

# Core Service Report

## Adult Basic Education

Consumer Category:  
**Educational / Employment Limitations**

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



February 2007

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## COMPANION REPORTS

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

## ACKNOWLEDGEMENTS

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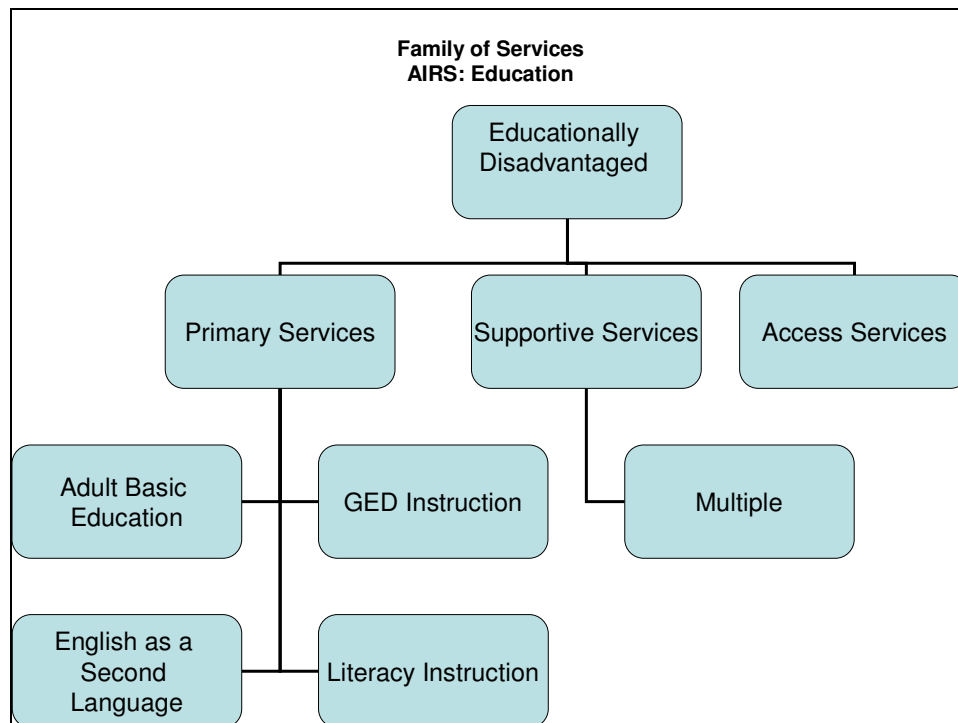
# SNAPSHOT

**AIRS Code Level I: Education (H)**  
**AIRS Code Level II: Educational Programs (HH)**  
**Core Service: Adult Basic Education (HH-050.050)**

**Investment Committee: Learning and Earning for Life**  
**Cluster: Education**

**AIRS Definition:** Programs usually offered by community adult schools that provide instruction in fundamental learning skills for adults who have never attended school or have interrupted formal schooling and need to raise their level of education to increase their self-confidence and/or prepare for an occupation. Emphasis is placed on basic reading, language, and mathematics to strengthen functional skills in communication, computation, and personal-social interaction.

The Adult Basic Education Program is part of a family of services for persons who are educationally disadvantaged. It is one of four services targeting this consumer group.



*Core Service Environment*

According to Carnevale and Desrochers (2003):

Six out of every 10 jobs now require at least some post-secondary education and training. While there is no guarantee that a post-secondary degree will lead to a high-paying job, a person without some form of post-secondary education and training is unlikely to secure employment capable of supporting a family. And many of the young persons dropping out of high

school or graduating from high school without adequate skills are not ready to pursue the kind of post-secondary education needed to succeed in today's workplace. It is estimated that shortages of workers with post-secondary-level skills could grow to 14 million by 2020.

There are several pending public policy issues related to adult basic education as reported by the Commission on Adult Basic Education (Selmser, 2006). Among these are the following:

- **Immigration.** The Senate passed immigration legislation that included a provision for setting up a new English as a Second Language (ESL)/civics program for immigrants who declare their intention to apply for citizenship. Its preference is to have additional funding in the current adult education program to address the ESL needs of the nation's immigrant population.
- **Welfare.** An issue with the changes to the Temporary Assistance for Needy Families (TANF) policy is the need to include adult education as part of a comprehensive program to meet the academic and training needs of individuals working to leave the welfare rolls and gain family-sustaining employment.
- **Workforce Investment Act (WIA).** On June 29, 2006, the Senate amended the WIA by unanimous consent. This is a major step toward reauthorization of WIA. A major holdup had been a House provision that would allow providers with a religious affiliation to restrict their hiring to individuals of the same faith.
- **Older Americans Act.** The Older Americans Act rewrite passed by the House revised the language to address the needs of older adults with limited English proficiency.
- **Even Start.** The Even Start program provides education and related services jointly to disadvantaged parents and their young children. The program's purpose is to integrate early childhood education, adult basic education, and parenting skills education into a unified family literacy program. First authorized in 1989, Even Start grew rapidly in its first years, but in recent years it has been subject to increasing criticism.
- **Appropriations.** As reported by the House Appropriations Committee, adult education would be level-funded in FY 2007, which is what the Bush Administration also recommended. It also recommended another cut to \$70 million for Even Start. Current funding for Even Start is \$99 million.

#### *Core Service Consumers*

The target population addressed in this core service report is adults ages 18+ in Cuyahoga County who have not received their high school diploma.

According to the 2000 United States Census, approximately 23 percent of the adult population of the United States has not completed a high school degree or GED equivalent. Of these, 31 percent report English as their second language; thus they may have limited proficiency in English. Approximately 25 percent of those reporting lived in households at or below the poverty level.

National high school graduation rates continue to remain low, which contributes to the high need for adult basic education. Across the United States, estimates for 2001 indicate that only 68 percent of students entering 9<sup>th</sup> grade will graduate from 12<sup>th</sup> grade with a regular diploma. Minorities have the lowest graduation rates (Orfield, Losen, Wald & Swanson, 2004).

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

According to 2000 U.S. Census data, in Cuyahoga County nearly 28 percent of adults ages 18-24 had no high school diploma. Nearly 12 percent of adults ages 25-44 years had no high school diploma. Fifteen percent of adults ages 45-64 did not graduate from high school. Over 35 percent of adults over 65 did not graduate from high school.

The Cleveland Municipal School District, the largest in the state with an enrollment of over 75,000 and a minority population over 80 percent, was ranked as Ohio's worst large school district with a graduation rate of only 30 percent in 2001 (Orfield, Losen, Wald & Swanson, 2004).

In 2000, 202,501 (19.3 percent) of the 18 and older population in Cuyahoga County were without a high school diploma. The number of individuals 18 and older without a high school diploma is projected to decrease to 196,704 by 2015 as a result of population shifts.

### *Core Service Delivery*

The definition of the core service for this report is as follows: programs that provide instruction in fundamental learning skills for adults who have never attended school or have interrupted formal schooling and need to raise their level of education to increase their self-confidence and/or prepare for an occupation.

Adult basic education is designed to improve the employability of individuals through instruction in reading, mathematics, language, and workplace readiness skills at grade-level equivalency. A recent trend has been to provide specific job skills training to individuals who have not received either a high school diploma or secondary education equivalency test.

Based on United Way - First Call for Help's (FCFH) database (February 2005), there are 18 adult basic education program providers operating from 50 different sites, 12 of which are government and 6 are nonprofit. In FY 2004 (July 2003 to June 2004), United Way funded one of the providers. FCFH call data shows an increase in the number of total requests for adult basic education programs in the county: from 13 in 2000 to 35 in 2004 (169 percent increase). Over the same five-year period, FCFH had 132 requests for information about adult basic education. Of these requests, they were able to make referrals to 99 percent of callers.

Adult basic education programs are funded primarily through the Adult Education and Family Literacy Act (AEFLA) from two sources: 1) federal grants to state departments of education, and 2) the required match for the program from state departments of education. This includes Even Start. The Workforce Investment Act (WIA), the Trade Adjustment Assistance (TAA) program, the Carl D. Perkins Vocational and Technical Education Act, and Temporary Assistance for Needy Families (TANF) also fund adult education.

From FY 2003 to FY 2005, local funding for the entire ABLE program in Cuyahoga County dropped. Even Start funding has fallen precipitously and the program is scheduled to be de-funded after FY 2007. Federal funding for WIA programs has decreased over the last several years. Appropriations for training under the TAA program are statutorily capped. Federal funding for state basic grants under the Carl D. Perkins Act increased between FY 2001 and FY 2004, and was slightly lower in FY 2005 and FY 2006. Under TANF, states are free to pay for individuals to participate in education and training. The law, however, discourages access to training and education for recipients by limiting

the length of time that vocational educational training can count towards program participation rates.

As of May 11, 2006, \$57,775 in revenues for adult basic education programs has been identified countywide. Because government funding covered more than one core service, it was not included in this total. Ninety-four percent of identified funding was from foundations and trusts with the remainder from United Way Investment Committee allocation.

Adult basic education services, particularly those services provided by the federal government, are generally delivered free of cost to the participant. The average price of delivering these services can range from \$12 to \$18 an hour. (Data source: Ohio Department of Education). Per the State of Ohio's 2006-2007 annual budget, the estimated annual cost per enrollee in adult basic and literacy education programs is \$458.

#### *What Works; What Doesn't*

Successful adult education programs utilize several practices for helping adults learn. They include involving learners in the planning and implementation of educational activities, drawing upon learners' real-life experiences as a resource, cultivating self-direction in learners, creating a climate that encourages and supports learning, fostering a spirit of collaboration, and using small groups to promote teamwork and encourage cooperation (Imel, 1998).

Workplace learning is a leading practice for providing adult basic and literacy education (National Centre for Vocational Education Research, 2003).

The US Department of Education reports that ABE was found to have only a modest impact on adult literacy, skill attainment, and job placement; but data quality problems and the lack of a national evaluation made it difficult to assess the program's effectiveness (Department of Education, 2005).

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

#### *Gap Analysis*

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

# I. FOREWORD

## INTRODUCTION

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

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

## METHODOLOGY

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

The questions addressed are:

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

The primary information sources used for this report are:

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

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

## II. THE CORE SERVICE ENVIRONMENT

### CORE SERVICE ENVIRONMENT

According to Carnevale and Desrochers (2003):

Six out of every 10 jobs now require at least some post-secondary education and training. While there is no guarantee that a post-secondary degree will lead to a high-paying job, a person without some form of post-secondary education and training is unlikely to secure employment capable of supporting a family. And many of the young persons dropping out of high school or graduating from high school without adequate skills are not ready to pursue the kind of post-secondary education needed to succeed in today's workplace.

Because of changing workforce demands, nearly 40 percent of all college students today are over 25 years old, and 20 percent of the adult population is directly involved in some kind of work-related learning (Lingenfelter and Voorhees, 2003 in Carnevale and Desrochers, 2003). These numbers are expected to grow as more adult learners seek new skills and training beyond high school. As Carnevale and Desrochers (2003) note, post-secondary education is the arbiter of economic opportunity in the United States. In order for the states and the nation as a whole to maintain a competitive economic edge, the workforce must have education and training beyond high school.

Recent projections by the U.S. Census Bureau indicate that in the next 25 years, the retirement-age population will grow dramatically in every state while, in most states, the growth of the working-age population will remain flat or decline (U.S. Census 2000 in Carnevale and Desrochers, 2003). "It is estimated that shortages of workers with post-secondary-level skills could grow to 14 million by 2020. For states faced with the problem of a shrinking workforce and tax base, the creation of new jobs and industries coupled with the development and retention of college graduates is an increasingly important policy issue. (Carnevale and Desrochers, 2003)

One of the key changes affecting the demand for adult learning is the rapid labor market shift from a manufacturing economy to a service- and information-based economy. An important factor fueling this change is the growth of the "global economy," brought about by the internationalization of trade, production, and finance (Bills, 2000). As a result of the liberalization of trade laws, individuals within a country not only compete among themselves for jobs, but entire countries compete with each other for economic advantage in the world market. This global economy has resulted in the movement of certain industries and activities from advanced industrialized countries to less developed countries and to an increasing amount of trade among these countries (Tovado, 1994). Such trends are generally considered to have contributed to a shift within advanced industrialized countries (such as the United States) from manufacturing toward service-based economies (NCES, 2002).

Technology is another important factor in this shift. Although the role of technology in economic and industrial change is a topic of some debate (see Bollier 1998; Nelsen 2000), there does seem to be general agreement that new technologies such as the personal computer and other microelectronic information and control systems are transforming the world of work and contributing to the growth of an information-based economy within the United States.

This shift toward a service- and information-based economy, brought about by globalization and new technologies, has been accompanied by a corresponding shift in importance from natural resources and physical capital to human resources and human capital—that is, to the skills and abilities of the population. In a global information economy, the human capital embodied in a well-educated, adaptable labor force becomes a country’s most critical asset, which in turn places greater importance on both initial education and the continuing education of adults who have left the formal education system (NCES, 2002).

**PUBLIC POLICY ISSUES**

***NATIONAL***

There are several pending public policy issues related to adult basic education as reported by the Commission on Adult Basic Education (Selmser, 2006). Among these are the following:

Immigration

The House and Senate have both passed their versions of immigration legislation. The Senate bill did include a provision setting up a new ESL/civics program for immigrants who declare their intention to apply for citizenship. At the time of publication of this report, a conference committee still needed to meet on this provision. The commission is interested in the bill allowing funds to go to agencies that are part of the adult education system and not just higher education institutions. Its preference is to have additional funding in the current adult education program to address the ESL needs of the nation’s immigrant population.

Welfare

The Department of Health and Human Services has issued draft regulations on changes to the Temporary Assistance for Needy Families (TANF) program. One issue is the need to include adult education as part of a comprehensive program to meet the academic and training needs of individuals working to leave the welfare rolls and gain family-sustaining employment.

The Adult Education and Family Literacy Act

The Adult Education and Family Literacy Act (AEFLA) under Title II of the Workforce Investment Act (WIA) of 1998 is one of the most important federal sources of funding for adult basic education. AEFLA funds three activities: adult education and literacy services, family literacy services, and English literacy programs for individuals with limited English proficiency. The Adult Education and Family Literacy Act authorizes federal support for ABLE services through June 30, 2004. Continuing resolutions authorize federal support for ABLE services through June 30, 2007.

AEFLA funds adult basic education programs whose purpose is to provide, on a voluntary basis, adult education and literacy services in order to assist adults to become literate and obtain the knowledge and skills necessary for employment and self-sufficiency; to assist adults who are parents to obtain the educational skills necessary to become full partners in the educational development of their children; and to assist adults in the completion of a secondary school

education. The Office of Vocational and Adult Education in the U.S. Department of Education administers the program. Nationally, 54 percent of AEFLA funds went to local education agencies (LEAs) or to school districts and 19 percent went to community-based organizations (Rubinstein & Mayo, 2006).

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

Specific funding information is included in Section IV.

#### Older Americans Act

The Older Americans Act rewrite recently passed the House of Representatives. It included several provisions aimed at improving both the financial and health literacy of the nation's older adults. In addition, the language was revised to address the needs of older adults with limited English proficiency. The Senate is also working on a version of this legislation.

#### Even Start

The federal Even Start Program, a family literacy program, was a program that also supported adult basic education programs. Even Start was designed as a comprehensive family literacy program intended to break the cycle of poverty and low literacy skills by improving the educational opportunities of extremely disadvantaged low-income families with young children. The program integrated the four components of early childhood education, adult basic and literacy education (including GED and ESOL [English for speakers of other languages]), parenting education, and parent-child together time.

The Even Start program, first authorized in 1989, grew rapidly in its first years, but in recent years has been subject to increasing criticism and declining funding in FY 2003, FY 2004, FY 2005, and most notably in FY 2006, and is set to be defunded in FY 2007. The Bush administration explains its decision to defund the program by arguing that the program has not demonstrated that it has been effective in improving child and adult learning outcomes through the integration of the four core services of adult education, parenting education, parent-child activities, and early childhood education. The administration argues that these conclusions are supported by data from three national evaluations of Even Start as well as poor ratings on their Program Assessment Rating Tool system (PART).<sup>1</sup>

Advocates of the Even Start program argue that the goal of providing integrated family literacy services to an extremely disadvantaged population is so important that the program should not be eliminated or have its funding cut. Furthermore, they argue that a thorough study of the impact of

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<sup>1</sup> The PART (Program Assessment Rating Tool) was developed to assess and improve program performance so that the Federal government can achieve better results. A PART review helps identify a program's strengths and weaknesses to inform funding and management decisions aimed at making the program more effective. The PART therefore looks at all factors that affect and reflect program performance including program purpose and design; performance measurement, evaluations, and strategic planning; program management; and program results. Because the PART includes a consistent series of analytical questions, it allows programs to show improvements over time, and allows comparisons between similar programs.

legislatively mandated quality improvements to Even Start is needed, as well as a concerted effort to improve the program through implementation of model programs and technical assistance.

Specific funding information is included in Section IV.

Appropriations

As reported by the House Appropriations Committee, adult education would be level-funded in FY 2007, which is what the Bush Administration also recommended. The bill included a funding level of \$563,975,000 for adult education grant programs, \$9,005,000 for national leadership, and \$6,572,000 for NIFL. It also recommended another cut to Even Start, to \$70 million. Current funding for Even Start is \$99 million.

Specific funding information is addressed in Section IV.

### III. THE CORE SERVICE CONSUMERS

#### DEFINITION OF TARGET POPULATION

The target population specifically addressed in this core service report is adults ages 18+ in Cuyahoga County who have not received their high school diploma.

#### DEMOGRAPHIC CHARACTERISTICS

##### *High School Graduation*

In spite of the growing importance of post-secondary education to the nation's economy, average high school graduation rates are low at national, state, and local levels, and contribute to the need for adult basic education programs. The problem is further exacerbated for ethnic and racial minorities and those who are non-English speaking.

##### National

According to the 2000 United States Census, more than 51 million adults (approximately 23 percent of the adult population of the United States) have not completed a high school degree or GED equivalent. Of the 51 million, 31 percent report English as their second language; thus they may have limited proficiency in English. Approximately 25 percent of those reporting lived in households at or below the poverty level.

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

In terms of age, 29 percent of the adult basic and literacy education target populations are 60 or older; 29 percent are 16-24 years old; 26 percent are between the ages of 25-44 and 16 percent are 45-59. Racially, the majority of the target population (approximately 66 percent) is reported to be white, 15 percent African American, and 3 percent Asian. Of the target population group, 26 percent of persons deficient in adult basic education were reported to be of Hispanic or Latino origin (U.S. Department of Education, 2005).

##### Ohio

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

The "Losing Our Future" report mentioned previously states that Ohio's graduation rate in 2004 was 70.7 percent, which is slightly better than the national average, and ranks Ohio 27th out of the 50 states. Minority students had the lowest graduation rates. The Hispanic graduation rate was 43.2

percent, black students had a 39.6 percent graduation rate, which was the second worst graduation rate for black students in the country, and Native American had a graduation rate of 22.4 percent (Orfield, Losen, Wald & Swanson, 2004).

Cuyahoga County

According to the 2000 U.S. Census data, in Cuyahoga County close to one out of five adults 18 years and older do not have a high school diploma (19.3 percent). The problem is worst for those over 65 years where over 35 percent had no diploma. However, the fact that 28 percent of the youngest cohort, those 18-24 years, had no diploma is most problematic because they are the workers of the future. (See Table 1.)

**Table 1: Educational Attainment for Persons 18+ Years Who Have Not Received a High School Diploma, Cuyahoga County, 2000**

<b>Educational Attainment by Age</b>	<b># of Persons</b>	<b>% of Total</b>
Total Population 18+ years	1,046,599	
<b>Total with no diploma</b>	<b>202,501</b>	<b>19.3%</b>
<b>18 - 24 years</b>	<b>110,451</b>	
Under 9th grade	2,330	2.1%
9 - 12th grade, no diploma	28,209	25.5%
<b>Total 18-24 years no diploma</b>	<b>30,539</b>	<b>27.6%</b>
<b>25 - 34 years</b>	<b>188,833</b>	
Under 9th grade	2,672	1.4%
9 - 12th grade, no diploma	19,950	10.6%
<b>Total 25-34 years no diploma</b>	<b>22,622</b>	<b>12.0%</b>
<b>35 - 44 years</b>	<b>221,842</b>	
Under 9th grade	3,111	1.4%
9 - 12th grade, no diploma	23,161	10.4%
<b>Total 35-44 years no diploma</b>	<b>26,272</b>	<b>11.8%</b>
<b>45 - 64 years</b>	<b>308,296</b>	
Under 9th grade	9,848	3.2%
9 - 12th grade, no diploma	36,605	11.9%
<b>Total 45-64 years no diploma</b>	<b>46,453</b>	<b>15.1%</b>
<b>65+ years</b>	<b>217,177</b>	
Under 9th grade	26,336	12.1%
9 - 12th grade, no diploma	50,279	23.2%
<b>Total 65+ years no diploma</b>	<b>76,615</b>	<b>35.3%</b>

Source: 2000 U.S. Census

The Cleveland Municipal School District, the largest in the state with an enrollment of over 75,000 and a minority population over 80 percent, was ranked as Ohio's worst large school district with a graduation rate of only 30 percent in 2001 (Orfield, Losen, Wald & Swanson, 2004).

*Adult Basic Education Participants*

Adult learners have many responsibilities that can create barriers to learning; some are lack of time or scheduling issues, lack of information about opportunities to learn, financial concerns, lack of child care, and lack of transportation (Lieb, 1991). In addition to lack of a high school diploma, unemployment also plays a role in the need for this service.

Participation rates in adult basic education are relatively low. Between 1995 and 1999, overall participation in adult basic education rose from one percent to two percent. In 1999, the participation rate in adult basic education programs among those who did not have a high school diploma was 8 percent (U.S. Department of Education, 2002).

Adult basic education courses are taken primarily by the youngest adults, persons with the lowest levels of education, minorities, and persons in non-professional and non-managerial occupations (US Department of Education, 2002).

More specifically, the National Center for Education Statistics (NCES) collected data throughout the 1990s to examine trends and patterns of participation among adults enrolled in specific types of adult education. NCES found an overall widespread increase in participation in adult education between 1991 and 1999 for gender, labor force and occupation groups, education levels, racial/ethnic groups, and ages (except persons aged 35 to 44). Between 1995 and 1999, participation rates increased overall for all types of adult education except English as a second language programs and work-related courses for which participation rates remained relatively stable (US Department of Education, 2002).

Groups tending to have lower education levels—such as non-Hispanic blacks; Hispanics; workers in nonprofessional, non-managerial, or other occupations without continuing education requirements—participate in ABE programs at higher rates than (respectively) non-Hispanic whites, workers in professional, managerial, or other positions with continuing education requirements. Four percent of non-Hispanic blacks and 4 percent of Hispanics participated in ABE programs in 1999, compared to 1 percent of non-Hispanic whites. This may be at least partially consistent with the National Evaluation of Adult Education Programs findings that persons who have not completed high school and non-Hispanic blacks appeared to be overrepresented among ABE participants (Development Associates, 1993). The current study also found that less than 1 percent of persons employed in professional and managerial occupations participated in ABE programs in 1999, compared to 3 percent in sales, service, and support jobs; and 3 percent in the trades. Among adults with continuing education requirements, 1 percent participated in ABE programs, while 2 percent without such requirements participated (NCES, 2002).

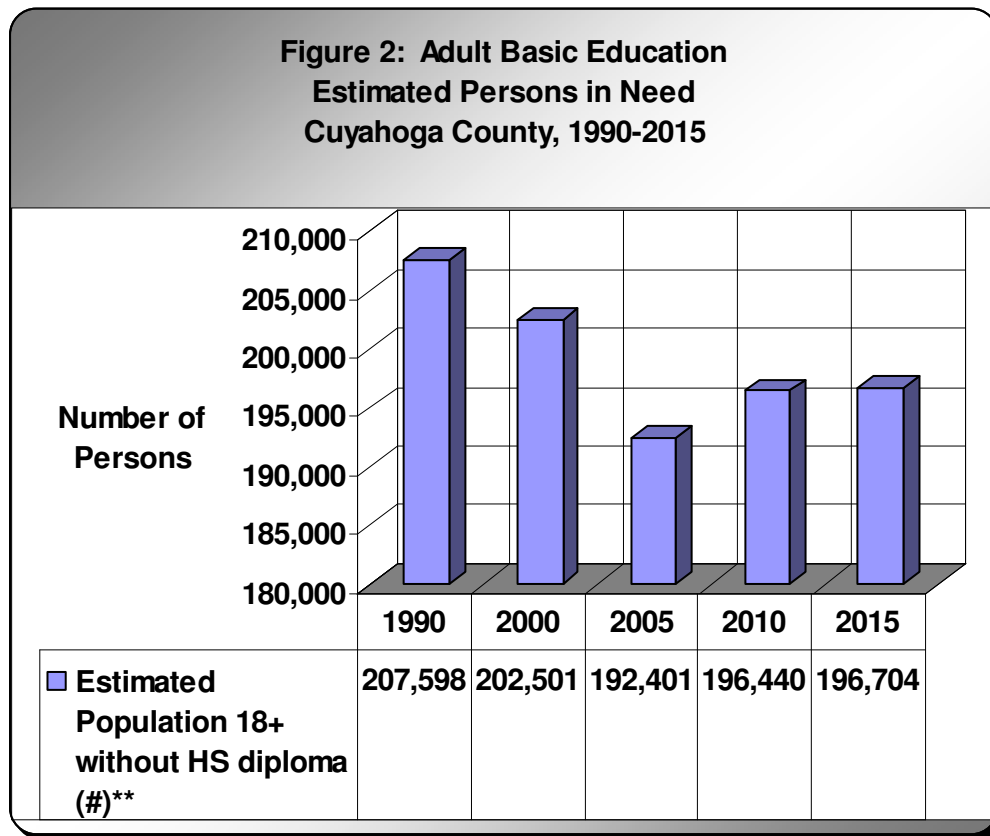
Men and women participated in adult basic education programs at equivalent rates (about 2 percent), as did adults who were employed full-time versus those who were employed part-time, unemployed, or not in the labor force but not retired. Retired adults participated at a lower rate than all other adults. These findings are inconsistent with the National Evaluation of Adult Education Programs, which found that women and the unemployed participated in ABE programs at relatively high rates (Development Associates, 1993). This inconsistency might reflect changes over time. ABE participation rates are highest among the youngest adults; participation rates drop precipitously after age 24: from 9 percent to no more than 2 percent.

This finding is not new. The National Evaluation of Adult Education Programs found that adults in those programs tend to be relatively young (Development Associates, 1993). Previous analyses of the 1995 NHES Adult Education Survey also found that participation in these programs declines

with age (Kim, Collins, and Stowe, 1997). Ironically, older adults have lower levels of educational attainment than younger adults, suggesting that older adults should have a greater need for basic skills education than do younger adults. But as one ages, the economic benefits that can be accrued by acquiring basic skills decline and can make participation less appealing. Moreover, those who are inclined to seek remedial instruction are increasingly likely to have already done so as they age, so that the older an adult gets the less likely that adult may be to seek basic skills instruction (NCES, 2002).

*Estimated Persons in Need*

In 2000, 202,501 (19.3 percent) of the 18 and older population in Cuyahoga County were without a high school diploma. The number of individuals 18 and older without a high school diploma is projected to decrease to 196,704 by 2015 because of population shifts. (See Figure 2.)



Sources:  
 \* U.S. Census 1990, STF 1 (P11); 2000, SF3 (P8); 2004, American Community Survey; 2010 & 2015, Ohio Department of Development, (July, 2003). Note: Ages 18+ in 2010 & 2015 were prorated from ages 20+ using ratio of 18+ to 20+ in 2000.  
 \*\* U.S. Census 2000, SF3 (PCT25); Other years estimated using 19.348% of 18+ population

This estimate of persons in need of adult basic education programs is a number that begins to offer some clarity about the extent of need in Cuyahoga County.

## REALIZED ACCESS TO SERVICE

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

In FY 2000, United Way (UW) funded 381 persons 18 years and older for adult basic education programs. (See Attachment 3.) The Ohio Department of Education (ODE) was not able to specifically identify how many persons received only adult basic education as most of the program providers receive Adult Basic Literacy Education (ABLE) funding and offer many of the ABLE components together (i.e., basic literacy, GED, English as a second language [ESL], and family literacy). ODE reported 9,497 consumers of ABLE funded services in 2004. The highest number of consumers by far was from Cleveland Municipal School District, with 5,200 consumers served.

No data was available for Ohio Works First.

In Cuyahoga County, 46 percent of the county's total 18+ population were male and 54 percent female. Other reporting entities provided similar percentages for males and females. Both consumer groups funded by UW and by ODE were 41 percent male and 59 percent female.

In 2000 according to the U.S. Census, 70 percent of the county's total 18+ population were Caucasian, 25 percent African American, and 2 percent Asian. United Way funded adults for basic education were 19 percent Caucasian, 77 percent African American and close to 1 percent Asian. The Ohio Department of Education funded adults for basic education were 38 percent Caucasian, 42 percent African American, and 8 percent Asian.

While 3 percent of the county's 18+ population was Hispanic, 2 percent of United Way funded consumers were Hispanic.

Over 95 percent of persons funded by United Way for adult basic education had a household income between \$0-\$14,999. No income information was available for ODE consumers.

Fifty-two percent of the population 18+ without a high school diploma in Cuyahoga County in 2000 resided in Cleveland and the remaining 48 percent in the suburbs. (See Attachment 4.) Fifty-five percent of UW funded consumers resided in Cleveland and 45 percent in the suburbs. ODE data was not available.

## IV. CORE SERVICE DELIVERY

### CORE SERVICE DEFINITION

The definition of the core service for this report is as follows: programs that provide instruction in fundamental learning skills for adults who have never attended school or have interrupted formal schooling and need to raise their level of education to increase their self-confidence and/or prepare for an occupation. Emphasis is placed on basic reading, language, and mathematics to strengthen functional skills in communication, computation, and personal-social interaction.

### BACKGROUND ON CORE SERVICE

There are four common types of adult education:

- *Work-related courses* directly improve skills or enhance knowledge for performing duties in an employee's current position. An employee may also take courses to acquire new skills needed to perform newly assigned duties and responsibilities. Enrollment may be voluntary or at the direction of the employee's supervisor or manager.
- *Non-work-related courses* are to improve an individual's skills or enhance knowledge not directly related to the employees current position. Although these courses are not directly connected to the position, employees can benefit from the experience of teamwork and much more.
- *Adult basic education* is designed to improve the employability of individuals through instruction in reading, mathematics, language, and workplace readiness skills at grade-level equivalency.
- *Credential programs* are established programs of concentrated study for graduate students who normally do not rise to the level of an academic degree.

Much of the interest in delivering basic skills services in the workplace came from the adult basic education and literacy field.

... [E]mployers and labor unions – individually and in associations or consortia – set up basic skills programs for their employees. These were typically run at employees' workplaces, although sometimes they were held in union facilities or local educational institutions. The term “workplace literacy program” (and similar ones such as “employee basic skills program” or, more simply, “workplace education program”) came to refer to an education program typically carried out in a setting provided by the workers' employer or union and designed to help incumbent (employed) workers to strengthen their basic skills. Basic skills included reading, writing, math, oral language, and/or other skills such as problem-solving, teamwork, research, and sometimes basic computer operations. These skills were required to improve the organization's performance and/or advance the workers' personal and professional development. (Jurmo, 2004)

The State of Ohio invests in two adult education/job training programs (Ohio Department of Education, 2005a):

- The Ohio Department of Education’s Adult Basic and Literacy Education (ABLE) Unit provides basic skills education to adults in Ohio. Over 56,000 adults are provided with basic literary skills, GED preparation, English for speakers of other languages, and/or family and workplace literacy services. There are many local ABLE resource centers, including the Ohio Literacy Resource Center (Ohio Literacy Resource Center, 2005).
- The Ohio Department of Job and Family Services administers one program: Ohio Works First. Improving basic adult literacy for people on public assistance to enable them to become more self-sufficient is one of the program’s goals (United Way of Greater Cleveland). Another goal is to provide assistance to transition persons in need into self-sufficiency. It operates at the state and local levels through collaborative programs between the Ohio Department of Job and Family Services and the Ohio Department of Human Services.

There are many programs in Cleveland, some general and some specific, that offer adult basic education services. A wide variety of adult education programs are available throughout Cuyahoga County through the Cleveland Municipal School District, Cuyahoga Community College, and most suburban community school districts.

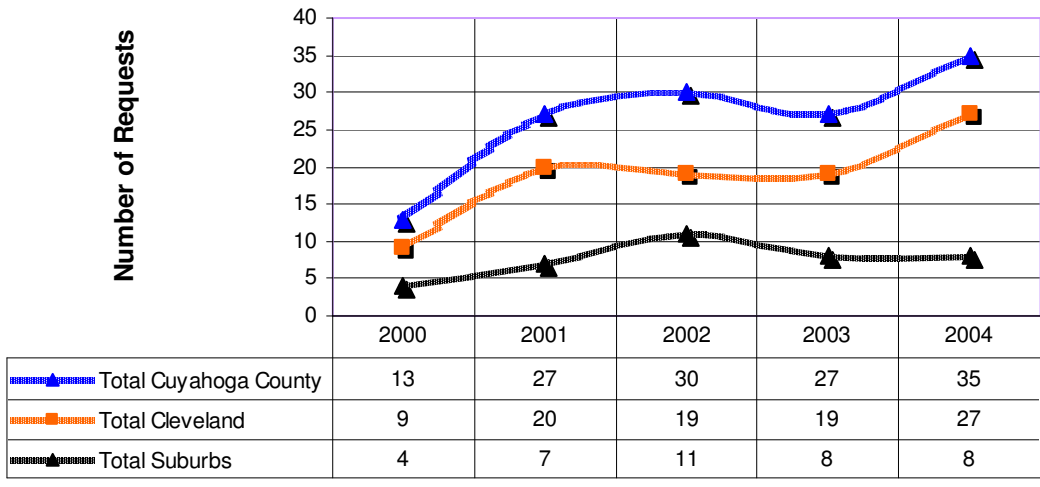
A recent trend has been to provide specific job skills training to individuals without either a high school diploma or secondary education equivalency test. For example, Cuyahoga Community College’s Center for Health Industry Solutions provides training and educational opportunities tailored to meet the needs of both current and future employees in the health care industry.

*United Way – First Call for Help Call Data*

Based on United Way - First Call for Help’s (FCFH) database (February 2005), there are 18 adult basic education program providers operating from 50 different sites, 12 of which are government and 6 are nonprofit. In FY 2004 (July 2003 to June 2004), United Way funded one of the providers. (See Attachments 5 and 6.)

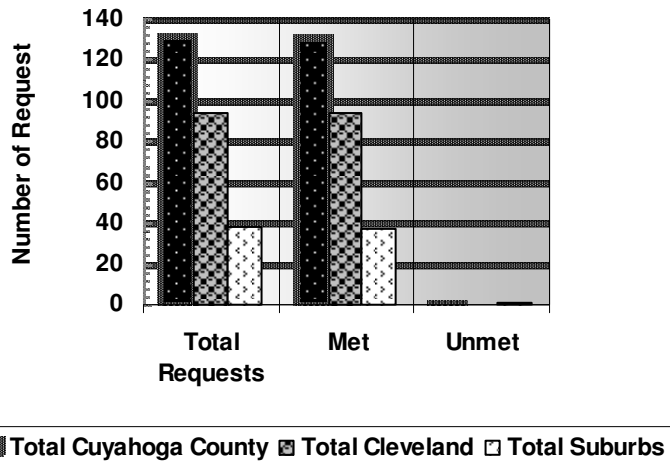
United Way - First Call for Help call data shows an increase in the number of total requests for adult basic education programs in the county: from 13 in 2000 to 35 in 2004 (169 percent increase) with an 200 percent increase in Cleveland (9 to 27 requests) and a 100 percent in the suburbs (4 to 8 requests). (See Attachment 7 and Figure 3.) Calls came from approximately one-third of Cuyahoga County zip codes.

**Figure 3: Adult Basic Education  
United Way - First Call for Help Requests 2000-2004  
Greatest Increase/(Greatest Decrease)**



Over the same five-year period, United Way - First Call for Help had 132 requests for information about adult basic education. Of these requests, they were able to make referrals to 99 percent of callers; however one percent of all Cuyahoga County callers (1) had an unmet need, meaning there was no agency to which to refer the caller. Callers from the City of Cleveland had a 0 percent unmet need rate and from the suburbs, 3 percent. (See Figure 4 and Attachment 8.)

**Figure 4: Adult Basic Education  
United Way - First Call for Help Requests 2000-2004  
(TOTAL REQUESTS: n=132, TOTAL UNMET NEED: n=1)**



**FUNDING OF CORE SERVICES**

*Major Government Funders*

Government funding for Adult Basic Education programs comes mostly from the following sources:

- Adult Education and Family Literacy Act (AEFLA)
- Carl D. Perkins Vocational and Technical Education Act
- Community Development Block Grant
- Community Services Block Grant
- Even Start
- Social Services Block Grant
- Trade Adjustment Assistance
- Temporary Assistance To Needy Families (TANF)

Adult basic education programs are funded primarily through the Adult Education and Family Literacy Act (AEFLA from two sources: 1) federal grants to state departments of education, and 2) the required match for the program from state departments of education. Several other programs have components of adult basic education, but services and money are not exclusively earmarked for the program as in funding from AEFLA. Below is a description of major sources of government funding.

**NATIONAL**

*Adult Education and Family Literacy Act (AEFLA)*

As discussed in Section II, The Adult Education and Family Literacy Act provides formula grants to states for adult education programs based on the number of adults between 16 and 61 who have not completed high school. Monies are given to state departments of education that in turn fund

local projects. The formula grants require a state match: the federal government provides 75 percent of funding and requires a state and local match of 25 percent.

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

Ohio's Adult and Basic Literacy Education program provides direct instruction in basic literacy, English as a second language, citizenship preparation, and GED test preparation. For Ohio in 2006 and 2007, the federal adult literacy education allocation of \$18.5 million was recommended to be distributed to the State of Ohio for adult education programs combined with \$8,539,739 in general revenue funds (line item 200-509) for a total of about \$27 million. General Revenue Funding for adult literacy education has trended downwards slightly (from \$8,739,607 in 2002 to \$8,539,738 in 2007), but has been mostly stable.

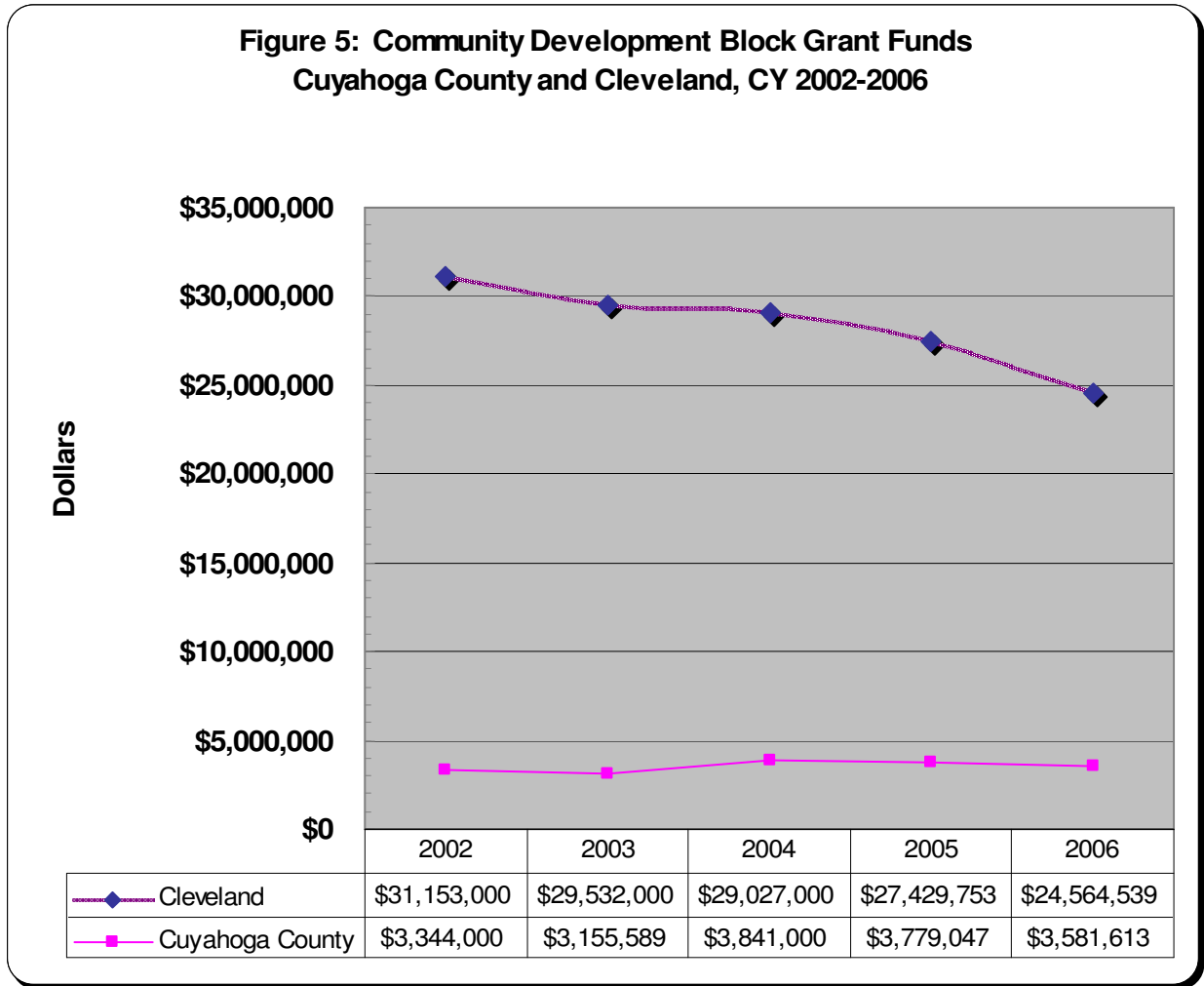
*Carl D. Perkins Vocational and Technical Education Act*

Since 1905, several different laws in the United States have funded vocational education—primarily school-based secondary and post-secondary education designed to build the academic knowledge and technical skills required by currently emerging employment sectors. The Carl D. Perkins Act was created in 1984. Upon its reauthorization in 1998, it became the Carl D. Perkins Vocational and Technical Education Act, also known as Perkins III (Public Law 105-332). Perkins funding for post-secondary education supports local community colleges. Perkins III requires collaboration; it requires states to demonstrate involvement of parents, teachers, local businesses, and labor organizations in the planning, development, and evaluation of their vocational programs. It is under the jurisdiction of the State Board of Vocational Education. Between FY 2001 and FY 2004, federal funding for state basic grants increased by nearly 8.5 percent—from \$1.1 billion to \$1.195 billion. FY 2005 and FY 2006, funding was slightly lower at \$1.194 billion. In PY 2001-2002, more than 12 million students enrolled in secondary and post-secondary vocational and education programs under Perkins. This number is growing—up by 2.5 million (26 percent) from the previous year. Of the 12 million, about 40 percent (a little less than 5 million) were enrolled in post-secondary education (Rubinstein & Mayo, 2006).

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

Community Development Block Grant funds are intended to develop viable urban communities by providing decent housing and a suitable living environment and by expanding economic opportunities, principally for low- and moderate-income persons, thus homeless services are often funded from CDBG funds. The U.S. Department of Housing and Urban Development (HUD) determines the amount of federal funds that cities and counties are entitled to receive each year through a formula based upon population, growth lag, poverty level, age of housing, and overcrowding. CDBG provides federal funding for neighborhood improvement projects that are locally initiated. Adult basic education is among the services that could be funded by CDBG. City of

Cleveland CDBG funding has been trending downward. Cuyahoga County CDBG funds have increased slightly. Below is a trend of total CDBG funding in Cuyahoga County and the City of Cleveland. (See Figure 5.)



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

No funds from Cleveland’s CDBG go directly to adult basic education programs; however, Cleveland’s CDBG has funded one GED instruction program, Merrick House (a United Way partner agency but not a program funded by United Way), for the past several years at \$27,300.

*Community Services Block Grant (CSBG)*

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

for adult basic education programs are made through the Community Services Block Grant program in Cuyahoga County.

#### *Even Start*

As discussed in Section II, the Even Start program is to be phased out entirely by FY 2007 due to several national studies showing that the program was not effective at increasing literacy levels. The administration believes that other high priority programs such as Reading First and Early Reading First are better structured to implement proven research and to achieve the president's literacy goals (U.S. Department of Education, 2006). In Cuyahoga County, there were two Even Start programs: Garfield Heights Community Center and Cleveland Heights/University Heights School District in cooperation with the Heights Parent Center. However, currently only the Heights Parent Center's program is in operation.

A breakout of funding of the various components of the program (i.e. percentage spent on GED, percentage on ESOL, percent on parenting education) is not available. Even Start funding in Cuyahoga County has dropped dramatically from \$437,200 in 2005 to \$97,716 for 2007 (per personal communication with Helen O'Leary of the Ohio Department of Education's Office of Early Childhood Education on July 26, 2006).

#### *Social Services Block Grant (SSBG)*

Title XX of the Social Security Acts is the Social Services Block Grant program. A formula grant made to states based on state population relative to total U.S. population, SSBG has no matching funds requirement and is an extremely flexible source of funding for a broad range of social services. Funded services can be provided through governmental agencies or through grants or contracts with private organizations. The law has a list of authorized services that can be funded through SSBG, including education and training services that may include literacy education, English as a second language education, and GED preparation. Appropriations from the SSBG were \$1.7 billion in 2006 and have remained unchanged since FY 2002, but are down significantly from the 1990s, when they were \$2.8 billion (Rubenstein and Mayo, 2006). Cuyahoga County received \$27 million from SFY 2005-2007 from the SSBG. Currently no SSBG funds have been allocated directly for adult basic education programs.

#### *Trade Adjustment Assistance*

The Trade Adjustment Assistance (TAA) program (Public Law 107-210) was created in 1974 to assist workers who lost their jobs because of increased competition from imports. The most recent changes to the program occurred in 2002, under the Trade Act of 2002. Trade Act programs are designed to help trade-affected workers return to employment in suitable jobs and to obtain retraining where appropriate. The state agency with jurisdiction includes state workforce or employment service agencies. Appropriations for training under the TAA program are statutorily capped at \$220 million.

#### *Temporary Assistance for Needy Families (TANF)*

Enacted in 1996, the TANF Law ended the individual federal entitlement to welfare and replaced it with a block grant to states, imposed a five-year cumulative lifetime limit on use of federal funds to provide assistance, and required welfare recipients to work. It affects low-income families, including 4.7 million individuals and nearly 2 million families. Jurisdiction varies, including TANF, human services or social services agencies. Under TANF, states are free to pay for individuals to participate in education and training. The law, however, discourages access to training and education for recipients by limiting the length of time that vocational educational training can count toward program participation rates. TANF programs receive an annual federal appropriation of about \$1.65

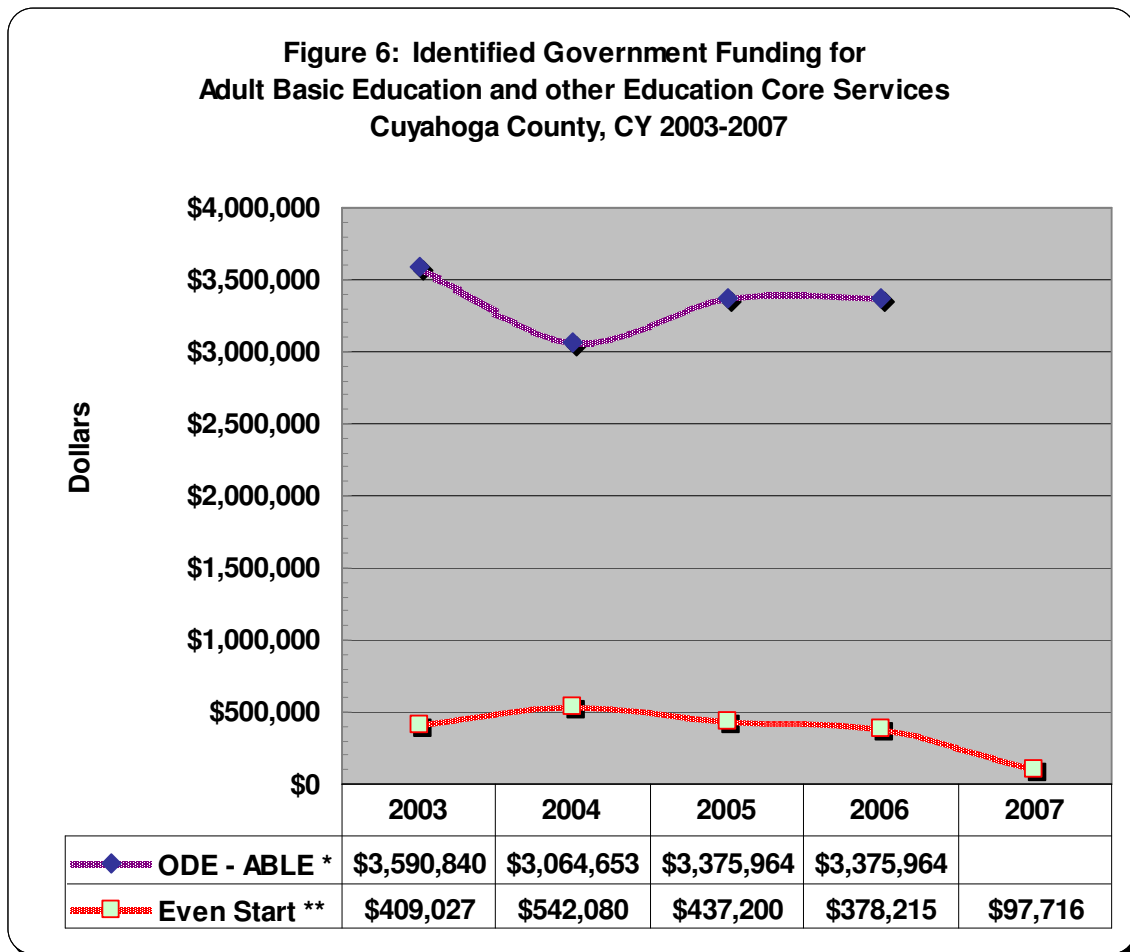
billion for family assistance grants. States may carry over unused funds from year to year, although carry-over funds may only be used for “assistance” if they are not obligated for another use in the year that they became available. Recently, however, carry-over funds have been on the decline as states continue to spend and transfer TANF funds (Rubinstein and Mayo, 2006).

*Other Programs*

It is important to note that other government funding for programs for youth, incarcerated youth, rehabilitation services for individuals with disabilities, and other workforce investment programs may provide and fund some components of adult basic education programs, but funding is not earmarked for the specific service.

*Trends of Identified Government Funders in Cuyahoga County*

From 2003-2005, local funding for the entire ABE program in Cuyahoga County fell from \$3,590,838 to \$3,375,964. No specific breakdown by ABE-fundable services (i.e., basic literacy, GED, ESOL) is available. Allocations are made to the service provider who determined the distribution across components. All of the 47 providers funded by ABE in Cuyahoga County offered adult basic education services. Even Start funding has fallen precipitously and the program is scheduled to be de-funded after FY 2007. (See Figure 6.)



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

\*\* Even Start funding covers Adult Basic Education, ESL and Literacy Instruction

Source: Ohio Department of Education and Even Start

### IDENTIFIED REVENUES

As of May 11, 2006, \$57,775 in revenues for adult basic education programs has been identified countywide. (See Table 2.) This includes information from foundations; federated fundraising organizations; regional, county and municipal government; and United Way of Greater Cleveland.

Foundation support for adult basic education is limited and the donations are small compared to other philanthropic funding activities. Over the last three years, the largest foundation contributors include the 1525 Foundation, which provided over \$34,000 in FY 2004, and the Jennings Foundation, which donated \$40,000 in FY 2003.

Funding data from government entities, including the State of Ohio, Cuyahoga County, and the federal government was not available. (See Trends of Government Funders and Figure 6 above.)

**Table 2: Identified Annual Revenue for Core Services: Countywide and United Way of Greater Cleveland Adult Basic Education Programs, 2003/2004.**

Funder	Period	A		B	
		Identifiable Total Dollars Countywide		Total Dollars UW-Funded Agencies (Actual FY2004)	
		Amount	% of Total (A)	Amount	% of Total (B)
<b>Total - Contributions and dues (less UW designations)</b>			0.00%	675	0.17%
1525 Foundation		34,333			
Sisters of Charity Foundation of Cleveland		20,000			
<b>Total - Foundations &amp; Trusts</b>		<b>54,333</b>	<b>94.04%</b>	<b>0</b>	<b>0.00%</b>
State Department of Education				277,417	
<b>Subtotal State of Ohio</b>		<b>0</b>	<b>0.00%</b>	<b>277,417</b>	<b>68.53%</b>
Other Cuyahoga County Funders - Not Elsewhere Classified				123,294	
<b>Subtotal Cuyahoga County Funding Sources</b>		<b>0</b>	<b>0.00%</b>	<b>123,294</b>	<b>30.46%</b>
<b>Total - Contracts/grants from government organizations</b>		<b>0</b>	<b>0.00%</b>	<b>400,711</b>	<b>98.98%</b>
Subtotal Non - UWGrCle Support		54,333	94.04%	401,386	99.15%
Total - UWGrCle investment committee allocation		3,442	5.96%	3,442	0.85%
Subtotal UWGrCle Support - 4001, 4701 & 4703		3,442	5.96%	3,442	0.85%
<b>Total Support/Revenue</b>		<b>57,775</b>	<b>100.00%</b>	<b>404,828</b>	<b>100.00%</b>

### REIMBURSEMENT/COST

Adult basic education services, particularly the services provided by the federal government, are generally delivered free of cost to the participant. The cost of adult basic education is calculated by the hour. A unit of service is typically a 2.5- to 3-hour session two days a week. The average cost of these services can range from \$12 to \$18 an hour. (Data sources: Ohio Department of Education).

Per the State of Ohio 2006-2007 Annual Budget, the estimated annual cost per enrollee in adult basic and literacy education programs is \$458. Additionally, adult basic education programs reimburse up to \$10 per instructional hour for a 120-hour course or the cost of conducting high school credit classes for adults (State of Ohio Office of Budget and Management, 2006).

## V. WHAT WORKS; WHAT DOESN'T

### IMPACT ON INDIVIDUALS/FAMILIES

#### *What Works*

Successful adult education programs utilize several practices to help adults learn. They include involving learners in the planning and implementation of educational activities, drawing upon learners' real-life experiences as a resource, cultivating self-direction in learners, creating a climate that encourages and supports learning, fostering a spirit of collaboration, and using small groups to promote teamwork and encourage cooperation (Imel, 1998). If these practices are not implemented, the participants may have difficulty staying motivated or may have difficulty applying learned information to their real lives.

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

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

Workplace learning is a leading practice for providing adult basic and literacy education. The structure of an "ideal" workplace learning situation for both employer and employee focuses on the employer having in place the following key elements:

- (1) workplace learning is aimed at increasing innovative capacity in enterprises;
- (2) organizational culture supports and values training and learning;
- (3) training and learning are a part of doing business and are included as an integral part of the strategic planning cycle;
- (4) training and learning in all forms are valued and used according to the appropriate circumstances;
- (5) training is customized to individuals to increase work capability; and
- (6) networks, partnerships, and supply chains are used to facilitate training (National Centre for Vocational Education Research, 2003).

Within the workplace learning field, the "functional context approach" is the prevailing educational model. This approach is based on the assumption that if improved job performance is the goal, then employee basic skills programs should focus more directly on job-related content, build on learners' job-related knowledge and motivations, and teach the strategies needed to apply basic skills to the tasks they will face on their current or future jobs (Imel, 2003).

Other models also are being encouraged such as the "collaborative, problem-solving approach." Collaborative programs build stakeholder involvement through a systematic, inclusive decision-

making process. Representatives of various company departments work with adult educators and labor union representatives to clarify how basic skills fit into the company's strategic plan for workplace and worker development. The organization is seen as a technical-social system that relies on both material and human resources. Members of the workplace education planning team are encouraged to think critically about how a worker education program can help the workforce solve technical and social problems. One model is the participatory approach that encourages critical inquiry (Jurmo, 2004).

#### *What Doesn't Work*

The US Department of Education reports that ABLE was found to have only a modest impact on adult literacy, skill attainment, and job placement; but data quality problems and the lack of a national evaluation made it difficult to assess the program's effectiveness (Department of Education, 2005).

Program quality can be poor if not handled correctly. For literacy programs, many of the adult literacy teachers are part-time teachers or volunteers who receive little or no training; so they rely on the materials provided, which are often not reflective of adult literacy needs (Perrin, 1999 in Purcell-Gates, 2001).

### IMPACT ON COMMUNITY

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

### ACCREDITATIONS/STANDARDS/CERTIFICATIONS

The Ohio Department of Education has outlined several indicators of effective adult basic education programs. ODE's success indicators from its document entitled "Ohio Department of Education Adult Basic and Literacy Education Program Revised Indicators of Program Quality - Fiscal Year 2005" include:

- Demonstrating progress toward attainment of literacy skills, including reading, writing and speaking in English, computing and solving problems at proficiency levels necessary to function on the job, in the family, and in society.
- Transferring learning from the classroom to the rest of life; demonstrating proficiency in the use of multiple skills that allows students to be placed in post-secondary education or training; realizing unsubsidized employment or retain employment; earning a secondary school diploma or the Ohio High School Equivalence Diploma/GED.
- Demonstrating increased proficiency in the use of multiple skills resulting in increased involvement of parents, custodians, and primary caregivers in children's education and literacy-related activities

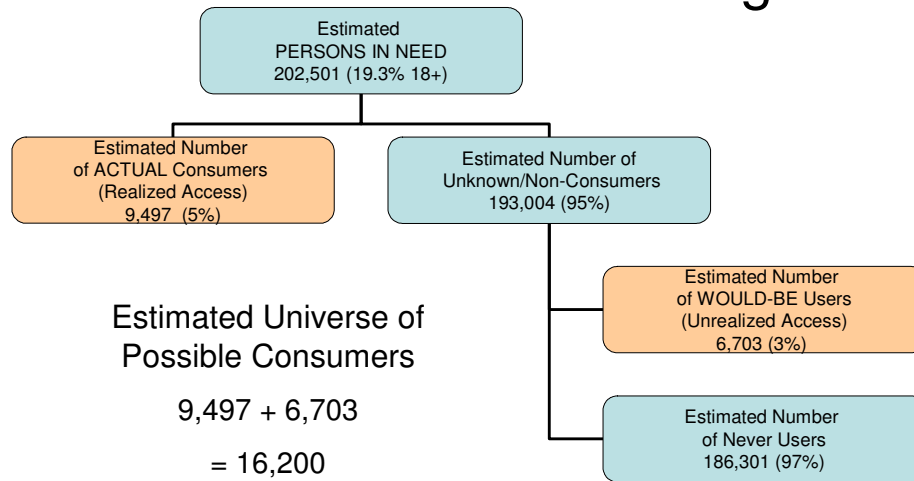
- Written plans guide programs planning and administration and implementation is guided by evaluation.
- Written curricula provide instruction that matches student needs and learning styles.
- Ongoing professional development is provided, which is linked to a professional development plan that supports program and organizational goals.
- A system for support services promotes student achievement of goals.
- Successful recruiting from the populations in the community identified in the Adult Education and Family Literacy Act, Title II as needing literacy services.

## VI. GAP ANALYSIS

The following is the formula for arriving at the estimated universe of possible consumers for Adult Basic Education:

- A conservative estimate of 202,501 persons need adult basic education programs, which is the estimate of persons 18 + without a high school diploma in Cuyahoga County.
- Based on available information about actual consumers, approximately 9,497 persons 18+ have access to adult basic education programs. This is the sum of persons 18+ estimated to receive ABE funded programs through the Ohio Department of Education (ODE) and assumes duplication with United Way funded consumers (381).
- This leaves a net estimate of 193,004 persons 18+ who are either receiving services from unaccounted-for sources or are not receiving adult basic education services. ( $202,501 - 9,497 = 193,004$ )
- There are 6,703 would be consumers in need of, but not receiving, services. This number was derived on the basis of the U.S. Department of Education (2002) report that the participation rate among those who did not have a high school diploma was 8 percent in 1999. In this study adult basic education was defined as programs or classes to help adults improve basic reading, writing, math skills or prepare for obtaining a high school diploma or its equivalent. ( $202,501 \times 8\% = 16,200 - 9,497 = 6,703$ ) Reasons for not receiving adult education services include:
  - *Need for childcare.* Most adult education programs run in the evening, which is for the convenience of adults who may have a job; however, the children are home during that time and the parent may not have the funds for a babysitter. An adult education program that could provide a concurrent tutoring program for children while the parents attend classes would resolve this challenge.
  - *Not ready to go back to school.* Many adult learners do not want to return to the site of their initial failures.
  - *Not identifying a need to upgrade skills.* Many drop-outs take several years before admitting that their skills are too low to get a decent wage.
  - *Lack of interest.* Some don't perceive education as the answer to a life that is troubled in many other ways.
  - *Transportation.*
- Including both realized (9,497) and unrealized (6,703) access, the estimated universe of possible consumers for adult basic education programs is 16,200 persons 18+ without a high school diploma. (See Figure 7.)

## Figure 7 - Consumer Estimates: Adult Basic Education Program



### *Service Site Index*

Countywide, there are 50 service sites for adult basic education programs. This is a ratio of 324 possible consumers (estimated 16,200 total) to one service site countywide. Service providers report to United Way - First Call for Help which zip codes are included in their respective service areas. The Service Site Index in Attachment 9 lists the number of sites per zip code and provides a ratio of consumers to service sites for each zip code. This is a measure of potential service accessibility by possible universe of service consumers per zip code area. Note that this measure does not include the capacity of providers to offer the service, for example, the number of hours of adult basic education consumers on a daily basis. It is only capturing whether there is a possibility of being a recipient of adult basic education. The lower the ratio, the greater is the chance of receiving adult basic education services.

The ratios on the Service Site Index range from a high of 23:1 in zip code 44102 (Cleveland/Brooklyn), and 22:1 in zip code 44105 (Cleveland/NewburghHts/GarfieldHts), both high minority areas, to a low of less than 1:1 in zip code 44040 (Gates Mills/Mayfield Village). (See Map in Attachment 10.)

## VII. SUMMARY

The following are the major findings from this research:

- Six out of every 10 jobs now require at least some post-secondary education and training. While there is no guarantee that a post-secondary degree will lead to a high-paying job, a person without some form of post-secondary education and training is unlikely to secure employment capable of supporting a family.
- There are several pending public policy issues related to adult basic education as reported by the Commission on Adult Basic Education. Among these are immigration legislation; an issue with the changes to the Temporary Assistance for Needy Families (TANF); Workforce Investment Act (WIA); Older Americans Act; Even Star; and appropriations.
- Adult basic education programs are funded primarily through the Adult Education and Family Literacy Act (AEFLA) from two sources: 1) federal grants to state departments of education, and 2) the required match for the program from state departments of education.
- From FY 2003 to FY 2005, local funding for the entire ABLE program in Cuyahoga County dropped. Even Start funding has fallen precipitously and the program is scheduled to be de-funded after FY 2007. Federal funding for WIA programs has decreased over the last several years. Appropriations for training under the TAA program are statutorily capped.
- Under TANF, states are free to pay for individuals to participate in education and training. The law, however, discourages access to training and education for recipients by limiting the length of time that vocational educational training can count toward program participation rates.
- As of May 11, 2006, \$57,775 in revenues for adult basic education programs has been identified countywide.
- Successful adult education programs include involving learners in the planning and implementation of educational activities, drawing upon learners' real-life experiences as a resource; cultivating self-direction in learners, creating a climate that encourages and supports learning, fostering a spirit of collaboration, and using small groups to promote teamwork and encourage cooperation .
- Workplace learning is a leading practice for providing adult basic and literacy education.
- The U.S. Department of Education reports that ABLE was found to have only a modest impact on adult literacy, skill attainment, and job placement; but data quality problems and the lack of a national evaluation made it difficult to assess the program's effectiveness.
- The estimated universe of possible consumers is 16,200 including both realized (9,497) and unrealized (6,703) access.
- Countywide, there are 50 service sites for adult basic education programs. This is a ratio of 324 possible consumers (estimated 16,200 total) to one service site countywide.

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## ATTACHMENTS

### Attachment 1: Researcher List

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## Attachment 2: Technical Notes

### Technical Notes: Methodology, Caveats, Limitations of Data

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

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

#### Unit of Analysis

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

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

#### United Way - First Call for Help Data

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

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

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

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

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

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

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

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

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

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

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

## **Funding Information for Core Services**

We collected financial information for each core service on a countywide level from multiple sources including major government funders, foundations, federated fund raising organizations, and United Way of Greater Cleveland. While we were successful in gathering a substantial amount of data, there is much that has not been collected. It must also be noted that even if we had all major public and private funding gathered, this would not create a total picture of health and human service funding in Cuyahoga County because there are more than 80 core services provided. The following provide highlights of data collected and some of the limitations for each source. It is important to note that funding in each source is changing and represents point in time amounts. The typical period for trend data, when available, is 2002, 2003, and 2004. Note: some services are funded by private insurance or other self-pay arrangements.

### *Foundation Funding*

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

### *Federated Funding Sources*

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

### *Government Funding*

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

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

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

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

*Medicaid Funding*

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

**Entered as Aggregate Total Under Appropriate AIRS Level**

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

**Entered as Aggregate Total Under Third Party Payee/Direct Bill**

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

*United Way of Greater Cleveland Funding*

Financial data for core services funded by United Way of Greater Cleveland was for FY 2004 (July 2003 to June 2004). It included allocations through the community investment committees and donor designations that United Way funded agencies applied to the respective core services. It is important to note that not all United Way funded agencies applied donor designated gifts, which are

unrestricted, to the core service for which they receive United Way funding. It did not include donor designations that non-United Way funded agencies used for any of the 80 core services.

### *United Way Agency Revenues*

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

### **Consumer and Financial Data: Caveats**

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

#### *All Core Services*

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

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

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

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

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

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

## Gap Analysis Methodology & Limitations

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

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

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

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

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

### Service Site Index

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

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

### **Specific Service Issues**

#### *Senior Services*

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

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

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

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

## References

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

### Attachment 3: Actual Consumer Demographics

Core Service: Adult Basic Education HH-050.050				
			Estimated Persons in Need	Actual Number/Percent of Consumers by Funding Source ****
	Total Population (%)*	Total Population 18+ (%)**	Estimated Population 18+ without hs diploma (%)***	UW Program Report Data Cuy Cnty Only 100% (%)
PERIOD	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	7/1/2003-6/30/2004
<b>TOTAL</b>	<b>1,393,978</b>	<b>1,046,599</b>	<b>202,501</b>	<b>381</b>
<b>Percent</b>		<b>75.1%</b>	<b>19.3%</b>	
<b>GENDER</b>				
Male	47.2%	45.9%	46.2%	40.7%
Female	52.8%	54.1%	53.8%	59.3%
Unknown Data*****				0.0%
Missing Data*****				0.0%
<b>RACE*****</b>				
White alone	67.1%	70.2%	N/A	18.9%
Black or African American alone/combination	27.9%	25.1%	N/A	76.6%
Asian alone/combination	2.1%	2.1%	N/A	0.8%
American Indian and Alaska Native alone/combination	0.7%	0.7%	N/A	0.8%
Native Hawaiian and Other Pacific Islander alone/combination	0.1%	0.1%	N/A	0.0%
Some other race alone/combination	2.1%	1.8%	N/A	0.0%
Unknown Data*****				2.9%
Missing Data*****				0.0%
<b>HISPANIC*****</b>	3.3%	2.8%	N/A	2.1%
<b>AGE</b>				
0-4	6.5%			0.0%
5-9	7.3%			0.0%
10-14	7.1%			0.0%
15-19	6.4%	3.2%	N/A	15.0%
20-34	19.1%	25.4%	N/A	34.4%
35-54	29.3%	39.1%	N/A	38.6%
55-64	8.7%	11.6%	N/A	9.2%
65-74	7.8%	10.3%	N/A	2.9%
75+	7.8%	10.4%	N/A	0.0%
Unknown Data*****				0.0%
Missing Data*****				0.0%
<b>INCOME*****</b>				
<b>Average Household Size</b>	<b>2.4</b>	<b>N/A</b>	<b>N/A</b>	<b>N/A</b>
\$0-\$9,999	11.3%	N/A	N/A	54.3%
\$10,000-\$14,999	6.9%	N/A	N/A	40.9%
\$15,000-\$19,999	6.7%	N/A	N/A	4.7%
\$20,000-\$29,999	13.6%	N/A	N/A	0.0%
\$30,000 and above	61.5%	N/A	N/A	0.0%
Unknown Data*****				0.0%
Missing Data*****				0.0%
<b>Totals</b>	<b>100.0%</b>	<b>N/A</b>	<b>0.0%</b>	<b>100.0%</b>

### Attachment 3: Actual Consumer Demographics (continued)

* U.S. Census 2000, SF1 (P1); SF4 (PCT 144)
** U.S. Census 2000, SF3 (P8); SF4 (PCT 3); SF4 (PCT 244)
*** U.S. Census 2000, SF3 (PCT25)
****Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.
*****Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms.
*****Missing Data - For United Way Data - represents computational errors or incorrect completion of online report. For all other data - represents data funder was unable to provide.
*****The race categories and data utilize US Census SF4 "Race Iterations," which allow for multiple races to be selected by census respondents. As a result, totals will add to > 100% of population. Universe is "Total Races Tallied." Except "White Alone", all racial categories are "... alone or in combination with some other race". This method isolates and minimizes the non-minority population ("White alone").
*****Hispanic - Amount in this field is from data provided by clients on intake forms and may not be accurate as clients may either deliberately or inadvertently provide incomplete data, or data may not be collected by the agency.
*****The U.S. Census reports income by household or family, not individuals. Estimates by income category were derived by applying the ratio of total county population (1,393,978) to total households (571,606) = 2.4. The number of households in each income category was multiplied by 2.4 to arrive at an estimate of individuals by income category. The assumption is that the average household size applies to each income category, which may result in more conservative estimates for children, and the "old old," which may actually have larger proportions of persons in the lower income categories.

### Attachment 4: Actual Consumer Zip Codes

Core Service: Adult Basic Education HH-050.050					
				Estimated Persons in Need	Actual Number/Percent of Consumers by Funding Source <sup>*****</sup>
	City/Town (% Cleveland)	Total Population (%) <sup>*</sup>	Total Population 18+ (%) <sup>**</sup>	Estimated Population 18+ without hs diploma (%) <sup>***</sup>	UW Program Report Data (%)
Period		12/31/2000	1/1/2000- 12/31/2000	1/1/2000- 12/31/2000	7/1/2003-6/30/2004
<b>TOTAL</b>		<b>1,393,978</b>	<b>1,046,599</b>	<b>202,501</b>	<b>381</b>
<b>Percent</b>			<b>75.1%</b>	<b>19.3%</b>	
44017	Berea	1.4%	1.4%	0.8%	0.0%
44022	Bentleyville	1.3%	0.8%	0.2%	0.0%
44040	Gates Mills/Mayfield Village	0.2%	0.2%	0.1%	0.0%
44070	North Olmsted	2.4%	2.5%	1.4%	0.0%
44101	Cleveland (100%)	0.0%	0.0%	0.0%	0.0%
44102	Cleveland/Brooklyn (95%)	3.7%	3.5%	6.9%	0.0%
44103	Cleveland (100%)	1.8%	1.7%	3.7%	0.0%
44104	Cleveland (100%)	2.1%	1.7%	3.7%	0.0%
44105	Cleveland/NewburghHts/GarfieldHts (75%)	3.9%	3.6%	6.5%	37.3%
44106	Cleveland/Cleveland Hts (60%)	2.3%	2.4%	2.8%	4.5%
44107	Lakewood/Cleveland	4.0%	4.3%	2.6%	0.0%
44108	Cleveland/Bratenahl (90%)	2.6%	2.4%	4.1%	8.4%
44109	Cleveland/Brooklyn Hts (98%)	3.3%	3.2%	5.2%	0.0%
44110	Cleveland/East Cleveland (98%)	1.9%	1.8%	2.8%	2.9%
44111	Cleveland (100%)	3.1%	3.1%	3.8%	0.0%
44112	East Cleveland/Cleveland	2.4%	2.2%	3.5%	1.0%
44113	Cleveland (100%)	1.4%	1.4%	2.6%	0.0%
44114	Cleveland (100%)	0.3%	0.3%	0.6%	0.0%
44115	Cleveland (100%)	0.6%	0.5%	0.9%	2.4%
44116	Rocky River	1.5%	1.6%	0.6%	0.0%
44117	Euclid/Cleveland	0.9%	0.9%	1.1%	0.0%
44118	ClevelandHts/UniversityHts/ShakerHts	3.2%	3.3%	1.5%	0.0%
44119	Cleveland/Euclid (50%)	1.0%	1.0%	1.0%	0.0%
44120	Shaker Hts/Cleveland	3.4%	3.3%	3.5%	3.1%
44121	University Hts/South Euclid	2.5%	2.5%	1.4%	2.4%
44122	Beachwood/Highland Hills/ShakerHts	2.5%	2.6%	1.3%	0.3%
44123	Euclid	1.3%	1.3%	1.2%	1.8%
44124	Pepper Pike/MayfieldHts/Lyndhurst	2.9%	3.1%	1.7%	0.0%
44125	Valley View/Garfield Hts	2.1%	2.2%	2.2%	16.0%
44126	Fairview Park/Cleveland	1.2%	1.3%	0.6%	0.0%
44127	Cleveland (100%)	0.6%	0.5%	1.3%	0.0%
44128	Warrensville Hts/Cleveland	2.4%	2.4%	3.2%	12.3%
44129	Brooklyn/Parma/Cleveland	2.1%	2.2%	1.8%	7.6%
44130	Parma/Cleveland	3.8%	4.1%	3.3%	0.0%
44131	Independence/Seven Hills/BrooklynHts	1.5%	1.6%	1.1%	0.0%
44132	Euclid	1.1%	1.1%	1.0%	0.0%
44133	North Royalton	2.0%	2.1%	1.3%	0.0%
44134	Parma/Cleveland	2.9%	3.0%	2.9%	0.0%
44135	Cleveland/Linndale (90%)	2.0%	2.1%	2.3%	0.0%
44136	Strongsville	3.1%	3.1%	1.3%	0.0%
44137	Maple Hts/Cleveland	1.9%	1.9%	1.8%	0.0%
44138	Olmsted Twp/Olmsted Falls	1.3%	1.3%	0.8%	0.0%
44139	Bentleyville/Glenwillow/Solon	1.6%	1.5%	0.6%	0.0%
44140	Bay Village	1.1%	1.1%	0.3%	0.0%
44141	Brecksville	1.0%	1.0%	0.4%	0.0%
44142	Brookpark/Cleveland	1.5%	1.6%	1.6%	0.0%
44143	Highland Hts/Richmond Heights	1.7%	1.8%	1.0%	0.0%
44144	Brooklyn/Cleveland	1.6%	1.7%	1.7%	0.0%
44145	Westlake	2.3%	2.4%	1.1%	0.0%
44146	Walton Hills/Oakwood/Bedford	2.3%	2.4%	2.2%	0.0%
44147	Broadview Hts	1.1%	1.1%	0.6%	0.0%
44149	Strongsville				0.0%
	Unknown Cuyahoga County Zip Codes*****				
	Missing*****				
	Unknown *****				
	<b>Total Cuyahoga County*****</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>
	<b>Total Known Cleveland</b>	<b>39.8%</b>	<b>38.6%</b>	<b>51.7%</b>	<b>55.4%</b>
	<b>Total Known Suburbs</b>	<b>60.2%</b>	<b>61.4%</b>	<b>48.3%</b>	<b>44.6%</b>
	<b>Unknown &amp; Missing</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>

### Attachment 4: Actual Consumer Zip Codes (continued)

* U.S. Census 2000, SF1 (P1)
** U.S. Census 2000, SF3 (P8)
*** U.S. Census 2000, SF3 (P 37); 18+ Education status estimated at 1.12* Age 25+ using ratio of overall age group populations countywide.
**** Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.
*****Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms.
*****Missing Data - represents computational errors or incorrect completion of online report.
***** Totals vary because of rounding. County total population 1,393,978 does not correspond to the total of zip codes because some zip codes include data from adjacent counties

**Attachment 5: Profile of Core Service Providers – 2005**

<b>PROFILE OF CORE SERVICE PROVIDERS - 2005</b>		
<b>Source: United Way - First Call for Help Refer Database February 2005</b>		
	Count	Sub-Count: UW-Affiliated
Total Number of Organizations	18	1
Number of Organizations by Type		
Nonprofit	6	1
For-profit	0	0
Government	12	0
Other	0	0
Total Number of Service Sites	50	
Geographical Location of Service Sites, by ZIP Code		
44017 - Berea	1	-
44022 - Bentleyville	-	-
44040 - Gates Mills/Mayfield Village	-	-
44070 - North Olmsted	1	-
44101 - Cleveland	-	-
44102 - Cleveland/Brooklyn	3	-
44103 - Cleveland	2	-
44104 - Cleveland	2	-
44105 - Cleveland/Newburgh Hts/Garfield Hts	2	-
44106 - Cleveland/Cleveland Hts	1	-
44107 - Lakewood/Cleveland	-	-
44108 - Cleveland/Bratenahl	1	-
44109 - Cleveland/Brooklyn Hts	-	-
44110 - Cleveland/East Cleveland	-	-
44111 - Cleveland	2	-
44112 - East Cleveland/Cleveland	2	-
44113 - Cleveland	7	-
44114 - Cleveland	1	-
44115 - Cleveland	2	-
44116 - Rocky River	1	-
44117 - Euclid/Cleveland	-	-
44118 - ClevelandHts/UniversityHts/ShakerHts	1	-
44119 - Cleveland/Euclid	1	-
44120 - Shaker Hts/Cleveland	1	-
44121 - University Hts/South Euclid	3	-
44122 - Beachwood/Highland Hills/Shaker Hts.	1	-
44123 - Euclid	2	-
44124 - Pepper Pike/Mayfield Hts./Lyndhurst	-	-
44125 - Valley View/Garfield Hts	2	-
44126 - Fairview Park/Cleveland	-	-
44127 - Cleveland	-	-
44128 - Warrensville Hts/Cleveland	2	-
44129 - Brooklyn/Parma/Cleveland	-	-
44130 - Parma/Cleveland	3	-
44131 - Independence/Seven Hills/Brooklyn Hts	-	-
44132 - Euclid	-	-
44133 - North Royalton	-	-

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

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

**Attachment 6: Providers and Functions – 2005**

<b>Service Providers &amp; Functions</b>	
<b>Source: United Way - First Call for Help Refer Database February 2005</b>	
<b>Agency</b>	<b>Services</b>
Berea City School District	Ged And Adult Basic Education
Cleveland Heights-University Heights City School District	Adult Basic & Literacy Education
Cleveland Municipal School District	Adult Basic Literacy And Education; Includes ESL/ESOL
Cleveland UMADAOP	Adult Basic Education And Ged
Cuyahoga Community College	Adult Basic And Literacy Education
Cuyahoga Valley Career Center	Adult Education - Employment Readiness
East Cleveland City School District	Adult Basic And Literacy Education
Euclid City School District	Adult Basic And Literacy Education
<b>Garfield Heights Community Center</b>	Family Literacy, Adult Basic And Literacy Education
Heights Parent Center	Family Literacy Program
North Olmsted City School District	Adult Basic And Literacy Education
Parma City School District	Adult Basic Education/GED/Literacy - Free Program
Polaris Joint Vocational School District	Adult Basic Education/GED/Literacy, Employment Readiness
Seeds Of Literacy	Reading And Math Instruction For Adults
St. Augustine Church	Basic Education/Tutoring/Computer Classes
Strongsville City School District	Adult Basic And Literacy Education
Urban League Of Greater Cleveland	Ged Preparation/Adult Basic Education
Westlake City School District	Adult Basic And Literacy Education

**Bold** represents agency funded by United Way for this service.

**Attachment 7: United Way - First Call for Help Adult Basic Education Requests – 2000-2004: Greatest Increase/Greatest Decrease**

HH-050.050 Adult Basic Education								
United Way - First Call for Help Requests 2000-2004								
Greatest Increase/(Greatest Decrease)								
Zip Code		TOTAL REQUESTS					%Change* 00&04	Avg. # Calls 00-04
		2000	2001	2002	2003	2004		
44103	Cleveland	1	4	2	0	5	400%	2
44106	Cleveland/Cleveland Hts	1	0	2	0	3	200%	1
44110	Cleveland/East Cleveland	1	3	1	1	2	100%	2
44111	Cleveland	0	2	0	2	4	N/A	2
44115	Cleveland	0	0	1	2	3	N/A	1
44121	University Hts/South Euclid	0	0	0	0	3	N/A	1
44104	Cleveland	0	2	4	5	2	N/A	3
44109	Cleveland/Brooklyn Hts	0	1	1	1	2	N/A	1
44128	Warrensville Hts/Cleveland	0	0	1	0	2	N/A	1
44122	Beachwood/Highland Hills/Shaker Hts.	0	0	0	0	1	N/A	0
44127	Cleveland	0	0	0	0	1	N/A	0
44102	Cleveland/Brooklyn	0	2	2	0	1	N/A	1
44138	Olmsted Twp/Olmsted Falls	0	0	0	0	1	N/A	0
44120	Shaker Hts/Cleveland	0	1	3	1	1	N/A	1
44113	Cleveland	1	0	1	1	0	(100%)	1
44112	East Cleveland/Cleveland	2	1	2	1	0	(100%)	1
44107	Lakewood/Cleveland	1	1	1	0	0	(100%)	1
44146	Walton Hills/Oakwood/Bedford	1	1	0	0	0	(100%)	0
	<b>**Total Cuyahoga County</b>	<b>13</b>	<b>27</b>	<b>30</b>	<b>27</b>	<b>35</b>	<b>169%</b>	<b>26</b>
	<b>**Total Cleveland</b>	<b>9</b>	<b>20</b>	<b>19</b>	<b>19</b>	<b>27</b>	<b>200%</b>	<b>19</b>
	<b>**Total Suburbs</b>	<b>4</b>	<b>7</b>	<b>11</b>	<b>8</b>	<b>8</b>	<b>100%</b>	<b>8</b>
* Extremely high percentages are due to low numbers.								
** These totals do not reflect the sum of the numbers above which are the zip codes reflecting the greatest increase or decrease. Rather, they are the total of calls from ALL zip codes many of which do not appear on this table.								

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

HH-050.050 Adult Basic Education					
United Way - First Call for Help Requests 2000-2004					
Unmet Need					
Zip Code		TOTALS 00-04			%
		Requests	Met	Unmet	Unmet
44120	Shaker Hts/Cleveland	6	5	1	17%
* Total Cuyahoga County		<b>132</b>	<b>131</b>	<b>1</b>	<b>1%</b>
* Total Cleveland		<b>94</b>	<b>94</b>	<b>0</b>	<b>0%</b>
* Total Suburbs		<b>38</b>	<b>37</b>	<b>1</b>	<b>3%</b>
FCFH DATA NOTES					
<p><b>Met</b> = service request resulting in referral to an organization. (Does not mean agency was able to provide the service.)</p> <p><b>Unmet</b> = service request for which there was no referral.</p> <p><b>Note:</b> Zip Codes shared by Cleveland and surrounding suburbs whose boundaries fall 50% and greater within the city of Cleveland are highlighted and totaled as Cleveland. Others are totaled as Suburbs.</p> <p>* These totals do not reflect the sum of the numbers above which are the zip codes reflecting unmet need in 2004. Rather, they are the total of calls from ALL zip codes some of which do not appear on this table.</p>					

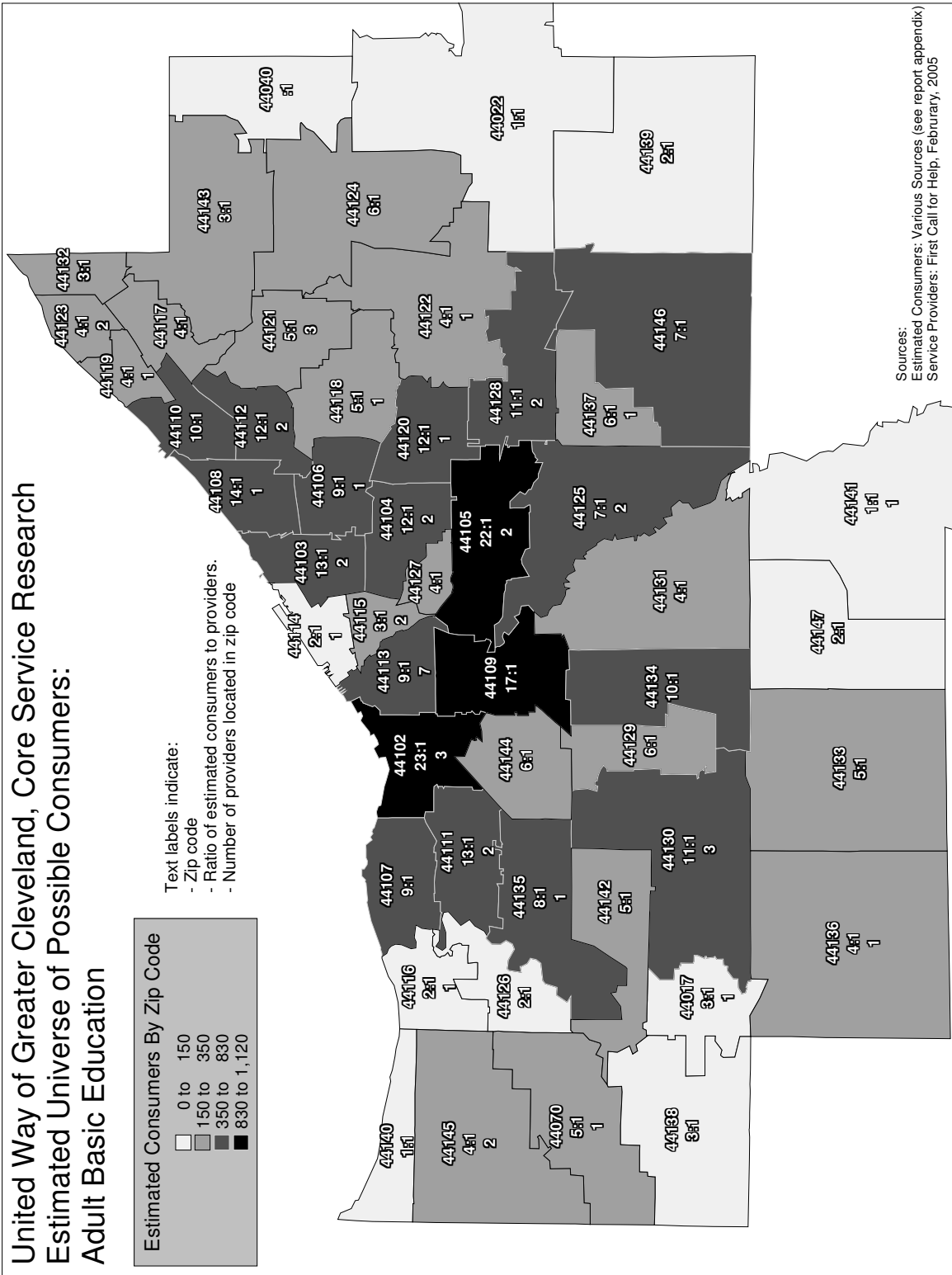
### Attachment 9: Service Site Index

Core Service: Adult Basic Education									
Service Site Index									
Zip	Number of Sites	City/Town (% Cleveland)	Proportion of Minorities in Geographical Area	Total Population (#)*	Total Population 18+ (#)**	Total Population 18+ without High School Diploma (#)***	Estimated Universe of Possible Consumers per Geographical Area****	Number of Service SITES Serving Geographical Area (Per Agencies Reported Intended Service Area to First Call for Help)*****	Potential Service ACCESSIBILITY by Service Consumers per Geographical Area
Period				1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/2005	Ratio of CONSUMERS to Service SITES
<b>TOTAL</b>	<b>50</b>			<b>1,393,978</b>	<b>1,046,599</b>	<b>202,501</b>	<b>16,200</b>	<b>50</b>	<b>324:1</b>
<b>Percent</b>					<b>75.1%</b>	<b>19.3%</b>	<b>8.0%</b>		
44117	-	Euclid/Cleveland	African Am 53.1%	12,078	9,662	2,298	184	48	4:1
44105	2	Cleveland/NewburghHts/GarfieldHts (75%)	African Am 61.9%	54,834	38,080	13,176	1,054	48	22:1
44106	1	Cleveland/Cleveland Hts (60%)	African Am 62.2%	32,417	25,586	5,696	456	48	9:1
44110	-	Cleveland East Cleveland (98%)	African Am 74.7%	26,536	18,517	5,706	456	48	10:1
44120	1	Shaker Hts/Cleveland	African Am 76.7%	47,349	34,091	7,173	574	48	12:1
44103	2	Cleveland (100%)	African Am 80.2%	25,348	17,372	7,546	604	48	13:1
44108	1	Cleveland/Bratenahl (90%)	African Am 94.9%	36,456	24,841	8,270	662	48	14:1
44112	2	East Cleveland/Cleveland	African Am 95.2%	33,222	23,087	7,085	567	48	12:1
44128	2	Warrensville Hts/Cleveland	African Am 95.8%	33,612	25,177	6,404	512	48	11:1
44104	2	Cleveland (100%)	African Am 97.5%	28,904	18,083	7,482	599	48	12:1
44115	2	Cleveland (100%)	African Am 98.4%	8,186	5,218	1,905	152	48	3:1
44114	1	Cleveland (100%)	Asian 20.3%	3,891	3,247	1,243	99	48	2:1
44109	-	Cleveland/Brooklyn Hts (98%)	Hispanic 20.3%	45,783	32,998	10,469	838	48	17:1
44102	3	Cleveland/Brooklyn (95%)	Hispanic 20.4%	52,108	36,707	13,960	1,117	48	23:1
44113	7	Cleveland (100%)	Hispanic 23.5%	19,466	14,922	5,180	414	48	9:1
44017	1	Berea		19,005	15,014	1,620	130	48	3:1
44022	-	Bentleyville		17,720	8,368	392	31	48	1:1
44040	-	Gates Mills/Mayfield Village		2,883	2,180	102	8	48	1:1
44070	1	North Olmsted		34,081	26,035	2,797	224	48	5:1
44101	-	Cleveland (100%)		-	0	-	-	9	1:1
44107	-	Lakewood/Cleveland		56,710	44,756	5,229	418	48	9:1
44111	2	Cleveland (100%)		42,967	32,373	7,782	623	48	13:1
44116	1	Rocky River		21,122	16,649	1,235	99	48	2:1
44118	1	ClevelandHts/UniversityHts/ShakerHts		45,279	34,387	3,036	243	48	5:1
44119	1	Cleveland/Euclid (50%)		13,493	10,787	2,119	170	48	4:1
44121	3	University Hts/South Euclid		35,185	26,506	2,892	231	48	5:1
44122	1	Beachwood/Highland Hills/ShakerHts		34,883	27,255	2,689	215	48	4:1
44123	2	Euclid		18,363	13,929	2,363	188	48	4:1
44124	-	Pepper Pike/MayfieldHts/Lyndhurst		40,334	32,903	3,483	279	48	6:1
44125	2	Valley View/Garfield Hts		29,876	22,875	4,467	357	48	7:1
44126	-	Fairview Park/Cleveland		17,196	13,455	1,251	100	48	2:1
44127	-	Cleveland (100%)		8,403	5,537	2,638	211	48	4:1
44129	-	Brooklyn/Parma/Cleveland		29,658	22,906	3,689	295	48	6:1
44130	3	Parma/Cleveland		53,615	43,087	6,761	541	48	11:1
44131	-	Independence/Seven Hills/BrooklynHts		20,666	16,579	2,308	185	48	4:1
44132	-	Euclid		15,322	11,616	1,950	156	48	3:1
44133	-	North Royalton		28,685	21,732	2,719	218	48	5:1
44134	-	Parma/Cleveland		40,396	31,537	5,800	464	48	10:1
44135	1	Cleveland/Lindale (90%)		28,561	21,667	4,628	370	48	8:1
44136	1	Strongsville		43,858	32,396	2,580	206	48	4:1
44137	1	Maple Hts/Cleveland		26,107	19,380	3,579	286	48	6:1
44138	-	Olmsted Twp/Olmsted Falls		18,046	13,612	1,538	123	48	3:1
44139	-	Bentleyville/Glenwillow/Solon		22,231	15,448	1,131	90	48	2:1
44140	-	Bay Village		16,076	11,889	582	47	48	1:1
44141	1	Brecksville		13,676	10,242	804	64	48	1:1
44142	-	Brookpark/Cleveland		21,132	16,334	3,270	262	48	5:1
44143	-	Highland Hts/Richmond Heights		23,730	18,471	2,022	162	48	3:1
44144	-	Brooklyn/Cleveland		21,805	17,462	3,493	279	48	6:1
44145	2	Westlake		31,972	24,797	2,265	181	48	4:1
44146	-	Walton Hills/Oakwood/Bedford		31,648	24,952	4,441	355	48	7:1
44147	-	Broadview Hts		15,954	11,995	1,263	101	48	2:1

### Attachment 9: Service Site Index (continued)

* U.S. Census 2000, SF1 (P1)
**U.S. Census 2000, SF3 (P8)
*** U.S. Census 2000, SF3 (P 37); 18+ Education status estimated at 1.12* Age 25+ using ratio of overall age group populations
**** A U.S. Department of Education report (2002) found that the participation rate among those who did not have a high school diploma was 8 percent in 1999. In this study adult basic education was defined as programs or classes to help adults improve basic reading, writing, math skills or prepare for obtaining a high school diploma or its equivalent. (202,501 x 8% = 16,200)
***** United Way First Call for Help Call Data, February 2005

Attachment 10: Map





**United Way of  
Greater Cleveland**

1331 Euclid Avenue  
Cleveland, Ohio 44115

[uws.org/CoreServicesPlanning](http://uws.org/CoreServicesPlanning)