

MANAGED ENROLLMENT:

An Opportunity to Reinvigorate the Adult Basic Education Experience

A Briefing Paper for the MA ABE State Planning Process

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August 22, 2006

Funded by the Massachusetts Department of Education

Adult Basic Education- A Small Change in Mission, A Big Change in Focus

Adult Basic Education has the daunting task of imparting basic education, life management, and survival skills to the adults who are often challenged by the most pressing psycho-social and economic disparities in our society today.

Prior to the Workforce Investment Act of 1998, adult education providers satisfied key stakeholders if they offered education services for as many adult learners as would enroll for them. While ABE has opened its welcoming and accommodating arms to millions since its formal inception in 1966, it now must be accountable to its funding sources by producing and reporting successful outcomes as defined by the National Reporting System.

Recent demands for performance accountability in the adult education arena are shifting the system's focus from education access to education success, thus forcing programs to find more viable and effective means for promoting learning gains and other socio-economic outcomes for adult students. Increasingly, programs must show that adults are advancing toward and reaching the goals which inspired their enrollment in adult education classes.

Terms

For the purposes of this paper, adult basic education shall be referred to as ABE, and ABE is meant to convey the broad spectrum of adult education services, including classes for English for Speakers of Other Languages (ESOL), Basic Literacy, Adult Diploma Programs (ADP), General Educational Development (GED), and pre-GED, as well as Workforce/Workplace and Family Literacy programs that address these instructional areas.

What's Enrollment Got To Do With It?

In an effort to meet the demands of a people who are eager and often desperate to improve their communication and general life skills and earning capacities, adult education providers have designed programs that are willing and available to accept and enroll students in classes at any time of the day, week, month, and year. This flexible, "open-entry" enrollment practice capitalizes on the urge which brings an individual into an ABE center to seek education services. ABE providers typically have been concerned that if potential students have to wait for services, they may lose their motivation to attend classes.

The result has been an accommodating and inspired, but often over-burdened and beleaguered system of providers. During the last four decades of almost universal open entry policy in the adult basic education field, practitioners and programs have devised ingenious methods for accommodating, managing, and teaching the unpredictable flow of students in and out of their classrooms. Even with this renowned resourcefulness of the ABE field, many adult education classrooms are still chaotic environments where the arrival of new students - and departure of attending students - on any given day makes curriculum planning and teaching very challenging, and learning advancement difficult at best.

In his report entitled "Passports to Paradise: The Struggle to Teach and to Learn on the Margins of Adult Education", Thomas Sticht gives a name to this chaos that often results from open entry practices: turbulence. Sticht defines turbulence as "the numbers of adult students who are added to and dropped from a class during a semester." Open enrollment more often than not results in the sometimes daily arrival of new students to and exiting of existing students from a given class

during a given session of the class. This turbulence is a challenge to classroom management, curriculum development and teaching, and community building and trust. In an effort to “catch up” new students on previously covered material, teachers repeat lessons over and over again, which 1) discourages learners who have already participated in those lessons and would like to move on, 2) prevents teachers from actually completing an entire lesson unit with a cohort of learners. In one study cited in Sticht’s *Passports to Paradise* (p 70), Lynn Francis Bundy, an ESL instructor from San Diego Community College District, noted that during an 11-day curriculum unit, 37 adult students were enrolled in her class, but only 3 students attended the entire 11 days. Six new students arrived to class on the last day of the 11-day curriculum unit. So while open enrollment is practiced to usher adults in need into education programs, it might just be the process that undermines adult students’ progress toward their goals.

In spite of regular turbulence in the ABE classroom, the ground-breaking 2001 Mass Inc analysis of Adult Education, *New Skills for a New Economy*, showed that over 50% of ABE participants show learning gains - but it also reported one in five learners leave ABE before they have completed 25 hours of instruction. The goal of an education system focused on performance would be to improve both of these statistics through a shift in focus from service availability to student retention, persistence, and success. Emphasis on learning gains requires more intensive program investment in each learner, increased program capacity to consistently assess and monitor student progress, and a more stable and predictable program environment - all of which suggest a shift away from the universality of open enrollment practice.

What is Managed Enrollment?

In order to address the turbulence brought to ABE classrooms by open enrollment, ABE programs across the country are beginning to turn to managed enrollment. Because most ABE programs have operated with open entry policies for so long, the concept of a managed enrollment policy can seem quite foreign. The basic premise of managed enrollment is fairly simple, however, and the practice is much more flexible than its name might lead one to believe.

Sylvia Ramirez of MiraCosta College in California defines Managed Enrollment this way: "a student may enter an instructional program only during specific enrollment periods, attend a specific class for the duration of the class term, continue in the same class for subsequent terms only by re-enrolling, and miss no more than a prescribed number of class sessions within a term."¹

Managed Enrollment is Flexible

An informal survey of academic literature and a dozen ABE leaders across the nation reveals that many programs and some entire ABE systems, are implementing managed enrollment to their relief and satisfaction. However, managed enrollment does not take the same form in every program. There seem to be as many different approaches to managed enrollment policy as there are different ABE programs. And according to Sylvia Ramirez, who has conducted what seems to be the most comprehensive study to date on the transition of an ABE program from open to managed enrollment, this variety is vital to the success of the managed enrollment process.

¹ Provided by Erik Jacobson in a post to the CALPRO LPRPC electronic discussion list on April 26, 2006; http://wiki.literacytent.org/index.php/Managed_Enrollment

Ramirez strongly advocates that programs collect and take a good look at their student demographic and their attendance and retention data before crafting and trying out managed enrollment policy. She states that programs must design “more structured time frames for enrollment that reflect their program data about student attendance patterns”.

Some programs allow students to enter a classroom for up to three weeks after a class has officially begun, while others close the classroom after the first day. In general, no matter how many students might drop out of the class, no new students are permitted after the enrollment entry period. Programs also vary the intensity and duration of classes according to a variety of factors including average length of student retention, student and teacher recommendation, institutional need and compatibility, and funding requirements.

Benefits of Managed Enrollment

Practitioners who have experienced and embraced managed enrollment are enthusiastic about the results of the more stable enrollment process. With a few exceptions, however, most reported positive effects of managed enrollment are anecdotal and based on “gut instincts.” Practitioners related the following benefits of managed enrollment practices:

- increased sense of practitioner professionalism due to the increased ability to finish lesson plans and curriculum units
- increased time dedicated to curriculum planning and teacher sharing
- increased teaching and learning time
- increased ease and efficiency of administration of required assessments
- increased sense of community and cohesiveness among learner cohorts
- enhanced utilization and management of staff time
- improved student retention and learning gains
- improved job satisfaction

Some programs have noted that students report dissatisfaction and frustration with the turbulence in their classrooms. Students who have experienced both open and managed classrooms report a preference for the latter. A survey of students at MiraCosta College in Oceanview, California showed that students appreciated the clearer and more consistent assessment and progression through the levels which resulted in part from the college’s switch to Managed Enrollment.

More detailed practitioner accounts concerning managed enrollment are included in the Appendix A of this report.

Limitations of Managed Enrollment

Given the breadth and variety of the ABE field, it makes sense that managed enrollment may not be appropriate for every student or every program. There is strong concern that managed enrollment may work against the needs and lives of adult learners, but this concern may be due, in part, to the lack of knowledge and creativity concerning managed enrollment practices. There also seems to be no definite research to support this apprehension. Therefore, the limitations listed here are not proven, but they are worth exploring as they are the perceptions of experienced practitioners in the field.

Perception #1: Managed enrollment means students have to wait for ABE services.

Some practitioners feel that the practice may prevent some students with complex life issues from attending ABE classes. The thinking is that if certain students have to wait a long time to attend class, they will lose the interest and motivation that brought them to the program in the first place. There is also worry that many of the adults most in need of education services cannot commit to the schedule and attendance policies of a managed enrollment classroom.

Perception #2: Managed enrollment might be better suited to larger programs.

Some suggest that managed enrollment may be more suitable for larger programs than smaller programs. Linda Braun finds that managed enrollment and group orientations help her to keep track of the 700+ students of Brockton Adult Learning Center so that no one “falls through the cracks.” Small or rural programs that have a more personal connection with their students might find that managed enrollment does not suit the size, needs, or attendance patterns of their student population - or that the small size accommodates open-entry practices with less overall turbulence.

Perception #3: Managed enrollment results in a hierarchy of educational experiences.

Enthusiasm for the stability and consistency of managed enrollment classrooms may undermine open enrollment classrooms in the same program. Some practitioners report that there is a student perception that managed enrollment classrooms offer a better educational experience than open enrollment classrooms. Therefore, students who cannot attend the managed enrollment classes may feel like they are being cheated, offered inferior services, or demoted when they must attend an open-entry class.

Perception #4: Managed enrollment may result in reduced funding, data corruption, or elitism.

A common concern regarding managed enrollment is that it might reduce the attendance figures upon which much funding is based. If classrooms are closed after the enrollment period, and there is significant attrition, the numbers for a program can look very bad. Alternatively, if funding is outcome-based, and a program has a particularly difficult cohort of learners to serve, the performance data may belie the effort and merit of that program. Managed enrollment classes that serve the “easiest” students - students with the fewest personal and situational barriers, students with more advanced literacy and academic skills - are likely reach their goals more quickly and reliably than classes with the most challenging students - those with emotional, drug, and extreme poverty issues. Programs who serve the neediest individuals fear they will not be able to compete for funding with those who serve the more advantaged. (See Bruce Carmel, Special topics 96, persistence)

Research Support for Managed Enrollment

There seems to be limited academic research or data analysis regarding managed enrollment or enrollment practices in Adult Basic Education. Practitioners and researchers have focused more effort on the challenges of managing open entry, turbulent classrooms. However, there are two key studies which lend support to the concept of controlling turbulence in the classroom through managed enrollment.

MiraCosta College, Oceanside, California

Sylvia Ramirez is the Noncredit ESL Coordinator and an Instructor for MiraCosta College in Oceanside, California. In a quest to improve student retention and persistence at MiraCosta and to find a means to more accurately and consistently promote and measure student gains, she first conducted focus groups with 45 ESL students, representing various levels of English Language study at her program, to elicit their impressions and suggestions for program improvement. It became clear through the students' answers that understanding class level placement and promotion was very important to them. Ramirez wanted to take a look at the program processes for student placement and advancement, so the faculty at MiraCosta then began to look critically at four aspects of their practice: student goals, attendance patterns, promotion rates from level to level, and criteria for promotion from one level to the next. They evaluated this data every eight weeks for a year and, with the knowledge gained through that process, developed what is now known as Learning Outcomes - those skills that must be learned in each level of instruction before advancement to the next level. They also discovered that about **25%** of the students left the program after just one week of class, overall retention was under **50%**, and only a disappointing **8%** were promoted each semester.

Ramirez felt that the open-enrollment system in place at that time created instructional and administrative challenges that often undermined learning and teaching progress. So, in 1999, she decided to pilot managed enrollment at the major instructional site of her program. The program would run five eight- week sessions with definite registration dates for each session. It is important to note that Ramirez designed the pilot with multiple open options in place to meet various student needs: managed enrollment classes met only 12 hours per week; open enrollment was still an option at off-site locations; distance learning and computer lab opportunities were available to all students.

The results after the first year of managed enrollment were very encouraging: only **2%** of students left the program after 12 hours of instruction; **35%** of students were promoted or graduated from the program each session; and retention soared to **80%**. **The results in the following year** were even better: almost **50 %** of students were promoted or graduated the ESL program each session. Figures from **2001-2002** show that less than **1%** of students attended less than 15 hours, while **50 %** were promoted or graduated each session, and retention remained steady at **80%**.

These impressive figures are a result of more than a simple switch to managed enrollment. Ramirez led her program through a process of soliciting suggestions of faculty, students and community members, eliciting their support for enrollment and curriculum and assessment changes, and working together to collect and study enrollment and retention data to make ongoing informed decisions about scheduling, curriculum development, and assessment.

Mass Inc Report: New Skills for a New Economy

According to the Mass Inc. analysis of adult education, *New Skills for a New Economy*, students in GED classes are more likely to attain their GED more quickly (attending class for fewer hours) through participating in intensive, short-term instruction rather than attending short periods of instruction conducted over a long period of time. While this conclusion does not support managed enrollment practice explicitly, one could project that managed enrollment would help to promote the structured time-frame and intensity shown to promote more rapid educational gain and goal attainment. (Mass Inc, 2001, pg 65-66)

Managed Curriculum: a close cousin to Managed Enrollment.

Electronic Assembly Training Class, San Diego Community College District

The 1998 report by Thomas Sticht et al, *Passports to Paradise: The Struggle to Teach and To Learn on the Margins of Adult Education*, highlights a “structured open enrollment” approach of instructor Wesley Popham in his Electronic Assembly class which combined technical training with Vocational English as A Second Language (VESL).

In this program, students attend training for 6 hours per day, 5 days per week, for 10 weeks. The VESL component is conducted for 3 hours in the morning, and the rest of the day is devoted to electronics assembly training. Although the class is open-entry, students must complete the entire course curriculum in order to be eligible for Electronics Assembly employment. Because the curriculum consists of highly scripted modules, students can view the material they have missed if they enter the training sequence late. Students have two weeks at the end of the sequence to review missed modules or may make up the modules in the following class.

Data from this program “suggest that it tends to produce greater retention, course completion, and higher gains in learning than do comparison courses of general ESL or a conventional Electronics vocational education course. Popham also indicates that placement of his students into electronics jobs is high, almost 100 percent, and many are placed by the ninth week of the course.” (pg 81, 1998, Passports to Paradise, Sticht et al) The ESL and Electronics classes held in comparison are conducted through shorter class sessions held over a longer period of time (3 hours/day, 18 weeks).

The results of this study certainly reflect the conclusions of the Mass Inc report that learning gains and retention are improved in short-term intensive classes. While this study does not support managed enrollment per se, it does reflect one scenario in the continuum of enrollment and program management options. Popham’s approach is similar to the MiraCosta approach in that it provides a structured, intensive curriculum that correlates closely with student goals. The purpose of each program is to offer a consistent curriculum to all students. This purpose is realized at MiraCosta through managed enrollment (all students complete the same curriculum at the same time) and in Popham’s class through what one might call managed curriculum (all students complete the same curriculum within a specific time frame). Promotion (through job placement, advancement to the next level, or graduation) is the goal at the end of each curriculum.

Relationship between enrollment options and persistence

The ABE field would benefit from direct research on the relationship between enrollment policy and student persistence. John Comings, primary author of several NCSALL persistence studies suggests, “Right now, when we make changes, such as managed enrollment, we don't know if we are helping student persist or weeding out those students who face barriers to persistence.” (2006, NIFL Special Topics listserv)

However, the positive experiences of numerous practitioners with managed enrollment and integrated enrollment options indicate that the practice is worthy of further examination and broader experimentation. As John Comings concludes:

“We can't expect our students to stay engaged with our programs unless our programs are committed to staying engaged with them. That means providing them with services on a schedule that, when they are being responsible, they can actually keep.”

“For example, a student might only be able to regularly show up for instruction one hour, once a week. That student could be connected to self-study options on-line or in print. The hour class might focus on progress with self study. Then, after a few months, that student might have some extra time available on the weekends. The student might be sent to an intensive one-day class that focuses only on spelling, pronunciation, algebra, or vocabulary. The student's self-study plan might be changed to build on that one-day intensive class. Then a few months later the student might decide they are able to spend 6 hours a week in class for 3 or 4 months, and they add that to their plan but continue the self-study so that after the class ends they don't go back to self-study but continue it.”
(2006, NIFL Special Topics Listserv)

ABE programs and their students stand to gain from thoughtful attention to the multiple factors that enhance persistence and to consider the multiplicity of options for learning engagement.

Making Managed Enrollment Work

While managed enrollment certainly makes life a little easier for many teachers and students, practitioners with significant experience caution against looking to managed enrollment to alleviate all the attendance and learning gain difficulties associated with adult basic education. They also caution against making hasty, impulsive, universal decisions with regard to enrollment policies. There are, however, several practices which they say will enhance the success of managed enrollment at a given program.

Appreciate that each ABE context is individual.

Although ABE learners have many commonalities, the community within which each ABE program exists is unique as is the interplay of the social and political circumstances surrounding the program and its students. Linda Braun, Director of Brockton Adult Learning Center in Massachusetts, is a decided advocate of managed enrollment but she agrees, “Every program must respond to the realities of its own organizational environment.”

Use data to inform enrollment policy.

A program might decide that managed enrollment is a suitable practice for its organization only after the following factors have been considered and deliberated among all stakeholders in an adult education program:

- 1) data regarding average length of stay for different cohorts of students in the particular program;
- 2) data regarding the needs and characteristics of the student body of the program;

As Sylvia Ramirez states, “programs that are implementing managed enrollment programs are designing more structured time frames for enrollment that reflect their program data about student attendance patterns.”

This means that programs with large numbers of learners with stable life circumstances might be able to schedule longer term semester courses, while other programs may create managed class sessions with a very short durations, so that the commitment required to attend the course is minimal (one or two weeks) and students never have long to wait until the next session. The key to structuring class schedules and enrollment policy is to know your student population.

Offer a range of enrollment options.

Open enrollment and managed enrollment practices each present a distinct set of challenges for ABE program administration and learner participation, retention, and success. There is no “silver bullet” solution to attendance, persistence, and learning gains issues in ABE, so many programs offer a variety of enrollment options that attend to the different participation abilities represented by their population of students.

For example, programs that operate primarily with managed enrollment might offer at least one open enrollment classroom that might serve as education initiation for students as they wait for the next managed enrollment class to begin or as a permanent, multi-level, flexible classroom. Other programs that have a large transient or hard-to-serve student population might operate primarily with open enrollment but could include one or two intensive managed enrollment classrooms to accommodate those students who can and want to learn in a more structured environment. Programs can also offer distance learning options and tutoring for students who cannot attend a class with a specific enrollment period and attendance requirement.

Understand that enrollment policy is only one aspect of program quality.

Indeed, enrollment policies are only as effective as the program that implements them. There is no substitute for engaging, learner-centered curricula, sound education and administration practices, thoughtful and caring practitioners, and an organizational culture which is both welcoming and professional.

Provide logistical support to learners.

The NCSALL study, [Persistence among Adult Basic Education Students in Pre-GED Classes](#), by Comings, Parrella, and Soricone showed that “management of positive and negative forces that help or hinder persistence” is one of the four key measures of support for learner persistence. While programs do not have control over many of the psycho-social barriers to student participation and persistence, they can and should make every effort to provide support in overcoming well-known logistical barriers - child care and transportation. Terri Stone, of Webster Adult Learning, feels strongly that if programs can assist learners with these two critical elements, attendance, persistence, and rate of learner progress toward goals dramatically increases- especially in a managed enrollment context. (NIFL-Special Topics List, Post # 114, July 11, 2006)

Managed Intake and Orientation

How a program conducts its student orientation and intake is another realm well within the control of the ABE institution. In 1998, B. Allen Quigley identified the now oft-cited first three weeks of a student’s participation in an ABE classroom as most critical to establishing motivation and promoting persistence for that student. ABE programs who have implemented managed enrollment policies concur that the students’ initial impressions and understandings are vital to their success in managed enrollment classes. Kathi Polis, former Director of ABE for the state of West Virginia, promotes what she calls “managed intake” along with managed enrollment. Polis has traveled to several states with her power point presentation entitled: ***First Impressions Count: Options for Managed Intake and Managed Enrollment***. (See Appendix E) In this presentation, she explains that managed intake generally involves regularly scheduled intake sessions conducted by a teacher, counselor, or other trained individual during non-instructional time. She says that intake sessions are often conducted in group settings, either at a centralized or onsite location, followed by student interviews. The benefits to managed intake

are that it tends to involve a consistent, standardized presentation of program information, students meet other students right away, and teachers gain a comprehensive understanding of their new cohort of learners. (Polis, Kathi, telephone interview, July 14, 2006)

Persistence research by Comings, Parella, and Soricone (1999) also indicates that the student orientation is an important aspect in promoting retention. An effective student Orientation includes program staff gaining an understanding of the whole student, which includes determining his/her goals, supports and barriers to participation in the program, as well as assessing academic skills and what schedule of participation (short term intensive, long term, once per week, etc) will best suit the student. (NIFL-Special Topics List, Post #126, July 11, 2006) Programs must make every effort to ensure that students understand the program options that are available to them, the requirements of the program they enter, and the likely process and time frame for students' reaching their goals. The depth, breadth, and intensity of this type of Orientation allows a student to ease into participation in a program through getting to know the culture and procedures of the organization and interacting with other students, without the immediate pressure of performance. The program and student invest in each other before class starts, so that the student is better prepared to take on the challenge of learning.

Such an in-depth Orientation period might seem a hindrance to enrollment as it is time-consuming, but the payoff in retention makes it more than worthwhile. Some programs use the Orientation period as a flexible enrollment time, so that if a student stops into the program a day after the Orientation starts, they can still enroll and simply catch up on what they've missed in the Orientation. Other programs offer regular orientations, sometimes weekly, so that students never have long to wait before they can attend Orientation and be placed in a class.

The Orientation also serves as the time when programs can make clear what their policies are regarding "stopping out." While ABE programs may make every attempt to enroll students in the learning program best suited to their needs and restrictions, they know that some learners may need to interrupt their studies due to turbulence in their lives. Therefore, an important part of the intake and Orientation process is to make clear to students that they may- and should! - return to the program when circumstances permit.

Suggestions for Further Action and Research

This report contains a compilation of information about a topic in which there is considerable interest. The number of programs contacted and the data collected is limited for the following reasons: the relatively short timeframe given to conduct the research; the fact that many programs are closed and their staff, unavailable, during the summer months; and the fact that many programs have not compiled their data at all, or in a consistent manner. However, many practitioners and programs across the country expressed interest in participating in and contributing to future research efforts and in continuing professional exploration of the effect of managed enrollment options.

There are many possible routes for future study and action:

- Follow-up with programs across the nation, beginning with those identified in this study to retrieve more detail regarding the context of each program, to collect more specific data regarding increases in retention and learning gains, and to identify other organizational practices that support retention;
- Conduct the above research with Massachusetts programs specifically;

- Pilot managed enrollment at select Massachusetts ABE sites, with predetermined fields for data collection and comparison;
- Look further at the interplay between persistence and enrollment practices;
- Incorporate student input and participation in any further study.

Collaboration with the National Adult Education Professional Development Consortium (NAEPDC) seems to be in order as well. Lennox McLendon, the director of NAEPDC is actively promoting managed enrollment in several states. Since McLendon was not available for interview for this report (although his associate, Kathi Polis, was), it seems important to follow up with him to further understand the basis (personal, professional, academic) for his support for managed enrollment.

Initial communication with the Office of Vocational and Adult Education (OVAE) revealed no national, political opinion or insight into the matter of enrollment practices. An aide there referred the researcher to the National Institute for Literacy's Special Topics List (of which she was already aware). However, given the national focus on accountability, ongoing and proactive communication with (OVAE) may merit further attention.

Finally, there should be some investigation into the enrollment and retention experiences of institutions of higher learning, particularly Community Colleges, as they probably have a population most similar to ABE programs. Community College enrollment research and data would likely have important implications for ABE practice.

Conclusion

This preliminary survey of enrollment practices in adult education programs offers an opportunity to focus the lenses of persistence and accountability on factors that we can actually control within the ABE Center. While the information in this report is somewhat limited in scope and concrete data, we can deduce that managed enrollment is a malleable organizational practice that presents viable options for dealing with the challenges of teaching and learning in the ABE classroom. However, implementation of any innovative practice requires considerable thought, staff backing, and attention to the particular context of action. The research points to offering integrated enrollment options for continuous engagement with learning and fostering an organizational culture that is supportive of students and staff alike. Practitioners experienced with managed enrollment agree that consideration of attendance data, a structured curriculum with clear relationship to student goals, and a clear orientation to the adult education experience are important partners in comprehensive planning for student persistence and success. A fresh look at enrollment practices in ABE affords the field an exciting opportunity to enhance organizational performance and reinvigorate the ABE experience.

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APPENDIX A

Interviews with Practitioners regarding Managed Enrollment

Conversation with Christine Taylor, ABE Director, Framingham Adult ESL Plus, Fuller Middle School, 31 Flagg Drive, Framingham, MA 01702; (508) 626-4282
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Christine Taylor is director of the Framingham Adult ESL Plus program. She says that her program has always utilized managed enrollment and that it didn't really occur to her that they should do anything else. Their model of managed enrollment strives to fill classes by the first day of the session but allows students to enter the program during the first 3 weeks of the session. After this initial 3 weeks, the class is closed.

Students are placed in classes according to their oral English proficiency. Taylor says that the cohesiveness of the classroom, which she feels is critical to the retention of students, relies upon both managed enrollment and making sure that the learner cohort is as homogeneous as possible (with regard to their oral proficiency level). The program might conduct 7 levels of ESOL instruction with sub levels in between further defining classes.

When the program was first privately funded, classes were conducted in 10 week sessions. As funding for and enrollment in the program increased, classroom time increased to 12 week sessions. Now their classes run on a 16-week semester system, and Taylor says that most students can handle this time frame and level of commitment. A typical class at Framingham Adult ESL Plus has 15 to 18 students. Students at Framingham Adult ESL typically spend between 4 and 8 semesters.

The Framingham program does experience an approximate 20% rate of attrition. How this rate compares with other programs in general is not known, but Taylor does not believe that rate of attrition is a result of the enrollment process. New students register at the program each semester and their enrollment is determined by lottery. Existing students are guaranteed continued enrollment at the center, but only if they register each semester and if they have a good attendance record.

Taylor feels that the accountability system is not designed for a managed model of enrollment and she finds the data collection for 72 classes (each semester's class is listed separately in the system) a bit cumbersome. However, she feels the improved educational and administrative aspects of the managed enrollment/semester system outweigh the relatively minor inconsistencies with the current accountability system. Her program sees an impressive 2/3 of her ESL students move up a level each semester.

Taylor's program does offer an ABE, pre-GED and GED class. Because there are only 3 classes, the classes are more flexible and less academically homogenous than the ESL classes. The classes involve multilevel instruction within each of the 3 broader classifications (ABE, pre-GED, and GED) for all content areas except math, which is taught at more defined and homogeneous levels. There is a certain amount of differentiated instruction as necessary as well.

Conversation with Kathi Polis, former Adult Education Director for State of West Virginia, President, Strategic Training and Resources, Inc., 304 8th Avenue, St. Albans, WV 25177 304.550.3447; klpolis@charter.net

Kathi Polis, in conjunction with Lennox McLendon, Executive Director of the National Adult Education Professional Development Consortium, has developed a presentation entitled **First Impressions Count: Options for Managed Intake and Managed Enrollment**. Polis and McLendon have impressive credentials; together they have over two decades of ABE state leadership under their belts, along with another 20+ years of ABE field experience. Polis and McLendon have traveled to many states with their presentation and when such highly qualified and experienced folks are promoting managed enrollment, people are listening.

Polis came to embrace managed enrollment after observing turbulence in ABE classrooms over the course of her many years of experience. She feels that that ABE mantra of flexibility and availability has now outlived its usefulness. The field has been so stretched that its effectiveness has become impaired and the open arms concept which is meant to bring adults to education is now driving them away, because the system too often fails to deliver on its promise. Polis feels that open enrollment served the purpose of making adult education part of the public consciousness, but that now programs must think more critically and creatively about how to both enroll those in need of services and provide services that advance learning gains. Polis sees managed enrollment as a critical factor in bringing structure and stability to both learner's lives and program management.

Polis agrees with Ramirez and Anderson that conversion to managed enrollment is a process. Also she stresses that *marketing* is very important when adopting managed enrollment policies. Because adult education providers have the reputation for being open and available at any time, it is essential that social service, community, and other education agencies which might refer to the ABE program are aware of the programs new schedule of services.

Polis says that while she knows of no hard data on the effects of program conversion to managed enrollment, the anecdotal evidence suggests that "most people are pleased with the results." Managed enrollment certainly raised the morale of teachers in West Virginia, she reports, as they felt "they could finally see the fruit of their labor" through students' progress toward goals, more complete lessons, and project based learning. Teachers feel like teachers again and have regained a sense of professionalism. She states that students report that they are accustomed to schedules and appointments in other areas of their lives so that more formal scheduling of classes is not a problem for them.

Polis does acknowledge that managed enrollment does not serve all students well. Larger programs might experience an easier transition to managed enrollment classes, whereas managed enrollment might not make sense for small or rural programs. But there is another process she says that can help programs decide what schedule of classes is best for their learners - managed intake.

Polis came to the concept of managed intake through the suggestion of learners taking part in student leadership forums held throughout West Virginia. The learners suggested that programs would see better rates of retention if they provided a more comprehensive and thoughtful orientation to the ABE Program. Polis, with her staff and students, crafted comprehensive intake procedures which allowed students to better understand the ABE center, its processes and expectations, and which allowed the center staff to assess and get to know the students before

they enter class. The more thorough intake processes also allow the staff of a program to better understand the *cadre* of students - and it is this understanding that informs the ongoing planning for the program. For instance, it might become clear through the intake that the current class schedule does not meet the needs of the particular group of learners. With that information, program coordinators can work with staff to come up with a workable schedule. Having more comprehensive information about learners' needs and commitment levels only enhances program planning.

The results of structuring and improving the intake process are encouraging but Polis feels that any program's effectiveness is especially enhanced by *combining* managed intake with managed enrollment practices. She feels this combination of strategies strongly and positively impacts the cohesiveness of the program participants which other studies have shown to be critical to learner persistence.

The success of both managed intake and managed enrollment rests on a number of factors. First, program directors and staff must understand the demographics of their target population and the general community. Program staff must listen to student feedback regarding program and classroom processes and incorporate that feedback into planning. Programs must also work to impart the impression of the school that it wants students and the community to have. B. Allen Quigley's work indicates that the first three weeks of students' participation in adult education is critical to their retention and persistence. Programs must attend to the first impressions gained through the intake, orientation, and scheduling processes that are a big part of those first three weeks. Finally, she notes, program process is only as effective as the instruction that accompanies it. Teaching and curriculum quality is always essential.

Conversation with Philip Anderson; ESOL Educational Consultant, Florida Department of Education, Division of Community Colleges and Workforce Education, Office of Adult Education, 325 West Gaines Street, Room 644, Tallahassee, Florida 32399-0400
Tel: 850/245-9450; Fax: 850/245-0995; email: Philip.Anderson@fldoe.org

Philip Anderson is the ESOL Point of Contact for the state adult education office of the DOE in Florida, which means he is a liaison between the programs and the Florida Department of Education. Since he works with the State ESOL Task Force, which develops policy regarding ESOL education at the state level, Anderson's job is to discover the most comprehensive means for addressing the enrollment and persistence issues in Florida's programs.

Anderson's own ESOL teaching background is proof enough for him that Open Entry/Open Exit enrollment policies are not conducive to persistence and learning gains. He developed and directed a school for learning English in Haiti before he began teaching in the United States. In Haiti, he says, students paid to learn and they attended classes according to a managed schedule - with fairly reliable success. When he first began teaching in Florida's School District, then Community College, Adult ESOL system, he had to teach in conjunction with an open entry system and he feels neither he nor his students made optimum progress.

Florida Adult Education is confronted by some extremes of many commonplace ABE issues:

Large class size: Anderson says that urban ESOL classes often have 40 to 60 students to start. Florida does not have a mandated limit to class size and adult education programs are not required to keep attendance records.

Low enrollment, High attrition: Recently, programs have been reporting significant decreases in enrollment rates and unacceptably high rates of attrition. The lower enrollment rates are a puzzle as Florida has a high number of residents who do not speak English. It is easy to postulate the most common reasons for the high rate of attrition (classroom turbulence, large class size), but Anderson suspects that a couple of other factors are at work in the enrollment/persistence puzzle: 1) in many communities, the events that came about as a result of 9-11 led many school districts and community colleges to request that students produce a state-issued identification, a social security card, or even US immigration documents to enroll. Many students are unable to provide these, or believe that the school could report them to the US immigration authorities, so they are less likely to enroll. 2) Some ABE/ESOL centers are directed by individuals with little or no professional development training on how to manage ABE/ESOL programs effectively.

Anderson feels that broadly workable solutions to the problems of low enrollment and persistence would include strategies that are straightforward and easy to implement, like managed enrollment.

While intolerance might inhibit ABE/ESOL service in some communities, there is still a strong current of ABE's mission to serve all who require education services. Managed enrollment is a relatively new concept in Florida where Anderson has recently started presenting the idea in Task Force meetings and other presentations. Programs have initial apprehension in embracing managed enrollment, especially when their enrollment figures are already below their projections. Anderson says he does not recommend that the state mandate ME, but rather encourage programs to pilot the practice, and as programs demonstrate managed enrollment brings success, additional programs will follow.

Anderson says there are two keys to the growing acceptance of and success with managed enrollment. One is to change the name of the concept to “Managed Scheduling”. This name connotes a difference in programming rather than a change in acceptance into a program. Another key is to retain an alternate open enrollment classroom for students who cannot commit to attending the class with a managed schedule.

ESOL programs in some of Florida’s Community Colleges have readily implemented managed scheduling for institutional reasons. They appreciate that managed scheduling allows the ESOL classes to operate on the same type of scheduling system as the colleges and they feel that the managed schedule allows students to become more familiar with the college system. While Community Colleges in California have adopted managed enrollment practices through consultation with all stakeholders in the ABE system, some Florida Community Colleges decided unilaterally that this approach made sense for their organization.

Anderson is in the process of collecting data, and while much of the data has yet to be analyzed, the numbers, he says, are looking good. At the Kendall Branch of Miami Dade Community College, they are seeing 100% retention and 100% passing rates in some classrooms for 8 week sessions. Anderson notes that he expects to see better figures in community college programs which generally attract higher level students than in school district and community based programs, where students tend to have more significant social and learning issues.

Anderson has done some work with Sylvia Ramirez from MiraCosta College and knows her research well. When asked whether he thinks that, as Ramirez suggests, organizational culture is a more important factor than enrollment policy with regard to learner retention, he feels that it probably is. However, he points to the fact that the “culture is a fuzzy thing” and that “soft aspects of institutional culture are more difficult to implement” than a concrete concept like managed enrollment policy. He points to the research that indicates that teacher connection with students is an important factor in learner retention, as well, but, as Anderson says, “You can’t mandate organizational culture or teacher chemistry but you can offer practical tools to boost success”. Managed Enrollment, he says, is an effective process that anyone can implement. Not all teachers are equally gifted, but with the right tools, most teachers can facilitate success.

Prior to this past year, funding for programs was enrollment based, so programs, of course, focused heavily on enrolling students. But as funding becomes increasingly based on outcomes, or literacy completion points as they are called in Florida, Anderson feels that managed enrollment will be cost effective.

APPENDIX B

Practitioner Reflections on Managed Enrollment

Managed Enrollment

Brockton Adult Learning Center
Linda Braun, Director

Before this past year I had neither heard of nor used the term “managed enrollment”, yet it seems that our enrollment practices at the Brockton Adult Learning Center fall under this new descriptive category. Briefly, our understanding of managed enrollment is that this practice is the opposite of open entry/exit enrollment. Managed enrollment uses specific entry periods that are determined by class schedules and does not enroll a new student whenever there is a vacant class “seat”.

Like a college or university model, our enrollment periods take place before each new semester (17 weeks). Except for our GED “fast track”, after 2 weeks of class, enrollment is closed for that class until the next semester. During this two-week period, any necessary class transfers also take place. In very few cases, if for some reason a particular class has especially low enrollment compared to the class plan submitted to DOE, we might extend the enrollment for that class to three weeks. After that time, enrollments for that class for that semester will be closed to new students regardless of vacant “seats” and we absorb the attendance loss, but this is rare. We usually manage to fill all class seats because we initially “over enroll” students as allowed by DOE.

While the “pros” of this practice have the greatest impact on teaching, assessment, and curriculum, there are also positive benefits in terms of staff utilization. Instead of having to assign particular staff to ongoing or rolling class admission, there are specific enrollment “seasons”, where the focus of *all* staff is to welcome and help students to integrate themselves into the program and to feel a sense of belonging. Some benefits for students are the experience of a class cohort model. Also, a student’s “falling through the cracks” is much less likely when enrollments and class orientations are conducted on a group, rather than individual basis. We feel that the benefits of higher student retention and resulting student progress and goals attainment outweigh the disadvantages of any decrease in our attendance percentages. Even though managed enrollment means that people stay on waiting list a bit longer, we believe that the benefits outweigh the negative of a longer wait.

As much as managed enrollment works in our program, there are contextual factors that might not make it a good “one size fits all” requirement by DOE. Program size is one important factor. There is probably much less likelihood of a student “falling through the cracks” in a smaller program than in a large program like ours (700+ with all funding sources). Also, there are instructional considerations. GED prep is much more conducive to more short term, customized instructional modules and independent study as supplements or alternatives to regular 17 week semester classes. We will be experimenting this year with eight-week cycles in our GED Fast Track option. Geographic location (rural vs. urban) and other factors must be considered.

The impact of managed enrollment on performance standards in our program is largely derived from observation and anecdotal evidence. Obviously, if our program filled every class seat as soon as it became vacant during the semester, our attendance percentage would improve. While many programs conduct student assessments on an ongoing basis or at least three times per year, our program is able to meet the DOE 70% pre- and post-test requirements with only two major testing periods each year. We believe this is because our retention rate is better with managed enrollment. In this case better retention means more time teaching and learning and less time testing. (I love, and often use the quote that says children don’t grow faster because you measure them more often.) We believe that better retention results in greater student progress both academically and in student goals attainment.

Our primary reason for abandoning the open entry/exit enrollment model was its impact on instruction. Our ESOL department is the largest in our program, and we believe that the “spiraling” way in which people learn a new language is almost impossible with the open entry class option. For example, even though our beginning ESOL classes are thematically based and we could theoretically do open enrollments about every 8 weeks when a new theme starts, we don’t. Too much time would be spent scurrying around doing program mechanics and we would compromise the “chemistry” of the learning community that gets established in each class. Last year we tracked the retention rate of new students who entered a class at the beginning of the second semester, and it was not good. When possible, we would actually prefer to combine classes of experienced students at the same level and start an entirely new class for brand new students rather than put just a few students into classes with low enrollment. This, unfortunately, is not always feasible.

With the new and revised ABE curriculum frameworks, a “hit or miss”, fragmented approach presents an almost impossible challenge to an already dauntingly ambitious progression of skill development for the usual time constraints of ABE (part-time students who attend only 5-6 hours per week). In general, I find it difficult to believe that any teacher would prefer an open entry enrollment model as a primary program structure for group instruction if the attendance requirements of DOE were not a concern. Certainly the teachers in our program would never want to go back to open enrollment in all classes. However, every program must respond to the realities of its own organizational environment.

APPENDIX C

Four More Programs that Use Managed Enrollment

STATE, LOCATION PROGRAM	Managed ENROLLMENT Experience / Figures	SPECIAL NOTES	CONTACT/ more information
<p>Vandenberg Adult Education Center 409 Lafayette Avenue, SE Grand Rapids, MI 49503 Phone:819-2734</p>	<p>“In our Grand Rapids classroom... we wanted to try running a managed classroom. We looked at the five sections of the GED... and we each chose what we felt were our strongest areas. We designed our own lessons and went over them with each other. The lessons are all kept together and we are all familiar with all five so if someone is out, we are able to teach their section. We begin classes every other Monday and we run them for two weeks, Monday through Thursday, from 9:00am to noon.</p> <p>Managed enrollment began January 26, 2004. We have run 5 groups since that time. Comparing numbers from the same time period last year, we have seen an increase in average points for the GED series from 2420 to 2461. We have also seen an increase in student hours, with averages up from 14.6 hours per student to 20 hours per student. We get to know each student on a more personal basis, and the students get to know each other. I am finding that there is a bond between the members, and that these students help to push each other to achieve their goals.</p> <p>Managed enrollment in Grand Rapids is still in its very early stages and we are continuing to adjust and make changes that we feel will help it run more smoothly. As we continue with it, I think we will benefit from a much more productive classroom where students are learning more and passing their GED with higher scores.”</p> <p>By: Maria Burnham, AEOA ABE Instructor</p> <p>From: http://www.marshalladulthoodeducation.org/managed_enrollment.htm</p>	<p>Morning & Evening Classes: -English as a Second Language (ESL) -Citizenship -G.E.D. Preparation (English ONLY) -High School Completion -PRÉ-G.E.D. Basic Skills Preparation</p> <p>Available Services: ITP Bus Tickets, Career Seeking Services</p>	<p>http://web.grps.k12.mi.us/adulted/</p> <p>email: AdultEdInfo@grps.k12.mi.us</p>

STATE, LOCATION PROGRAM	Managed ENROLLMENT Experience / Figures	SPECIAL NOTES	CONTACT/ more information
<p>Community Education and Employment for the Lutheran Settlement House 1340 Frankford Avenue, Philadelphia , PA 19125</p>	<p>In January 2005, they piloted two GED managed enrollment classes. The pilot classes lasted 12 weeks and covered two GED subjects. Students were expected to test in those two subjects at the end of the cycle. Students could be added to or dropped from the course during first two weeks and then the class was closed.</p> <p><u>Morning GED Class</u> Prior to the pilot: 62% students stayed with program for at least 12 hours</p> <p>After 6 month of managed scheduling: 91% students stayed with program for at least 12 hours</p> <p>FY 2005-06: 72% students stayed with program for at least 12 hours</p> <p><u>Evening GED Class</u> Prior to the pilot: 43% students stayed with program for at least 12 hrs, ave=23hrs</p> <p>After 6 month of managed scheduling: 66% students stayed with program for at least 12 hrs, ave=43hrs</p> <p>FY 2005-06: 73% students stayed with program for at least 12 hrs, ave=31hrs</p> <p>From: <i>Moving from open enrollment to managed enrollment, Fieldnotes for ABLE Administrators</i>, 2006 Edition. http://www.pde.state.pa.us/able/lib/able/fieldnotes06/fn06mgdenroll.pdf</p>	<p>Survey of students who had participated in both open and managed enrollment models revealed that 100% preferred managed enrollment. They reported feeling more organized, more in-step with classmates, and more like a community. Teachers were also very supportive of the change to managed enrollment.</p>	<p>Kate Hyzer, Director khyzer@lutheransettlement.org Phone : (215) 426 8610 Fax: (215) 426 0581</p>

STATE, LOCATION PROGRAM	Managed ENROLLMENT Experience / Figures	SPECIAL NOTES	CONTACT/ more information
<p>Arrowhead Economic Opportunity Agency (AEOA) ABE 421 SE 13th ST. Grand Rapids, MN 55744 800-826-7327</p>	<p>“Several of the ABE sites in AEOA’s consortium practice Managed Enrollment. Since I work in the Grand Rapids office and classroom, I am most familiar with how their class is set up. Other AEOA ABE sites have patterned and adapted a Managed Enrollment model from the one used in Grand Rapids.</p> <p>In GR, managed enrollment is ongoing for GED students only. The GED class runs Mondays through Thursday, 9:00 AM to noon, for two weeks. This gives students 24 hours of class time, a “fast-track” approach to getting their GED. In the 2 weeks we give the state mandated assessments (TABE or CASAS) and go through the 5 GED practice test areas. We are careful NOT to promise that students will be ready for the GED test at the end of our class. Instead they are told that we can usually predict whether they are ready for the GED test. If they are ready, they are given a post-test (TABE or CASAS) and given the testing schedule. If they are not ready for the GED test after the 2 week class, we strongly encourage them to set up an attendance plan with us to keep working on those weaker skill areas. Thus, the Managed Enrollment GED class is a feeder for our ABE classroom. Some continue to attend and some do not. Our overall retention rate has risen dramatically since practicing managed enrollment for our GED students.</p> <p><u>Pros of GED Managed Enrollment</u> Helps to meet accountability standards (Increased retention, participants, level changes, GEDs earned) Having to wait for the next class seems to give the GED validity – better buy-in from referral sources Students are more enthusiastic</p>	<p>Basic Curriculum: Each session adapted to student need.</p> <p>Day 1 - Orientation <i>Entry paperwork Icebreaker, AEOA and ABE overview, GED information, class structure, student rights and responsibilities, building tour; TABE or CASAS</i></p> <p>Day 2 - Science <i>Go over charts and graphs in Score Boost, Political cartoon GED Science practice test</i></p> <p>Day 3 – Social Studies <i>Review maps, charts and graphs, vocabulary – Score Boost GED Social Studies practice test</i></p> <p>Day 4 – Reading, Writing <i>Review fiction, non-fiction, poetry, drama, document - Score Boost, Q and A GED Reading practice test</i></p> <p><i>Review sentence structure, usage, mechanics, business letter – Score Boost GED Writing practice test - Multiple Choice</i></p> <p>Day 5 – Writing Essay <i>Review scoring, five paragraph essay, evaluating an essay GED Writing practice test – essay</i></p> <p>Day 6 and 7 - Math</p>	<p>Sandy Evensen sevensen@aeoa.org 218-327-1138, ext 110</p>

	<p>Peer tutoring and support Teachers like the “class” structure Allows teachers to create and use lesson plans More comprehensive instruction than 1:1 delivery Students like that there is a beginning and ending to GED prep Good feeder to ABE classroom (for students not ready to test)</p> <p><u>Cons of GED Managed Enrollment</u> More discipline issues Staffing issues potential team-teaching conflicts different teaching styles more difficult to multi-task – GED class and ABE students Logistics – hauling materials and not in “own” space Students have to wait for the next class or be referred to another site Students tend to “like” the first teacher they work with and may resist another teacher”</p> <p>From Personal Email: Sandy Evensen, July 14, 2006</p>	<p><i>GED Math Prep Packet (packet uses Number Power, Score Boost and other sources) GED Calculator practice Math review as needed; GED math practice test</i></p> <p>Day 8 – wrap-up <i>Post-testing with CASAS or TABE, Review GED scoring GED testing schedule and information, Student conferences Design study plan for those not ready to take the GED</i></p>	
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