

Consumer Group Snapshot

Persons With Educational Disadvantages Out of School, 16+

Consumer Category:
Educational/Employment Limitations



February 2007

CONSUMER GROUP: Persons with educational disadvantages out of school, 16+

Given the realities of the modern economy, researchers are noting that the necessary educational trajectory is to focus on postsecondary education of some kind. The need to operate from this view is promoted as a long-term goal at each level of education: preschool; elementary school, and high school; in addition, it is the preferred outcome of remedial education for those who drop out of school or graduate without the necessary skills to succeed in the workplace. Currently in many states there are discussions to institute both universal preschool (including in Cuyahoga County where universal preschool for 3 to 4 year olds will be implemented over the next several years) and universal postsecondary education. It is no longer an option to assume less.

THE CONSUMERS

See Attachment 1: Family of Services & Attachment 2: Consumer Matrix

Stage One: At Risk
(Estimated Number/
Percent County
Population)

Cuyahoga County population :

- Per U.S. Census (2000): 1,393,978
- Per the American Community Survey (2004): 1,361,330

According to a recent study sponsored by the Bill and Melinda Gates Foundation (Vander Ark, 2002), 3 in 10 students drop out of high school and, of those who do graduate, three in 10 leave unprepared for college.¹

- Estimated persons who have dropped out of high school in Cuyahoga County.
 - It was estimated that 4,037 persons 16-19 were not enrolled in school or a high school graduate, according to the American Community Survey 2004. This represented 5.5 percent of the county's 16-19 year old population or 0.3 percent of the county's total population in 2004.
 - The estimate for persons 25 years or older without a high school diploma in Cuyahoga County was 115,434 persons according to the American Community Survey 2004.² This was 13 percent of all persons 25+ in the county or 8.5 percent of the county's total population in 2004.
 - In AY 2003-04, according to the Ohio Department of Education, 78 percent (11,465) of the 9th grade cohort graduated from Cuyahoga County public high schools while 22 percent (3,225) dropped out.³ This represents 0.2 percent of the county's total population in 2004.
 - *This could be a total of 122,696 persons who dropped out of high school in Cuyahoga County.* This represents 9 percent of the county's total population in 2004.

A recent report by the Ohio Board of Regents found that there is substantial evidence that far too many of Ohio's high school graduates do not have the knowledge and skills required for success in college or the workplace.⁴

- A few years ago, the Ohio Skill Gap Initiative—a study conducted jointly by the Ohio Business Roundtable, the Ohio Department of Education, and ACT, Inc.—found that only one in seven Ohio high school graduates meets workplace expectations in reading and mathematics. Students in urban settings consistently scored the lowest, and the average scores of suburban students were only marginally higher than their counterparts in rural schools. In Cuyahoga County, this would be an estimated 9,827 students annually. This represents 0.7 percent of the county's

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population in 2004.

In 2000, nearly half of Cuyahoga County’s population, roughly 47 percent (509,260), aged 16 and older had literacy skills below the National Governors Association’s minimum effectiveness level.⁵

- In the past, literacy was defined as the ability to read and use printed materials at the most basic level. However, today’s adults must have higher levels of basic skills to function. The current definition of literacy includes problem solving and higher level reasoning skills. In its 1991 National Literacy Act, Congress defined literacy as “an individual’s ability to read, write, and speak in English, and compute and solve problems at levels of proficiency necessary to function on the job and in society, to achieve one’s goals, and develop one’s knowledge and potential.”⁶
- In December 2005, the Department of Education released the much anticipated new data on literacy in the United States. The National Assessment of Adult Literacy (NAAL) is the follow-up survey to the landmark 1992 National Adult Literacy Survey (NALS). The four levels of literacy promoted by NAAL are:
 - “Below Basic: indicates no more than the most simple and concrete literacy skills. Adults range from non-literate to being able to locate easily identifiable information such as where to sign a form.
 - “Basic: indicates skills necessary to perform simple and everyday literacy activities. For example, adults can locate easily identifiable quantitative information and use it to solve simple, one-step problems such as comparing the ticket prices for two events.
 - “Intermediate: indicates skills necessary to perform moderately challenging literacy activities. For example, adults can read and understand moderately dense, less commonplace prose texts and be able to summarize, infer, and determine cause and effect relationships. A practical example would be consulting reference materials to determine which foods contain a particular vitamin.
 - “Proficient: indicates skills necessary to perform more complex and challenging literacy activities. A proficient adult can read lengthy, complex, abstract prose texts and synthesize the information such as comparing viewpoints in two editorials.”
- The NAAL report found that nearly a fourth of all adults with below basic prose literacy skills were awarded a high school diploma.

For students who dropped out of high school or graduated without sufficient skills for post secondary education or a career job, remedial adult education must be based on the four levels of literacy as spelled out by NAAL.

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Stage Two: In Crisis
(Estimated Number/
Percent County
Population)

Rumberger (2001) found that although the proportion of youth completing high school has remained steady over the last decade, the proportion earning high school diplomas has actually declined.⁷

- “In 1988, 80 percent of 18 to 24-year olds earned a high school diploma; in 1998, 75 percent earned a high school diploma. In other words, 10 percent of all young people completed high school through an alternative means in 1998 compared to 4 percent in 1988. The importance of this is the possible economic differential between high school graduates and those who obtain a Graduate Equivalency Diploma (GED) or another alternative, with the latter earning less money than those who graduated.”

Currently and formerly incarcerated individuals are particularly educationally disadvantaged. “Prisoners have education levels far below the general population. The Bureau of Justice Statistics reported that among those in state and federal prison in 1997, approximately 40 percent had not completed high school or attained a GED, compared with 18 percent of the general population over age 18 (Harlow 2003). Minorities had lower rates of educational attainment than white inmates—44 percent of black inmates, 53 percent of Hispanic inmates, and 27 percent of white inmates had not completed high school or attained a GED. Among males age 20 to 39, those in prison had markedly lower academic achievement than their counterparts in the general population. Compared with the general population, those in prison were approximately twice as likely not to have completed high school or attained a GED. And four times the number of young males in the general population had attended some college or post-secondary courses compared with incarcerated males. Although nearly all state, federal, and private prisons offer some type of educational or vocational programming, resources have not kept pace with the increasing prison population. Accordingly, only about half of the total inmate population receives educational or vocational training, a proportion that has been decreasing over time (Harlow 2003; Lynch and Sabol 2001). Courses typically offered through education programs include GED, high school, college, and English as a second language classes.”⁸

Stage Three: Recently Stabilized
(Estimated Number/
Percent County
Population)

Dropping out of high school is not necessarily the end of a student’s formal education.⁹

- “Some students who drop out return a short time later to earn a diploma; some may pursue an alternative credential such as a General Educational Development (GED) certificate, and others may enroll in a postsecondary institution without having earned a high school credential.
- “Using data on public and private school students from the National Education Longitudinal Study of 1988 (NELS:88), Berkold, Geis, and Kaufman (1998) examined the educational attainment of the 21 percent of 1988 eighth-graders who had dropped out of high school at least once between eighth grade and the spring of 1994, 2 years after they would have graduated if they had finished with the majority of their cohort.¹ They found that about 44 percent of these dropouts had received a high school diploma or an alternative high school credential by 1994. Of the 56 percent of all dropouts who had not completed high school by 1994, 43 percent indicated that they were working on a high school credential.”



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	<ul style="list-style-type: none"> Applying these figures to the Cuyahoga County public school districts for AY 2003-04, and given that 3,225 students dropped out in 2004, we find an estimated 44 percent (1,419) of them could have obtained a high school diploma or alternative credential within 2 years. In addition, 777 more (43 percent) of the remaining drop-outs could be working on a high school credential. This leaves an estimated 1,029 drop-outs not pursuing any high school credential. This latter figure represents 0.07 percent of the total county population in 2004.
Age by Generation	Persons 16+
Risk Factors	<p>Per: National Center for Educational Statistics 2002- Key changes affecting the demand for adult learning:</p> <ul style="list-style-type: none"> “The rapid labor market shift from a manufacturing economy to a service- and information-based economy. “New technologies such as the personal computer and other micro-electronic information and control systems are transforming the world of work and contributing to the growth of information based economy within the U.S. “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.” <p>“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).</p>
Historic Trend Line	<ul style="list-style-type: none"> In Cuyahoga County, there has been an increase in the percent of the population 25 years and older that have high school diplomas. According to the American Community Survey, the estimated change went from 84 percent in 2000 to 88 percent in 2004. In addition: <ul style="list-style-type: none"> Those with less than high school went from 17 percent of the 25+ populations to 13 percent during the same time period. The population 16 to 19 years not enrolled in school and not a high school graduate has typically been at 8 percent with a low of 6 percent in 2004 and a high of 10 percent in 2001. Those unemployed and not in the labor force have varied by year. In 1990, the Center on Urban Poverty and Social Change found that an estimated 49 percent (543,480) of the population aged 16 and over were performing at Literacy Levels 1 or 2; and in 2000, an estimated 47 percent (509,260). However, they found no statistical difference between the two years.¹⁰

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<p>Influencing Factors Underlying Historic Trend Line (+/-)</p>	<p>National Center for Education Statistics data as reported by the Ohio Board of Regents shows that, in 2002, Ohio's high school graduation rate was 72.3 percent compared with a national average of 68.3 percent.¹¹ Reasons are not clear.</p>
<p>Life Trajectory</p>	<p>Remedial education ⇒ GED ⇒ Vocational or college education ⇒ Entry level employment with adequate ⇒ salary and benefits ⇒ Continuing education and training ⇒ Well-paying job with good salary and benefits and entry into the middle class</p>
<p>Consumer Impact Strategy</p>	<p>Ensure that all persons who dropped out of high school or who graduated without adequate skills have mastered basic and more advanced skills necessary for vocational or college education or a career job.</p>
<p>Future Projection</p>	<p>According to Carnevale and Desrochers (2003), "six out of every 10 jobs now require at least some postsecondary education and training."¹² While there is no guarantee that a postsecondary degree will lead to a high-paying job, a person without some form of postsecondary 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 postsecondary education needed to succeed in today's workplace.</p> <p>"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).¹³ These numbers are expected to grow as more adult learners seek new skills and training beyond high school. As Carnevale and Desrochers (2003) note, postsecondary 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."</p> <p>Recent projections by the U.S. Census Bureau indicate that in the next 25 years, <i>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.</i>¹⁴ "It is estimated that shortages of workers with postsecondary-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).¹⁵</p>

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THE SAFETY NET: Which of the 80 safety net core services are possibly used by consumer group at different stages?

DEFINITIONS OF SERVICE

There are four common types of adult education according to the US Department of Education (2002):¹⁶

“1) *Work-Related Courses:* These are classes which 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.

“2) *Non Work-Related Courses:* These are courses that are taken to improve an individual’s skills or enhance knowledge, which are not directly related to the employee’s current position. Although these courses are not directly connected to the position, employees can benefit through the experience of team work and much more.

“3) *Adult Basic Education:* These are courses of instruction designed to improve the employability of individuals through instruction in reading, mathematics, language, and workplace readiness skills at grade-level equivalency.

“4) *Credential Programs:* A credential is an established program of concentrated study for a graduate student that normally does not rise to the level of an academic degree.”

Stage One: At Risk

- Primary Services**
- Adult Basic Education
 - English as a Second Language
 - GED Instruction
 - Literacy Instruction
- Supportive Services**
- Child Care
 - Child Care Resource & Referral
 - Child Care Subsidies
 - Employment Preparation

Stage Two: In Crisis

- Primary Services**
- Adult Basic Education
 - GED Instruction
 - Literacy Instruction

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	<p>Supportive Services</p> <ul style="list-style-type: none"> • Child Care • Child Care Resource & Referral • Child Care Subsidies • Employment Preparation
<p><i>Stage Three: Recently Stabilized (Estimated Number/ Percent County Population)</i></p>	<p>Supportive Services</p> <ul style="list-style-type: none"> • Child Care • Child Care Resource & Referral • Child Care Subsidies
<p>Intended or Unintended Philosophy Underlying Service Delivery (i.e., assumptions about what will work)</p>	<p>According to Merriam (2001), the theories behind adult learning are changing and expanding.¹⁷ “Formal learning activities, such as classroom teaching, are now only one method by which adults can learn. One current view holds that there are three ways by which all of these theories contribute to the understanding of adult learning:</p> <ul style="list-style-type: none"> • “The adult learner should be seen holistically and not simply as a cognitive machine who 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 have taken on a greater importance.” <p>The philosophy underlying the Workplace Investment Act is “training first” and then employment. However, in reality this is not always possible.</p>
<p>What Works? (Core Service Report)</p>	<p>Successful adult education programs utilize several practices for helping adults learn. They include: involving learners in the planning and implementation of learning activities, drawing upon the learners’ experiences from real life situations 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.</p> <p>“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 and to increase work capability; and (6) networks,</p>

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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, employee basic skills programs should focus more directly on job-related content, build on learners’ job-related knowledge and motivations, and teach the strategies they need to apply basic skills to the tasks they face on their current or may face in future jobs (Imel, 2003). However, other models 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, which encourages critical inquiry (Jurmo, 2004).

**What Doesn't Work
(Mixed)**

Over the past several decades many studies have questioned the effectiveness of the GED on multiple measures of effectiveness. In many cases they were found to be comparable to high school dropouts in future employment and earnings, among other indicators. The curriculum and testing have been upgraded multiple times to reflect changes in the high school curricula. A comprehensive literature review of research on GED recipients (Boesel, 1998) found the following:¹⁸

- When compared to high school grads, those who complete a GED are comparable in some areas (basic cognitive skills and college grades).
- However, GED participants fall short on many indicators (e.g. military attrition, job turnover), although they are ahead compared to drop-outs who did not pursue a GED.
- The hourly wages of GED recipients tend to be higher than those of dropouts but lower than those of high school graduates. The GED increases access to postsecondary education and job training, and those who take advantage of this opportunity tend to receive additional gains in earnings.
- The GED rates of persistence in the organized, structured activities examined in this study seem to be problematic, especially for males. “In the military, GED attrition rates were close to those of dropouts. Formerly, the GED credential also opened the door to opportunity in the military. Until the 1980s the services made no practical distinction between high school graduates and GED recipients. Then a series of research studies demonstrated that GED attrition rates were double those of high school graduates and about the same as those of dropouts. Over a period of time, the military developed a three-tier system for assessing the educational qualifications of applicants.

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High school graduates are placed in the first tier and are regarded as the best prospective recruits. GEDs are placed in the second tier, and dropouts in the third. Low rates of persistence have been the major problem for GEDs in the military.”

- In postsecondary education, other than vocational programs, GED graduation rates were much lower than those of high school diploma holders.
- In labor market, male GEDs had less work experience and more job turnover than dropouts.
- All things considered, the authors conclude that it is worthwhile for a high school dropout to get a GED. Its biggest advantage is that it increases access to postsecondary education and training, which in turn tend to increase earnings. The authors argue that it is best not to consider GED participants as high school graduates in educational statistics because there are significant differences between the two groups. There is no research that finds that the GED contributes to students dropping out of school; however, the authors also caution about encouraging it as an alternative to a high school diploma. They furthermore conclude that neither a high school diploma nor some college have been sufficient to enable young adults to maintain earnings over the years since the 1970s.
- “Years of education and training, either preceding or following GED attainment, have much more impact on labor market outcomes than the credential itself. Hence, marginal students should be (and usually are) encouraged to finish high school, wherever possible. For those who do drop out, participation in alternative programs that have structure, rigor, and longevity may recoup some of the advantages lost by not finishing high school. Education policy makers should give more attention to developing innovative high school completion programs leading to a regular or adult diploma. Along other lines, awarding higher levels of GED certification for higher test scores, which educators in South Dakota are considering, may provide an incentive for dropouts to invest more time and energy in studying for the test. Those who pass the test should understand that GED certification is primarily a stepping stone and that additional progress in the labor market can best be made by completing postsecondary education and training programs. Specialized counseling should be considered to help GED recipients persist in their efforts to complete these programs.”

The US Department of Education (2005) 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.¹⁹

“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 materials provided which are often not reflective of adult literacy needs (Perrin, 1999 in Gates, 2001).”²⁰

“The growing number of youth enrolling in adult literacy education is a little-documented trend across the nation that is

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having a major impact on programs... [T]he issue is not simply one of combining age groups.” One point of debate in serving youth is whether to integrate them into classes with adults or set up separate classes. In some programs, adult students have been so disturbed by the influx of youth and their behavior that many have dropped out. In programs that integrate youth with adults, a key strategy reported by a number of staff is to keep the proportion of youth low, at most less than half, while others suggested less than one-third or even less. (Hayes, E., 1999).²¹

Community-wide Strategies to Impact Life Trajectories

On the state front, the Ohio Department of Education Adult Basic and Literacy Education Program Revised Indicators of Program Quality Fiscal Year 2005, are guiding literacy financing and programming decisions. And locally, the Greater Cleveland Literacy Collaborative (2005) has laid out a two-pronged approach to tackle illiteracy by: 1) developing a regional action plan for literacy endorsed by all stakeholders; and 2) creating a collaborative organization that will focus on the following five strategic areas to increase literacy among Cleveland-area children, youth, and adults.

- Launching a public awareness and outreach campaign;
- Identifying and securing public and private funding for literacy;
- Providing an information and referral clearinghouse;
- Establishing evaluation and quality assurance standards; and
- Offering training, curriculum development and technical assistance to providers.

First Call for Help

Between 2000 and 2004, there were 1,542 requests for services for those who are educationally disadvantaged. Of these, 5 (0 percent) were unmet, meaning that there was no agency to which to refer callers. See Attachment 3: First Call for Help for more detail.

RESOURCES

Identified Resources 2003-04

Identified Educational Limitations 16+ Revenues		
As of 5/11/06		
	Community	UW*
Adult Basic Education	\$57,775	\$3,442
English as a Second Language	\$141,000	\$0
GED Instruction	\$37,300	\$0
Literacy Instruction	\$961,889	\$111,839
Total	\$1,197,964	\$115,281

* UW revenues are included in community totals.

NOTE: This does not include all monies for this consumer group. See Attachment 4 for details & Attachment 5 for Revenues Checklist.

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<p>Government Resource Trend Line</p>	<p>Varies</p>
<p>Future Direction of Government Funding</p>	<p>General Trends: At the federal level, President Bush’s 2008 budget calls for cuts in education that will have significant impact on Ohio. Per the Center for Community Solutions, “Education spending would be reduced, from early learning through adult education ... Elementary and secondary education in Ohio is slated for a reduction of \$234.5 million from 2008 through 2012. Vocational and adult education would be cut by over \$182 million in the same time period. Compromising the state’s ability to produce a well-educated and well-trained workforce will limit Ohio’s ability to recover from the recession of the early part of this decade.”²²</p> <p><i>Highlights on Funding for Training Programs per The Workforce Alliance</i>²³</p> <p><u>WORKFORCE INVESTMENT ACT</u></p> <p>Purpose: “Congress passed the Workforce Investment Act (WIA) in 1998 to strengthen the nation's workforce development system, specifically by streamlining and coordinating the delivery of multiple employment, education, and training programs. (Public Law 105-220). Title I of WIA addresses the needs of job-seekers who are adults, dislocated workers, and youth.”</p> <p>State Agency with Jurisdiction: Varies—state departments of labor, workforce development, and economic development.</p> <p>Federal Funding Trends: “Federal funding for WIA programs has decreased over the last several years. WIA adult formula funding has declined 8.4 percent from \$945 million in FY02 to \$865.7 million in FY06. Dislocated worker formula funding has decreased by 3.2 percent, from \$1.233 billion in FY02 to \$1.193 billion in FY06. In addition, federal funding for state allotments under the Employment Service, which distributes unemployment insurance and other services to dislocated workers and is to be coordinated with WIA programs, decreased by 9.2 percent, from \$796.7 million in FY02 to \$723.1 million in FY06.”</p> <p>Funding for Training: “Of the \$2.4 billion in adult and dislocated worker funds spent locally during program year (PY) 2003, only about 40 percent was spent on training. The rest was spent on program costs (including job search assistance, case management, and supportive services) and administration.</p>

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TRADE ADJUSTMENT ASSISTANCE

Source: Public Law 107-210

Purpose: “The Trade Adjustment Assistance (TAA) program 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.”

State Agency with Jurisdiction: State workforce or employment service agencies.

Federal Funding Trends: Appropriations for training under the TAA program are statutorily capped at \$220 million.

THE CARL D. PERKINS VOCATIONAL AND TECHNICAL EDUCATION ACT

Purpose: “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 current 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.”

State Agency with Jurisdiction: State Board of Vocational Education.

Federal Funding Trends: “Federal funding for State Basic Grants increased by nearly 8.5 percent between FY 01 and FY 04—from \$1.1 billion to 1.195 billion. FY05 and FY06 funding was slightly lower at \$1.194 billion. In PY01-02, 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.”

ADULT EDUCATION AND FAMILY LITERACY ACT (AEFLA)

Purpose: “Helps adults complete high school or GED and helps adults improve their literacy and numeric skills so they

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can enter and advance in the 21st century workplace. Program helps Individuals over age 16 who are beyond the age compulsory school attendance under state law, do not have a high school diploma or recognized equivalent, and are not enrolled in high school.”

State Agency with Jurisdiction: State Department of Education.

Federal Funding Trends: “Without adjusting for inflation, funding decreased by about 1 percent between FY02 and FY06 (from \$591.1 million to \$585.5 million). The bulk of funding under AEFLA is distributed to states through a formula based on the number of adults between 18 and 61 that have not completed high school. States must have an approved five-year plan to receive an allocation. (p.48) In PY02-03, AELA enrolled nearly 2.8 million individuals.”

TEMPORARY ASSISTANCE FOR NEEDY FAMILIES

Purpose: “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.”

State Agency with 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 towards program participation rates.”

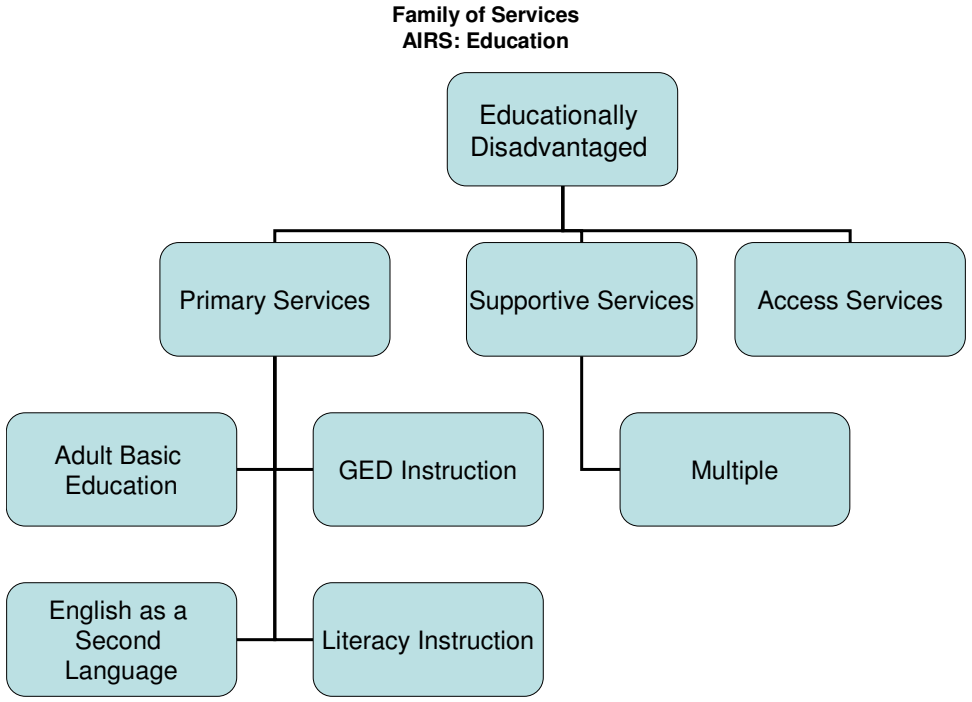
Federal Funding Trends: “TANF program receives an annual federal appropriation of about \$1.65 billion for family assistance grants. States may carry over unused funds from year to year, although carry-over funds may only be used for ‘assistance’ if they are not obligated for another use in the year that they became available. Recently, however, carry-over funds have been on the decline as states continue to spend and transfer TANF funds.”

Return on Investment

Per Strawn and Duke, (2005):²⁴
Those who increase their skills and obtain credentials through adult education see sizeable increases in their earnings. In a national study of welfare-to-work programs, those who got a GED saw their annual earnings increase by 30 percent, while those who went on from adult education to postsecondary increased their earnings by 47 percent.

ATTACHMENTS

Attachment 1: Family of Services



Attachment 2: Consumer Matrix

CORE SERVICES	SUB-CONSUMER GROUPS	ESTIMATED PERSONS IN NEED			ESTIMATED UNIVERSE OF POSSIBLE CONSUMERS		
		Description	Number	% of Total Population Families Households	Description	Number	% of Total Population Families Households
Adult Basic Education	Adults ages 18+ in Cuyahoga County who have not received their high school diploma.	U.S. Census 2000, SF3 (PCT25)	202,501	14.5% Population	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)	16,200	1.2% Population
English as a Second Language	Individuals age 5 and older in linguistically isolated households.	U.S. Census 2000, SF3 (PCT 13)	31,105	2.2% Population	Estimate was derived by assuming that 100 percent of the 4,526 children and youth in linguistically isolated households according to U.S. Census 2000 would be consumers plus 36 percent of 26,579 persons 18+ years in linguistically isolated households (9,568). Thirty-six percent represents the sum of the percentages of adults who had taken ESL classes in the past 12 months (11 percent) plus those who had not taken classes, but were very interested in ESL classes (25 percent) as reported in the 1995 National Household Education Survey (Capps et al., 2003)	14,094	1.0% Population

Attachment 2: Consumer Matrix (continued)

CORE SERVICES	SUB-CONSUMER GROUPS	ESTIMATED PERSONS IN NEED			ESTIMATED UNIVERSE OF POSSIBLE CONSUMERS		
GED Instruction	Adults ages 18 and older who do not have a high school diploma.	U.S. Census 2000, SF3 (PCT25)	202,501	14.5% Population	The estimated universe of possible consumers is 16,200. This number was derived on the basis of the U.S. Department of Education (2002) report that the participation rate in adult basic education among those who did not have a high school diploma was 8 percent in 1999. In this study adult basic education was defined as programs or classes to help adults 16+ without high school diplomas improve basic reading, writing, and math skills, or prepare for obtaining a high school diploma or its equivalent. (202,501 x 8% = 16,200)	16,200	1.2% Population
Literacy Instruction	Adults aged 16 or older who are either non-literate in the English language or performing at the below basic level of English proficiency such that they have no more than the simplest, most concrete literacy skills.	The Greater Cleveland Literacy Collaborative Planning Process. (2005, July 25). Advancing literacy in Greater Cleveland. According to the Center on Urban Poverty and Social Change, the percentage of adult residents in Cuyahoga County with unacceptably low levels of literacy was 47 percent.	509,264	36.5% Population	This number was derived on the basis of the U.S. Department of Education (2002) report that 46 percent of adults participated in adult basic education 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.	234,261	16.8% Population

Attachment 3: First Call for Help

Persons with educational disadvantages out-of school, 16+											
CORE SERVICES	TOTAL REQUESTS					%Change*	MET				
	2000	2001	2002	2003	2004		2000	2001	2002	2003	2004
Adult Basic Education	13	27	30	27	35	169%	13	27	29	27	35
English as a Second Language	14	5	38	17	17	21%	14	5	38	17	17
GED Instruction	145	155	262	283	308	112%	145	154	260	283	308
Literacy Instruction	24	31	31	39	41	71%	23	31	31	39	41
Total	196	218	361	366	401	105%	195	217	358	366	401

Persons with educational disadvantages out-of school, 16+									
CORE SERVICES	UNMET					TOTALS 00-04			%
	2000	2001	2002	2003	2004	Req.	Met	Unm.	Unmet
Adult Basic Education	0	0	1	0	0	132	131	1	1%
English as a Second Language	0	0	0	0	0	91	91	0	0%
GED Instruction	0	1	2	0	0	1,153	1,150	3	N/A
Literacy Instruction	1	0	0	0	0	166	165	1	1%
Total	1	1	3	0	0	1,542	1,537	5	0%

Attachment 4: Revenue Tables

Adult Basic Education					
Revenues as of May 11, 2006					
Funder	Period	A		B	
		Identifiable Total Dollars Countywide		Total Dollars UW-Funded Agencies (Actual FY2004)	
		Amount	% of Total (A)	Amount	% of Total (B)
Total - Contributions and dues (less UW designations)			0.00%	675	0.17%
1525 Foundation		34,333			
Sisters of Charity Foundation of Cleveland		20,000			
Total - Foundations & Trusts		54,333	94.04%	0	0.00%
State Department of Education				277,417	
Subtotal State of Ohio		0	0.00%	277,417	68.53%
Other Cuyahoga County Funders - Not Elsewhere Classified				123,294	
Subtotal Cuyahoga County Funding Sources		0	0.00%	123,294	30.46%
Total - Contracts/grants from government organizations		0	0.00%	400,711	98.98%
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%
Total Support/Revenue		57,775	100.00%	404,828	100.00%

Attachment 4: Revenue Tables (continued)

English as a Second Language

As of May 11, 2006, \$141,000 in revenues for English as a second language programs has been identified countywide; all of these dollars came from the Jewish Community Federation. There was no revenue identified from foundations, and government revenues covered more than one core service. United Way of Greater Cleveland did not fund English as a second language in FY2004.

Attachment 4: Revenue Tables (continued)

GED Instruction					
Revenues as of May 11, 2006					
Funder	Period	A		B	
		Identifiable Total Dollars Countywide		Total Dollars UW-Funded Agencies (Actual FY2004)	
		Amount	% of Total (A)	Amount	% of Total (B)
United Black Fund of Greater Cleveland		10,000			
Total - Federated Fundraising Organizations		10,000	26.81%	0	N/A
Community Development Block Grant	2004	27,300			
Subtotal City of Cleveland Funding Sources		27,300	73.19%	0	N/A
Total - Contracts/grants from government organizations		27,300	73.19%	0	N/A
Subtotal Non - UWGrCle Support		37,300	100%	0	N/A
Total Support/Revenue		37,300	100%	0	N/A

Attachment 4: Revenue Tables (continued)

Literacy Instruction					
Revenues as of May 11, 2006					
Funder	Period	A		B	
		Identifiable Total Dollars Countywide		Total Dollars UW-Funded Agencies (Actual FY2004)	
		Amount	% of Total (A)	Amount	% of Total (B)
Total - Contributions and dues (less UW designations)				113,774	20.71%
1525 Foundation		10,000			
Bruening Foundation, Eva L. and Joseph M.		50,000		20,400	
Cleveland Foundation, The		61,500		20,000	
Deaconess Community Foundation		77,000			
Gund Foundation, The George		300,000		10,000	
Jennings Foundation, Martha Holden		37,800			
O'Neill Foundation, The William J. and Dorothy K.		25,000			
Reuter Foundation, The		10,000			
Sisters of Charity Foundation of Cleveland		20,000			
Wean Foundation, The Raymond John		35,000			
White Foundation, The Thomas H.				10,000	
Other Private Foundations - Not Elsewhere Classified		15,750		97,035	
Ginn		20,000			
Kulas		35,000			
Hershey		30,000			
Total - Foundations & Trusts		727,050	75.59%	157,435	28.66%
Jewish Community Federation		100,000			
United Black Fund of Greater Cleveland		23,000			
Total - Federated Fundraising Organizations		123,000	12.79%	0	0.00%
State Department of Education				28,719	
Subtotal State of Ohio		0	0.00%	28,719	5.23%
Other City of Cleveland Funders - Not Elsewhere Classified				90,674	
Subtotal City of Cleveland Funding Sources		0	0.00%	90,674	16.51%
All Other Funding - Not Elsewhere Classified				6,315	
Subtotal Other Govt Funding Sources		0	0.00%	6,315	1.15%

Attachment 4: Revenue Tables (continued)

Literacy Instruction					
Revenues as of May 11, 2006					
Funder	Period	A		B	
		Identifiable Total Dollars Countywide		Total Dollars UW-Funded Agencies (Actual FY2004)	
		Amount	% of Total (A)	Amount	% of Total (B)
Total - Contracts/grants from government organizations		0	0.00%	125,708	22.89%
Total - Investment Income				40,500	7.37%
Subtotal Non - UWGrCle Support		850,050	88.37%	437,417	79.64%
Total - UWGrCle designations applied to program		35,773	3.72%	35,773	6.51%
Total - UWGrCle investment committee allocation		76,066	7.91%	76,066	13.85%
Subtotal UWGrCle Support - 4001, 4701 & 4703		111,839	11.63%	111,839	20.36%
Total Support/Revenue		961,889	100%	549,256	100%

Attachment 5: Revenue Checklist

Persons with educational disadvantages out-of school, 16+								
Category	Administrator of Funding	Adult Basic Education	English as a Second Language	GED Instruction	Literacy Instruction			
Private Foundation	1525 Foundation	✓			✓			
Private Foundation	Bruening Foundation, Eva L. and Joseph M.				✓			
Private Foundation	Cleveland Foundation, The				✓			
Private Foundation	Deaconess Community Foundation				✓			
Private Foundation	Ginn Foundation, The				✓			
Private Foundation	Gund Foundation, The George				✓			
Private Foundation	Hershey Foundation, The				✓			
Private Foundation	Jennings Foundation, Martha Holden				✓			
Private Foundation	Kulas Foundation				✓			
Private Foundation	O'Neill Foundation, The William J. and Dorothy K.				✓			
Private Foundation	Reuter Foundation, The				✓			
Private Foundation	Sisters of Charity Foundation of Cleveland	✓			✓			
Private Foundation	Wean Foundation, The Raymond John				✓			
Private Foundation	Other Private Foundations - Not Elsewhere Classified				✓			
Federated Organization	Jewish Community Federation		✓		✓			
Federated Organization	United Black Fund of Greater Cleveland			✓	✓			
State of Ohio	Department of Education	x	x	x	x			
City of Cleveland	Department of Community Development			✓				
United Way Greater Cleve	United Way of Greater Cleveland designations applied to program				✓			
United Way Greater Cleve	United Way of Greater Cleveland investment committee allocation	✓			✓			
✓ = Revenue was identified specifically for this core service and the amount allocated in Cuyahoga County appears in the revenue table of the core service report.								
x = Revenue was identified from these sources, but no dollar amount is available because either it was not possible to obtain data for Cuyahoga County alone, or it was not possible to obtain data specifically for this core service because funding covers multiple core services.								

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**United Way of
Greater Cleveland**

1331 Euclid Avenue

Cleveland, Ohio 44115

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