

Core Service Report

English as a Second Language

Consumer Category:
Educational / Employment Limitations

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



February 2007

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COMPANION REPORTS

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

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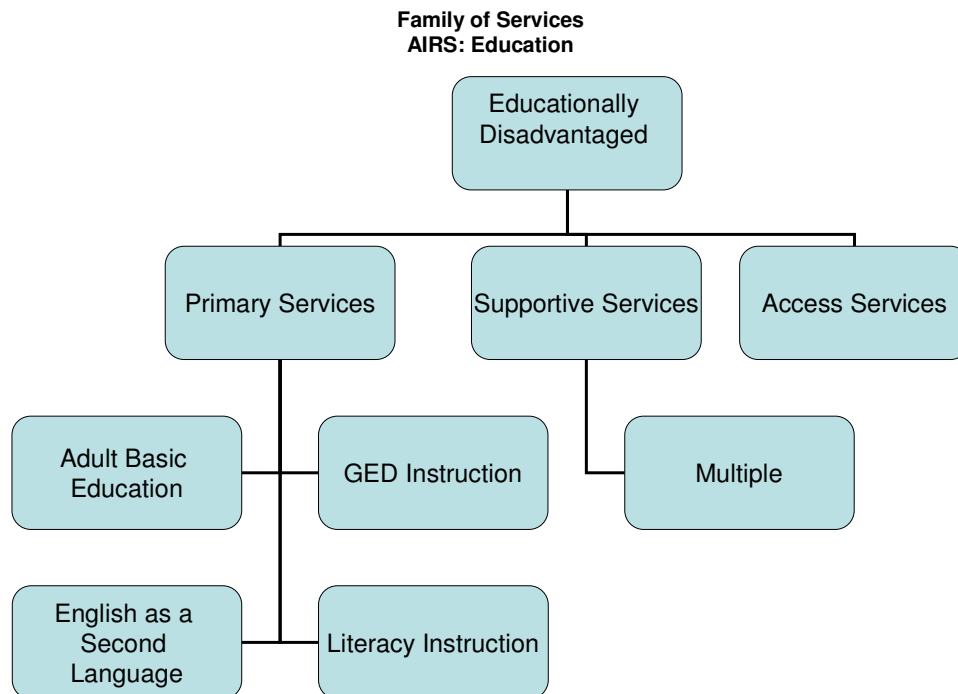
SNAPSHOT

AIRS Code Level I: H - Education
AIRS Code Level II: HH – Educational Programs
Core Service: English as a Second Language HH-050.180

Investment Committee: Learning and Earning for Life
Cluster: Education

AIRS Definition: Programs that offer opportunities for non-English-speaking and limited-English-speaking adults to learn listening, speaking, reading, and writing skills with an emphasis on developing the level of communication competence that is essential for adults who are living in a setting in which English is the primary language. Also included are programs that provide English language instruction for younger people.

The English as a Second Language 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

Difficult to express in a single definition, English as a second language, or ESL, embraces various types of instructional methodologies for adults and children who do not speak English. Adult ESL instruction targets English language and literary proficiency needs rather than broader educational needs. The Title II Adult and Family Literacy Act defines an adult of limited English proficiency as one who has limited ability to speak, read, write, or understand the English language. This person’s native language is not English and he or she lives in a family or community environment where the dominant language is not English (Center for Applied

Linguistics, n.d.a). In the United States, the adult ESL population has grown tremendously over the last 15 years. Furthermore, it is expected to increase at a rate faster than that estimated for either the ABE (adult basic education) or ASE (adult secondary education) populations.

In 1974, the U.S. Supreme Court ruled in the *Lau v. Nichols* case that when children arrive in school with little or no English-speaking ability, “sink or swim” instruction is a violation of their civil rights. At issue was whether school administrators met their obligation to provide equal educational opportunities merely by treating all students the same, or whether they must offer special help for students unable to understand English. A unanimous Supreme Court opened a new era in federal civil rights enforcement under the so-called “Lau Remedies” (U.S. Supreme Court, 1974).

According to a Government Accounting Office (GAO) study (2001):

For the past 30 years, the federal government has served students with limited English proficiency primarily through Title I of the Elementary and Secondary Education Act. The Bilingual Education Act, enacted in 1968, also serves a small percentage of these students under a supplemental grant program that assists local school districts in teaching students who do not know English. Other programs that may address, at least in part, the educational needs of children with limited English proficiency include the Emergency Immigrant Education Program, the Migrant Education Program, the Carl D. Perkins Vocational and Applied Technology Education Act programs, and the Individuals with Disabilities Education Act programs. The only programs that primarily serve children with limited English proficiency are those associated with the Bilingual Education Act.

More recently, the No Child Left Behind Act (NCLB) requires that limited English proficient students be assessed for academic achievement in the language and form most practicable.

Core Service Consumers

The target population specifically addressed in this core service report individuals age 5 and older in linguistically isolated households.

In 2000, the total number and percentage of people age 5 and over in the U.S. who spoke a language other than English at home increased by 18 percent, or 47 million people from the 1990 census.

The National Clearing House for English Language Acquisition (NCELA) reports that the number of students in elementary and secondary schools who are English language learners has doubled from 2,030,451 students in 1989-1990 to 4,999,481 in 2003-2004—nearly 7 times the rate of increase for the total student enrollment. In September 2005, the Urban Institute released research findings showing that 70 percent of students in kindergarten through fifth grade who are considered “limited English proficient” (LEP) are enrolled in only 10 percent of the country’s public elementary schools.

The 1995 National Household Education Survey found that 12 million U.S. adults age 16 or older speak a language other than English in their homes. According to the National Clearinghouse for ESL Literacy Education (Fitzgerald, 1995):

The current adult ESL learner population is primarily Hispanic and Asian, with the vast majority living in major metropolitan areas and residing primarily in the western region of the United States. Adult education clients in ESL programs are overwhelmingly foreign born, with most speaking Spanish in the home. While almost all ESL clients reported that they read well or very well in their native language, few reported that they could speak English well at the time of enrollment, and most were initially placed at the beginning level of ESL instruction. Thirty-six percent of the ESL clients were employed at the time of enrollment, and 11 percent had been public assistance recipients during the preceding year. ESL clients were generally more educated than their ABE/ASE counterparts upon program entry, judging from prior school attainment.

In 2000, 31,105 persons age 5+ in Cuyahoga County were estimated to be in linguistically isolated households or 2.4 percent of the total population. The number of persons in linguistically isolated households is projected to decrease to 29,406 by 2015.

Core Service Delivery

The definition of the core service for this report is: programs that provide opportunities for non-English-speaking and limited-English-speaking adults to learn listening, speaking, reading, and writing skills, with an emphasis on developing a level of communication competence essential for adults who are living in a setting where English is the primary language. Also included are ESL programs that provide English language instruction for younger people, primarily through school districts.

A common goal of educational programs for immigrant children is to further develop their English language proficiency and literacy so they may participate successfully in academic coursework. In Ohio, there are five different educational programs that may be utilized for English language learners:

- **Bilingual Education.** The focus of the program is on teaching students to read, write, and speak English. The important element of bilingual programs is that both the students' native language and English are used as means of instruction.
- **The Immersion Approach .** The focus is on teaching subject matter. Although the students are taught in English, no formal attempt is made to teach the language as an end in itself.
- **Pull-out English as a Second Language (ESL) Classes.** ESL classes may focus on teaching formal English grammar or on promoting natural communication activities (free conversation, games, discussions about certain topics).
- **In-class or Inclusion Instruction.** LEP students are together with their native-English speaking peers in the same classroom, but an ESL or bilingual education specialist is available in the classroom to support the LEP students.
- **Individual Tutoring.** The tutoring sessions may focus on promoting basic English communication skills or focus on English for academic purposes.

Based on United Way - First Call for Help's (FCFH) database (February 2005), there are 23 service providers operating from 47 different sites, 13 of which are government and 10 are nonprofit. In FY 2004 (July 2003 to June 2004), United Way did not fund ESL services. FCFH call data shows an increase in the number of total requests for adult basic education programs in the county: from 14 in 2000 to 17 in 2004 (21 percent increase). Over the same five-year

period, FCFH had 91 requests for information about ESL programs. Of these requests, they were able to make referrals to 100 percent of callers.

English as a second language (ESL) programs for adults are funded primarily through the Adult Education and Family Literacy Act (AEFLA) from two sources: a) federal grants from the U.S. Department of Education to state departments of education, and b) the required match for the program from state departments of education. In analyzing funding for ESL, it is also important to note that there is considerable similarity and overlap with the other core service areas (GED instruction, adult basic education, and literacy instruction) in this family of service grouping.

In addition to the adult ESL programs described above, there are a number of programs to support students with limited English proficiency.

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. Government revenues covered more than one core service.

The cost of ESL programs varies greatly by type and length of program, provider type, and funding streams. ESL programs offered to children through the public schools are free to students.

What Works; What Doesn't

The National Clearinghouse for ESL Literacy Education (Fitzgerald, 1995) reported on the impact of ESL classes for adults.

Standardized achievement test results provided objective evidence that ESL instruction had helped to improve the reading skills of adults learning English as a second language. At program entry, the English language ability of most ESL learners was only suitable for entry-level employment; at program exit, their English literacy skills had developed to a degree that was sufficient for participating in job training or for holding a job requiring the comprehension of simple English text information. Basic English literacy skills improved with increasing amounts of ESL instruction and with increasing financial investment in ESL programs. The six-month follow-up results also indicate that 35 percent of the ESL clients benefited in some way from adult education in terms of enhanced employability.

The Government Accounting Office report (2001) stated that “no clear consensus exists on the length of time children with limited English proficiency need to become proficient in English.” Of the studies reviewed, three assessed students in English-based programs and found that it may take 4 to 8 years to develop the language skills needed to perform on a par with native English-speakers in all core academic subject areas (reading, language arts, social studies, science, and mathematics). However, some researchers have concluded that fewer years are needed.

Adults living in the U.S. who do not become fluent and literate in English face substantial obstacles to becoming integrated into the community. On average, they tend to be irregularly employed and are usually in lower paying jobs.

Gap Analysis

The estimated universe of possible consumers is 14,094, including both realized (5,444) and unrealized (8,650) 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

Immigration is part of the fabric of the United States, woven with the cultural contributions of multiple countries helping to shape its political, social, and linguistic landscape. Much of the diversity within the U.S. is because of the immigrant population with its mixture of language and cultural traditions, and persons of different ages, ethnic, religious, and socioeconomic backgrounds (DiCerbo, 2006).

The number of immigrants entering the U.S. fluctuates annually, depending on the number of applicants and the limits set by the government. For fiscal year 2004, 946,142 immigrants were admitted for lawful permanent residence. Consistent with proportionality patterns in the past, approximately one in five (185,071) of these recently arrived immigrants were of school-age (ages 5-19) (2004 Yearbook of Immigration Statistics in DiCerbo, 2006).

Within the past decade or more, the pattern of immigration to the U.S. has been relatively stable. Most of the immigrants admitted during 2004 “were from the countries of North America (341,242) or Asia (330,004). Approximately one in six (175,364) immigrants were from Mexico, with substantial numbers also emigrating from such countries as India (70,116), Philippines (57,827), China (51,156), Vietnam (31,514), Dominican Republic (30,492), and El Salvador (29,795)” (2004 Yearbook of Immigration Statistics in DiCerbo, 2006). Recently there has been tremendous growth in the Latino immigrant population. More than half of these recent immigrants do not hold a high school diploma and may be considered limited English proficient (Kochhar, Suro and Tafoya, 2005 in DiCerbo, 2006).

As many as one in four immigrants may be considered undocumented, including approximately 1.6 million children. In addition, approximately three million American-born children have parents who are undocumented immigrants. The children, however, are U.S. citizens; some may be English proficient and others may have limited English proficiency (Passel, Capps, and Fix, 2004 in DiCerbo, 2006).

Difficult to express in a single definition, English as a second language, or ESL, embraces various types of instructional methodologies for adults and children who do not speak English. Adult ESL instruction targets English language and literary proficiency needs rather than broader educational needs. The Title II Adult and Family Literacy Act, which is Section 203 of the Workforce Investment Act of 1998, defines an adult of limited English proficiency as one who has limited ability to speak, read, write, or understand the English language. This person’s native language is not English and he or she lives in a family or community environment where the dominant language is not English (Center for Applied Linguistics, n.d.a).

In the United States, the adult ESL population has grown tremendously over the last 15 years. Furthermore, it is expected to increase at a rate faster than that estimated for either the ABE (adult basic education) or ASE (adult secondary education) populations. According to Fitzgerald (1995, 1997, 2000):

ESL students are highly motivated to participate in adult education; they participate in adult literacy instruction much longer than their ABE and ASE counterparts; and they experience considerable benefits from adult education in terms of improved basic English literacy skills and enhanced

employability. Unfortunately, the current adult education system is unable to keep up with the high demand for ESL services in spite of the important results being achieved by ESL literacy education.

For children, ESL is a program for eligible students to hone their English proficiency and master academic subject content and higher order skills in settings where only English is used during instruction. Skills include critical thinking so that students may meet appropriate grade promotion and graduation requirements. Students are exposed to a learning environment in which they participate actively with instruction presented in a meaningful context. The outcome of this instructional process is to enable children to listen, comprehend, speak, read, write, analyze, and think in English. This differs from the other approach to educating children with limited English proficiency that occurs in bilingual education programs; that is, programs where eligible children are placed until they can attain a sufficient level of English proficiency to assure them an equal educational opportunity in the regular school program. This includes educational experiences to enable children to become proficient in English, subject matter instruction in the dominant language of the child, and provision of opportunities for children to interact with and learn from children from other linguistic and cultural backgrounds.

According to a Government Accounting Office (GAO) study (2001), over 3.4 million children with limited English proficiency were in U. S. elementary and secondary schools during school year 1996-97. As the report states:

These children face a double challenge: learning to speak, read, and write English as well as learning the content of academic subjects. America's schools have achieved limited success in meeting the needs of these students, who have four times the dropout rate of their peers who are fluent in English, as well as higher grade repetition rates. Moreover, because schools often do not know what these students have achieved in subjects other than English, they may be overlooked for programs and educational services that may be appropriate for some of them, such as gifted and talented programs. Attempts to create policy and effective curricula to help solve these problems have been hampered by the continuing controversy about which approach can better meet the needs of these children—English-based or bilingual—and about how long special help should be given to these students.

PUBLIC POLICY ISSUES

NATIONAL

Laws and Regulations

Immigrant Education

Over the years, public policymakers have created immigration legislation that focuses on the selectivity of immigrants, how many social services residing immigrants should receive, and the citizenship process. According to the National Clearinghouse for English Language Acquisition (Dierbo, 2006):

The basic body of federal immigration law is encompassed in the Immigration and Nationality Act of 1952 (Public Law No. 82-4140, as

amended), “which collected and codified many existing provisions and reorganized the structure of immigration law” (U.S. Citizenship & Immigration Services, 2006a). The basic body of federal law related to immigrant education is encompassed in the No Child Left Behind Act (2001), which reauthorized the Elementary and Secondary Education Act of 1965. One of the requirements of NCLB is to allocate funds based on a state’s share of limited English proficient students (80 percent) and recent immigrant students (20 percent). In addition, individual States have developed policies guiding immigrant social services including education.

A significant public policy question addresses the extent of the schools’ responsibility for helping immigrants transition into mainstream society. At the turn of the twentieth century, when immigrants were entering the U.S. at record levels, many believed that public schools were uniquely capable of assimilating the new Americans (Ravitch, 1974 in DiCerbo, 2006). By 1907, schools had the primary responsibility for not only assimilating immigrants into the American mainstream by teaching English, but also for “Americanizing” them (PBS, n.d. in DiCerbo, 2006).

Educators’ current focus is on the academic rights of immigrants, with emphasis on equal educational opportunities for diverse language and culture groups.

In the 1982 Plyler v. Doe decision, for example, the U.S. Supreme Court ruled that, under the Fourteenth Amendment of the U.S. Constitution, the state does not have the right to deny a free public education to undocumented immigrant children (DiCerbo, 2006). Education policymakers and researchers alike emphasize the importance of equal access, systematic and encompassing change in immigrant education, with a strong focus on teacher quality and differentiated instructional approaches. (DiCerbo, 2006)

[Today] practitioners and policymakers addressing the issue of immigrant education are taking into account characteristics of the immigrant population along with such factors as the structure and quality of programs, alignment of content and English language development standards, professional development for all teachers, and community engagement and support. (DiCerbo, 2006)

Lau v. Nichols

In 1974, the U.S. Supreme Court ruled in the Lau v. Nichols case that when children arrive in school with little or no English-speaking ability, “sink or swim” instruction is a violation of their civil rights. Lau remains the major precedent regarding the educational rights of language minorities, although it is grounded in statute (Title VI of the Civil Rights Act of 1964), rather than in the U.S. Constitution. At issue was whether school administrators met their obligation to provide equal educational opportunities merely by treating all students the same, or whether they must offer special help for students unable to understand English. Lower federal courts had absolved the San Francisco school district of any responsibility for minority children’s “language deficiency,” but a unanimous Supreme Court disagreed. Its ruling opened a new era in federal civil rights enforcement under the so-called “Lau Remedies” (U.S. Supreme Court, 1974).

Office for Civil Rights Guidelines for Limited English Proficiency Programs

Lau v. Nichols did not mandate a particular type of educational program to address the needs of LEP (limited English proficiency) students. Its decision allowed school districts to have flexibility in selecting the educational approach that best meets the needs of their LEP students, leading to the timely acquisition of the English proficiency levels students need to succeed in school. In 1992, the Office for Civil Rights published guidelines that tested the legal adequacy for programs serving LEP students. Adequacy is based upon whether the adopted strategy works, or promises to work, on the basis of past practice or in the judgment of experts in the field. Below is a summary of their guidelines:

- School districts must identify all students whose primary or home language is not English.
- The district needs to assess these students to determine if they are limited English proficient and need special language assistance to effectively participate in the instructional program. The Lau Resource Center has published two handbooks to assist school districts in the identification and assessment of LEP students: *Guidelines for the Establishment and Implementation of Entry and Exit Criteria for Bilingual Education Programs*, and *Guide to Processes and Instruments for Assessing Limited English Proficient Students*.
- Once the LEP students who need assistance have been identified, the district must select a language service program, and it must implement the program.
- School districts must ensure that its staff is properly trained and that appropriate curricular materials are used.
- Classroom facilities should be comparable to other students'.
- It must monitor students' progress regularly and take steps to modify the program if students are not making reasonable progress.

English Language Learning Initiatives

The U.S. State Department has made several strides with English language learning initiatives since the 1974 ruling. Since 1999, the U.S. Department of Education's Office of Educational Research and Improvement (OERI) and the National Institute of Child Health and Human Development (NICHD) have spent \$30 million dollars on an initiative to address the bi-literacy issue. They are studying nearly 5,400 children at multiple sites in eight states. The initiative addresses three overarching questions: how do children whose first language is Spanish learn to read and write in English?; why do some of these children have difficulties acquiring these skills?; and which instructional strategies and approaches are most beneficial to which children and under what conditions? The initiative also addresses teacher knowledge required to ensure strong outcomes.

According to the GAO study (2001):

For the past 30 years, the federal government has served students with limited English proficiency primarily through Title I of the Elementary and Secondary Education Act. The Bilingual Education Act, enacted in 1968, also serves a small percentage of these students under a supplemental grant program that assists local school districts in teaching students who do not know English. Other programs that may address, at least in part, the educational needs of children with limited English proficiency include the Emergency Immigrant Education Program, the Migrant Education Program, the Carl D. Perkins Vocational and Applied Technology

Education Act programs, and the Individuals with Disabilities Education Act programs. The only programs that serve primarily children with limited English proficiency are those associated with the Bilingual Education Act.

No Child Left Behind

No Child Left Behind (NCLB) is a comprehensive reauthorization of the 1965 Elementary and Secondary Education Act, which targeted Title I monies to improve the academic achievement of the disadvantaged. NCLB's intent is to hold individual school districts accountable for the performance of students and to provide all children with a fair, equitable, and significant opportunity to obtain a high-quality education; it requires that all schools and districts achieve a 100 percent proficiency in reading and math by 2014. NCLB requires the state to set benchmark marks for academic outcomes for all districts and schools.

The No Child Left Behind Act requires that limited English proficient students be assessed for academic achievement in the language and form most practicable. However, most of the tests are in English, so the district administrators provide some accommodations for students still learning English. The most common accommodations include additional time to complete the exams and bilingual dictionaries/glossaries.

STATE

State Regulations

Lau Resource Center

As noted above, after a school district has identified LEP students, it must determine what kind of special language program is to be provided and it must then implement the program. In Ohio, there is no specific, prescribed intervention program. Thus, school districts have the flexibility to select the educational approach that best meets the needs of their LEP students. However, the program must be based on sound theory and best practice. The Lau Resource Center is charged with assuring equal access to high-quality learning experiences and standards for limited English proficient students in the state of Ohio. Named after *Lau v. Nichols* (as described previously), the major precedent regarding the educational rights of language minorities, the Lau Resource Center at the Ohio Department of Education makes sure that students in Ohio with limited English proficiency receive the same education opportunities as their English-speaking peers. Its goals are to:

- Provide leadership to school district and state department personnel on educational programs and issues dealing with national origin minority (NOM) and limited English proficient (LEP) students.
- Develop and maintain a database of information on the number of LEP students enrolled in the state, the extent of their educational needs, and the types of assistance available for them.
- Assure that all students whose native language is not English have the appropriate identification, assessment, and instruction.
- Disseminate information and respond to school district inquiries regarding their responsibilities to national origin minority and LEP students.
- Provide training, technical assistance, and resources to help school district personnel meet their responsibilities.
- Promote collaboration among families, educators, and all persons who work with linguistically and culturally diverse students.



- Act as a liaison between school districts and state and federal organizations to coordinate technical assistance and the planning and implementation of bilingual-multicultural/English as a second language (ESL) programs in the state.
- Review and assist with the assessment of students' language proficiency and academic achievement and the evaluation of programs serving LEP students.
- Value students of diverse linguistic and cultural backgrounds as vital resources for a society with a growing need to interact effectively within a global economy and community.
- Promote multicultural education (Ohio Department of Education, 2006).

The fastest growing component of state-administered adult education programs is English as second language (ESL) programs for limited English proficient adults. In 1997-98, 48 percent of enrollments were in ESL programs, compared to 33 percent in 1993-94. Of these 48 percent of enrollees, 32 percent were in beginning ESL classes, 12 percent in intermediate, and 4 percent in advanced (Adult Education: Human Investment Impact 1994-98, 1999; State-Administered Adult Education Program: 1998 Adult Education Personnel, 1999).

LOCAL

Task Forces

Civic Task Force on International Cleveland

In December 2003, the Civic Task Force on International Cleveland published its recommendations that the City of Cleveland maintain its current residential base and attract additional international residents in an effort to increase the city's population to at least 500,000 by 2010. The plan outlines detailed recommendations to lure international businesses to Cleveland as well as plans to assist new foreign residents. While the plan is fairly comprehensive, it does not clearly address the language needs of new foreign residences. The plan allows for the establishment of nonprofit agencies to help these individuals, but does not specify the services needed. The full plan can be seen at http://www.city.cleveland.oh.us/government/departments/econdev/CIC_Task_force.html .

III. THE CORE SERVICE CONSUMERS

DEFINITION OF TARGET POPULATION

The target population specifically addressed in this core service report individuals age 5 and older in linguistically isolated households.

DEMOGRAPHIC CHARACTERISTICS

In 2000, the total number and percentage of people age 5 and over in the U.S. who spoke a language other than English at home increased by 18 percent (47 million people) since the 1990 U.S. Census.

National – Children and Youth

The National Clearing House for English Language Acquisition (NCELA) reports that the number of students in elementary and secondary schools who are English language learners (ELLs) has doubled from 2,030,451 in 1989-1990 to 4,999,481 in 2003-2004. Enrollment for ELL students has increased at nearly 7 times the rate of total student enrollment. States with the top enrollment numbers of ELL students for the 2003-2004 school year were California (1,598,535), Texas (660,707), and Florida (282,066).

In September 2005, the Urban Institute released research findings showing that 70 percent of students in kindergarten through fifth grade who are considered “limited English proficient” (LEP) are enrolled in only 10 percent of the country’s public elementary schools. The term *limited English proficient* refers to students whose native or home language is not English, and whose current limitations in understanding, speaking, reading, or writing in English inhibits their effective participation in a school’s educational program. These schools tend to be mainly in urban areas and have larger enrollments, larger classes, and higher poverty levels. These schools also tend to have more uncertified teachers and principals. Additionally, the number of students in kindergarten through 12th grade with a foreign-born parent has tripled from 6 percent in 1970 to 19 percent in 2000. That number is expected to reach 25 percent by 2010.

National – Adults

In August 2001, the National Center for Education Statistics released a report titled “English Literacy and Language Minorities in the United States,” which was based upon the 1992 National Adult Literacy Survey. The report looked at adult U.S. residents who were either born in another country or were born in the United States, but spoke a language other than English when they were young children. The major finding was that:

Only non-native English speakers with low levels of formal education were truly disadvantaged in the labor market by their lack of native English language skills. Most members of this disadvantaged group were not being reached by existing English as a second language and basic skills classes. Other non-native English speakers and immigrants, even those with low levels of English literacy as measured by the 1992 National Adult Literacy Survey, were generally able to learn enough English to exhibit employment patterns and earnings comparable to native English speakers.

According to the study, the age at which individuals learn to speak English is related to their English literacy proficiency as adults. On average, individuals who entered the United States before age 12 had, as adults, acquired English literacy skills comparable to persons born in the United States. Virtually everyone who was born in the United States or who immigrated to the United States before age 12 was fluent in English as an adult. Furthermore, schooling enhanced literacy.

Formal education played a fundamental role in the acquisition of English language fluency and literacy for individuals who were raised in non-English-speaking homes, regardless of whether they were immigrants or native born. In particular, among immigrants who arrived in the United States at age 12 or older, level of formal education was related to English language fluency and literacy.

National – Participants in ESL Classes

In May 1998, the National Center for Education Statistics released a report on adult participation in English as a second language (ESL) classes. Nearly half the adults in federally funded adult education programs are learning English. In 2003-2004, over 2.7 million adults were enrolled in adult education programs that received funding through the U.S. Department of Education's Office of Vocational and Adult Education's (OVAE) Enrollment and Participation in the State-Administered Adult Education Program. OVAE funding supports not only ESL programs, but also adult basic education (ABE) programs and adult secondary education (ASE) programs.

According to the National Clearinghouse for ESL Literacy Education (Fitzgerald, 1995):

The current adult ESL learner population is primarily Hispanic (69 percent) and Asian (19 percent), with the vast majority (85 percent) living in major metropolitan areas and residing primarily (72 percent) in the western region of the United States. Adult education clients in ESL programs are overwhelmingly (98 percent) foreign born, with most (72 percent) speaking Spanish in the home. While almost all ESL clients (92 percent) reported that they read well or very well in their native language, few (13 percent) reported that they could speak English well at the time of enrollment, and most (73 percent) were initially placed at the beginning level of ESL instruction. Thirty-six percent of the ESL clients were employed at the time of enrollment in adult education, and 11 percent had been public assistance recipients during the preceding year. ESL clients were generally more educated than their ABE/ASE counterparts upon program entry, judging from prior school attainment. For example, half of the ESL clients had completed at least high school compared to only 17 percent of the ABE/ASE group.

The 1995 National Household Education Survey found that 12 million U.S. adults age 16 or older speak a language other than English in their homes. These respondents were questioned specifically about their ESL involvement, which yielded the following results (Capps, et al., 2003):

- Eleven percent participated in ESL classes within the last 12 months.
- Twenty-five percent had not taken classes, but were *very interested* in ESL classes.
- Sixty-four percent had not participated in ESL classes and were not at all interested.

- Younger adults were more like than older adults to have taken ESL courses.
- Recent immigrants (those in the U.S. for five years or less) were more likely to take ESL courses.

Of the 11 percent who participated in ESL classes within 12 months of the study, 42 percent did so as a part of a college program, 29 percent said they took classes to improve communication, 15 percent said they took the classes for job related reasons, and 14 percent took the classes for a personal, social, or family reason (Capps, et al., 2003).

Of the 25 percent who were *very interested* in ESL courses but had not yet enrolled, the primary obstacle cited was that they were unaware of any classes (59 percent). For those who were aware of classes, their obstacles to enrollment included not enough time (40 percent), cost of the class (26 percent), and child care/transportation (23 percent) (Capps, et al., 2003).

Ohio

As reported by the U.S. Department of State, Bureau for Population, Refugees and Migration, 1,059 refugees arrived in Ohio between October 1999 and May 2000. The refugees' countries of origin were Bosnia/Herzegovina, Byelorussia, Croatia, Cuba, Ethiopia, Iran, Iraq, Moldova, Russia, Rwanda, Sierra Leone, Somalia, Ukraine, Uzbekistan, and Vietnam. Of these arrivals, it is estimated that 45 percent of them were age 19 or younger. Other groups of Ohio's LEP students are from families that have been in the United States for many years, but speak languages other than English at home. Many of them speak Spanish as their home language.

In actuality, Ohio's LEP students represent over 100 different native/home languages. The top thirteen language groups are the following: Spanish, Somali, Arabic, German (mostly Amish), Ukrainian, Japanese, Lao, Vietnamese, Korean, Russian, Serbo-Croatian, Cantonese/Chinese, Albanian. Many of these students are children of families who have recently immigrated to the United States from other countries.

According to the Ohio Department of Education's profile, during the 2003-2004 school year, Ohio had over 26,500 limited English proficient (LEP) students enrolled in elementary and secondary public schools statewide. This number is a 33 percent increase over the number reported three years previously and an increase of 110 percent over the number reported ten years ago. A survey conducted by the Ohio Department of Education in April 2004 found that Ohio school districts reported serving a total of over 11,400 immigrant students who have been enrolled in U.S. schools less than three years.

Nationally approximately 4 percent of OVAE participants were between the ages of 25 and 44; 43 percent Hispanic, and 54 percent female during 2003 to 2004. Ohio's typical enrollee mirrored the national picture with more women between the ages of 25 and 44. However, in Ohio, the predominant race or ethnicity of enrollees was white (U.S. Department of Education, 2005).

Cuyahoga County

Case Western Reserve University's Center on Urban Poverty and Social Change conducted a literacy needs assessment within Cuyahoga County. The study found that 31 percent of adult Cleveland residents function at Level 1 literacy, which means they are unable to read a food label, fill out a job application, or teach a simple story to a child (Cleveland Foundation, 2004). Within Cuyahoga County, there are two neighborhoods, Clark-Fulton and Goodrich-Kirtland Park, where the non-English speaking population was 10 percent or greater. The languages in

these neighborhoods are predominantly Spanish or Asian. There are ESL providers in these areas (Mikelbank, et al., 2004).

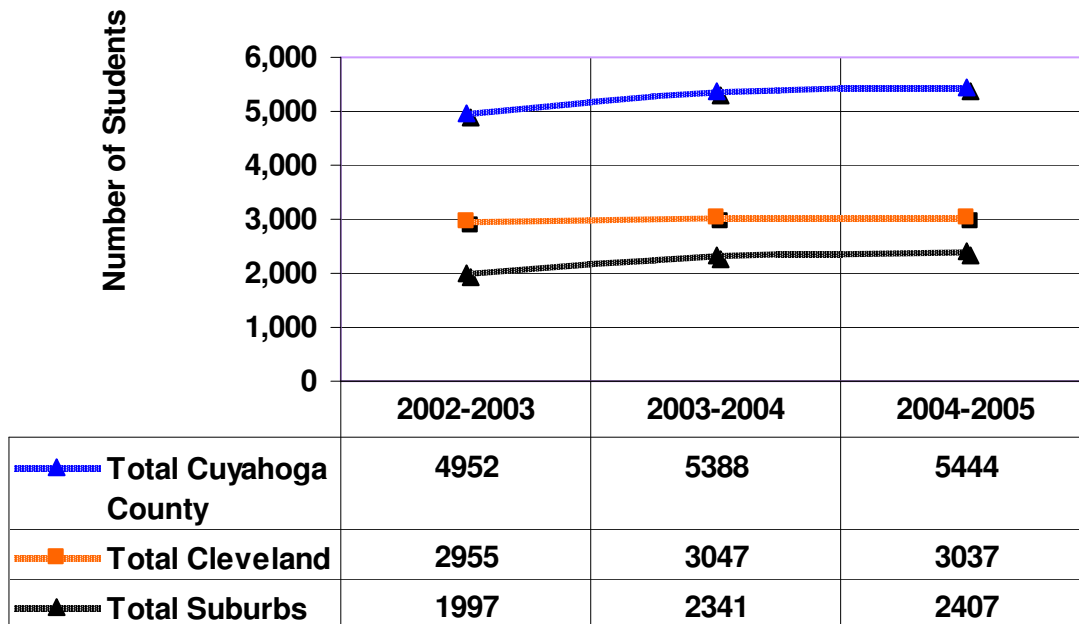
Table 1 identifies the 31,105 persons estimated to be in linguistically isolated households in Cuyahoga County in 2000 by home language and age. Spanish and other Indo-European languages are most common. Spanish decreases with age and other Indo-European languages are more frequent among older cohorts.

Table 1: Total Persons in "Linguistically Isolated" Households, by Home Language and Age, Cuyahoga County, U.S. Census 2000

Age & Home Language	% of Total by Age
Total County population 5+ years	1,303,066
Total County population 5+ years in "linguistically isolated" households	31,105 2.4%
<hr/>	
5-17 years	4,526
Speak only English	10.8%
Speak Spanish	34.3%
Speak other Indo-European languages	33.3%
Speak Asian and Pacific Island languages	13.6%
Speak other languages	7.9%
<hr/>	
18-64 years	17,691
Speak Spanish	26.8%
Speak other Indo-European languages	44.5%
Speak Asian and Pacific Island languages	21.7%
Speak other languages	7.0%
<hr/>	
65+ years	8,888
Speak Spanish	7%
Speak other Indo-European languages	79.2%
Speak Asian and Pacific Island languages	5.5%
Speak other languages	8.3%
<hr/>	
* "Home language" is defined by the Census Bureau as the language currently used by respondents at home, either "English only" or a non-English language which is used in addition to English or in place of English.	

In academic year 2004 - 2005, there were 5,444 students with limited English proficiency in Cuyahoga public school districts. Fifty-six percent were in the Cleveland Municipal School District and the remaining 44 percent were in the suburban districts. Countywide, there was an increase in the number of students as compared to academic year 2002 to 2003, when there were 4,952 LEP students. (See Figure 1.)

**Figure 1: Limited English Proficiency
in Cuyahoga County Public School Districts
Academic Years: 2002-03 to 2004-05**

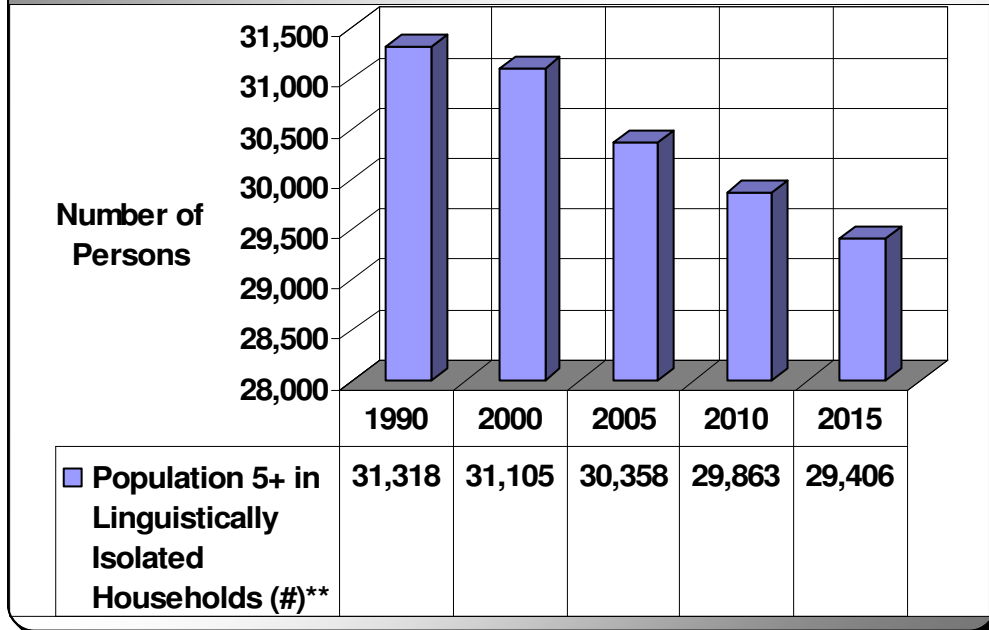


Source: Ohio Department of Education

Estimated Persons in Need

In 2000, 31,105 persons age 5+ in Cuyahoga County were estimated to be in linguistically isolated households, or 2.4 percent of the total population. The number of persons in linguistically isolated households is projected to decrease to 29,406 in 2015. (See Figure 2.)

**Figure 2: English as a Second Language
Estimated Persons in Need
Cuyahoga County, 1990-2015**



Sources:

* U.S. Census 2000, SF3 (PCT 13); Other years estimated based on 2000 ratio of linguistically isolated to total population (2.39%).

This estimate of persons needing English as a second language classes 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. Included is the actual number of consumers reported by agencies funded by United Way and by government funders from which it was possible to obtain data. Thus, it is an underestimate of actual numbers of consumers receiving service.

In FY 2004, United Way did not fund English as a second language programs. As was stated previously, public school districts in Cuyahoga County had a total of 5,444 LEP students during academic year 2004 to 2005, according to the Ohio Department of Education.

The Adult Basic and Literacy Education Program (ABLE) reported serving 8,885 adults at programs that offered ABLE programming, including ESL. However, no specific numbers were available for the exact number of consumers utilizing the ESL component of these programs.

(See Attachments 3 and 4 for demographic data.)

IV. CORE SERVICE DELIVERY

CORE SERVICE DEFINITION

The definition of the core service for this report is: programs that provide opportunities for non-English-speaking and limited-English-speaking adults to learn listening, speaking, reading, and writing skills, with an emphasis on developing the level of communication competence that is essential for adults who are living in a setting in which English is the primary language. Also included are ESL programs that provide English language instruction for younger people, primarily through school districts.

BACKGROUND ON CORE SERVICE

According to the National Clearinghouse for English Language Acquisition (DiCerbo, 2006):

The educational experience and performance of immigrant students depends on multiple factors that include, among others: their age on arrival, previous schooling, home language and literacy, family education and aspirations, economic circumstance, whether their immigration was voluntary or involuntary, and current level of English language proficiency.

More than one-half (53.9 percent) of the English language learners in U.S. schools are immigrants, including students who have recently arrived in the U.S. (17.4 percent) and students who are long-term U.S. residents (14.7 percent)” (Zehler, Fleischman, Hopstock, Stephenson, Pendzick & Sapru, 2003 in DiCerbo, 2006). “Although the educational needs of these immigrants differ, a common goal of educational programs for immigrants is to further develop their English language proficiency and literacy so that they may participate successfully in academic coursework. For those immigrant students who arrive as adolescents, with limited English proficiency and limited formal schooling, academic success depends on having the time and support necessary to develop essential learning habits and literacies. (Mace-Matluck, Alexander-Kasparik and Queen, 1998 in DiCerbo, 2006)

The Ohio Department of Education’s website contains a brief overview of the different educational programs that may be utilized for English language learners. The information below is taken directly from this site:

- **Bilingual Education.** One of the approaches that a school district may adopt to ensure that LEP students receive equal educational opportunity is to provide them with bilingual instruction. This approach can be appropriate for school districts enrolling large numbers of LEP students from specific language backgrounds. In Ohio, several of the larger urban districts use this approach. Bilingual education operates on two basic premises: 1) students are more likely to learn anything, including English, if they understand what they are being taught; and 2) students who are not proficient in English will not fall behind their English-speaking peers if they are able to continue learning subject matter in their native language. The focus of the program is on teaching students to read, write

and speak English. The important element of bilingual programs is that both the students' native language and English are used as means of instruction.

- **The Immersion Approach.** Another approach to helping LEP students acquire English skills to be successful in school is the immersion approach. This is an alternative that might be considered by districts where a large number of LEP students reside, but not enough of one or more language groups to justify the establishment of bilingual education classrooms. All of the students are LEP students in immersion classrooms. The focus is on teaching subject matter. Although the students are taught in English, no formal attempt is made to teach the language as an end in itself. The subject matter is introduced in a way that can be understood by the LEP students. The teacher adapts the language of instruction to the level of the students' linguistic and cognitive capabilities. Also, the teacher makes frequent use of visual aids, concrete experiences, and manipulative materials. In this approach, students have the opportunity to develop the oral and written language skills they need to make academic progress.
- **Pull-out English as a Second Language (ESL) Classes.** School districts may provide ESL instruction to LEP students to help them acquire the English skills they need to be successful in school. In Ohio, ESL programs are used either as the principal component of the special language instructional program or as a complement to bilingual education. If the ESL class is the main component of the program, it is recommended that, when possible, native language support services be provided to supplement the ESL instruction, at least for students whose English is very limited. For example, bilingual instructional assistants could be hired to work with the regular classroom teacher during the school day, or bilingual volunteers could assist the teacher by clarifying or reinforcing what is being taught. ESL classes may focus on teaching formal English grammar or on promoting natural communication activities (free conversation, games, discussions about certain topics). Reading and writing should be practiced as well as oral communication skills in English.
- **In-class or Inclusion Instruction.** In this approach, LEP students are with their native-English speaking peers in the same classroom, but an ESL or bilingual education specialist is available in the classroom to support the LEP students. For example, the ESL or bilingual education specialist may provide guidance to the LEP students as they are working on a group project or individual assignment.
- **Individual Tutoring.** Another response that might be considered when there are very few LEP students enrolled in a school district is individual or small-group tutoring sessions. Tutors may range from trained professional ESL or bilingual education teachers to volunteers who work under the supervision of specially trained teachers. The tutoring sessions may focus on promoting basic English communication skills or focus on English for academic purposes.

The Council of the Great City Schools is a national organization comprised of large urban school districts that enroll approximately 14 percent of the nation's ELLs. In 1998, this organization created a national task force on bilingual, immigrant, and refugee education. The task force was composed of superintendents, school board members, bilingual education directors, college of education deans, and other district staff. The goal of the task force was to improve the education of ELLs and immigrant children. The group was responsible for tracking the numbers and characteristics of ELLs in the nation's major urban school districts,

inventorying services available to these students, and assessing variables that effect their achievement. In 2002, the council conducted a survey based upon information for the 2001-2002 school year. The survey was given to the bilingual education directors for 58 cities. Approximately 62 percent of them responded. Key findings included:

- Eighty-three percent reported Spanish as the most frequently spoken language by their ELL students.
- Within these districts, there were six different instructional programs offered. The most frequently offered program was sheltered ESL (English as a second language), with 87 percent of the responding districts offering this program. Sheltered ESL provides instruction in only English, but it is adapted to the student's proficiency level. The classroom is made up of native English speakers and ELLs. The least offered program was developmental, with only 26 percent of the districts using this strategy. The developmental program uses both English and the student's native language in its instruction, with the English instruction increasing as the students gain proficiency.
- All but one of the districts offered more than one instructional program. Minneapolis was the only district to offer all six instructional programs.

ESL classes are available for both children and youth, primarily through school districts, and for adults. Adult ESL classes can be part of the adult education programs of school districts, through nonprofit organizations that are cultural centers, or through institutions of higher education.

According to the National Clearinghouse for ESL Literacy Education (Fitzgerald, 1995):

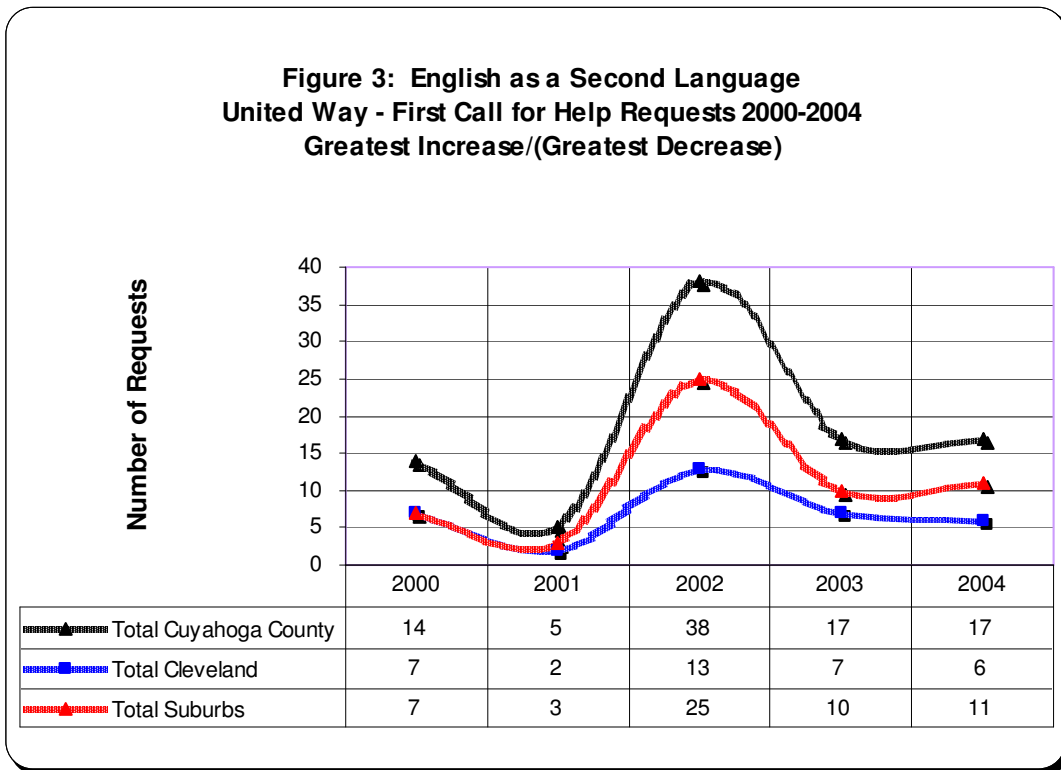
Approximately two of every three adult education programs provide ESL services although ESL is the prominent component in only 21 percent of the programs. Most of these programs offer ESL through the public school systems. ESL components of adult education programs tend to have larger enrollments than ABE and ASE and they tend to have larger classes: The median class size for ESL is 20 while it is 12 for ABE and 15 for ASE. Furthermore, NEAEP results indicate that ESL participants acquire three to four times more instruction than ABE and ASE students (a median of 113 hours of instruction compared to 35 and 28 hours respectively) before leaving programs. Certain program factors are strongly related to high levels of ESL attendance (persistence):

- Learners who use support services provided by their programs (such as counseling, transportation, and childcare) persist longer than those who do not use these services;
- Learners who attend day classes only tend to persist longer than those who study at night; and
- Learners who participate in computer-assisted learning labs or whose instruction includes independent study persist longer than those whose instruction is only classroom-based.

United Way – First Call for Help Call Data

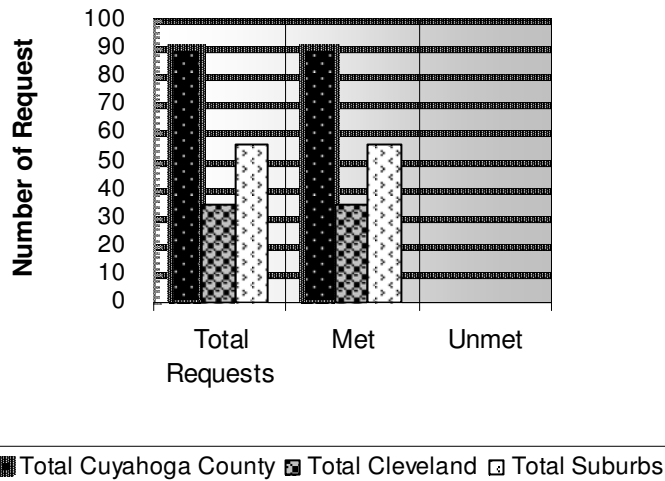
According to United Way - First Call for Help, there are 23 service providers that offer services at 47 sites around the Cleveland area. The providers are almost evenly divided between nonprofit organizations and government institutions, with the latter comprised mostly of school districts. (See Attachments 5 and 6.)

Over a five-year period beginning in 2000, the number of United Way - First Call for Help requests for English as a second language (ESL) services peaked in 2002 with 38 requests within Cuyahoga County. Since then, the number of requests has dropped by half, with only 17 requests in both 2003 and 2004. Calls in both Cleveland and the suburbs also peaked in 2002. (See Figure 3 and Attachment 7.)



Over the same five-year period, United Way - First Call for Help had 91 requests for information about ESL programs. Of these requests, they were able to make referrals to 100 percent of callers, meaning that there was an organization to which a caller could be referred. (See Figure 4 and Attachment 8.)

**Figure 4: English as a Second Language
United Way - First Call for Help Requests 2000-2004
(TOTAL REQUESTS: n=91, TOTAL UNMET NEED: n=0)**



FUNDING OF CORE SERVICES

Major Government Funders

The majority of government funding for English as a second language comes from:

- Adult Education and Family Literacy Act (AEFLA)
- Even Start
- Social Services Block Grant
- State General Revenue Fund (required match for federal dollars)

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

NATIONAL

Adult Education and Family Literacy Act (AEFLA)

Adult education and literacy funding streams were combined in the Adult Education and Family Literacy Act under Title II of the Workforce Investment Act (WIA) of 1998. The Office of

Vocational and Adult Education in the U.S. Department of Education administers the program. Specifically, the act provides funding for adult basic education and literacy services programs, including ESL, that are administered through the U.S. Department of Education's Office of Vocational and Adult Education. These formula grants, based on the number of adults between 16 and 61 who have not completed high school, are made to state departments of education 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. The purpose of the program is to provide educational opportunities for adults over the age of 16 who are not currently enrolled in school and lack a high school diploma or the basic skills to function effectively as parents, workers, and citizens. AEFLA funds three activities: adult education and literacy services, family literacy services, and English literacy program for individuals with limited English proficiency. Nationally, 54 percent of AEFLA funds went to local education agencies (LEAs—or school district), and 19 percent went to community-based organizations (Rubinstein and Mayo, 2006).

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

Ohio's Adult and Basic Literacy Education (ABLE) program provides direct instruction in basic literacy, English as a second language, citizenship preparation, and GED test preparation. For Ohio in 2006 and 2007, the federal AEFLA allocation of \$18.5 million is recommended to be distributed from the federal government to the State of Ohio for adult education programs combined with \$8,539,739 in general revenue funds (line item 200-509) for a total of about \$27 million available to the state in adult basic and literacy education funds. General revenue funding for ABLE has trended downwards slightly (from \$8,739,607 in 2002 to \$8,539,738 in 2007), but has been mostly stable. A breakout specifically of funds used exclusively for ESL programs is not available. However, to put it in perspective, of the persons enrolled in adult education programs funded by U.S. Department of Education's Office of Vocation and Adult Education, almost 44 percent were enrolled in ESL programs. In 2003-2004, there were only two states with federally funded ESL program enrollments over 100,000: California and Florida. Ohio had an enrollment of just over 9,000 (U.S. Department of Education).

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 English as a second language programs through the Ohio Department of Rehabilitation and Corrections' community correctional facilities. In 2004, 5,546 incarcerated individuals were assisted by ABLE.

Even Start

The federal Even Start Program, a family literacy program, was a program that also supported adult English as a second language 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 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), parenting education, and parent-child together time. 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. In FY 2006, the Bush Administration cut the Even Start program by 56 percent, and it 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 (both geared towards children’s literacy) 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. 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 allocated 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. No funds went directly to ESL programs.

Other Programs

It is important to note that other government funding for programs for youth and other workforce investment programs may provide and fund some ESL programs, but funding is not earmarked for the specific service.

In addition to the ESL programs for adults described above, there are a number of programs to support students with limited English proficiency. (See Table 2.)

Table 2: Federal Education Programs that Can Provide Support Services to Students with Limited English Proficiency

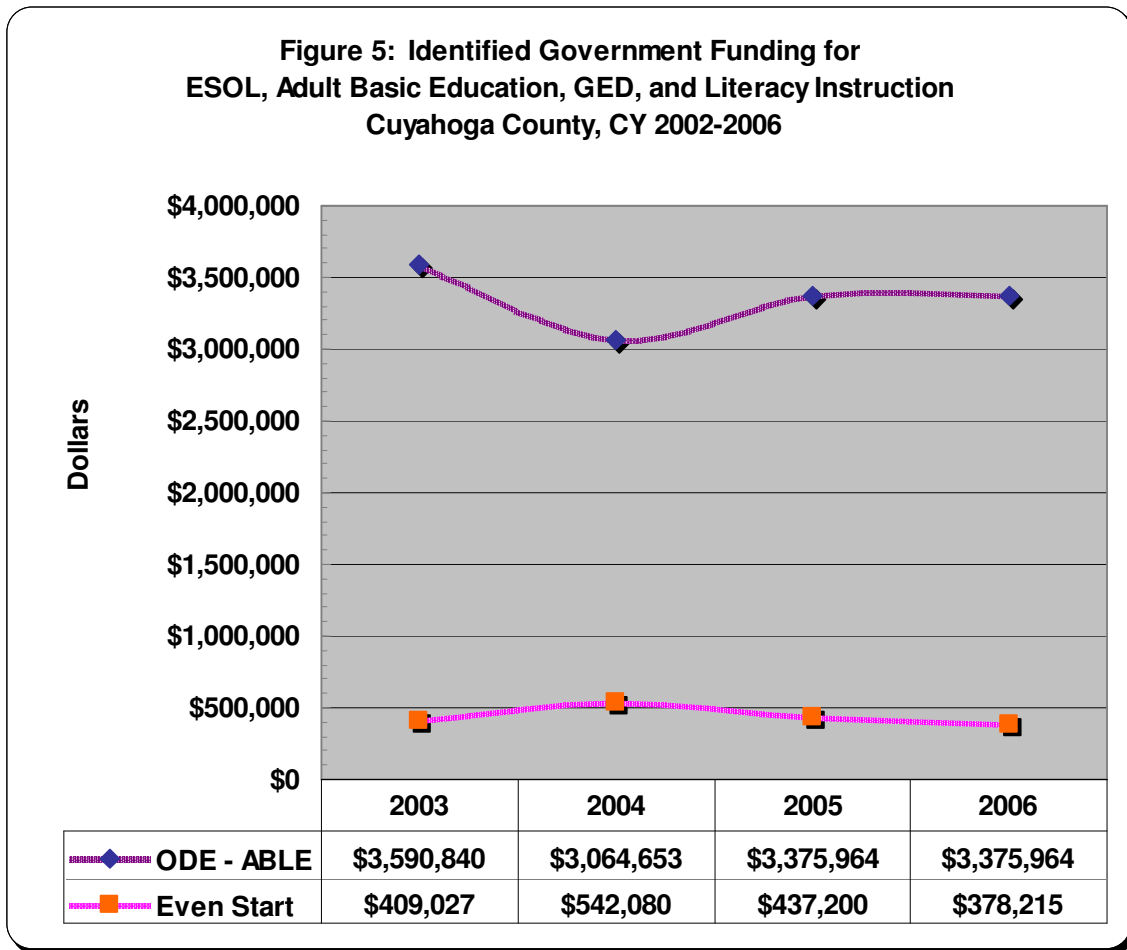
	FY 2000 Funding (est.)	Description
Education for Disadvantaged Children (Title I, Elementary and Secondary Education Act) (20 U.S.C. 6300)	\$8.7 billion	Helps educationally disadvantaged children succeed in school. Students with limited English proficiency may participate in this program if they come from disadvantaged backgrounds and are at risk of failing in school or if they attend a school that has a school-wide program.
Bilingual Education Act programs (instructional services, support services, training grants, and immigrant education) (20 U.S.C. 7401-91)	\$248 million	Helps ensure that students with limited English proficiency master English and develop high levels of academic attainment in content areas. Provides both state and local grants.
Emergency Immigrant Education Program (20 U.S.C. 7541-49)	\$150 million	Provides grants to school districts with unexpectedly large increases in their student population due to immigration.
Migrant Education Program (20 U.S.C. 6391-99)	\$355 million	Provides funds to states to help educate the children of migrant agricultural workers, including migratory fishers and dairy workers.
Carl D. Perkins Vocational and Applied Technology Education Act programs (basic state grants, Indian and Hawaiian natives set-aside, territorial set-asides, technical-preparation education, tribally controlled postsecondary vocational institutions, research, and National Occupational Information Coordinating Committee) (20 U.S.C. 2301 et seq.)	\$1.5 billion	Provides funds to improve the quality of vocational education and to provide access to vocational training to special populations, such as disadvantaged and disabled students.
Individuals with Disabilities Education Act programs (grants to states; preschool grants; grants for infants and families; state improvement, research, and innovation; technical assistance and dissemination; personnel preparation; parent information centers; and technology and media) (20 U.S.C. 1400)	\$5.1 billion	Supports special education for infants, toddlers, children, and youth with disabilities.
Other federal programs may also support support services to students with limited English proficiency if these students qualify to receive services under the programs' guidelines for participation.		

Source: U.S. Government Accounting Office, Report to Congressional Requesters. (February 2001). *Public Education: Meeting the Needs of Students with Limited English Proficiency*.

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) was available. The funding for all components was allocated to the respective service providers who decided how to distribute funds across components. Even Start funding has dropped precipitously in the past five years from a high of over \$500,000 in

2004 to just under \$100,000 in 2007. As was discussed previously, the program is scheduled to be de-funded after FY 2007. (See Figure 5.)



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

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

There was no identified foundation funding targeting ESL activities in Cuyahoga County for 2004.

IDENTIFIED REVENUES

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.

REIMBURSEMENT/COST

The cost of ESL Programs varies greatly by type and length of program, provider type, and funding streams. ESL programs offered through the public schools to children are free to students and are covered through funds from the Department of Education. ESL classes for

adults offered through ABLE funding are also free to consumers and are covered by adult basic and literacy education funds. Per the Ohio state budget, through a combination of state and federal funding, the annual cost to the state per enrollee of adult basic and literacy education, which includes ESL, is \$458 (State of Ohio Office of Budget and Management, 2006).

English language centers at local colleges and universities charge for the program, and can cost up to \$1,395 for intensive levels of English instruction that typically provide around 30 lesson hours per week.

V. WHAT WORKS; WHAT DOESN'T

IMPACT ON INDIVIDUALS/FAMILIES

What Works

The National Clearinghouse for ESL Literacy Education (Fitzgerald, 1995, 1997, and 2000) reported on the impact of ESL classes for adult:

In self-reports solicited six months after program exit, ESL clients indicated that participation in adult education had helped a majority (60 percent) of them to improve their basic English skills. Standardized achievement test results—an average gain of 5 scale score points on the Comprehensive Adult Student Assessment System (CASAS) reading test after 120 hours of instruction—also provided objective evidence that ESL instruction had helped to improve the reading skills of adults learning English as a second language. At program entry, the English language ability of most ESL learners was only suitable for entry-level employment; at program exit, their English literacy skills had developed to a degree that was sufficient for participating in job training or for holding a job requiring the comprehension of simple English text information. The ESL program factors that contributed directly to these English literacy gains included cost per seat hour and total hours of instruction. That is, basic English literacy skills improved with increasing amounts of ESL instruction and with increasing financial investment in ESL programs.

The six-month follow-up results also indicate that 35 percent of the ESL clients benefited in some way from adult education in terms of enhanced employability. For example, the 6 percent net increase in employment six months after program exit was primarily related to ESL participation. In addition, among those who remained employed from intake through the six-month follow-up, ESL clients benefited more from program participation than did ABE/ASE clients in terms of improving their job performance and in obtaining a better job than the one they held prior to enrolling in adult education.

Finally, ESL clients showed interest in continuing their education. Almost a quarter (24 percent) of the ESL clients who lacked a high school diploma had resumed their education within six months of leaving adult education, most of them having reenrolled in English language instruction courses.

The GAO report (2001) reported that:

No clear consensus exists on the length of time children with limited English proficiency need to become proficient in English. Several factors make it difficult to generalize about how much time is needed. First, the two main categories of instructional approaches used to teach children are designed to take different lengths of time, from 2 to 3 years for English-based approaches to much longer for approaches that make

extensive use of a child's native language. Second, no agreement exists about how proficiency should be defined or measured. Conversational skills may be developed within 2 years, while achieving broader academic proficiency, such as the ability to read or communicate abstract ideas at grade level, may take several years more. Third, even if there were agreement on instructional approaches and the meaning of proficiency, individual differences among children and their family situations make generalizations difficult. Finally, very few studies have focused specifically on how long students need to attain English proficiency. Of the 70 studies reviewed, only 3 both addressed this topic and met the other criteria for inclusion in the analysis. These three studies assessed students in English-based programs and found that it may take 4 to 8 years to develop the language skills needed to perform on a par with native English-speakers in all core academic subject areas (reading, language arts, social studies, science, and mathematics). However, some researchers have concluded that fewer years are needed.

Of the two main instructional approaches, English-based instruction is more common than instruction in which a student's native language is used (hereafter referred to as bilingual education). Three-fourths of the nation's children with limited English proficiency attend schools where both instructional approaches are used. National data on the length of time students spend in language assistance programs are not available. However, the study identified six states that collected such information at the state level. Taken together, most students in these six states spent 4 years or less in these programs; however, the proportion of students in the individual states spending 4 years or less in these programs varied from 46 to 90 percent.

The Center for Applied Linguistics' (CAL) Center for Adult English Language Acquisition (CAELA) offers guidelines for ESL teachers. A sample of these guidelines follows:

- Respect the knowledge, skills and experience of the students. While they have come to learn English, this does not mean they are deficient in cognitive skills.
- Do not be surprised if learners are very proficient with English in some areas and not at all in others. For example, a student may be a good reader, but poor at oral communication.
- Conduct needs assessments early in the program to help the teacher and the staff to design instruction that addresses the student's real life needs.
- Use interactive communicative activities which give the learners the chance to use the language that they need to acquire.
- Focus English learning centers on four basic skills: reading, writing, speaking, and listening. To address immediate needs, speaking and listening are often the most important skills for the learner.
- Assess the students' proficiency in all four skills so that the teacher and learners understand their strengths and learning challenges.

Validly and accurately assessing English language learners is one goal of the Council of the Great City Schools. In conjunction with member district bilingual education directors and experts



in educating ELLs, several principles were created to help guide educators on how and when ELLs should be assessed. The system wide assessment of ELLs should:

- Address their unique characteristics, including native language literacy and the amount of prior formal schooling.
- Measure language proficiency and academic achievement through multiple types of assessments, with different types of tasks and ways of scoring.
- Be aligned with the same system of high academic standards, challenging curriculum, and quality instruction provided to all other students.
- Utilize assessments that are designed for and, when possible, based on students of similar linguistic backgrounds.
- Provide clear, accurate, and comprehensible data to all stakeholders.
- Provide language proficiency and academic achievement data disaggregated by English language proficiency.

The Center on Research on Education, Diversity and Excellence is designed to assist the nation's diverse students who are at risk for educational failure. The center is funded by the Office of Educational Research and Improvement of the U.S. Department of Education, and is operated by the University of California, Santa Cruz, through the University of California's statewide Linguistic Minority Research Project. The center has published numerous research projects relating to the issues of English-challenged students. One study, "The Impact of Two-Way Bilingual Elementary Programs on Student's Attitudes Toward School and College," was published in 2001. Its purpose was to understand the language and achievement outcomes of previous participants of a two-way program throughout elementary school. Two-way bilingual programs (aka two way immersion or dual language education programs) are being funded by the U.S. Department of Education in many elementary schools. These programs integrate native English-speaking students with English language learning (ELL) students for all content instruction in two languages. The goal of the program is to create high levels of bilingual proficiency.

What Doesn't Work

In the past, an autocratic approach was used when teaching English to English language learners. The teachers were the sole source of knowledge and left little room for cooperation and analytical development. With this old method, students were asked to translate from one language to the other and repeat target language phrases after the teacher. Recently, a new communicative methodology that focuses on group work and cooperative learning in the classroom has replaced this outdated approach. It utilizes approaches such as consensus building, conflict resolution, and opinion sharing. This approach places the primary responsibility of learning on the student rather than on the teacher. Specifically for phonemic awareness (PA), when teaching adult beginning or intermediate readers, too much as well as too little PA instruction may be ineffective (Kruidenier, 2002).

IMPACT ON COMMUNITY

Adults living in the U.S. who do not become fluent and literate in English face substantial obstacles to becoming integrated into the community. On average, they tend to be irregularly employed and are usually in lower paying jobs. Those who are literate in English can pursue additional education that can contribute to increased earnings. Below are findings from the National Institute for Adult Literacy on Workforce Education and English as a second language programs.

In 2000, median earnings of workers age 25 and over with a:

- master's degree were \$55,300;
- bachelor's degree were \$46,300;
- associate degree were \$35,400;
- some college, no degree were \$32,400;
- high school diploma were \$28,800; and
- some high school, but no diploma were \$21,400.

The National Adult Literacy Survey, 1992, found that with the exception of persons without a high school diploma or GED, annual earnings rose continuously across the literacy levels.

The mean annual earnings of the employed population with a high school diploma were:

- \$14,570 at prose literacy Level 1 (most basic level of literacy);
- \$15,880 at Level 2;
- \$17,530 at Level 3 (minimum required for success in today's labor market according to National Governor's Association ; and
- \$19,300 at Level 4 (fully proficient).

Higher literacy levels leads to higher earnings, even with less education. The mean annual earnings of the employed population with a high school diploma were:

- \$14,570 at prose literacy Level 1;
- \$15,880 at Level 2;
- \$17,530 at Level 3; and
- \$19,300 at Level 4.

With more education, individuals will be less likely to be unemployed. In 2000, the unemployment rate of workers age 25 and over with a:

- master's degree was 1.6 percent;
- bachelor's degree was 1.8 percent;
- associate degree was 2.3 percent;
- some college, no degree was 2.9 percent;
- high school diploma was 3.5 percent; and
- some high school, but no diploma was 6.5 percent (National Institute for Literacy (n.d.).

ACCREDITATIONS/STANDARDS/CERTIFICATIONS

The State of Ohio has established standards for certified teachers to obtain endorsements in the areas of teaching English to speakers of other languages (TESOL) and bilingual education. The endorsement is given following completion of coursework from a university or college with an approved training program. The Ohio Department of Education has approved several Ohio colleges and universities to provide teaching of English to speakers of other languages (TESOL) and/or bilingual education endorsement programs for certified teachers under Ohio's current teacher education and licensure standards. These institutions include: The University of Akron, Bluffton College, Capital University, Cedarville College, University of Cincinnati, Cleveland State

University, The University of Findlay, Kent State University, Ohio Dominican College, The Ohio State University, Wright State University, and Youngstown State University.

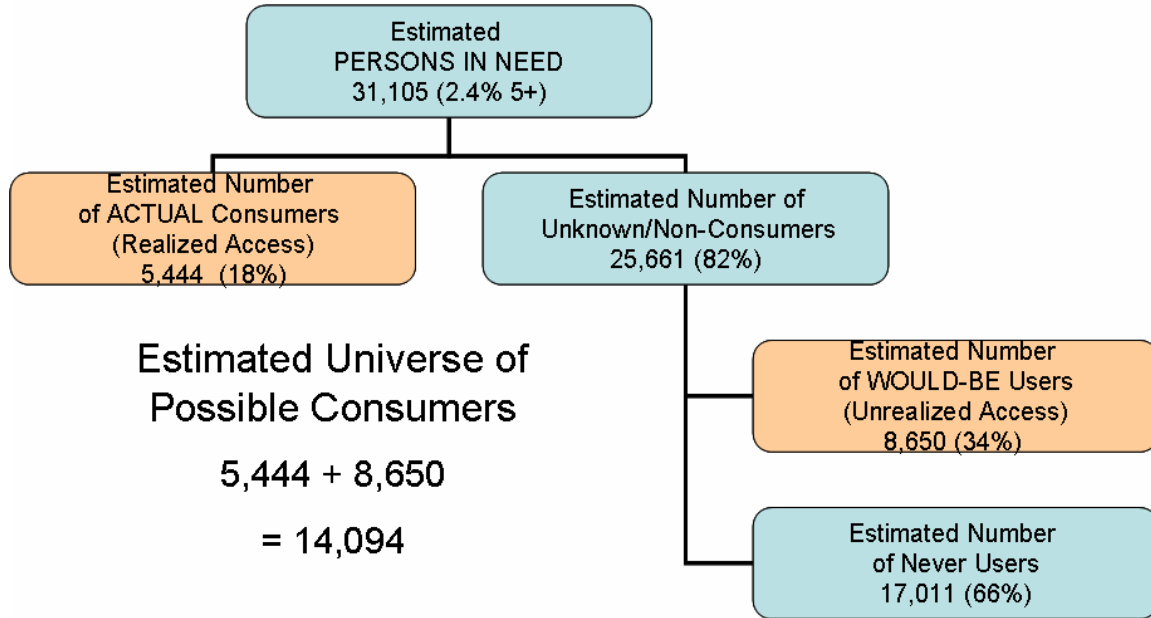
A new on-line professional development system called ESL/CivicsLink was created for adult education ESL teachers, and funded by a two-year grant through the U.S. Department of Education, Office of Vocational and Adult Education English Literacy and Civics Education Demonstration Projects. The system was developed by adult educators and tested in the field. The product prepares teachers to teach English to speakers of other languages, enhance cross-cultural awareness, and integrate English literacy instruction and civics education.

VI. GAP ANALYSIS

The following is the formula for arriving at the estimated universe of possible consumers for English as a Second Language:

- A conservative estimate of 31,105 persons need English as a second language programs, which was the estimate of persons 5 years and older in linguistically isolated households in Cuyahoga County in 2000.
- Based on available information about actual consumers, 5,444 children had realized access to English as a second language programs through the 31 Cuyahoga County public school districts according to the Ohio Department of Education in academic year 2004-2005.
- However, this number does not take into account the number of persons accessed through the adult basic and literacy education program (ABLE), which reported serving 8,885 adults at programs that offered ABLE programming, including ESL. No specific numbers were available for the exact number of consumers utilizing the ESL component of these programs. Other components include basic literacy and GED plus ESL.
- The estimated universe of possible consumers was derived by assuming that 100 percent of the 4,526 children and youth in linguistically isolated households (according to U.S. Census 2000) are 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).
- This totals 14,094 adults, youth, and children as the estimated universe of possible consumers including realized access (5,444) and unrealized access (8,650). (5,444 + 8,650 = 14,094). (See Figure 6.)

Figure 6 - Consumer Estimates: English as a Second Language



Service Site Index

Countywide, there are 47 service sites for English as a second language programs. This is a ratio of 300 possible consumers (estimated 14,094 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 ESL students on a daily basis. It is only capturing whether there is a possibility of being a recipient of ESL services. The lower the ratio, the greater is the chance of receiving ESL services.

The ratios on the Service Site Index range from a high of 27:1 in zip code 44102 (Cleveland/Brooklyn), a high minority area, to a low of 1:1 in zip codes 44104 (Cleveland); 44108 (Cleveland/Bratenahl); and 44140 (Bay Village). In addition to 44102, two other zip codes have ratios greater than 20 consumers to one service site: 44109 (Cleveland/Brooklyn Hts, 25:1) and 44110 (Cleveland/East Cleveland, 25:1). Each of these is a high minority area. (See Map in Attachment 10.)



Service Capacity

The GAO study (2001) found that:

While the ESL target population is much smaller than the ASE target population, there is considerable evidence, especially in states that have high concentrations of immigrants (i.e., California, Florida, Illinois, New Jersey, and New York) that ESL services are in the greatest demand among those seeking adult education. For example, ESL learners constituted the majority (51 percent) of adult education clients receiving instructional services during the 1992 program year; this represents a 268 percent increase over the 12 years since the last national study of adult education in 1980. In addition, ESL students received a majority (76 percent) of the hours of instruction. Examining the participation rate per thousand shows that targeted adults are three to four times more likely to participate in adult education if they are members of the ESL target population than if they belong to either the ABE or ASE groups respectively. Another indicator of demand consists of the number of clients on waiting lists maintained by adult education programs. These data reveal that, in general, there are more ESL students waiting to be served than can be accommodated by existing program capacity and that the average ESL waiting list is considerably longer than those of ABE and ASE programs. In short, ESL clients have the highest rates of participation in adult education, and the demand for ESL instruction tends to exceed the capacity of the adult education service delivery system.

VII. SUMMARY

The following are the major findings from the research on English as a second language for adults and children:

- In the United States, the adult ESL population has grown tremendously over the last 15 years. Furthermore, it is expected to increase at a rate faster than that estimated for either the ABE (adult basic education) or ASE (adult secondary education) populations.
- In 1974, the U.S. Supreme Court ruled in the *Lau v. Nichols* case that when children arrive in school with little or no English-speaking ability, “sink or swim” instruction is a violation of their civil rights.
- The No Child Left Behind (NCLB) Act requires that limited English proficient students be assessed for academic achievement in the language and form most practicable.
- English as a second language (ESL) programs for adults are funded primarily through the Adult Education and Family Literacy Act (AEFLA) from two sources: a) federal grants from the U.S. Department of Education to state departments of education, and b) the required match for the program from state departments of education.
- From 2003-2005, local funding for the entire ABE program in Cuyahoga County fell from \$3,590,838 to \$3,375,964. Even Start funding has dropped precipitously in the past five years: from a high of over \$500,000 in 2004 to just under \$100,000 in 2007. The program is scheduled to be de-funded after FY 2007.
- As of May 11, 2006, \$141,000 in revenues for English as a second language programs has been identified countywide. Government funding was not included as it covered more than one educational core service.
- Standardized achievement test results provided objective evidence that ESL instruction had helped to improve the reading skills of adults learning English as a second language.
- The GAO report (2001) reported that “no clear consensus exists on the length of time children with limited English proficiency need to become proficient in English.”
- The estimated universe of possible consumers is 14,094, including both realized (5,444) and unrealized (8,650) access.
- Countywide, there are 47 service sites for English as a second language programs. This is a ratio of 300 possible consumers (estimated 14,094 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 sore service which represented a majority of the services being provided.

In other cases, it was not possible to select a specific core service. An example is Medicaid in which Medicaid-defined services crossed over more than four core services in some instances. In cases where Medicaid is a significant source of revenue, the data was entered as an

aggregate total at the appropriate AIRS level. These aggregates are footnoted under the appropriate funding table.

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

Medicaid Funding

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

Entered as Aggregate Total Under Appropriate AIRS Level

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

Entered as Aggregate Total Under Third Party Payee/Direct Bill

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

United Way of Greater Cleveland Funding

Financial data for core services funded by United Way of Greater Cleveland was for FY 2004 (July 2003 to June 2004). It included allocations through the community investment committees

and donor designations that United Way funded agencies applied to the respective core services. It is important to note that not all United Way funded agencies applied donor designated gifts, which are unrestricted, to the core service for which they receive United Way funding. It did not include donor designations that non-United Way funded agencies used for any of the 80 core services.

United Way Agency Revenues

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

Consumer and Financial Data: Caveats

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

All Core Services

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

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

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

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

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



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

Gap Analysis Methodology & Limitations

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

- *Estimate of persons in need of the service:* Unless local research was conducted to determine need for a given service, this estimate was obtained by either using U.S. Census data for Cuyahoga County or applying percentages from national studies and reports to the census data. All references and percentages are footnoted in the respective graphs or tables. In most cases this percentage was also applied to actual 1990 Census figures and population projections 2005 through 2015 that were done by the Ohio Department of Development.
- *Estimate of number of ACTUAL consumers in the public systems (realized access):* Data submitted to United Way by funded agencies was aggregated to determine the number of consumers for each core service. The period was FY 2004, which is July 2003 through July 2004.
 - In some cases data was “unknown,” defined as data not collected by agency because no tracking system was available or the type of service delivered made it difficult (i.e., group presentations, telephone information and referral, and drop-ins). This also represents data not completed by consumers either deliberately or inadvertently on intake forms.
 - In other cases, data was missing that, for United Way data, represented computational errors or incorrect completion of online reports. For all other data, “missing” represents data funders/providers were unable to provide.
 - There was no check of the accuracy of data submitted by agencies.
 - Major government funders were asked to provide information about the number of consumers for the respective core services that they funded. In most cases, services were not defined in the same way as the United Way core services which are based on the Alliance for Information and Referral Systems (AIRS) taxonomy. To accommodate these differences, customized crosswalks were developed.
 - We assumed that the numbers of consumers across funding sources were not unduplicated and thus made a judgment about which numbers would be the best estimate of an unduplicated number.
 - The estimate of consumers is not inclusive since it does not include numbers of consumers who use their personal resources to pay for services, nor for other private resources such as insurance or agency fundraising. In addition, it was not always possible to obtain information from some government funders.
- *Estimate of number of “unknown/non-consumers”:* This is the difference between the estimated number of actual consumers and the estimate of persons in need.

- *Estimate of number of “would-be users” (unrealized access)*: This is the estimate of persons who would use a service if it were available, typically based on research.
- *Estimate of number of “never users”*: This is the difference between the estimated number of unknown/non-consumers and would-be users.
- *Estimate of “universe of possible consumers”*: This is the total of those actually receiving the service (realized access) and those would-be users (unrealized access).

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

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

Service Site Index

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

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



Specific Service Issues

Senior Services

“Senior Centers” was used as a catch-all category when the funder-defined service covered more than one senior success core service and could not be accurately allocated among the separate core services. Often, funding for transportation and home-delivered meals was not broken out from senior activities and supportive services at the municipal level, so it was placed under Senior Centers. Because the core services for congregate and home-delivered meals and senior ride were tracked separately, funding for these core services was not included under Senior Centers to avoid duplication of resources, even though senior center activities can and do include congregate meals.

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

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

References

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

Attachment 3: Actual Consumer Demographics

Core Service: English as a Second Language HH-050.180				
			Estimated Persons in Need	Actual Number/Percent of Consumers by Funding Source ^{****}
	Total Population (%) [*]	Total Population 5+ (%) ^{**}	Population 5+ in Linguistically Isolated Households (%) ^{***}	UW Program Report Data Cuy Cnty Only N/A% (%)
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
TOTAL	1,393,978	1,303,066	31,105	N/A
Percent		93.5%	2.4%	
GENDER				
Male	47.2%	47.0%	N/A	N/A
Female	52.8%	53.0%	N/A	N/A
Unknown Data ^{*****}				N/A
Missing Data ^{*****}				N/A
RACE^{*****}				
White alone	67.1%	67.8%	N/A	N/A
Black or African American alone/combo	27.9%	27.4%	N/A	N/A
Asian alone/combo	2.1%	2.1%	N/A	N/A
American Indian and Alaska Native alone/combo	0.7%	0.7%	N/A	N/A
Native Hawaiian and Other Pacific Islander alone/combo	0.1%	0.1%	N/A	N/A
Some other race alone/combo	2.1%	2.0%	N/A	N/A
Unknown Data ^{*****}				N/A
Missing Data ^{*****}				N/A
HISPANIC^{*****}	3.3%	3.2%	N/A	N/A
AGE				
0-4	6.5%			N/A
5-9	7.3%	7.8%	N/A	N/A
10-14	7.1%	7.6%	N/A	N/A
15-19	6.4%	6.8%	N/A	N/A
20-34	19.1%	20.4%	N/A	N/A
35-54	29.3%	31.4%	N/A	N/A
55-64	8.7%	9.3%	N/A	N/A
65-74	7.8%	8.3%	N/A	N/A
75+	7.8%	8.4%	N/A	N/A
Unknown Data ^{*****}				N/A
Missing Data ^{*****}				N/A
INCOME^{*****}				
Average Household Size	2.4	N/A	N/A	N/A
\$0-\$9,999	11.3%	N/A	N/A	N/A
\$10,000-\$14,999	6.9%	N/A	N/A	N/A
\$15,000-\$19,999	6.7%	N/A	N/A	N/A
\$20,000-\$29,999	13.6%	N/A	N/A	N/A
\$30,000 and above	61.5%	N/A	N/A	N/A
Unknown Data ^{*****}				N/A
Missing Data ^{*****}				N/A
Total	100.0%	N/A	N/A	N/A

Attachment 3: Actual Consumer Demographics (continued)

* U.S. Census 2000, SF1(P1); SF4 (PCT144)
** U.S. Census SF3 (P8), (PCT26); SF4 (PCT69)
*** SF3 (PCT 13)
****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 Talled." 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: English as a Second Language HH 050.180					
				Estimated Persons in Need	Actual Number/Percent of Consumers by Funding Source *****
	City/Town (% Cleveland)	Total Population (%) [*]	Total Population 5+ (%) ^{**}	Population 5+ in Linguistically Isolated Households (%) ^{***}	UW Program Report Data (%)
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
TOTAL		1,393,978	1,303,066	31,105	N/A
Percent			93.5%	2.4%	
44017	Berea	1.4%	1.4%	0.0%	N/A
44022	Bentleyville	1.3%	0.8%	0.0%	N/A
44040	Gates Mills/Mayfield Village	0.2%	0.2%	0.0%	N/A
44070	North Olmsted	2.4%	2.5%	0.0%	N/A
44101	Cleveland (100%)	0.0%	0.0%	0.0%	N/A
44102	Cleveland/Brooklyn (95%)	3.7%	3.7%	8.7%	N/A
44103	Cleveland (100%)	1.8%	1.8%	2.0%	N/A
44104	Cleveland (100%)	2.1%	2.0%	0.5%	N/A
44105	Cleveland/NewburghHts/ GarfieldHts	3.9%	3.9%	2.9%	N/A
44106	Cleveland/Cleveland Hts (60%)	2.3%	2.3%	2.8%	N/A
44107	Lakewood/Cleveland	4.0%	4.1%	4.5%	N/A
44108	Cleveland/Bratenahl (90%)	2.6%	2.6%	0.3%	N/A
44109	Cleveland/Brooklyn Hts (98%)	3.3%	3.2%	8.1%	N/A
44110	Cleveland/East Cleveland (98%)	1.9%	1.9%	8.1%	N/A
44111	Cleveland (100%)	3.1%	3.0%	4.7%	N/A
44112	East Cleveland/Cleveland	2.4%	2.3%	0.7%	N/A
44113	Cleveland (100%)	1.4%	1.4%	0.7%	N/A
44114	Cleveland (100%)	0.3%	0.3%	0.7%	N/A
44115	Cleveland (100%)	0.6%	0.5%	0.7%	N/A
44116	Rocky River	1.5%	1.5%	1.0%	N/A
44117	Euclid/Cleveland	0.9%	0.9%	1.3%	N/A
44118	ClevelandHts/UniversityHts/	3.2%	3.3%	2.9%	N/A
44119	Cleveland/Euclid (50%)	1.0%	1.0%	1.2%	N/A
44120	Shaker Hts/Cleveland	3.4%	3.3%	2.0%	N/A
44121	University Hts/South Euclid	2.5%	2.5%	2.9%	N/A
44122	Beachwood/Highland	2.5%	2.6%	1.4%	N/A
44123	Euclid	1.3%	1.3%	0.7%	N/A
44124	Pepper Pike/MayfieldHts/Lyndhurst	2.9%	3.0%	5.3%	N/A
44125	Valley View/Garfield Hts	2.1%	2.2%	1.0%	N/A
44126	Fairview Park/Cleveland	1.2%	1.2%	0.5%	N/A
44127	Cleveland (100%)	0.6%	0.6%	0.6%	N/A
44128	Warrensville Hts/Cleveland	2.4%	2.4%	0.6%	N/A
44129	Brooklyn/Parma/Cleveland	2.1%	2.1%	2.4%	N/A
44130	Parma/Cleveland	3.8%	3.9%	4.8%	N/A
44131	Independence/Seven	1.5%	1.5%	1.4%	N/A
44132	Euclid	1.1%	1.1%	1.0%	N/A
44133	North Royalton	2.0%	2.1%	1.7%	N/A
44134	Parma/Cleveland	2.9%	2.9%	5.0%	N/A
44135	Cleveland/Linndale (90%)	2.0%	2.0%	2.2%	N/A
44136	Strongsville	3.1%	3.2%	1.1%	N/A
44137	Maple Hts/Cleveland	1.9%	1.9%	1.2%	N/A
44138	Olmsted Twp/Olmsted Falls	1.3%	1.3%	0.1%	N/A
44139	Bentleyville/Glenwillow/Solon	1.6%	1.6%	1.0%	N/A
44140	Bay Village	1.1%	1.2%	0.3%	N/A
44141	Brecksville	1.0%	1.0%	1.7%	N/A
44142	Brookpark/Cleveland	1.5%	1.5%	0.9%	N/A
44143	Highland Hts/Richmond Heights	1.7%	1.7%	3.2%	N/A
44144	Brooklyn/Cleveland	1.6%	1.6%	1.8%	N/A
44145	Westlake	2.3%	2.3%	1.3%	N/A
44146	Walton Hills/Oakwood/Bedford	2.3%	2.3%	0.7%	N/A
44147	Broadview Hts	1.1%	1.1%	1.0%	N/A
44149	Strongsville	0.0%			N/A
Unknown Cuyahoga County Zip Codes*****					
Missing*****					
Unknown*****					
Total Cuyahoga County*****		100.0%	100.0%	100.0%	N/A
Total Known Cleveland		30.5%	30.2%	44.4%	N/A
Total Known Suburbs		69.5%	69.8%	55.6%	N/A
Unknown & Missing					N/A

Attachment 4: Actual Consumer Zip Codes (continued)

* U.S.Census 2000, SF1 (P1)
** U.S. Census 2000, SF3 (P8)
*** SF3 (PCT 13)
**** Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.
*****Missing Data - For United Way - represents computational errors or incorrect completion of online report. This data may contain zip codes outside of Cuyahoga County so it is not included in the total number served for Cuyahoga County. For all other data - represents data funder was unable to provide.
*****Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms. This data may contain zip codes outside of Cuyahoga County so it is not included in the total number served for Cuyahoga County.
***** Totals vary because of rounding. County total population 1,393,978 does not correspond to the total of zip codes because some zip codes include data from adjacent counties

Attachment 5: Profile of Core Service Providers – 2005

PROFILE OF CORE SERVICE PROVIDERS - 2005		
Source: United Way - First Call for Help Refer Database February 2005		
	Count	Sub-Count: UW-Affiliated
Total Number of Providers	23	0
Number of Providers by Type		
Nonprofit	10	-
For-profit	-	-
Government	13	-
Other	-	-
Total Number of Sites	47	-
Number of Service Sites per Provider		
1	15	-
2 – 5	6	-
6 – 10	2	-
11+	-	-
Geographical Location of Service Sites, by ZIP Code		
44017 - Berea	1	-
44022 - Bentleyville	-	-
44040 - Gates Mills/Mayfield Village	-	-
44070 - North Olmsted	2	-
44101 - Cleveland	-	-
44102 - Cleveland/Brooklyn	6	-
44103 - Cleveland	-	-
44104 - Cleveland	-	-
44105 - Cleveland/Newburgh Hts/Garfield Hts	-	-
44106 - Cleveland/Cleveland Hts	2	-
44107 - Lakewood/Cleveland	1	-
44108 - Cleveland/Bratenahl	-	-
44109 - Cleveland/Brooklyn Hts	4	-
44110 - Cleveland/East Cleveland	-	-
44111 - Cleveland	1	-
44112 - East Cleveland/Cleveland	-	-
44113 - Cleveland	1	-
44114 - Cleveland	1	-
44115 - Cleveland	1	-
44116 - Rocky River	1	-
44117 - Euclid/Cleveland	-	-
44118 - ClevelandHts/UniversityHts/ShakerHts	4	-
44119 - Cleveland/Euclid	-	-
44120 - Shaker Hts/Cleveland	-	-
44121 - University Hts/South Euclid	2	-
44122 - Beachwood/Highland Hills/Shaker Hts.	2	-
44123 - Euclid	2	-
44124 - Pepper Pike/Mayfield Hts./Lyndhurst	1	-
44125 - Valley View/Garfield Hts	1	-
44126 - Fairview Park/Cleveland	-	-
44127 - Cleveland	-	-
44128 - Warrensville Hts/Cleveland	1	-

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

PROFILE OF CORE SERVICE PROVIDERS - 2005		
Source: United Way - First Call for Help Refer Database February 2005		
	Count	Sub-Count: UW-Affiliated
44129 - Brooklyn/Parma/Cleveland	1	-
44130 - Parma/Cleveland	4	-
44131 - Independence/Seven Hills/Brooklyn Hts	-	-
44132 - Euclid	-	-
44133 - North Royalton	-	-
44134 - Parma/Cleveland	2	-
44135 - Cleveland/Linndale	-	-
44136 - Strongsville	1	-
44137 - Maple Hts/Cleveland	1	-
44138 - Olmsted Twp/Olmsted Falls	-	-
44139 - Bentleyville/Glenwillow/Solon	1	-
44140 - Bay Village	-	-
44141 - Brecksville	-	-
44142 - Brookpark/Cleveland	-	-
44143 - Highland Hts/Richmond Heights	1	-
44144 - Brooklyn/Cleveland	-	-
44145 - Westlake	2	-
44146 - Walton Hills/Oakwood/Bedford	-	-
44147 - Broadview Hts	-	-
44149 - Strongsville	-	-

Attachment 6: Providers and Functions – 2005

Service Providers & Functions	
Source: United Way - First Call for Help Refer Database February 2005	
Agency	Services
Arab American Community Center For Economic And Social Services In Ohio	English Language Instruction - Arab Americans
Berea City School District	English Language Instruction
Bridgeway	Community Support For The Asian Community
Case Western Reserve University	English As A Second Language
Cleveland Heights-University Heights City School District	Adult Basic & Literacy Education
Cleveland Municipal School District	Adult Basic Literacy And Education; Includes ESL/ESOL
Council For Economic Opportunities In Greater Cleveland	English As A Second Language
Cuyahoga Community College	Adult Basic And Literacy Education
Euclid City School District	Adult Basic And Literacy Education
Garfield Heights Community Center	Adult Basic And Literacy Education
International Services Center	English Language Instruction
Jewish Community Center Of Cleveland	English As A Second Language
Lakewood City School District	Adult Basic And Literacy Education
Mayfield City School District	Adult Basic Literacy And Education
North Olmsted City School District	Adult Basic And Literacy Education, English Language Instruction
Orange City School District	Adult Education - Citizenship/EsL
Parma City School District	Adult Basic Education/Ged/Literacy - Free Program
Polaris Joint Vocational School District	Adult Basic Education/Ged/Literacy
Shaker Family Center	English As A Second Language (EsL) For Families
Strongsville City School District	Adult Basic And Literacy Education
Trinity Evangelical Lutheran Church	Classes For Those Learning English
West Side Ecumenical Ministry	English Language Instruction – Brookside, English Language Instruction - Hispanics
Westlake City School District	Adult Basic And Literacy Education

United Way did not fund this service in FY 2004.

Attachment 7: United Way - 2000-2004: Greatest Increase/Greatest Decrease

HH-050.180 English as a Second Language								
United Way - First Call for Help Requests 2000-2004								
Greatest Increase/(Greatest Decrease)								
Zip Code		TOTAL REQUESTS					%Change*	Avg. # Calls 00-04
		2000	2001	2002	2003	2004		
44145	Westlake	1	0	0	0	2	100%	1
44102	Cleveland/Brooklyn	2	0	3	1	3	50%	2
44113	Cleveland	0	0	1	1	1	N/A	1
44112	East Cleveland/Cleveland	0	0	3	0	1	N/A	1
44116	Rocky River	0	1	0	1	1	N/A	1
44140	Bay Village	0	0	0	0	1	N/A	N/A
44144	Brooklyn/Cleveland	0	0	0	0	1	N/A	N/A
44132	Euclid	0	0	0	1	1	N/A	N/A
44143	Highland Hts/Richmond Heights	0	0	0	0	1	N/A	N/A
44130	Parma/Cleveland	0	1	0	0	1	N/A	N/A
44120	Shaker Hts/Cleveland	0	0	1	0	1	N/A	N/A
44122	Beachwood/Highland Hills/Shaker Hts.	1	0	2	1	0	(100%)	1
44115	Cleveland	1	0	2	0	0	(100%)	1
44106	Cleveland/Cleveland Hts	1	0	0	0	0	(100%)	0
44105	Cleveland/Newburgh Hts/Garfield Hts	1	0	0	0	0	(100%)	0
44107	Lakewood/Cleveland	2	1	7	1	0	(100%)	2
44121	University Hts/South Euclid	1	0	0	0	0	(100%)	0
44125	Valley View/Garfield Hts	1	0	0	1	0	(100%)	0
**Total Cuyahoga County		14	5	38	17	17	21%	18
**Total Cleveland		7	2	13	7	6	(14%)	7
**Total Suburbs		7	3	25	10	11	57%	11
* 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-050.180 English as a Second Language				
United Way - First Call for Help Requests 2000-2004				
Unmet Need				
Zip Code	TOTALS 00-04			%
	Requests	Met	Unmet	Unmet
* Total Cuyahoga County	91	91	0	0%
* Total Cleveland	35	35	0	0%
* Total Suburbs	56	56	0	0%

FCFH DATA NOTES

Met = service request resulting in referral to an organization. (Does not mean agency was able to provide the service.)

Unmet = service request for which there was no referral.

Note: Zip Codes shared by Cleveland and surrounding suburbs whose boundaries fall 50% and greater within the city of Cleveland are highlighted and totaled as Cleveland. Others are totaled as Suburbs.

* 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.

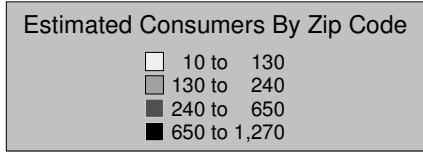
Attachment 9: Service Site Index

Core Service: English as a Second Language HH-050.180									
Service Site Index									
Zip	Number of Sites *****	City/Town (% Cleveland)	Proportion of Minorities in Geographical Area	Total Population (#)*	Total Population 5+ (#)**	Population 5+ in Linguistically Isolated Households ****	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 Ratio of CONSUMERS to Service SITES
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	
TOTAL	47			1,393,978	1,303,066	31,105	14,094	47	300:1
Percent					93.5%	2.4%	45.3%		
44117	-	Euclid/Cleveland	African Am 53.1%	12,078	11,458	428	194	47	4:1
44105	-	Cleveland/NewburghHts/GarfieldHts (75%)	African Am 61.9%	54,834	50,598	929	421	47	9:1
44106	2	Cleveland/Cleveland Hts (60%)	African Am 62.2%	32,417	30,318	906	411	47	9:1
44110	-	Cleveland/East Cleveland (98%)	African Am 74.7%	26,536	24,395	2,608	1,182	47	25:1
44120	-	Shaker Hts/Cleveland	African Am 76.7%	47,349	43,565	639	290	47	6:1
44103	-	Cleveland (100%)	African Am 80.2%	25,348	23,455	645	292	47	6:1
44108	-	Cleveland/Bratenahl (90%)	African Am 94.9%	36,456	33,520	95	43	47	1:1
44112	-	East Cleveland/Cleveland	African Am 95.2%	33,222	30,481	236	107	47	2:1
44128	1	Warrensville Hts/Cleveland	African Am 95.8%	33,612	31,251	183	83	47	2:1
44104	-	Cleveland (100%)	African Am 97.5%	28,904	25,873	148	67	47	1:1
44115	1	Cleveland (100%)	African Am 98.4%	8,186	7,084	236	107	47	2:1
44114	1	Cleveland (100%)	Asian 20.3%	3,891	3,464	236	107	47	2:1
44109	4	Cleveland/Brooklyn Hts (98%)	Hispanic 20.3%	45,783	41,896	2,608	1,182	47	25:1
44102	6	Cleveland/Brooklyn (95%)	Hispanic 20.4%	52,108	47,738	2,797	1,267	47	27:1
44113	1	Cleveland (100%)	Hispanic 23.5%	19,466	18,029	236	107	47	2:1
44017	1	Berea		19,005	18,062	133	60	47	N/A
44022	-	Bentleyville		17,720	10,569	114	52	47	N/A
44040	-	Gates Mills/Mayfield Village		2,883	2,706	46	21	47	N/A
44070	2	North Olmsted		34,081	32,205	559	253	47	N/A
44101	-	Cleveland (100%)		-	0	0	0	15	N/A
44107	1	Lakewood/Cleveland		56,710	53,299	1,444	654	47	14:1
44111	1	Cleveland (100%)		42,967	39,624	1,500	680	47	14:1
44116	1	Rocky River		21,122	19,940	323	146	47	3:1
44118	4	ClevelandHts/UniversityHts/ShakerHts		45,279	42,366	935	424	47	9:1
44119	-	Cleveland/Euclid (50%)		13,493	12,815	391	177	47	4:1
44121	2	University Hts/South Euclid		35,185	33,005	931	422	47	9:1
44122	2	Beachwood/Highland Hills/ShakerHts		34,883	33,574	435	197	47	4:1
44123	2	Euclid		18,363	16,906	219	99	47	2:1
44124	1	Pepper Pike/MayfieldHts/Lyndhurst		40,334	38,445	1,710	775	47	16:1
44125	1	Valley View/Garfield Hts		29,876	28,117	325	147	47	3:1
44126	-	Fairview Park/Cleveland		17,196	16,259	167	76	47	2:1
44127	-	Cleveland (100%)		8,403	7,727	191	87	47	2:1
44129	1	Brooklyn/Parma/Cleveland		29,658	27,932	759	344	47	7:1
44130	4	Parma/Cleveland		53,615	50,852	1,540	698	47	15:1
44131	-	Independence/Seven Hills/BrooklynHts		20,666	19,890	443	201	47	4:1
44132	-	Euclid		15,322	14,209	328	149	47	3:1
44133	-	North Royalton		28,685	27,185	549	249	47	5:1
44134	2	Parma/Cleveland		40,396	38,092	1,605	727	47	15:1
44135	-	Cleveland/Lindale (90%)		28,561	26,613	707	320	47	7:1
44136	1	Strongsville		43,858	41,133	338	153	47	3:1
44137	1	Maple Hts/Cleveland		26,107	24,508	393	178	47	4:1
44138	-	Olmsted Twp/Olmsted Falls		18,046	16,868	43	19	47	N/A
44139	1	Bentleyville/Glenwillow/Solon		22,231	20,926	335	152	47	3:1
44140	-	Bay Village		16,076	15,026	88	40	47	1:1
44141	-	Brecksville		13,676	12,680	559	253	47	5:1
44142	-	Brookpark/Cleveland		21,132	20,113	292	132	47	3:1
44143	1	Highland Hts/Richmond Heights		23,730	22,553	1,038	470	47	10:1
44144	-	Brooklyn/Cleveland		21,805	20,473	580	263	47	6:1
44145	2	Westlake		31,972	30,431	407	184	47	4:1
44146	-	Walton Hills/Oakwood/Bedford		31,648	29,955	236	107	47	2:1
44147	-	Broadview Hts		15,954	14,953	334	151	47	3:1

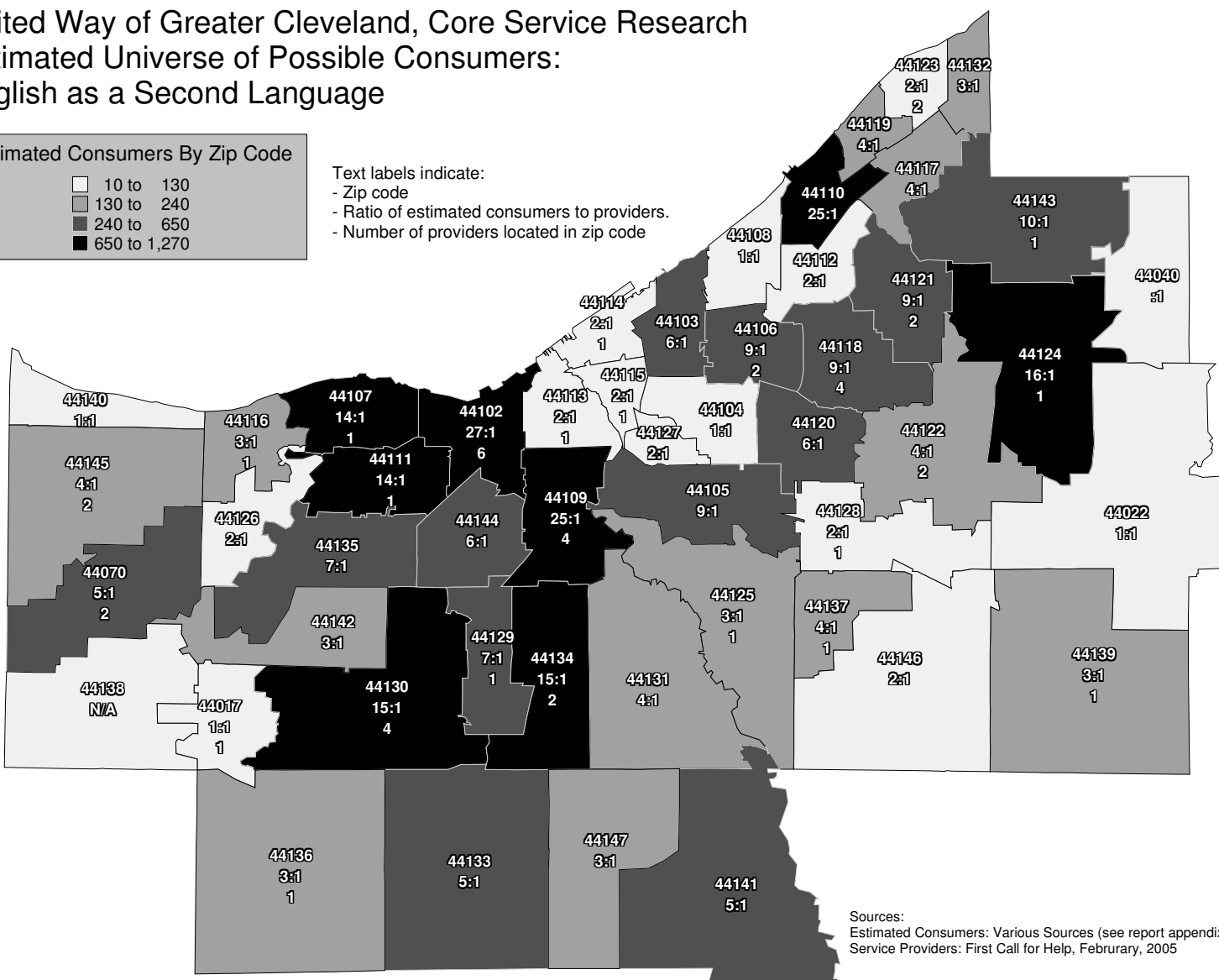
* U.S. Census 2000, SF1 (P1)
 ** U.S. Census 2000, SF3 (P8)
 *** SF3 (PCT 13)
 **** Estimate was derived by assuming that 100 percent of the 4,526 children and youth in linguistically isolated households according to U.S. Census 2000 would be consumers plus 36 percent of 26,579 persons 18+ years in linguistically 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)
 ***** United Way First Call for Help Call Data, February 2005

Attachment 10: Map

United Way of Greater Cleveland, Core Service Research Estimated Universe of Possible Consumers: English as a Second Language



Text labels indicate:
 - Zip code
 - Ratio of estimated consumers to providers.
 - Number of providers located in zip code



Sources:
 Estimated Consumers: Various Sources (see report appendix)
 Service Providers: First Call for Help, February, 2005



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Greater Cleveland**

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