. While its publication does not necessarily reflect conclusions of the Commission, we are pleased to make it available as a public service.

Other materials developed for the April 17<sup>th</sup> meeting will also be made available in the near future. These are a presentation developed by labor economist Andrew Sum; a presentation made to the Commission in DVD format by Marc Tucker, president of the National Center for Education and the Economy; and a resource document, titled *Dare to Dream*, in which 102 education and literacy leaders offer their thoughts on future priorities, strategies, and issues for substantially advancing adult education and literacy in America.

A current listing of commissioners and honorary commissioners of the National Commission on Adult Literacy is given on the next page.

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**Cheryl King** Study Director National Commission on Adult Literacy

**David Perdue** Commission Chair & President & CEO Dollar General Corporation

Gail Spangenberg Project Manager & President, Council for Advancement of Adult Literacy

The Commission is managed by the Council for Advancement of Adult Literacy (1221 Avenue of the Americas – 46<sup>th</sup> Floor, New York, NY 10020, <u>gspangenberg@caalusa.org</u>. Commission study director Cheryl King operates from a CAAL office in Kentucky (National Commission on Adult Literacy, c/o Council for Advancement of Adult Literacy, 115 East 2<sup>nd</sup> Street, Suite 310, Owensboro, KY 42303, <u>cherylking@caalusa.org</u>). The Commission's principle funders to date are The Dollar General Corporation, Harold W. McGraw, Jr., and The McGraw-Hill Companies, Inc.

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#### NATIONAL COMMISSION ON ADULT LITERACY

David Perdue - Chairman and CEO, Dollar General Corporation (Commission Chair).

Morton Bahr - President Emeritus, Communications Workers of America.

<u>**Hon. Gerald Baliles**</u> - Director, The Miller Center of Public Affairs, University of Virginia; former governor of Virginia.

**Bob Bickerton** - Senior Associate Commissioner of Education for the Commonwealth of Massachusetts; Past President National Council of State Directors of Adult Basic Education.

<u>Sherrie Claiborne</u> – Chair, Public Policy, Commission on Adult Basic Education (COABE), and past president; COABE representative to and president of National Coalition for Literacy.

<u>Marion Crain</u> - Director, Center on Poverty, Work, and Opportunity, University of North Carolina.

<u>John Comings</u> - Director, National Center for the Study of Adult Learning and Literacy, Graduate School of Education, Harvard University.

Sharon Darling - President and Founder, National Center for Family Literacy.

<u>Samuel Halperin</u> – Senior Fellow & Founder, American Youth Policy Forum and Institute for Educational Leadership; Director of William T. Grant Foundation studies of non-college-bound youth, "The Forgotten Half."

Paul Harrington – President and CEO, Reebok International, Ltd.

George Kessinger - President and CEO, Goodwill Industries International, Inc.

**Bridget Lamont** - Vice Chair, U.S. National Commission on Libraries and Information Science; Past Chair and current member, Illinois Educational Labor Relations Board.

**Hon. Ray Marshall** - Rapoport Centennial Chair in Economics and Public Affairs, University of Texas (Austin); U.S. Secretary of Labor (Carter)); Member, National Skills Standards Board and Advisory Commission on Labor Diplomacy (Clinton); Co-chair, Commission on Skills of the American Workforce and of Commission on Skills of the American Workforce in a Global Economy.

<u>Gail Mellow</u> - President, LaGuardia Community College; On many national higher education boards and commissions; Gubernatorial appointee to New Jersey State Employment and Training Commission; Member, New Jersey Commission on Higher Education and Technology.

<u>**Owen Modeland</u>** - President, Correctional Education Association (incoming); Superintendent of Schools, Oklahoma Department of Corrections.</u>

<u>Mark Musick</u> - James Quillen Chair, East Tennessee State University; President Emeritus, Southern Regional Education Board (SREB); Chaired Board of National Assessment of Educational Progress under three presidents.

<u>Karen Narasaki</u> - President, Asian American Justice Center; Vice Chair Leadership Conference on Civil Rights; Vice President of Coalition for Comprehensive Immigration Reform; Recipient of award of the Chair of the Congressional Black Caucus.

<u>Juan Olivarez</u> – President, Grand Rapids Community College; member, Board of National Institute for Literacy, Member Kent and Allegan (MI) Workforce Development Boards; Gov. Jennifer Granham appointee to Cherry Commission of Higher Education and Economic Growth.

<u>Cam Preus-Braly</u> - Commissioner, Oregon Department of Community Colleges and Workforce Development; President, National Council on State Directors of Community Colleges; Chairelect Western Interstate Commission on Higher Education.

**Hon. Tom Sawyer** - Former member, U.S. House of Representatives (OH); Author, National Literacy Act of 1991; Former Mayor, Akron, OH; Extensive Congressional role in tracking U.S. and world demographic trends and applying them to policy and program purposes.

**Hon. George M. Staples** - Director General of U.S. Foreign Service and Assistant Secretary for Human Resources, U.S. Department of State; Former political advisor to the Supreme Allied Commander Europe (SACEUR) at NATO in Belgium; Former U.S. ambassador to many countries.

<u>Gail Spangenberg</u> - President and Founder, Council for Advancement of Adult Literacy; Former Operating Head, Business Council for Effective Literacy.

<u>Andrew Sum</u> - Professor of Labor Economics, Director of Center for Labor Market Studies, Northeastern University; National leader in labor market research related to adult literacy.

**<u>Robert Wedgeworth</u>** – President & CEO, ProLiteracy Worldwide; Former President, American Library Association; A leader in creating the National Coalition for Literacy in its original form.

<u>William White</u> – President and Chairman, Charles Stewart Mott Foundation; Leads Mott's pioneering work in community education. Member, President Ronald Reagan's Task Force on Private Sector Initiatives; Observer, Carter Center's Delegation to the Palestinian Elections.

#### HONORARY COMMISSIONERS

**David Baldacci** – Author of 13 best-selling novels, translated into 38 languages and sold in more than 80 countries; Playwright; National ambassador for various charities, including the Barbara Bush Foundation for Family Literacy; Lawyer, trial and corporate law.

<u>Alfredo G. de los Santos, Jr.</u> – Distinguished Professor, Hispanic Research Center, Arizona State University; Recipient, Harold W. McGraw, Jr. Prize in Education; Board Member, Carnegie Foundation for Advancement of Teaching.

Hon. Ruth Ann Minner – Governor, State of Delaware.

<u>Hon. Richard Riley</u> – Partner, Nelson, Mullins, Riley, and Scarborough; former Secretary of Education (Clinton Administration); Former Governor, South Carolina; Recipient Harold W. McGraw Jr. Education Prize for national leadership.

#### Mounting Pressures Facing the U.S. Workforce and the Increasing Need for Adult Education and Literacy

#### **Authors' Introduction & Executive Summary**

At a time when economic competitiveness is determined to a considerable extent by the education levels of a nation's workforce, the United States is at serious risk of losing its edge in this realm. While the U.S. still has the best-educated workforce in the world, the advantage arises because of the superior education attainment levels of the generation that is approaching the age of retirement. Those entering the workforce have not attained the same level of education as their counterparts in numerous other counties (slides 1 and 3). As other countries show consistent decade-to-decade progress in enhancing the education levels of their adult populations, the U.S. has been stuck at essentially the same level for 30 years (slides 2 and 4). Unless the U.S. finds ways to improve its performance in this arena, it will fall farther behind a longer list of competitor countries.

This required improvement will not come easily. The demographic profile of those who will be entering the workforce in the coming decades is very different from that of their predecessors; there will be decreases in the numbers of whites and increases in the numbers of minorities, especially Latinos (slide 8). These growing parts of the population are exactly the ones that have been least likely to achieve high levels of education attainment. They are much less likely to graduate from high school—and if they do, they are less likely to attend college and to successfully complete a program of study if they do enroll (slide 9). As a result, they represent a substantially less well-educated component of those who are entering the workforce and who will remain in the workforce for many years to come.

It would be a serious mistake to treat the nation's dilemma as strictly a minority issue. The nation's schools and colleges are failing with far too many whites—especially white males—as well. The education pipeline is leaking seriously at every point:

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- Too few complete high school.
- Too few high school graduates and GED completers are going to college.
- Too few college entrants are getting degrees.

The levels of education attainment have been sustained at a basically constant level for such a long period of time that returning to a position of being the best-educated nation in the world will take an extraordinary effort at this juncture. Even if:

- students in all states graduate from high school at the rate of the best-performing state,
- high school graduates in all states enter college at the rate of the best-performing state,
- these students graduate from college at the rate of the best-performing state, and
- educated immigrants continue to enter the country at the levels of the recent past,

the U.S. will likely be unable to regain its place of primacy by 2025 if it relies solely on strategies focused on traditional-age students (slide 43). Attention will necessarily have to be directed at enhancing the education attainment levels of adults who have fallen into the cracks of the education system somewhere along the way.

The low-hanging fruit are those individuals who started, but did not complete, a college education. There are 32,266,000 adults age 25-64 who fall into this category. The larger, and more difficult, population is a focus of the National Commission on Adult Literacy. These include almost one-quarter of the population age 18-64, as follows:

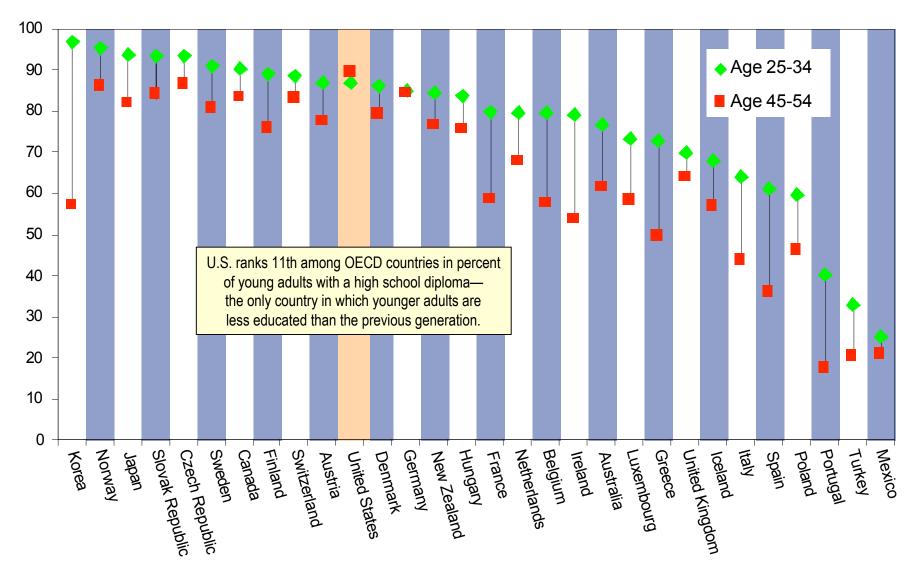
Have completed high school but have limited English ability	8,340,000
Have completed high school but living in families earning less than a living wage	14,494,000
Have not completed high school	<u>19,424,000</u>
	42,358,000
	(Slide 13)

The nature of the problem varies considerably from state to state; in some, English language skills is a major problem. In others, it is high school graduates who have insufficient skills to obtain and hold a living wage job (slide 24). But it is a problem in all states. The vast majority of prison populations have no more than a high school education (slide 27). Further, the lower the levels of education attainment, the less likely that an individual will be participating in the workforce. Nationally, only 56.8% of adults with less than a high school education are gainfully employed (versus 84.6% of those with a baccalaureate education). It is true that individuals with less education have jobs that pay lower wages. More important, it is also true that a great many will have no job at all.

Unfortunately, the mechanisms now in place to deal with the needs of undereducated adults are not getting the job done. Adult education programs are serving but a very small portion of the target populations (slides 29-31), and the number of GEDs awarded annually is but a small fraction of those lacking a high school education. To make matters worse, programs originally designed for undereducated adults are increasingly being filled with out-of-school youth—in 2005 fully a third of the GEDs were awarded to individuals 18 and under (slide 35). Over the past 15 years the trend has been that more degrees (and resources) are going to younger individuals and fewer to those 25 and older (slide 36). The tools intended to address the learning needs of adults are increasingly being applied to individuals who recently dropped (or were pushed) out of the nation's high schools.

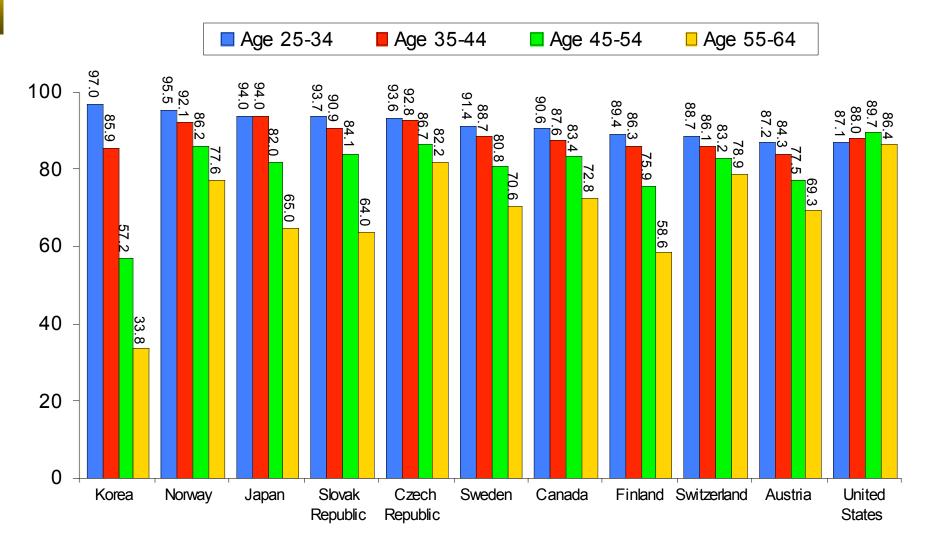
The challenge is clear; the country must successfully reengage adults who have too little education (knowledge and skills) to hold living wage jobs. Failure puts the nation at competitive risk. Rising to the challenge will require developing new strategies and new tools. The old ones have proven to be insufficient to the task.

### Percent of Adults with at Least a High School Diploma by Age Group, 2004



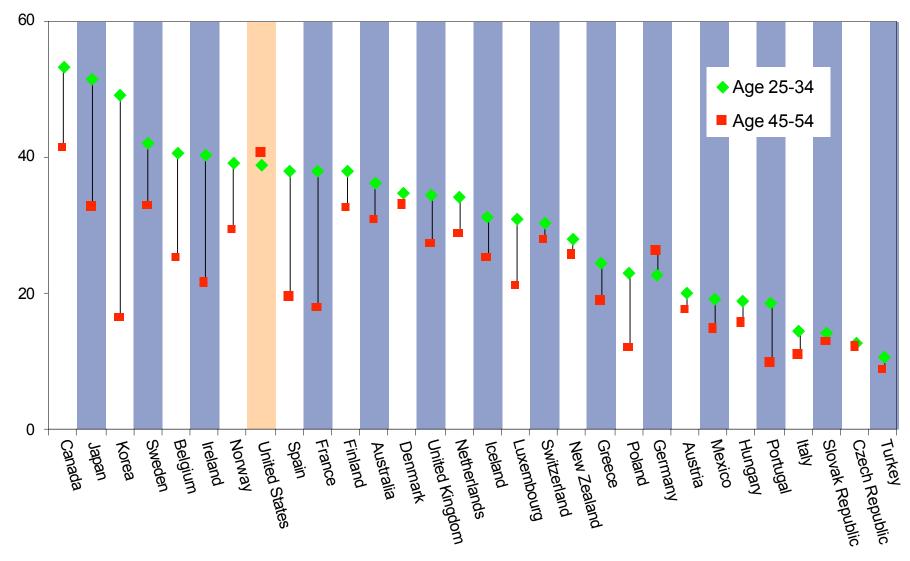
Source: Organisation of Economic Cooperation and Development (OECD), Education at a Glance 2006

### Percent of Adults with a High School Diploma by Age Group—U.S. and Leading OECD Countries, 2004

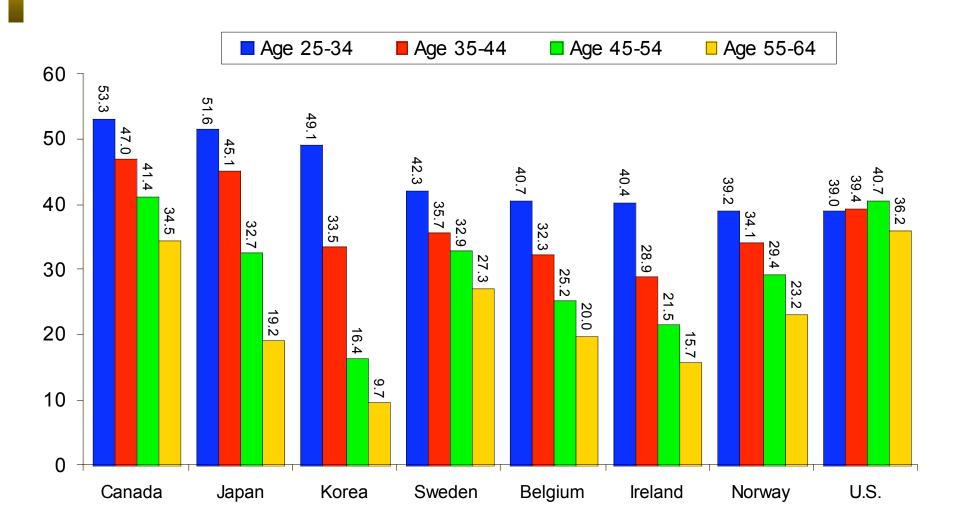


Source: OECD, Education at a Glance 2005

Differences in College Attainment (Associate and Higher) Between Young and Older Adults—U.S. and OECD Countries, 2004

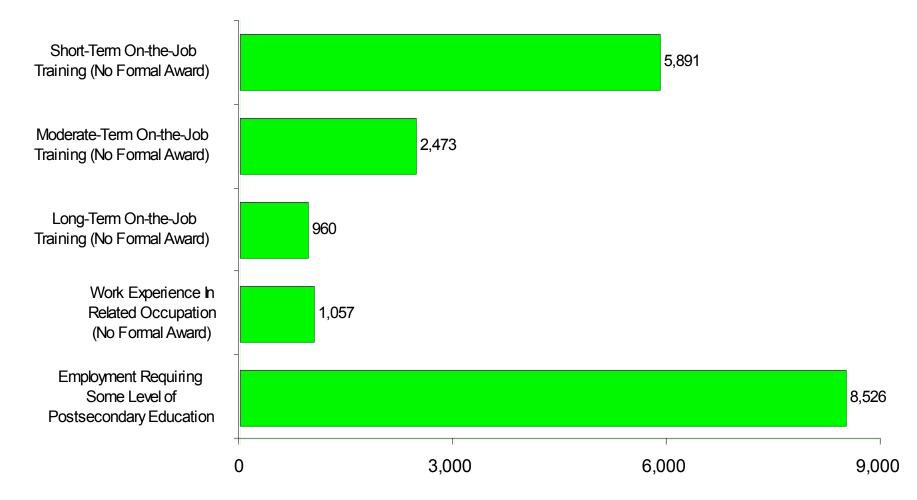


Percent of Adults with an Associate Degree or Higher by Age Group—U.S. and Leading OECD Countries, 2004

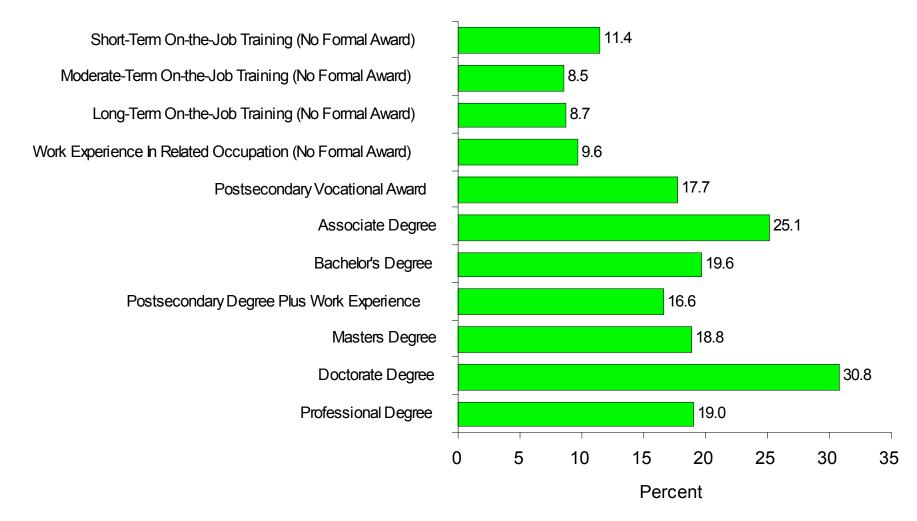


Source: OECD, Education at a Glance 2005

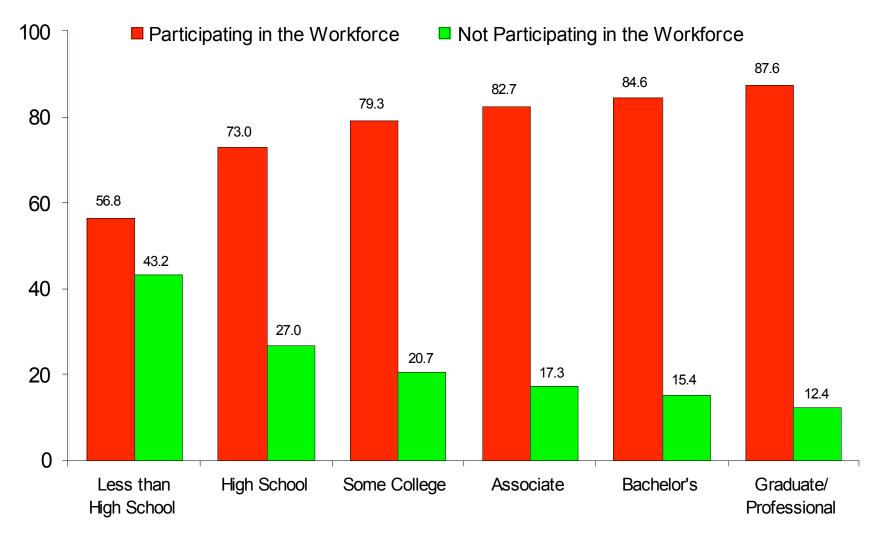
Changing Workforce Needs—Projected Number Employment Growth in U.S. by Level of Education Required, 2004 to 2014 (In Thousands)



### Changing Workforce Needs—Projected Percent Employment Growth in U.S. by Level of Education Required, 2004 to 2014

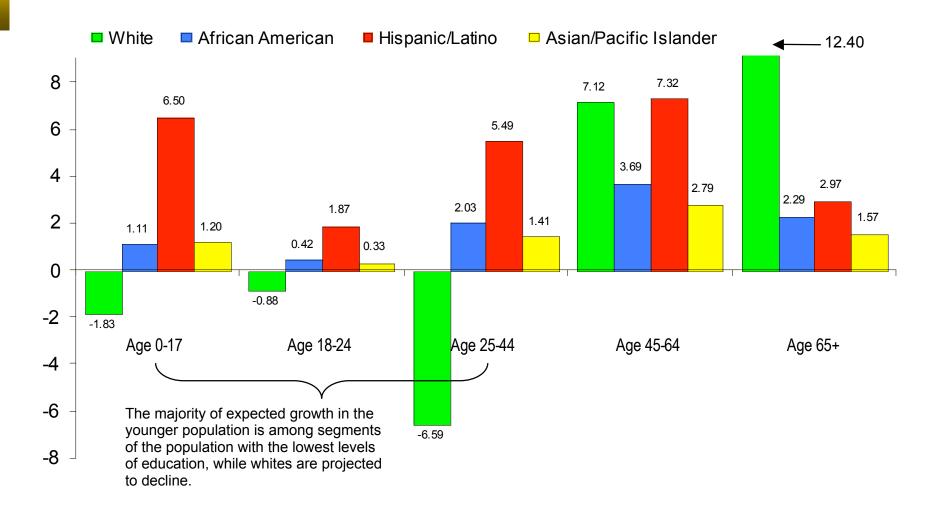


## *Participation in the Workforce by Level of Education,* 2000 (Percent)



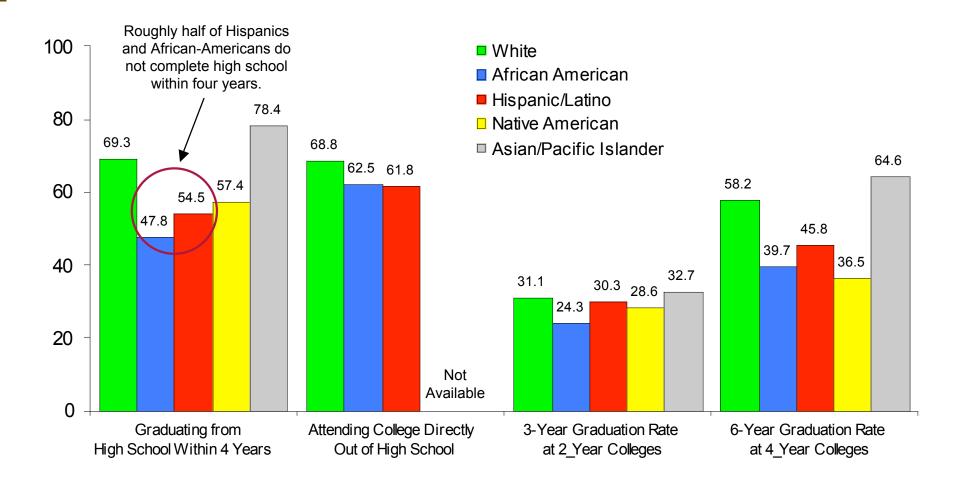
Source: Integrated Public Use Microdata Series (PUMS) 5% Sample

### Projected Change in U.S. Population by Age and Race/Ethnicity, 2000 to 2020 (In Millions)



Note: Projections based on 2000 Census are not available for Native Americans. Source: U.S. Census Bureau, Population Projections based on 2000 Decennial Census

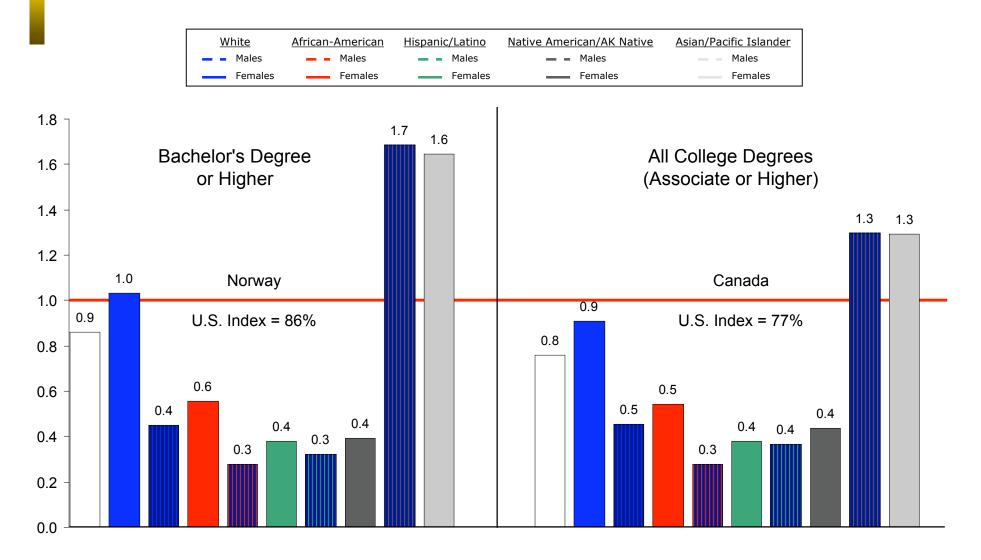
# U.S. Transition and Completion Measures from High School to College, 2004 (Percent)



Source: National Center for Education Statistics; Common Core Data, Digest of Education Statistics, and IPEDS Graduate Rate Survey

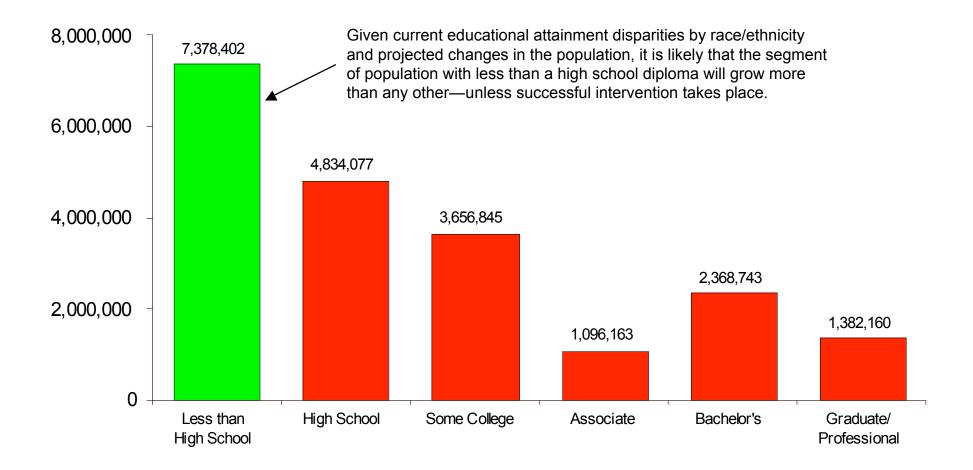
### Educational Attainment of Young Workforce (Age 25-34)

#### Indexed to Most Educated Country, 2005



Source: U.S. Census Bureau 2005 ACS; OECD

### Number Changes in Educational Attainment (Age 25-64) as a Result of Projected Changes in Race/Ethnicity, 2000 to 2020

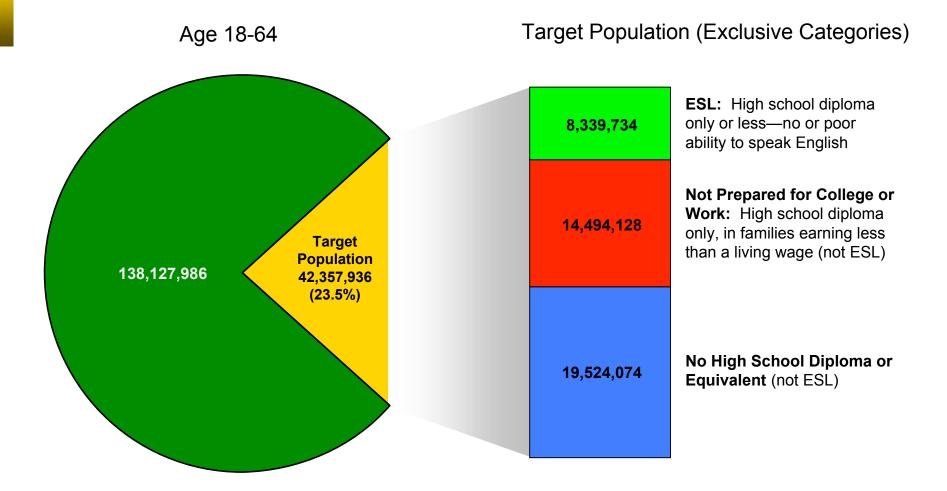


Source: NCHEMS, As America Becomes More Diverse: The Impact of State Higher Education Inequality

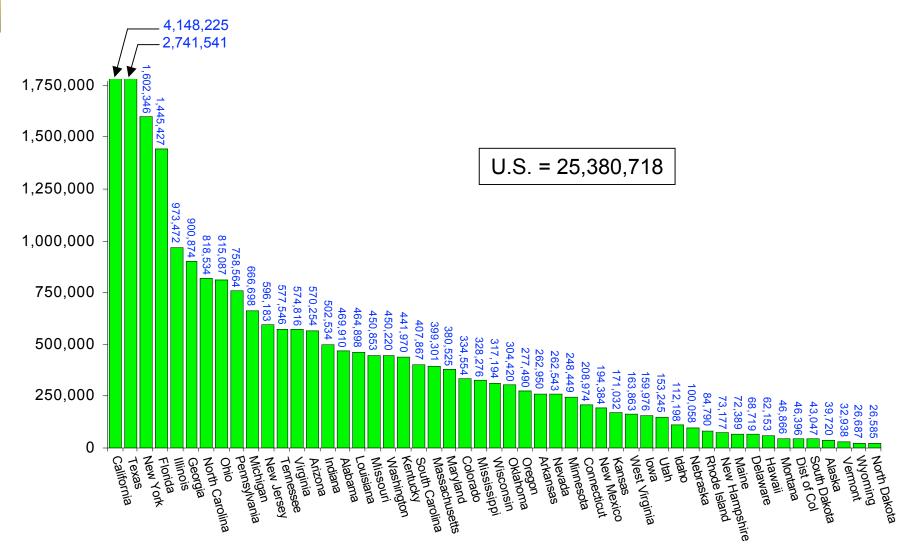
Target Populations

- Adults with No High School Diploma (or Equivalent)
- High School Only Completers Unprepared for the Workforce or to Enter College (Best Proxy—Those Whose Family Incomes Are Less than a Living Wage)
- English as a Second Language (ESL)—with Less than a High School Diploma (or Equivalent) or Only a High School Diploma
- Incarcerated Population

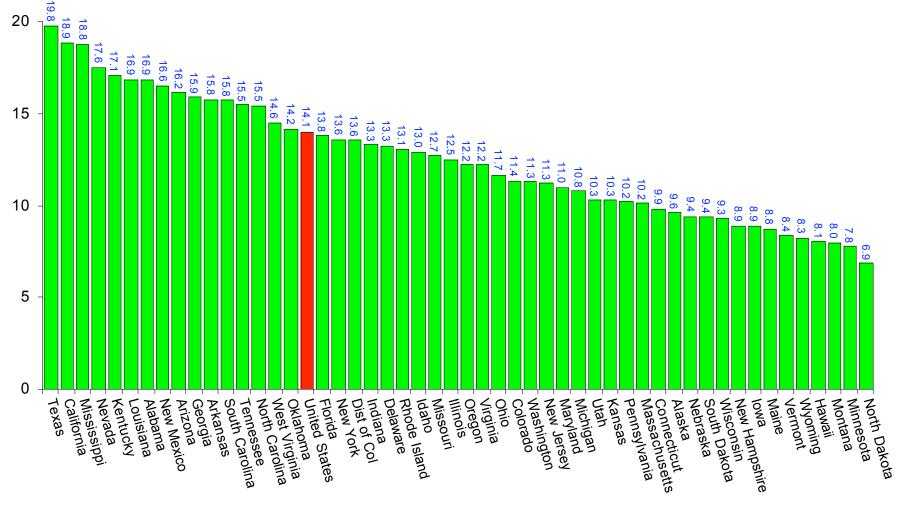
### Adult Education and Literacy—Target Population, 2005



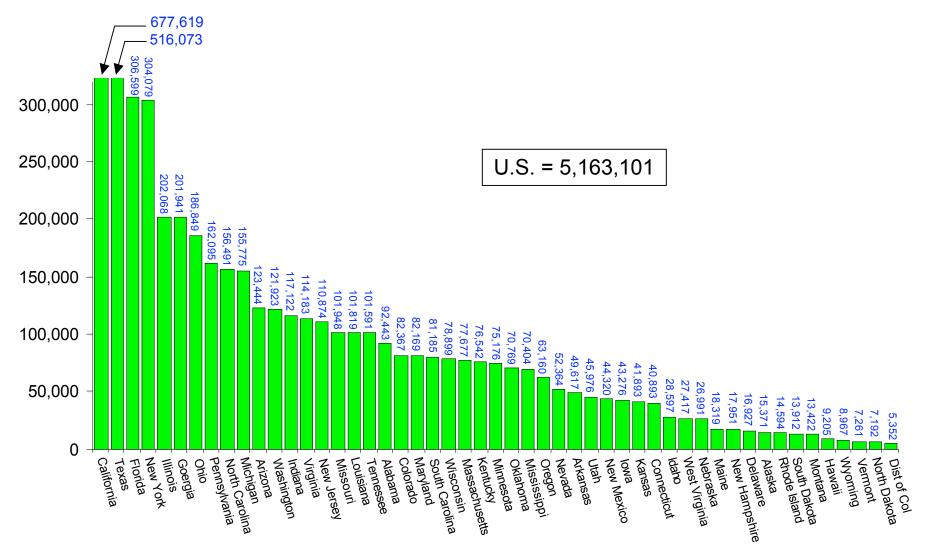
Note: Incarcerated population not separated out. Source: U.S. Census Bureau, 2005 ACS; PUMS Number of Adults Age 18-64 with Less than a High School Diploma (or Equivalent), 2005



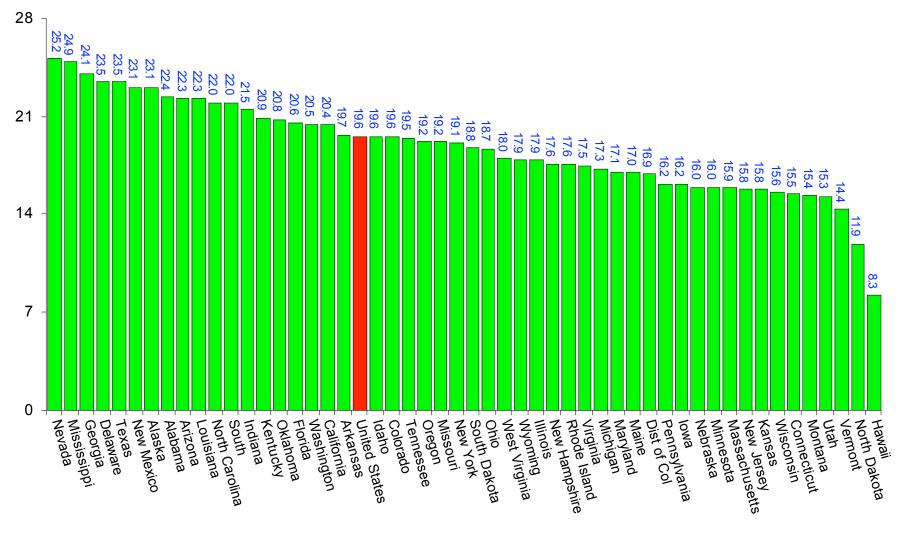
# Percent of Population Age 18-64 with Less than a High School Diploma (or Equivalent), 2005



Number of Adults Age 18-24 with Less than a High School Diploma (or Equivalent), 2005

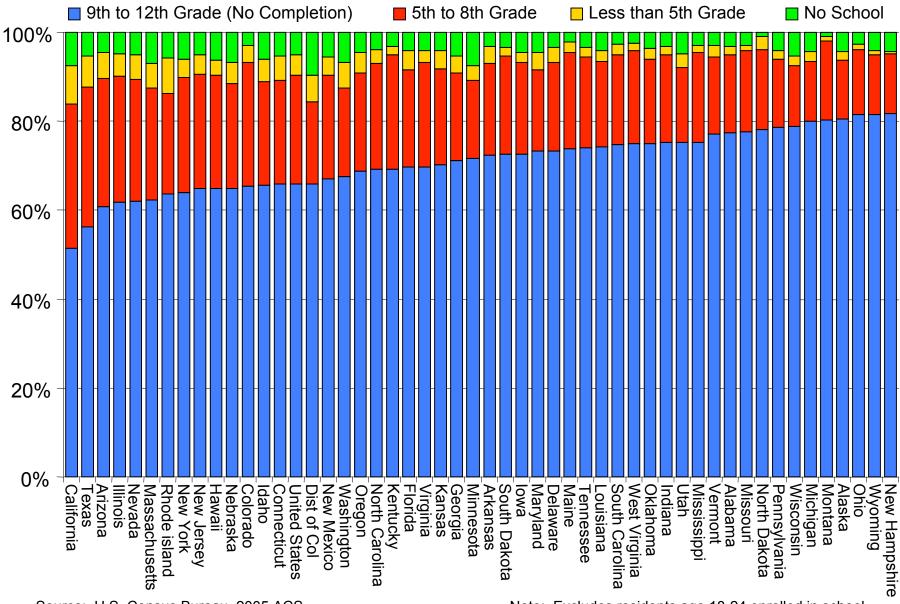


Percent of Population Age 18-24 with Less than a High School Diploma (or Equivalent), 2005



Source: U.S. Census Bureau, 2005 ACS

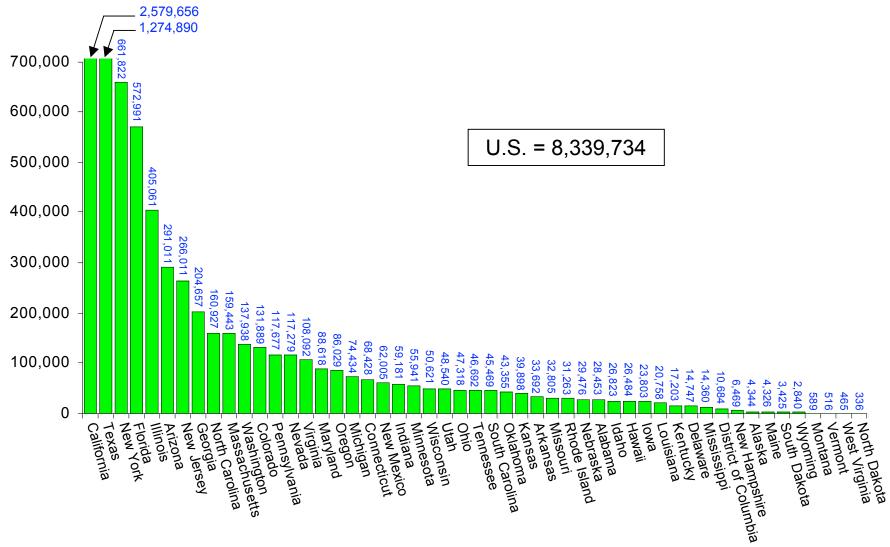
# Distribution (Percent) of Residents Age 18-64 with Less than a High School Diploma by Grade Level Completed and State, 2005



Source: U.S. Census Bureau, 2005 ACS

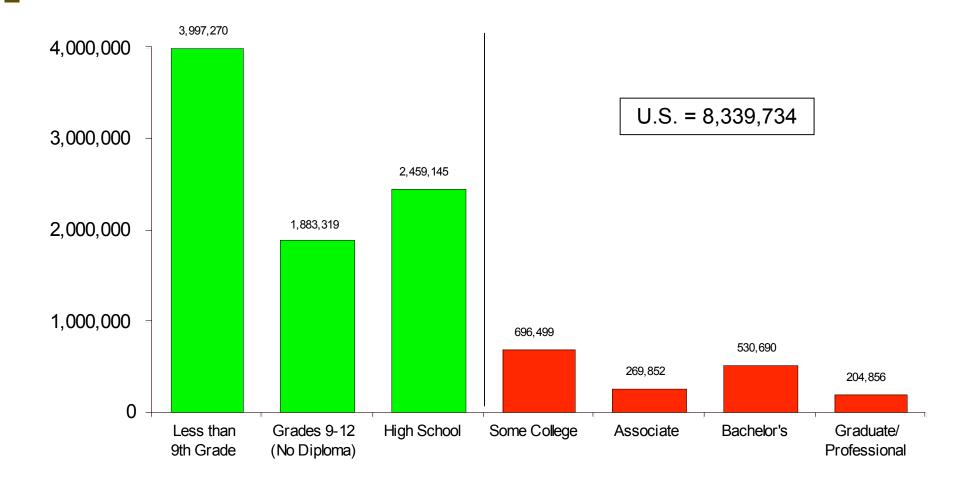
Note: Excludes residents age 18-24 enrolled in school.

Number of Adults Age 18-64 Who Speak English Poorly or Not at All by State, 2005



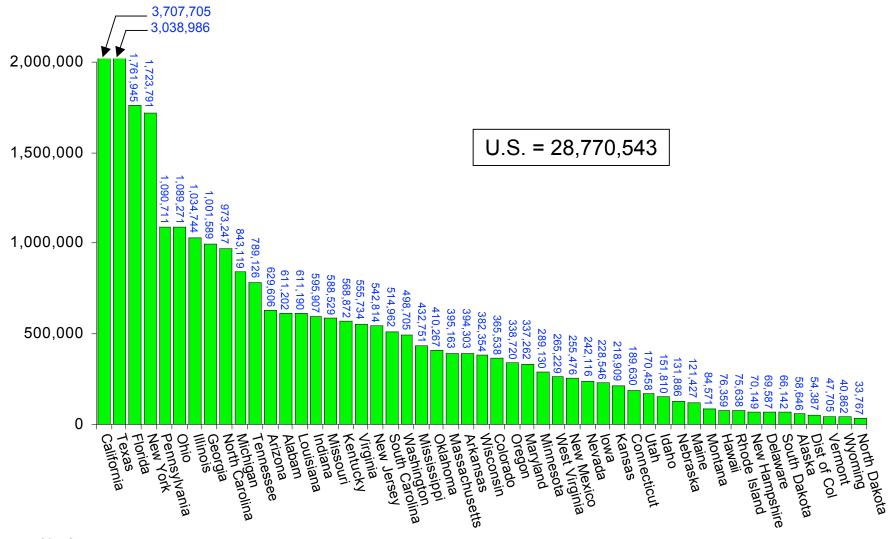
Source: U.S. Census Bureau, 2005 ACS

Number of U.S. Residents Age 18-64 Who Speak English Poorly or Not at All—By Level of Education Completed, 2005



Source: U.S. Census Bureau, 2005 ACS

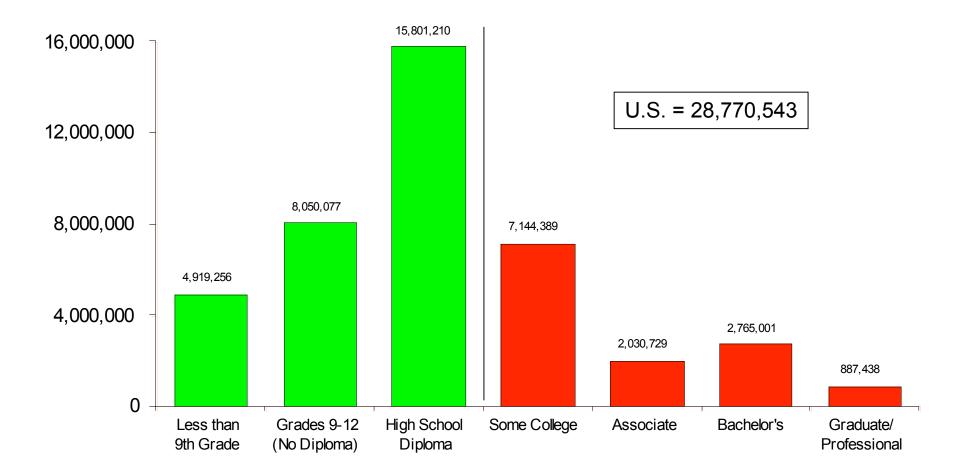
Number of Adults Age 18-64 with Only a High School Diploma or Less in Families with Incomes Below a Living Wage\* by State, 2005



\*200% of Poverty Level

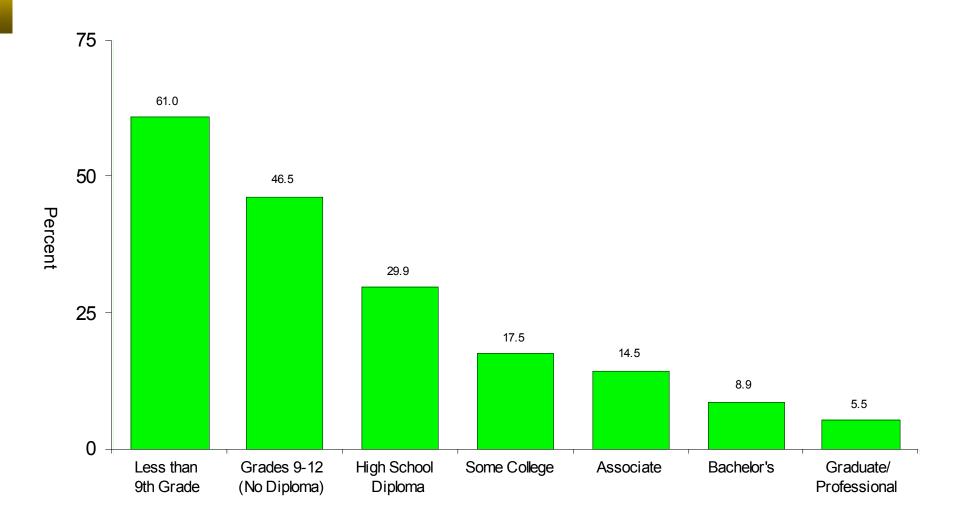
Source: U.S. Census Bureau, 2005 ACS

Number of U.S. Residents Age 18-64 in Families with Incomes Below a Living Wage—By Education Level Completed, 2005



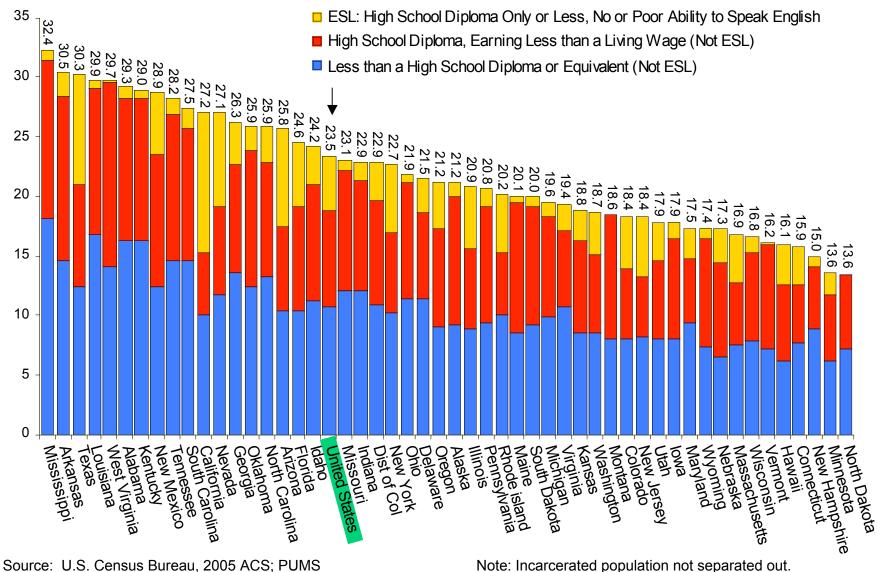
Source: U.S. Census Bureau, 2005 ACS

Proportion of Residents Age 18-64 in Families with Incomes Below a Living Wage Within Each Education Attainment Category, 2005



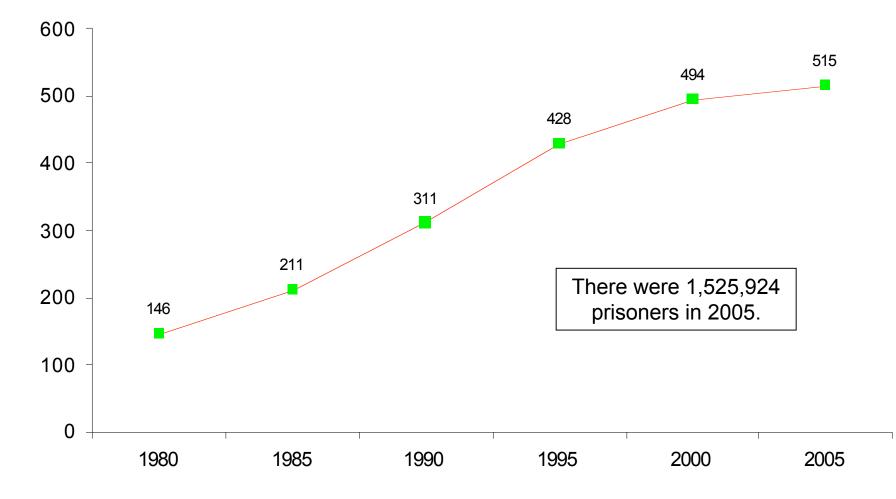
Source: U.S. Census Bureau, 2005 ACS

### Adult Education and Literacy—Target Populations as a Percentage of All Adults Age 18-64 by State, 2005



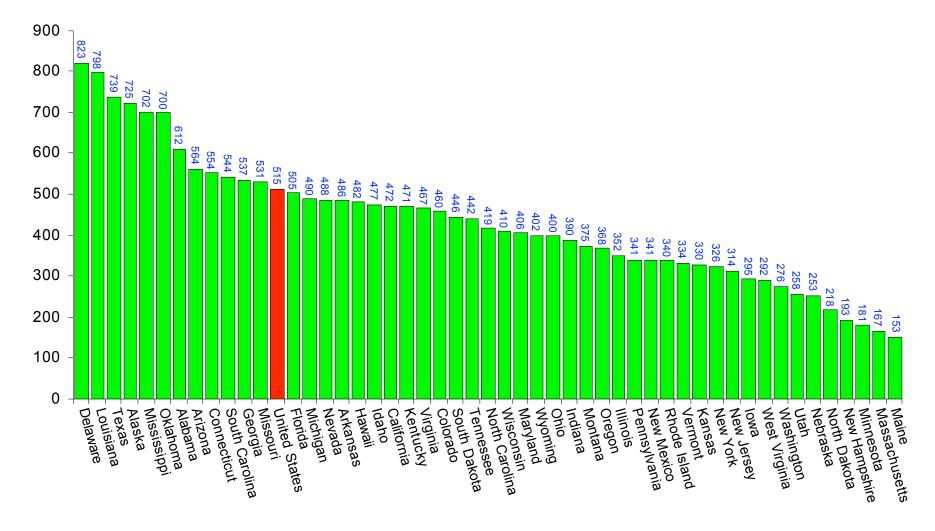
24

Incarceration Rate in the U.S.—Prisoners Under Federal and State Jurisdiction per 100,000 Residents, 1980-2005



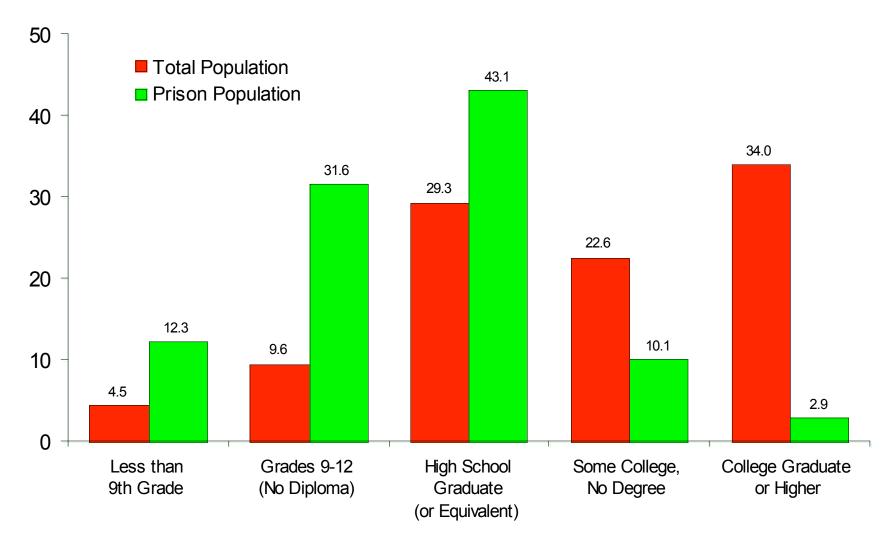
Source: U.S. Bureau of Justice Statistics, U.S. Census Bureau

Incarceration Rate by State in 2005—Prisoners Under Federal and State Jurisdiction per 100,000 Residents



Source: U.S. Bureau of Justice Statistics, U.S. Census Bureau

# Educational Attainment of Adults Age 18-64—Total U.S. Population vs. Prison Population (Percent)

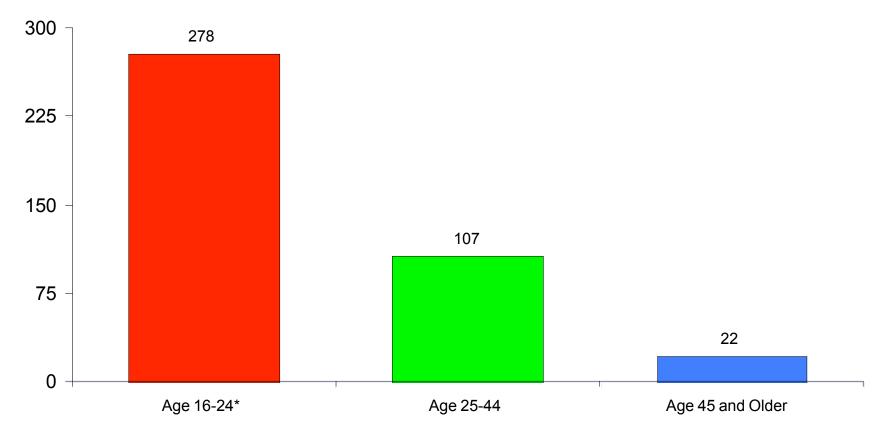


Source: U.S. Bureau of Justice Statistics 2002 data, U.S. Census Bureau 2005 data



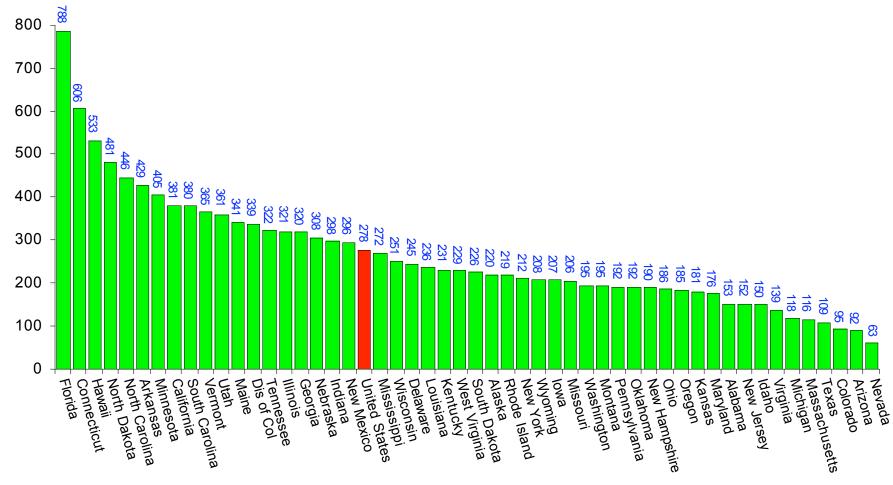
- ABE Participation (Data Available Only for State-Administered Adult Education Programs)
- GED Production
- College Participation of Non-Traditional Adults

Enrollment in State-Administered Adult Education Programs per 1,000 Residents with Less than a High School Diploma By Age Group, 2005 (U.S.)



\*Age 16-24 with no high school diploma or equivalent, not enrolled Source: U.S. Department of Education

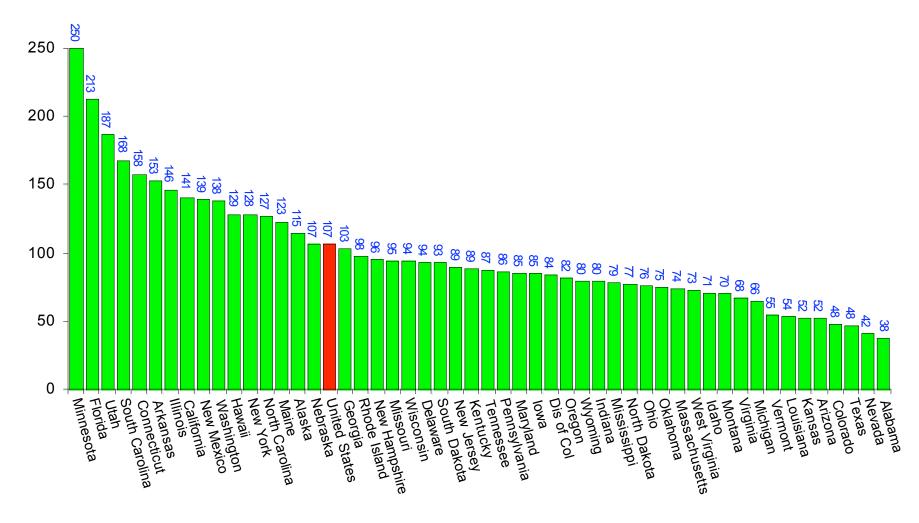
Enrollment of Residents Age 16-24 in State-Administered Adult Education Programs per 1,000 Residents Age 16-24 with Less than a High School Diploma, 2005



\*Age 16-24 with no high school diploma or equivalent, not enrolled

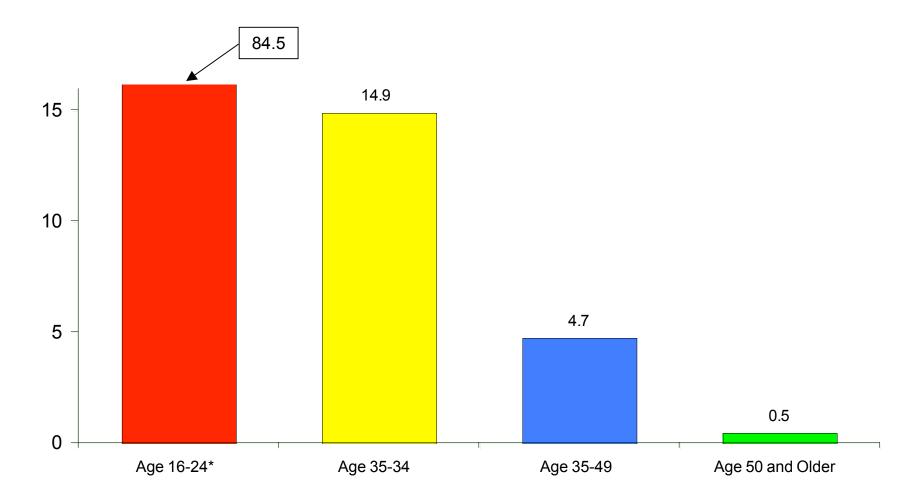
Source: U.S. Department of Education

Enrollment of Residents Age 25-44 in State-Administered Adult Education Programs per 1,000 Residents Age 25-44 with Less than a High School Diploma, 2005

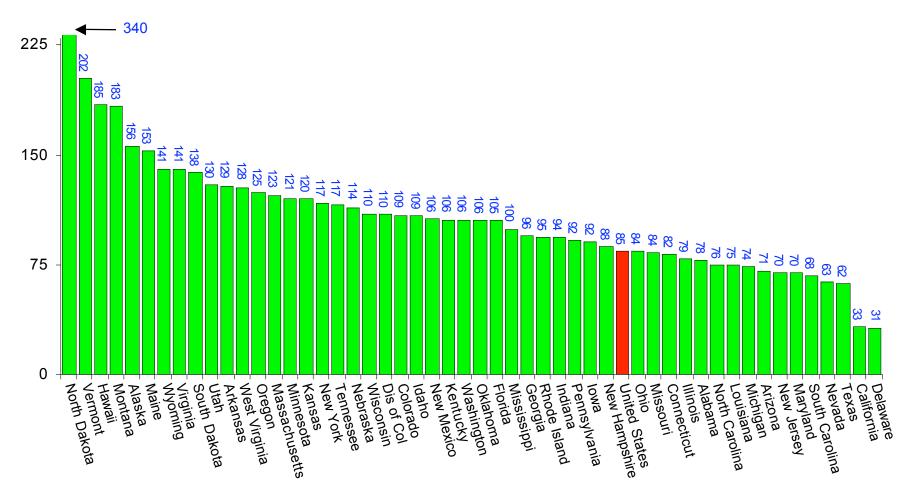


Source: U.S. Department of Education

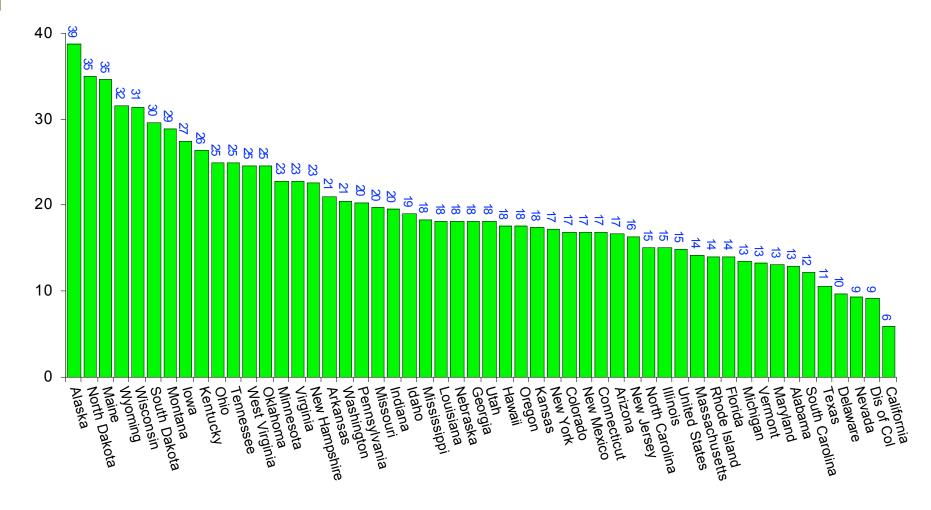
GEDs Awarded per 1,000 Adults with Less than a High School Diploma or Equivalent by Age Group, 2005 (U.S.)



\*Age 16-24 with no high school diploma or equivalent, not enrolled Source: GED Testing Service, U.S. Census Bureau, 2005 ACS GEDs Awarded to Adults Age 16-24 per 1,000 Adults Age 16-24\* with Less than a High School Diploma or Equivalent, 2005

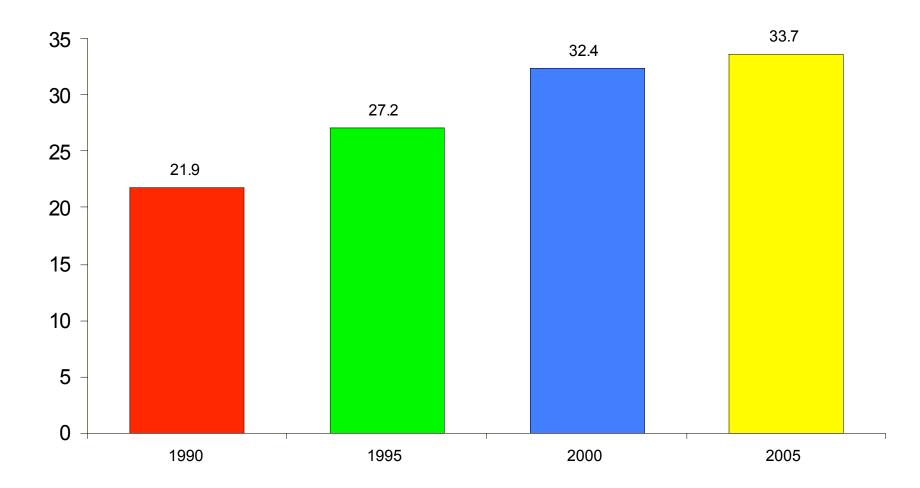


\*Age 16-24 with no high school diploma or equivalent, not enrolled Source: GED Testing Service, U.S. Census Bureau, 2005 ACS GEDs Awarded to Adults Age 25-34 per 1,000 Adults Age 25-34 with Less than a High School Diploma or Equivalent, 2005

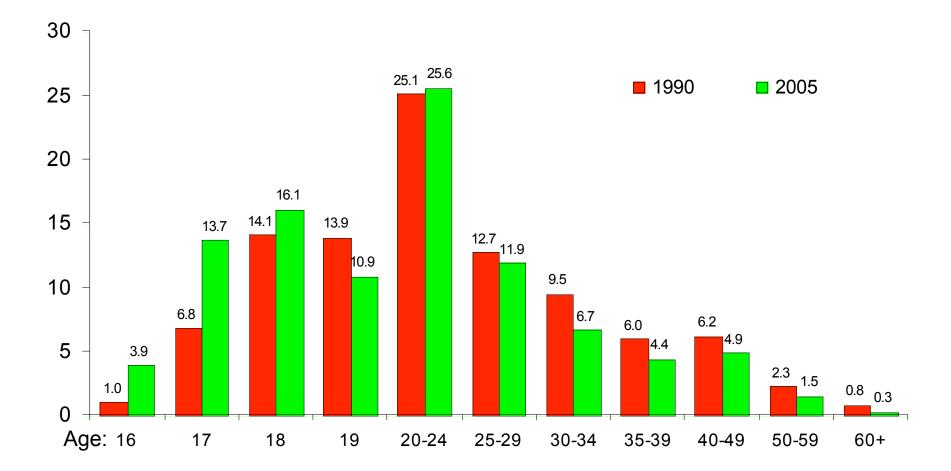


Source: GED Testing Service, U.S. Census Bureau, 2005 ACS

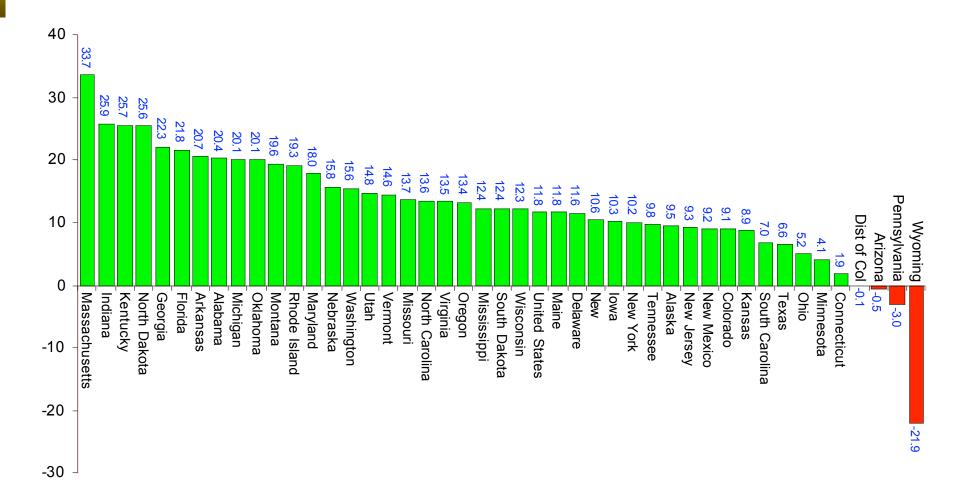
# Percent of All GEDs Awarded to Population Age 16-18, 1990-2005



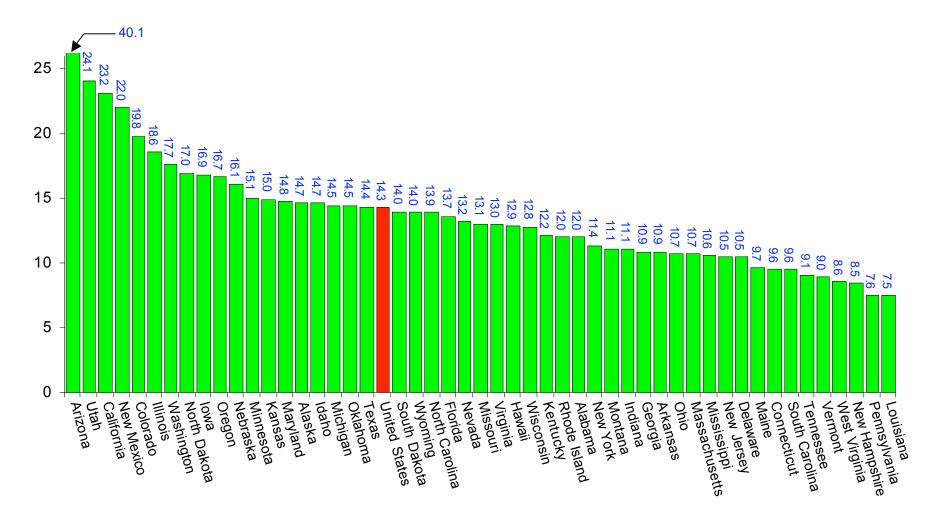
## Distribution of GEDs Awarded by Age Group, 1990 and 2005 (Percent)



Change in Percentage of All GEDs Awarded to High School Students Age 16-18—By State, 1990 and 2005

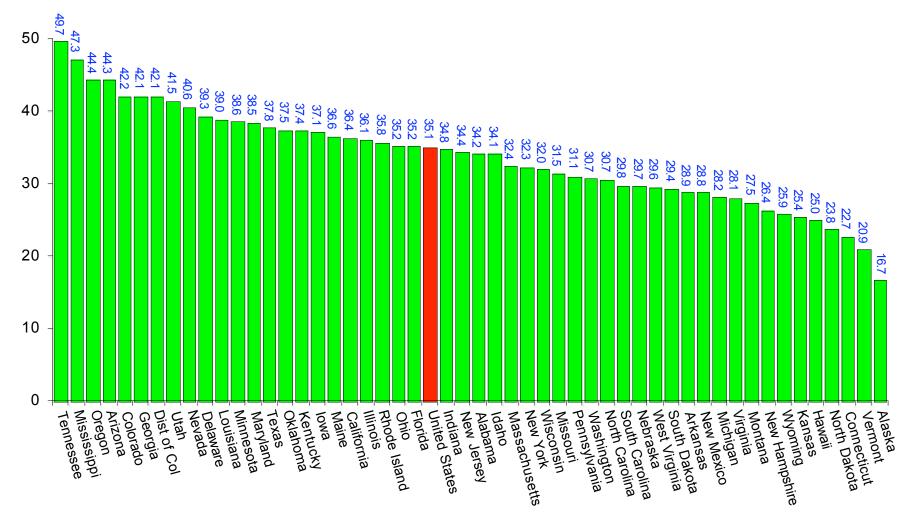


Note: 1990 data not available for California, Hawaii, Idaho, Illinois, Louisiana, Nevada, West Virginia. Source: GED Testing Service Enrollment of Residents Age 25-49 as a Percentage of Residents Age 25-49 with a High School Diploma but No College, 2005

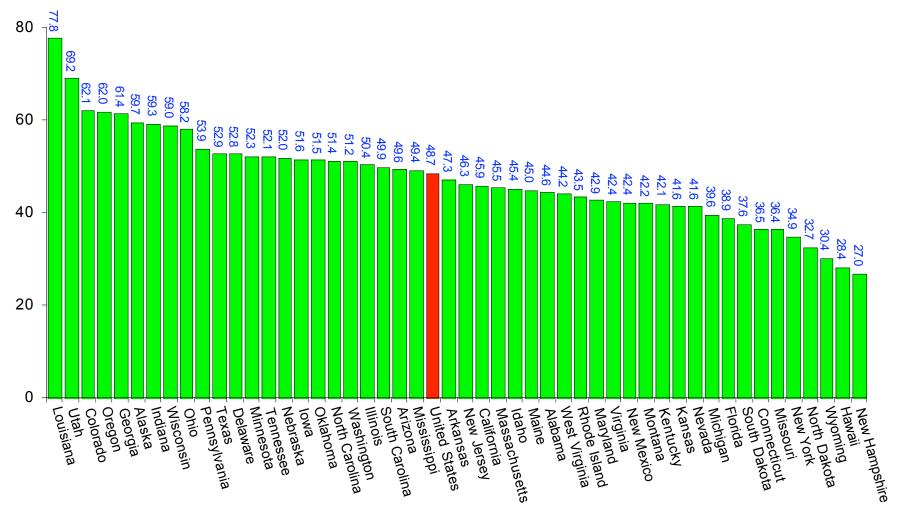


Source: NCES, IPEDS Enrollment Survey; U.S. Census Bureau 2005 ACS

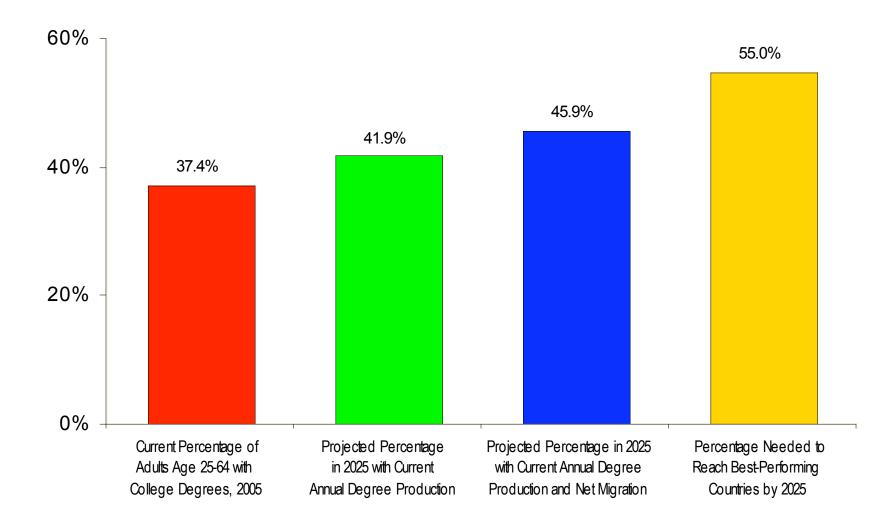
Percentage of First-Time College Students Enrolled In-State Who Are Not Directly Out of High School—All Sectors, 2004



*Percentage of First-Time College Students Enrolled In-State Who Are Not Directly Out of High School—Public Two-Year Sectors,* 2004

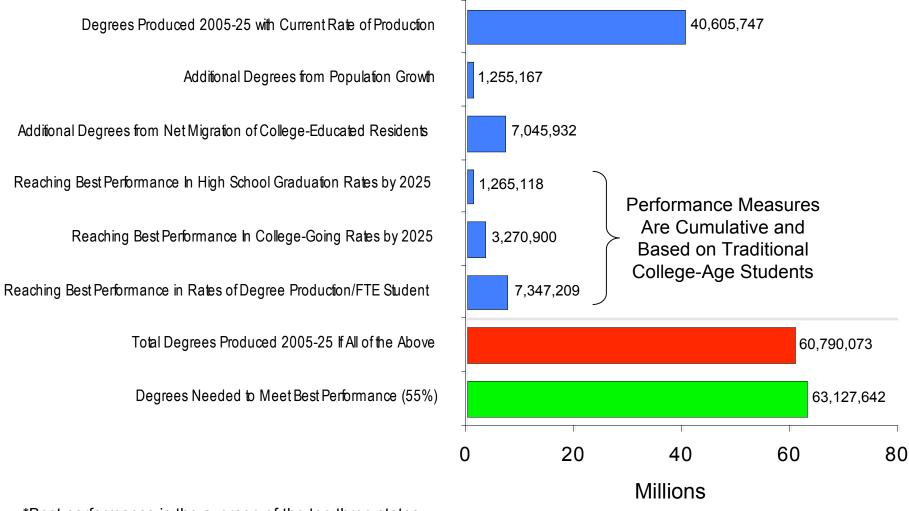


Importance of the "Re-Entry" Pipeline and the Ability of the U.S. to Remain Globally Competitive *Current Educational Attainment, Educational Attainment in 2025 with Current Degree Production, and Best-Performing Countries in 2025 (United States)* 



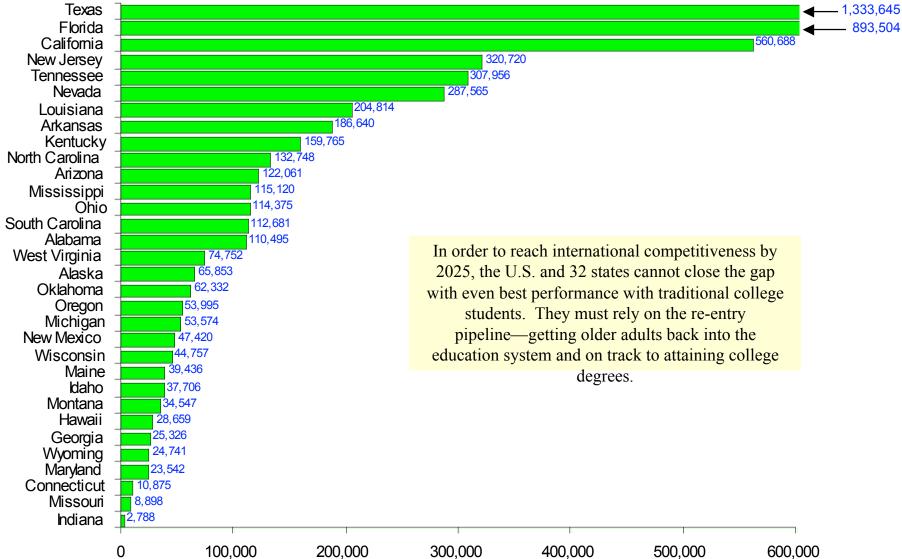
#### How Can the U.S. Reach International Competitiveness?

Current Degree Production Combined with Population Growth and Migration, and Best Performance\* on the Student Transition and Completion Measures



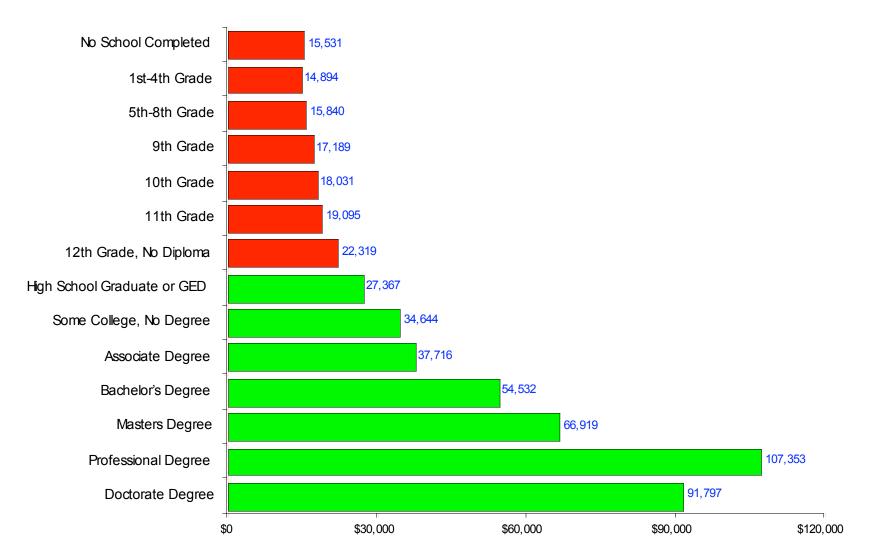
\*Best performance is the average of the top three states.

Even Best Performance with Traditional College-Age Students at Each Stage of the Educational Pipeline Will Leave Gaps in More than 30 States



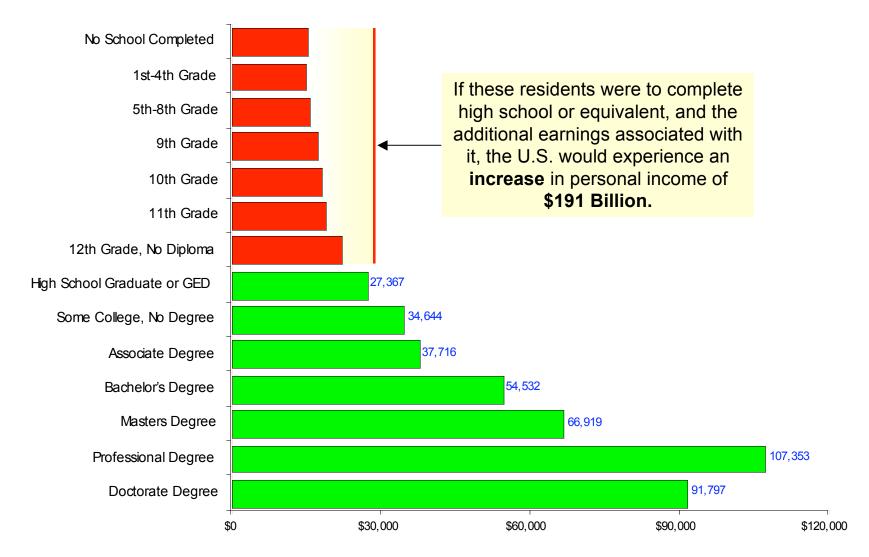
The Benefits

## Average Personal Income of Population Age 25-64 by Level of Education Completed, 2005



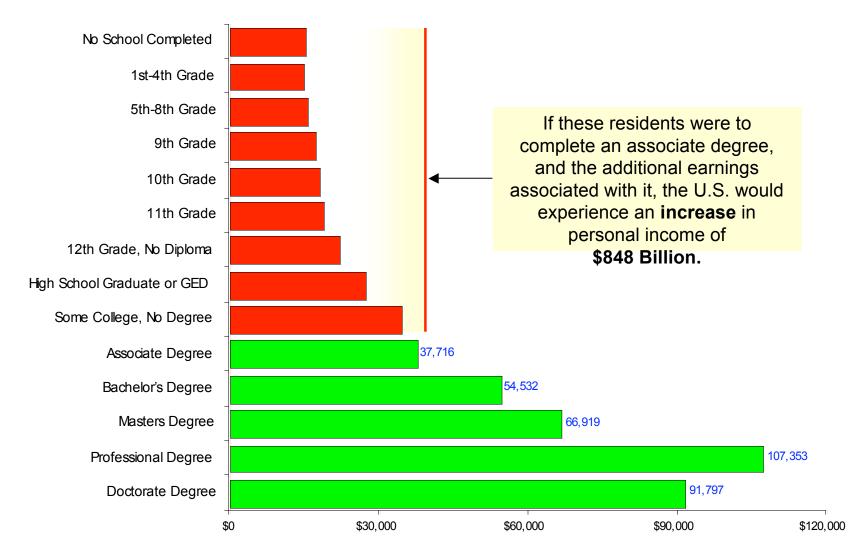
Source: U.S. Census Bureau, 2005 ACS

## Average Personal Income of Population Age 25-64 by Level of Education Completed, 2005



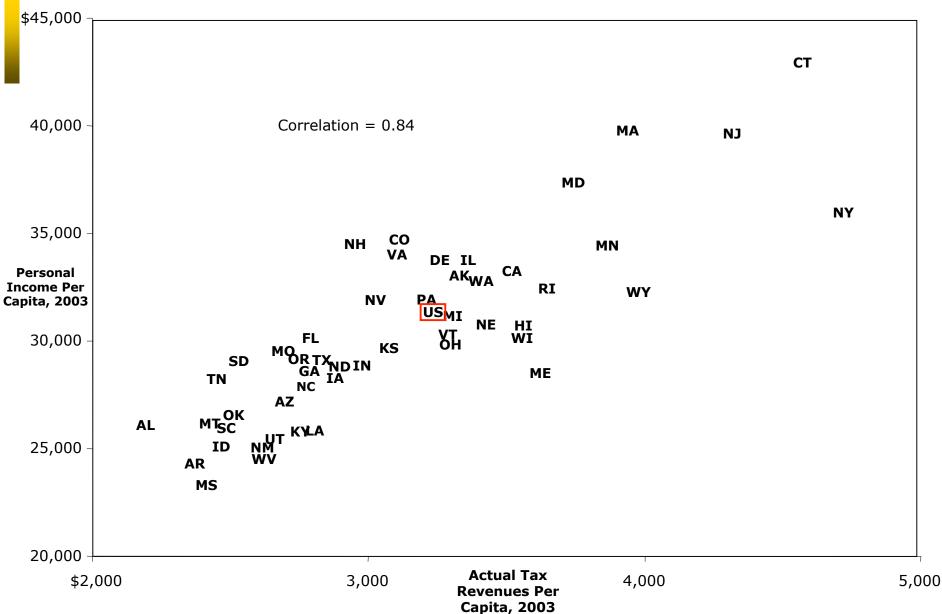
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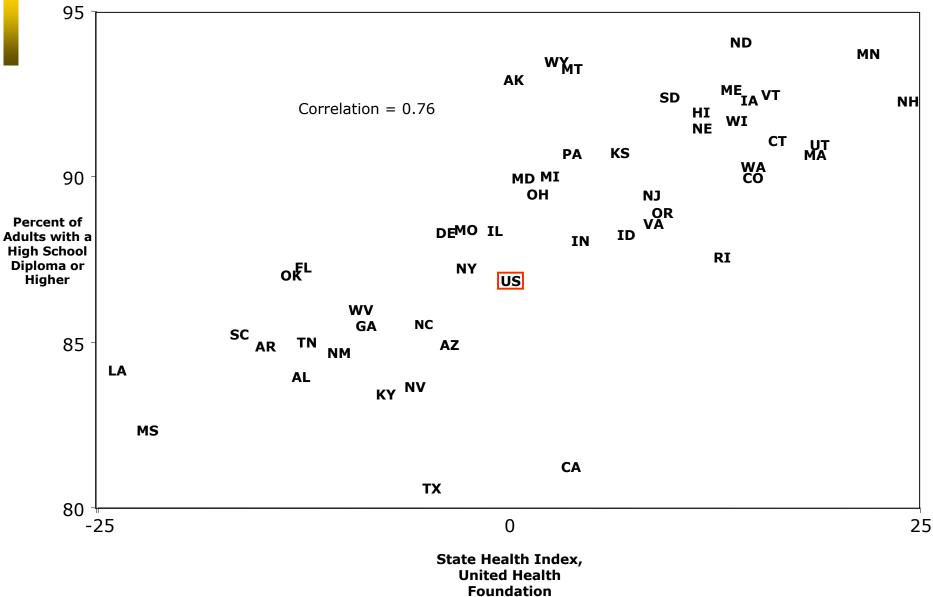


Source: U.S. Census Bureau, 2005 ACS

#### Relationship Between Personal Income and Tax Revenues



#### Relationship Between Education and Health



Summary

### Changes in Education Attainment

- First Time in History—U.S. Losing Ground to Other Countries in Educational Attainment of Workforce
- Increasing Demand for Higher Levels of Education Within the Workforce, Particularly in Occupations that Pay a Living Wage
- Shifting Demographics Within the Workforce—Race/Ethnic Populations Growing at Highest Rates Are the:
  - Least Educated
  - Most Likely to Drop Out of High School
  - Least Successful in College

## Large Target Populations Are Underserved

- 25.4 million Age 18-64 have not completed high school (or equivalent)
- 8.1 million Have dropped out before 9th grade—a population for which the GED is even more difficult to attain
- 28.8 million With a high school diploma or less are not earning living wages—an indication they are not succeeding in the workforce and probably not prepared to enter college
- 8.3 million Age 18-64 with high school diplomas or less have difficulty speaking English or speak no English at all

42.4 million Total in need of adult basic education and literacy (all combined, accounting for residents in two or more of the above categories)

**1.5 million** Included in this group are incarcerated in state and federal prisons

## Large Segment of Population Being Left Behind

 278 of 1,000 Residents Age 16-24 with Less than a High School Diploma Enrolled in State-Administered Adult Education Programs in 2005—Only 107 of 1,000 Residents Age 25-44 with Less than a High School Education Enrolled

> States Vary Dramatically in Levels of Service to These Residents

- 85 GEDs Awarded to Residents Age 16-24 per 1,000 Residents Age 16-24 with Less than a High School Diploma in 2005—Ratio Drops to:
  - 15 per 1,000 Awarded to Residents Age 25-34 with Less than a High School Diploma, and
  - 5 per 1,000 Awarded to Residents Age 35-49—Indicates the Longer Residents Are Out of the Education Pipeline, the Less Likely They Are to Return

(continued)

Large Segment of Population Being Left Behind (continued)

- Ratios of GED Production Vary Dramatically by State
  - Range per 1,000 Residents Age 16-24 with Less than a High School Diploma:
    - > From 340 in North Dakota
    - > To 31 in Delaware
  - For Residents Age 25-34:
    - > From 39 in Alaska
    - > To 6 in California

# Large Segment of Population Being Left Behind (continued)

- In Past 15 Years, GED Administered to Larger Numbers of Individuals Age 16-18—Indicates Increasing Usage of GED in Many States by High School Age Students as an Alternative to Traditional Completion
- Participation Rates in Postsecondary Education of Non-Traditional Age Students Still Low in U.S.—Only 14% of Adults Age 25-49 Who Have Completed High School Enrolled in 2005

Varies Dramatically by State, from 40% in Arizona to Only 8% in Louisiana Improvements in Adult Education and Literacy Are Vital for U.S. to Remain Competitive

- With Current Levels of College Degree Production—Combined with Ability to Import College Graduates from Other Countries—U.S. Will not Reach Attainment Levels of Top Countries
- U.S. Will Still Fall Short Even if Every State System of Higher Education Performs at the Level of the Top States at Each Stage of the Education Pipeline
  - High School Completion
  - Directly Going to College
  - College Completion

(continued)

Improvements in Adult Education and Literacy Are Vital for U.S. to Remain Competitive (continued)

- U.S. Cannot Succeed Without Better Educating Older Adults Who:
  - Dropped Out of High School, or
  - Completed High School but Did Not Go to College
- Especially True in Many of the States, Including Several of the Largest and Most Diverse (e.g., Texas, Florida, California, and New Jersey)

Tangible Benefits to Increasing Levels of Education ofThose Who Fell Out of Education System

- Increased Personal Incomes that Benefit
  Individuals and Tax Base—at Levels that Would
  More than Pay for Any Public Investment in
  Adult Education and Literacy
- Ample Evidence that More Educated Residents Live Healthier Lives and Are Much Less Likely to Be Incarcerated