

Core Service Report

Literacy Instruction

Consumer Category:
Educational / Employment Limitations

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



February 2007

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COMPANION REPORTS

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

ACKNOWLEDGEMENTS

We are grateful to the multiple public and private funders, provider agencies, experts in the various fields of interest, external reviewers, United Way Community Investment Committee clusters, and staff of United Way for their assistance, support, information, and insight. We would like to acknowledge the substantial contributions of Cleveland Reads.

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Suggested Citation: MCS Consulting Service. (2007). Core service report: Literacy instruction. United Way of Greater Cleveland. Available at <http://uws.org>

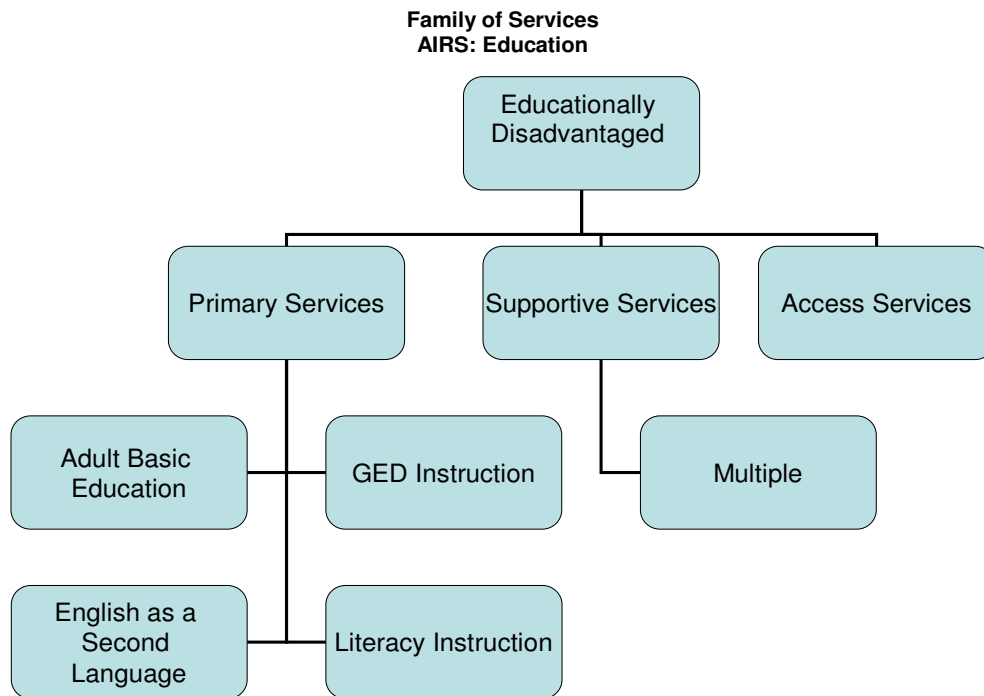
SNAPSHOT

AIRS Code Level I: Education (H)
AIRS Code Level II: Educational Programs (HH)
Core Service: Literacy Instruction (HH-050.450)

Investment Committee: Learning and Earning for Life
Cluster: Education

AIRS Definition: Programs offered by a variety of organizations including regular and adult schools, libraries, correctional facilities, and businesses and industries that provide reading and writing instruction for adults who cannot read or write at a functional level.

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



Core Service Environment

In the past, literacy was defined as the ability to read and use printed materials at the most basic level. However, today’s world demands that adults have higher levels of basic skills in order to function. The current definition of literacy includes problem solving and higher level reasoning skills. Congress defined literacy in its 1991 National Literacy Act as “an individual’s ability to read, write, and speak in English, and compute and solve problems at levels of proficiency necessary to function on the job and in society, to achieve one’s goals, and develop one’s knowledge and potential” (Reder, 1998). While data from the National Assessment of Adult Literacy (NAAL) 2003

survey suggests that adults can read about as well as they could a decade ago, there are 11 million adults in the United States who are non-literate in English (Department of Education, 2005c).

To ensure that adults have the literacy skills they need to survive and succeed, the U.S. Department of Education concluded that adult education programs must be research based and accountable for results. Their comprehensive and preventive approach calls for focusing resources toward proven, research-based methods to ensure that all adults have the necessary literacy skills to be successful. Working at 80 sites in 16 states, the Adult Literacy Research Network tests how proven reading instruction strategies for children can be adapted to accelerate adult learning.

Since the NAAL report found that nearly a fourth of all adults with below basic prose literacy skills were awarded a high school diploma, the president's High School Initiative extended the principles of No Child Left Behind to the nation's high schools. The goal is to bring high standards, accountability, annual measurement, and increased resources to secondary education so that students who graduate have the skills they need to advance in school and in life.

The Adult Education and Family Literacy Act (AEFLA) is the primary federal policy dealing with literacy. Currently, there are four AEFLA programs funded: the Adult Education State Grants and the National Leadership Activities are funded by the Department of Education; the National Institute for Literacy is an independent federal agency; and Incentive Grants are administered by the Department of Labor (Irwin, 2005).

Core Service Consumers

The target population addressed in this core service report is adults aged 16 or older who are either non-literate in the English language or performing at the below basic level of English proficiency such that they have no more than the simplest, most concrete literacy skills.

The following from the National Center for Education Statistics report, "A First Look at the Literacy of America's Adults in the 21st Century" (2005), illustrates changes in the average prose, document, and quantitative literacy scores of adults by race/ethnicity between the 1992 National Adult Literacy Survey (NALS) survey and the 2003 National Assessment of Adult Literacy (NAAL).¹ Statistically significant findings include:

- Average prose literacy scores increased for blacks (+6), and Asians/Pacific Islanders (+16), declined for Hispanics (-18), and remained relatively unchanged for whites.
- Average document literacy scores increased for blacks (+8), declined among Hispanics (-14), and remained relatively unchanged among whites.

Literacy increased among the 25 to 39, 50 to 64, and 65 and above age cohorts. Adults in the lowest age cohorts had the lowest level of literacy skills in both the 1992 and 2003 surveys. Reasons for these changes were not identified.

¹ The 2003 NAAL was designed to be the follow-up to the 1992 NALS. Both surveys use the same main components and scoring levels looking at prose, document, and quantitative literacy; but the NAAL added additional questions in areas such as health literacy and an enhanced background questionnaire. Therefore, comparison of literacy scores between the two surveys is appropriate.

Ohio's lowest literacy level performers tend to have little education, with just 36 percent completing high school, attaining a GED certificate, or attending a post-secondary education, as compared with 74 percent across the state. More than 40 percent of the low performers were 65 or older, although only 17 percent of the population falls into that demographic. Roughly a quarter, or 26 to 28 percent, of the low performers have a mental or physical condition that prevents them from participating fully in the workforce, school, or other activities, as compared with 11 percent of the state population (Jenkins & Kirsch, 1994).

In Cuyahoga County, there were an estimated 509,264 persons in the county with literacy skills below the minimum standard. The number is expected to drop to 495,634 by the year 2015 as a result of population shifts. Breaking the figures down further reveals that the City of Cleveland had even more dismal results with 382,365 individuals over the age of 16. Of those, 38 percent fell into the lowest literacy level and 72 percent fell into the two lowest groups (Reder, 1998).

Core Service Delivery

The definition of the core service for this report is: programs that assist students in gaining proficiency in literacy skills including reading, writing, speaking in English, computing, and solving problems at levels of proficiency necessary to function on the job, in the family, and socially.

According to the U.S. Department of Labor:

Adult literacy and remedial education teachers instruct adults and out-of-school youths in reading, writing, speaking English, and performing elementary mathematical calculations—basic skills that equip them to solve problems well enough to become active participants in our society, to hold a job, and to further their education.

Remedial education teachers teach basic academic courses to students 16 years and older who demonstrate the need to increase their skills in one or more subject areas. Classes are taught to appeal to a variety of learning styles and usually include large-group, small-group, and one-on-one instruction. Because the students often are at different proficiency levels in different subjects, adult basic education teachers must make individual assessments of each student's abilities beforehand. In many programs, the assessment is used to develop an individualized education plan for each student. Teachers are required to periodically evaluate students to determine their progress and potential for advancement to the next level.

Based on United Way - First Call for Help's (FCFH) database (February 2005), there are 16 literacy instruction providers operating from 36 different sites, 5 of which are government run and 10 are nonprofit (1 other). In FY 2004 (July 2003 to June 2004), United Way funded one of the providers. FCFH call data shows an increase in the number of total requests for literacy instruction programs in the county: from 24 in 2000 to 41 in 2004 (71 percent increase). Over the same five-year period, FCFH had 166 requests for information about literacy instruction. Of these requests, they were able to make referrals to 99 percent of callers.

Two sources fund literacy instruction programs primarily through the Adult Education and Family Literacy Act (AEFLA): 1) federal grants to state departments of education and 2) the required match for the program from state departments of education. In analyzing funding for literacy instruction, it is also important to note that there is considerable similarity and overlap with the other core service areas of GED instruction, adult basic education, and English as a second language programs.

Several other federal programs have components of literacy instruction, but services and money are not exclusively earmarked for the program, as is funding from AEFLA.

Federal funding for the AEFLA program has decreased in recent years. 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. Ohio's general revenue funding for adult literacy education has trended downwards slightly (from \$8,739,607 in 2002 to \$8,539,738 in 2007), but it has been mostly stable.

From 2003-2005, local funding for the entire ABLE program in Cuyahoga County fell from \$3,590,838 to \$3,375,964. No specific breakdown by ABLE fundable services (i.e., basic literacy, GED, ESOL) could be determined as the same funding for all components given to the service provider, and they determined the distribution across components. In Cuyahoga County, all of the 47 providers funded by ABLE offered adult basic education services. Even Start funding has dropped precipitously, and the program is scheduled to be de-funded after FY 2007.

As of May 11, 2006, \$961,889 in revenues for literacy instruction services has been identified countywide. Government funding was not exclusive to literacy and was not included in identified revenues for this core service. Federated fundraising organizations accounted for 13 percent of revenue while United Way provided 12 percent from Investment Committee allocations and designated gifts. Seventy-six percent of the reported revenues are from foundations and trusts.

In 2004, the average cost per hour per student was estimated to be \$147 (Cleveland Reads, 2006). This figure includes pre-testing, goal setting, and hours of instruction. The average number of hours per student completing the program is 30 hours.

What Works; What Doesn't

Persons with higher prose literacy scores are more likely to be employed full time and earn higher weekly salaries. Sixty-four percent of survey respondents scoring at the proficient level were employed full-time and earned an average of \$975 a week. In contrast, 35 percent of respondents scoring at the below basic level were employed full time and earned only \$432 a week (Kutner, Greenberg & Baer, 2005).

There is little research that determines the best methods to teach adult education programs. A study published in 2001 (Purcell-Gates, 2001) analyzed 271 adult literacy programs, including adult literacy classes, individual tutoring, English as a second language (ESL) literacy, workplace literacy, family literacy programs, library-based programs, and prison education programs. Research found that while the majority of adult educators express a need for highly collaborative, individualized instruction, the majority of programs do not use this approach.

Program quality is sometimes poor. There are specific programming ideas and wrap-around services that, if implemented, could improve literacy programming. These include better teacher and tutor training, greater availability of childcare and transportation services, and better instructional materials (Reder, 1998). Nationally, less than 10 percent of adults who could benefit from literacy programs were participating in them (Reder, 1998).

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

Individuals with low literacy skills have a disadvantage in society. Their options are not the same as those available to individuals with higher levels of literacy skills. This lack of options has economic, social, and personal impacts (Reder, 1998).

Gap Analysis

Including both realized (9,497) and unrealized (224,764) access, the estimated universe of possible consumers for literacy instruction programs is 234,261 persons 16+. (9,497 + 224,764).

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

At one time, basic literacy skills gave a person an advantage in the labor market. However, with continued advancements in technology and communications, the ability to read and comprehend complicated material is both expected and demanded. As written texts and materials become more intricate and challenging, so has the basic definition of literacy become more specific, now requiring demonstrated problem solving and higher level reasoning skills.

The evolving definition of literacy was evident in the most recent literacy survey, the National Assessment of Adult Literacy (NAAL), which was completed in 2003 as a follow-up to the 1992 National Adult Literacy Survey (NALS). Based on the 1992 data, researchers could not determine whether those who demonstrated poor performance on the survey did so due to a lack of basic reading skills or a lack of higher-level literacy skills. The 2003 survey includes a new category—non-literate in English—to capture those adults who lack the minimum basic reading skills necessary to participate in the survey.

In the past, literacy was defined as the ability to read and use printed materials at the most basic level. However, because today’s world demands that adults have higher levels of basic skills to function, the current definition of literacy includes problem solving and higher level reasoning skills. Congress defined literacy in its 1991 National Literacy Act as “an individual’s ability to read, write, and speak in English, and compute and solve problems at levels of proficiency necessary to function on the job and in society, to achieve one’s goals, and develop one’s knowledge and potential” (Reder, 1998).

The 1992 National Adult Literacy Survey (NALS) created a three-level literacy scale for evaluation: prose literacy, document literacy, and quantitative literacy. The 2003 NAAL also relies on these literacy scales.

- *Prose literacy.* The knowledge and skills needed to perform prose tasks (i.e. to search, comprehend, and use information from continuous texts like finding information in a news article).
- *Document literacy.* The knowledge and skills needed to perform document tasks (i.e. to search, comprehend, and use information from non-continuous texts in various formats, such as filling out a job application).
- *Quantitative literacy.* The knowledge and skills required to perform quantitative tasks (i.e. to identify and perform computations, either alone or sequentially, using numbers embedded in printed materials, such as balancing a checkbook).

To measure literacy, NAAL asked respondents to “read with purpose” the provided texts and documents and then answer a series of text-related questions. The assessment included a total of 152 prose, document, and quantitative literacy tasks. Tasks from the 1992 assessment were included in the 2003 survey in order to measure changes in literacy between the two surveys (Kutner, Greenberg & Baer, 2005).

The National Assessment of Adult Literacy (NAAL) classified literacy levels as follows:

- *Below basic* indicates no more than the simplest, most concrete literacy skills. Adults’ skills range from non-literate to the ability to locate easily identifiable information, such as where to sign a form.
- *Basic* indicates skills necessary to perform simple and everyday literacy activities. For example, adults can locate easily identifiable quantitative information and use it to solve simple, one-step problems, such as comparing the ticket prices for two events.
- *Intermediate* indicates skills necessary to perform moderately challenging literacy activities. For example, adults can read and understand moderately dense, less commonplace prose texts and be able to summarize, infer, and determine cause/effect relationships. A practical example would be consulting reference materials to determine which foods contain a particular vitamin.
- *Proficient* indicates skills necessary to perform more complex and challenging literacy activities. A proficient adult can read lengthy, complex, abstract prose texts and synthesize the information, such as comparing viewpoints in two editorials.

The authors identified the following statistically significant changes between 1992 and 2003 (Kutner, Greenberg & Baer, 2005):

- Adults with below basic document literacy decreased two percentage points and below basic quantitative literacy decreased by four percentage points.
- The percentage of adults with intermediate document literacy increased by four percentage points; intermediate quantitative literacy increased by three percentage points.
- The percentage of adults with proficient prose and document literacy decreased by two percentage points.

National

The number of adults unable to complete the National Assessment of Adult Literacy (NAAL) declined from three percent in 1992 to two percent in 2003. Extrapolating the sample size of the survey to the U.S. population in general, researchers conclude that 11 million adults aged 16 or older were non-literate in English. These adults often spoke a language other than English or Spanish, or were unable to answer simple questions (Kutner, Greenberg & Baer, 2005).

Further extrapolations from the NAAL survey to the general U.S. population find the following for each literacy scale in Table 1 below:

Table 1: Prose Literacy Levels for the U.S. population (2003)

	(Numbers in millions/ percent)			
	Below Basic	Basic	Intermediate	Proficient
Prose	30 M (14%)	63 M (29%)	95 M (44%)	28 M (13%)

Source: NAAL, 2003

A picture of the most challenged population, those with below basic prose literacy skills, includes persons who did not graduate from high school (55 percent); had no English spoken before starting school (44 percent); Hispanic adults (39 percent); black adults (21 percent), and persons over age 65 (26 percent).

Unsurprisingly, persons with higher prose literacy scores were more likely to be employed full time and earned higher weekly salaries. Sixty-four percent of survey respondents scoring at the proficient level were employed full time and earned an average of \$975 a week. In contrast, 35 percent of respondents scoring at the below basic level were employed full time and earned only \$432 a week (Kutner, Greenberg & Baer, 2005).

Ohio

The 2003 NAAL survey did not include new estimates on state literacy data for Ohio. The Ohio Adult Literacy Survey, conducted in 1992, was a component of the National Adult Literacy Survey. Results indicated that 16 to 18 percent of Ohio survey respondents demonstrated skills in the lowest level of prose, document, and quantitative proficiencies (Jenkins and Kirsch, 1994). At the other end of the spectrum, 19 to 23 percent of the Ohio respondents scored in the highest levels (Jenkins & Kirsch, 1994).

Cuyahoga County

Nearly half (47 percent) of Cuyahoga County’s population aged 16 and older has literacy skills below the National Governors Association’s minimum effectiveness level. In the City of Cleveland, that number grows to roughly 69 percent.

The Center on Urban Poverty and Social Change (2004) derived literacy estimates based on demographic indicators using a formula from the model created by Dr. Stephen Reder of Portland State University. These estimates do not directly measure literacy or how it may have changed over time. Between 1990 and 2000, the number of people in Cuyahoga County who were performing at the lowest literacy level fell by about ten percent. In 1990, 25 percent of the population aged 16 and over were performing at the lowest level. By 2000, 15 percent of the population was performing at lowest level. The Center on Urban Poverty and Social Change attributes this to changes in the following variables: educational attainment, occupation, weeks worked, and labor force status. The majority of low performers live within the City of Cleveland, with literacy improving in the inner-ring suburbs and improving again in the outer-ring suburbs. Eighty percent of Cuyahoga County’s population with the lowest level of literacy skills can be found in 36 inner-city Cleveland neighborhoods and municipalities, including Kinsman, Fairfax, and Hough (Coulton et al., 2004).

PUBLIC POLICY ISSUES

NATIONAL

Laws and Regulations

U.S. Department of Education Policy

The December 15, 2005, Department of Education press release that accompanied the release of the National Assessment of Adult Literacy data called for high school reform. To ensure that adults have the literacy skills they need to survive and succeed, the U.S. Department of Education concluded that adult education programs must be research based and accountable for results. To reduce future literacy disparities, the department believes that accountability and high standards must be brought to schools at every grade level, including high school.

The U.S. Department of Education’s comprehensive and preventive approach—beginning with elementary schools and with special emphasis in high schools—calls for focusing resources toward proven, research-based methods to ensure that all adults have the necessary literacy skills to be

successful. To determine these best methods, the department convened education experts from the public and private sectors and planned a 2006 symposium to highlight sound policies and best practices. In addition, significant research investments are underway; since 2001, \$10 million has been invested in scientifically based research to identify effective interventions for teaching adults. Working at 80 sites in 16 states, the Adult Literacy Research Network tests how proven reading instruction strategies for children can be adapted to accelerate adult learning.

Since the NAAL report found that nearly a fourth of all adults with below basic prose literacy skills were awarded a high school diploma, the president’s High School Initiative extended the principles of No Child Left Behind to the nation’s high schools. The goal is to bring high standards, accountability, annual measurement, and increased resources to secondary education so that graduating students have the skills they need to advance in school and in life.

Adult Education and Family Literacy Act

Federal adult education programs have received funding since the 1960s. The National Literacy Act passed in 1991 and increased emphasis on literacy skills within adult education programs. The National Literacy Act also initiated the National Institute for Literacy, State Literacy Resource Centers, and the Literacy Programs for Prisoners. In 1998, Title II of the Workforce Investment Act, the Adult Education and Family Literacy Act (AEFLA) repealed both the National Literacy Act and the Adult Education Act, but amended and extended many of the adult education and literacy provisions. The Adult Education and Family Literacy Act (AEFLA) is the primary federal policy dealing with literacy.

During FY 2003, the most recent year for which data is available, 2.7 million adults enrolled in AEFLA-funded programs. English literacy had the largest enrollment (44 percent), followed by adult basic education (40 percent), and adult secondary education (16 percent). Providers funded by AEFLA are typically local school districts (54 percent) or community-based organizations (24 percent).

The FY 2005 AEFLA budget totaled approximately \$600 million; Ohio received just over \$18 million. Nationally, for AEFLA programs, states spend an average of \$803 per participant, with AEFLA’s average contribution at \$206. Amounts spent per participant vary greatly from state to state. In Ohio, the average expenditure per participant was \$537, with an average of \$345 attributable to AEFLA funds.

Currently, there are four AEFLA programs funded: the Adult Education State Grants and the National Leadership Activities are funded by the Department of Education; the National Institute for Literacy is an independent federal agency; and Incentive Grants are administered by the Department of Labor (Irwin, 2005).

- **Adult Education State Grants.** These grants support adult education systems that are intended increase adult learner achievement in order to prepare them for family, work, citizenship, and future learning. Among several goals set by the Department of Education in 2003, one goal was to have 44 percent of adults enrolled in English literacy programs acquire the level of English language skills needed to complete the levels of instruction in which they enrolled. Actual performance indicators illustrate that only 36 percent of adults achieved this goal (Department of Education, 2005).

- **National Leadership Activities.** Financed from the AEFLA appropriation, National Leadership Activities fund enhancements in the quality of adult education and literacy nationwide, including technical assistance, capacity building, and demonstration programs.
- **National Institute for Literacy.** Annually financed from the AEFLA appropriation, the institute’s purpose is to provide leadership for the improvement of literacy, coordinate literacy services and policies, and serve as a resource for adult education and literacy programs by disseminating information and supporting effective services. Legislation pending before the United States House of Representatives would eliminate the funding ceiling of \$8 million and increase the total allocation of resources percent from 1.5 to 1.75 percent. In addition, the program’s purpose would be modified to promote literacy for people of all ages, not just adults (Irwin, 2005).
- **Incentive Grants.** Administered by the Department of Labor, Incentive Grants are funded through a 1.72 percent allocation from the AEFLA that is transferred to the Labor Secretary for distribution to the states for Title V Incentive Grants under the Workforce Investment Act of 1998 (Irwin, 2005).

Additional funding information will be provided in Section IV.

LOCAL

Local Initiatives

Literacy Cooperative of Greater Cleveland

In 2004 and in response to largely unchanged levels of low literacy in the Greater Cleveland community, The Cleveland Foundation, the George Gund Foundation, and the Martha Holden Jennings Foundation approved grants to fund a community planning process to seek creative and new solutions to the problem of low literacy and its implications. The overall goal was to determine the need, identify solutions, and implement a collaborative literacy plan with community stakeholders (Literacy Cooperative of Greater Cleveland, 2004). In March of 2006, the Literacy Cooperative of Greater Cleveland published and disseminated to the community a planning process report and action plan for literacy entitled “Advancing Literacy in Greater Cleveland.” The report outlines the five strategic areas the cooperative will focus on to raise the literacy levels of children, youth, and adults across Greater Cleveland, as recommended by 10 separate task forces involved in the planning process:

1. Provide a centralized information and referral center.
2. Ensure that training, curriculum, and instruction techniques are available to providers.
3. Establish evaluation and accountability standards.
4. Identify and secure public and private funding for literacy.
5. Launch a public awareness and outreach campaign (Literacy Cooperative of Greater Cleveland, 2006).

III. THE CORE SERVICE CONSUMERS

DEFINITION OF TARGET POPULATION

The target population addressed in this core service report is adults aged 16 or older who are either non-literate in the English language or performing at the below basic level of English proficiency such that they have no more than the simplest, most concrete literacy skills.

DEMOGRAPHIC CHARACTERISTICS

National

The National Center for Education Statistics report “A First Look at the Literacy of America’s Adults in the 21st Century” (2005) illustrates changes in the average prose, document, and quantitative literacy scores of adults by race/ethnicity between the 1992 survey and the 2003 survey. Statistically significant findings include:

- Average prose literacy scores increased for blacks (+6), and Asians/Pacific Islanders (+16), declined for Hispanics (-18), and remained relatively unchanged for whites.
- Average document literacy scores increased for blacks (+8), declined among Hispanics (-14), and remained relatively unchanged among whites.

Literacy increased among the 25 to 39, 50 to 64, and 65 and above age cohorts. Adults in the lowest age cohorts had the lowest level of literacy skills in both the 1992 and 2003 surveys.

Not surprisingly, as the level of academic achievement increases, so does the prose literacy score. Survey respondents with a graduate degree or some graduate education had the highest prose literacy scores. However, the average of these scores was still below the proficient level. At the other end of the spectrum, high school dropouts had the lowest scores, the average of which was at the below basic level. Survey respondents with a GED or a high school diploma have average scores at the basic level.

The NALS study (1992) found that older adults were more likely than middle-aged or younger adults to demonstrate limited literacy skills. In the study population, African Americans were more likely than whites to perform in the two lowest literacy levels. Latino adults who were born in the United States or one of its territories have higher average literary proficiencies than African American adults. There were no noticeable differences between Ohio men and women when it came to understanding prose or documents, but men displayed somewhat higher than average quantitative proficiencies than women (Jenkins & Kirsch, 1994).

Ohio

Ohio’s lowest literacy level performers tend to have little education, with just 36 percent completing high school, attaining a GED certificate, or attending a post-secondary education, as compared with 74 percent across the state. More than 40 percent of the low performers were 65 or older, although only 17 percent of the population falls into that demographic. Roughly a quarter, or 26 to 28 percent, of the low performers have a mental or physical condition that prevents them from participating fully in the workforce, school, or other activities, as compared with 11 percent of the state population (Jenkins & Kirsch, 1994).

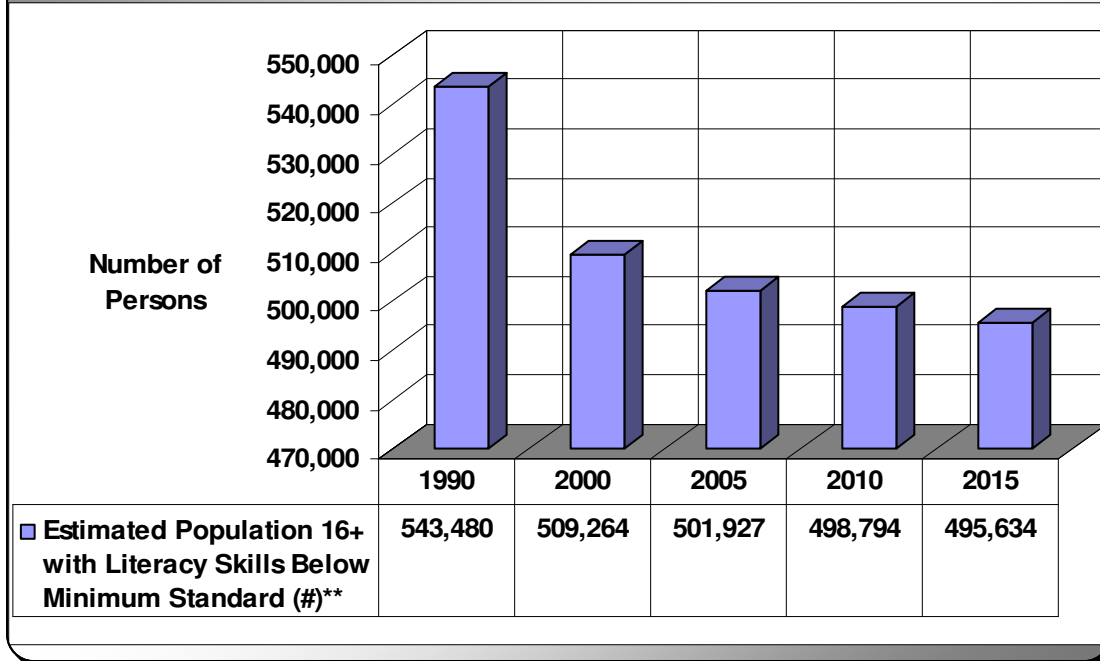
The Ohio Adult Literacy Survey reported that on a scale of five, 44-49 percent of the sample population performed in the two lowest levels. Programs and services in Ohio include basic literacy, preparation for the test of General Educational Development (GED), English for speakers of other languages, citizenship preparation, family literacy, and workplace literacy.

Estimated Persons in Need

In Cuyahoga County, there were over 1.1 million individuals age 16 and over. According to the Center on Urban Poverty and Social Change, the percentage of adult residents in Cuyahoga County with unacceptably low levels of literacy was 47 percent in 2000 (509,264 persons). Individuals with the two lowest levels of literacy can perform some reading tasks, but their skills are not sufficient to function in daily life. Breaking the figures down further reveals that the City of Cleveland had even more dismal results with 382,365 individuals over the age of 16. Of those, 38 percent fell into the lowest literacy level and 72 percent fell into the two lowest groups (Reder, 1998).

In Cuyahoga County, the populations important to determining the estimated number of persons in need of literacy instruction services include non-literate English speakers and below basic skill level English speakers. The number is expected to decline in the next decade. As the graph below illustrates, the estimated number peaked in 1990 at 543,480. This population is expected to drop to 495,634 by the year 2015. (See Figure 1.)

**Figure 1: Literacy Instruction
Estimated Persons in Need
Cuyahoga County, 1990-2015**



Sources:

* U.S. Census 1990, STF 1 (P11); 2000, SF3 (P8); 2005-2015, Ohio Department of Development, (July, 2003). Note: Ages 16+ in 2005-2015 prorated from ages 15+ using ratio of 16+ to 15+ in 2000.

** The Greater Cleveland Literacy Collaborative Planning Process. (2005, July 25). Advancing literacy in Greater Cleveland. According to the Center on Urban Poverty and Social Change, the percentage of adult residents in Cuyahoga County with unacceptably low levels of literacy was 47 percent in 2000. In 1990, it was 49 percent of the population 16+. Assumes same percentage (47 percent) across future periods.

REALIZED ACCESS TO SERVICE

Realized access to service is represented by the number of consumers actually served. It includes 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 services.

In FY 2004, United Way of Greater Cleveland (UW) funded 482 persons for literacy instruction. The Ohio Department of Education (ODE) was unable to specifically identify how many persons received only literacy instruction services as most of the program providers receive adult basic literacy education (ABLE) funding and offer many of the ABLE components together (i.e., basic literacy, GED, English as a second language (ESL), and family literacy). However, they were able to provide consumer numbers for each provider receiving ABLE funding in Cuyahoga County. ODE reported

9,497 consumers of services funded by ABLE in 2004. By far, the highest number of consumers was from Cleveland Municipal School District, with 5,200 persons served.

In Cuyahoga County, United Way Service sites for literacy instruction primarily served females (58 percent). The majority of the service recipients were between the ages of 20 and 54 (67 percent). (See Attachment 3.)

While 70 percent of the countywide population 16+ is white, 25 percent black, and 2 percent Asian, consumers funded by United Way were 27 percent white, 62 percent black, and 5 percent Asian. Recipients' income data was not reported.

Geographically, 29 percent of the county population 16+ resides in Cleveland and 71 percent in the suburbs; United Way funded consumers were 93 percent residents of Cleveland and 7 percent of suburbs. (See Attachment 4.)

IV. CORE SERVICE DELIVERY

CORE SERVICE DEFINITION

The definition of the core service is: programs that assist students in gaining proficiency in literacy skills including reading, writing, speaking in English, computing, and solving problems at levels of proficiency necessary to function on the job, in the family, and socially. For quantification purposes, this has been operationalized as estimated population 16+ with literacy skills below minimum standard.

BACKGROUND ON CORE SERVICE

According to the U.S. Department of Labor (2006-07):

Adult literacy and remedial education teachers instruct adults and out-of-school youths in reading, writing, speaking English, and performing elementary mathematical calculations—basic skills that equip them to solve problems well enough to become active participants in our society, to hold a job, and to further their education. The instruction provided by these teachers can be divided into three principle categories: *remedial or adult basic education (ABE)* is geared toward adults whose skills are either at or below an eighth-grade level; *adult secondary education (ASE)* is geared towards students who wish to obtain their General Educational Development (GED) certificate or other high school equivalency credential; and *English literacy* instruction for adults with limited proficiency in English. Traditionally, the students in these adult education classes have been primarily those who did not graduate high school or who passed through school without acquiring the knowledge needed to meet their educational goals or to participate fully in today’s high-skill society. Increasingly, however, students in these classes are immigrants or other people whose native language is not English. Educators who work with adult English-language learners are usually called *teachers of English as a second language (ESL)* or *teachers of English to speakers of other languages (ESOL)*.

Remedial education teachers (more commonly called adult basic education teachers) teach basic academic courses in mathematics, languages, history, reading, writing, science, and other areas, using instructional methods geared toward adult learning. They teach these subjects to students aged 16 years and older who demonstrate the need to increase their skills in one or more of the subject areas mentioned. Classes are taught to appeal to a variety of learning styles and usually include large-group, small-group, and one-on-one instruction. Because the students often are at different proficiency levels in different subjects, adult basic education teachers must make individual assessments of each student’s abilities beforehand. In many programs, the assessment is used to develop an individualized education plan for each student. Teachers are required to periodically

evaluate students to determine their progress and potential for advancement to the next level.

Teachers in remedial or adult basic education may have to assist students in acquiring effective study skills and the self-confidence they need to reenter an academic environment. Teachers also may encounter students with a learning or physical disability that requires additional expertise. Teachers should possess an understanding of how to help these students achieve their goals, but they also may need to have the knowledge to detect challenges their students may have and provide them with access to a broader system of additional services that are required to address their challenges.

Throughout Cuyahoga County, a wide variety of literacy instruction programs are offered through school districts and other community-based organizations.

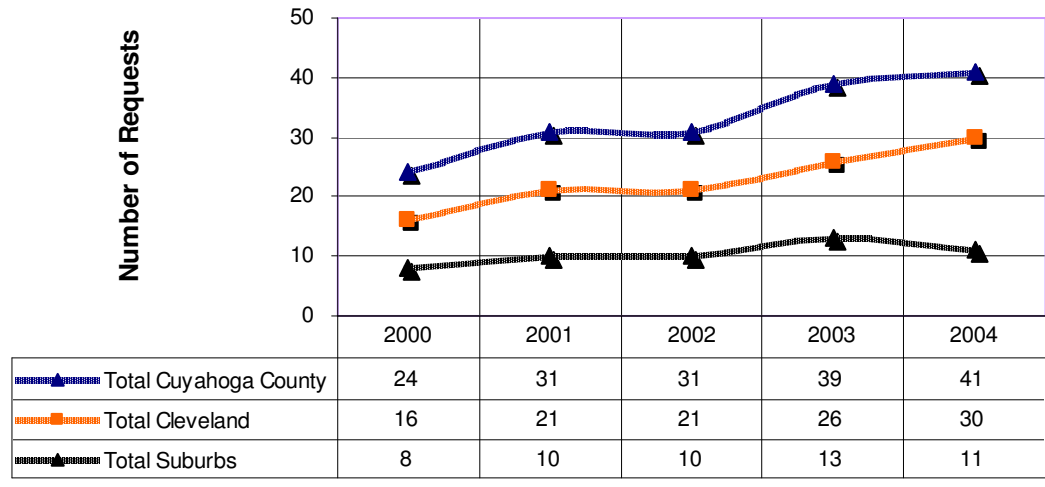
United Way – First Call for Help Call Data

Based on United Way - First Call for Help's (FCFH) database, there are 16 literacy instruction providers operating at 36 locations in the Cuyahoga County area.² The majority of these providers (10) are nonprofit organizations; however, the government, in the form of local school districts, operates five literacy instruction programs. (See Attachments 5 and 6.)

United Way - First Call for Help (FCFH) call data shows that over the five-year period from 2000 to 2004, the number of inquiries regarding literacy instruction increased by 71 percent in Cuyahoga County (from 24 to 41 calls) and by 88 percent in Cleveland (from 16 to 30 calls). (See Attachment 7 & Figure 2.) The average total annual volume of calls for Cuyahoga County totals 33, with the majority of those calls (23) coming from Cleveland and an average of 10 calls each year from suburbs.

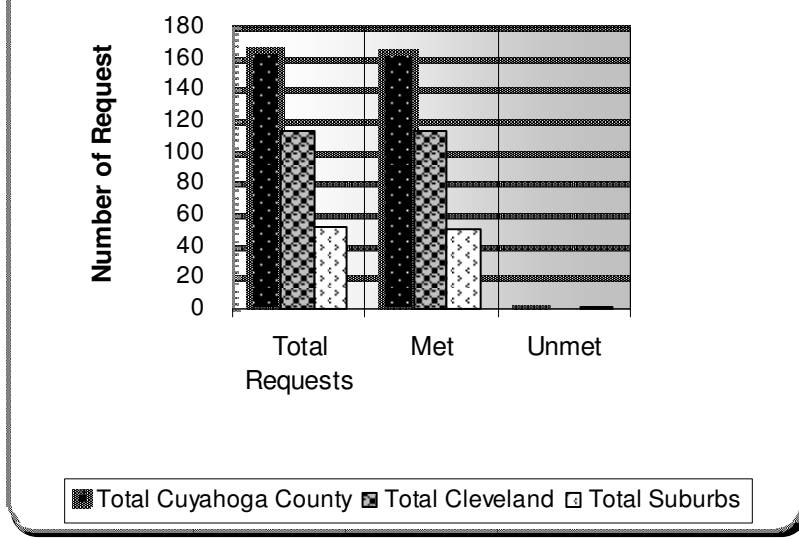
² The Greater Cleveland Literacy Collaborative notes that there are more than 180 self-identified literacy programs in Cuyahoga County (Greater Cleveland Literacy Collaborative, 2006).

**Figure 2: Literacy Instruction
United Way - First Call for Help Requests 2000-2004
Greatest Increase/(Greatest Decrease)**



Over the same five-year period, United Way - First Call for Help was able to refer all but one of the 166 callers to literacy instruction services. (See Attachment 8 & Figure 3.)

**Figure 3: Literacy Instruction
United Way - First Call for Help Requests 2000-2004
(TOTAL REQUESTS: n=166, TOTAL UNMET NEED: n=1)**



FUNDING OF CORE SERVICES

Major Government Funders

The major sources of government funding for literacy instruction programs are from the following sources:

- Adult Education and Family Literacy Act (AEFLA);
- Carl D. Perkins Vocational and Technical Education Act;
- Community Development Block Grant (CDBG) – County and City of Cleveland;
- Community Services Block Grant (CSBG);
- Even Start;
- Social Services Block Grant (SSBG);
- Temporary Assistance To Needy Families (TANF);
- Trade Adjustment Assistance (TAA); and
- Workforce Investment Act (WIA).

Two sources fund literacy instruction programs primarily through the Adult Education and Family Literacy Act (AEFLA): 1) federal grants to state departments of education and 2) the required match for the program from state departments of education. In analyzing funding for literacy instruction, it is also important to note that there is considerable similarity and overlap with the other core service areas of GED instruction, adult basic education, and English as a second language programs. Several other federal programs have components of literacy instruction, but services and money are not exclusively earmarked for the program, as is funding from AEFLA. Below is an explanation of major sources of government funding.

Adult Education and Family Literacy Act (AEFLA)

In 1998, 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 service programs 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 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, who lack a high school diploma, or lack 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 programs for individuals with limited English proficiency. Nationally, 54 percent of AEFLA funds went to local education agencies (LEAs—or school districts), and 19 percent went to community-based organizations (Rubinstein & Mayo, 2006).

Federal funding for the AEFLA program has decreased in recent years. 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 for 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, 2005a). 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 to the State of Ohio for adult education programs, combined with \$8,539,739 from 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. Ohio’s general revenue funding for adult literacy education has trended downwards slightly (from \$8,739,607 in 2002 to \$8,539,738 in 2007), but it has been mostly stable.

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

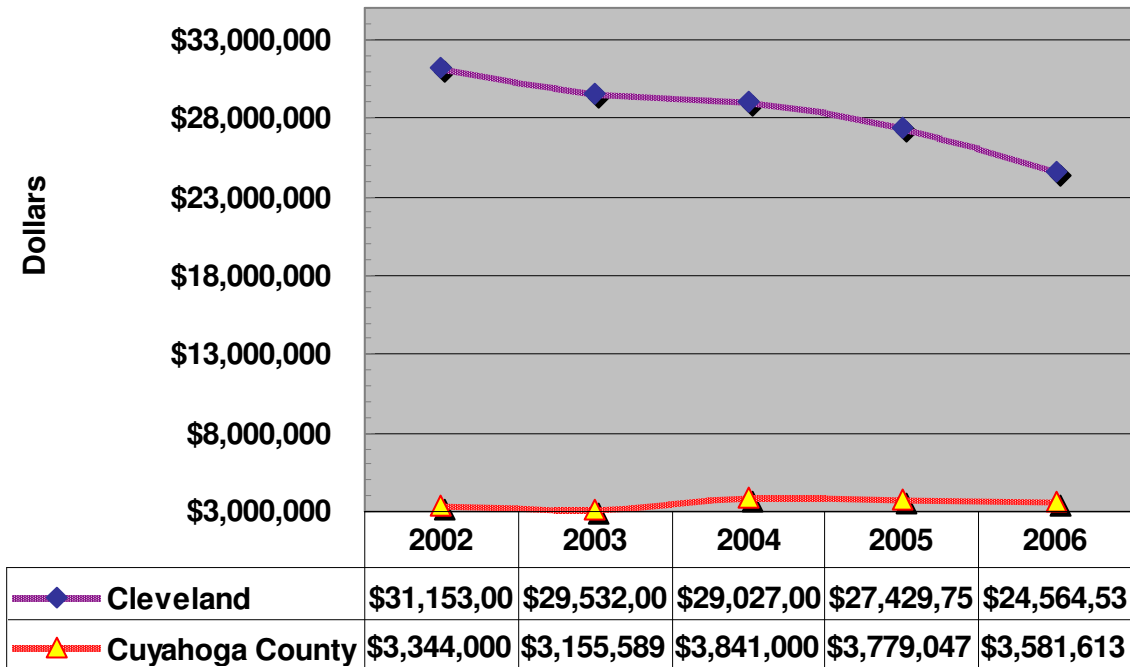
Carl D. Perkins Vocational and Technical Education Act

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

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

Community Development Block Grant (CDBG) funds are intended to develop viable urban communities by providing decent housing and a suitable living environment and by expanding economic opportunities, principally for low- and moderate-income persons, thus homeless services are often funded from CDBG funds. The U.S. Department of Housing and Urban Development (HUD) determines the yearly amount of federal funds that cities and counties are entitled to through a formula based upon population, growth lag, poverty level, age of housing, and overcrowding. CDBG provides federal funding for locally initiated neighborhood improvement projects. City CDBG funding has been trending downward. County CDBG funds have increased slightly. Below is a trend of *total* CDBG funding in Cuyahoga County and the City of Cleveland. (See Figure 4.)

**Figure 4: Community Development Block Grant Funds
Cuyahoga County and Cleveland, CY 2002-2006**



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

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

Community Services Block Grant (CSBG)

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

Even Start

The federal Even Start program, a family literacy program, also supports adult literacy instruction 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 integrates 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 will be phased out entirely by FY 2007 due to several national studies showing that the program was not effectively increasing literacy levels. The administration believes that other high priority programs such as Reading First and Early Reading First (both geared toward 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 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 Act is the Social Services Block Grant (SSBG) program. A formula grant made to states based on 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 & Mayo, 2006). Cuyahoga County received \$27 million from SFY 2005-2007 from the SSBG. No funds went directly to literacy instruction.

Temporary Assistance for Needy Families (TANF)

Enacted in 1996, the TANF law ended the individual federal entitlement to welfare and replaced it with a block grant to states, imposed a five-year cumulative lifetime limit on use of federal funds to provide assistance, and required welfare recipients to work. It affects low-income families, including 4.7 million individuals and nearly 2 million families. Jurisdiction varies, but includes TANF, human services, or social services agencies. Under TANF, states are free to pay for individuals to participate in education and training. The law, however, discourages access to training and education for recipients by limiting the length of time that vocational educational training can count toward program participation rates. The TANF program receives an annual federal appropriation of about \$1.65 billion for family assistance grants. States may carry over unused funds from year to year, although carry-over funds may only be used for “assistance” if they are not obligated for another use in the year they became available. Recently, however, carry-over funds have been on the decline as states continue to spend and transfer TANF funds (The Workforce Alliance, Rubinstein and Mayo, 2006).

Trade Adjustment Assistance

The Trade Adjustment Assistance (TAA) program (Public Law 107-210) was created in 1974 to assist workers who lost their jobs due to increased competition from imports. The most recent program

changes occurred in 2002, under the Trade Act of 2002. Trade Act programs are designed to help trade-affected workers return to employment in suitable jobs and to obtain retraining where appropriate. The state agency with jurisdiction includes state workforce or employment service agencies. Appropriations for training under the TAA program are statutorily capped at \$220 million.

Workforce Investment Act (WIA)

Congress passed the Workforce Investment Act (WIA) in 1998 to strengthen the nation's workforce development system, specifically by streamlining and coordinating the delivery of multiple employment, education, and training programs (Public Law 105-220). Title I of WIA addresses the needs of adult job-seekers, dislocated workers, and youth. The state agency with jurisdiction varies, but includes state departments of labor, workforce development, and economic development. Federal funding for WIA programs has decreased over the last several years. WIA adult formula funding declined 8.4 percent from \$945 million in FY 2002 to \$865.7 million in FY 2006. Dislocated worker formula funding has decreased by 3.2 percent, from \$1.233 billion in FY 2002 to \$1.193 billion in FY 2006. In addition, federal funding for state allotments under Employment Service, which distributes unemployment insurance and other services to dislocated workers and is to be coordinated with WIA programs, decreased by 9.2 percent: from \$796.7 million in FY 2002 to \$723.1 million in FY 2006. Of the \$2.4 billion in adult and dislocated worker funds spent locally during program year (PY) 2003, only about 40 percent was spent on training. The rest was spent on program costs (including job search assistance, case management, and supportive services) and administration (The Workforce Alliance, Rubinstein & Mayo, 2006).

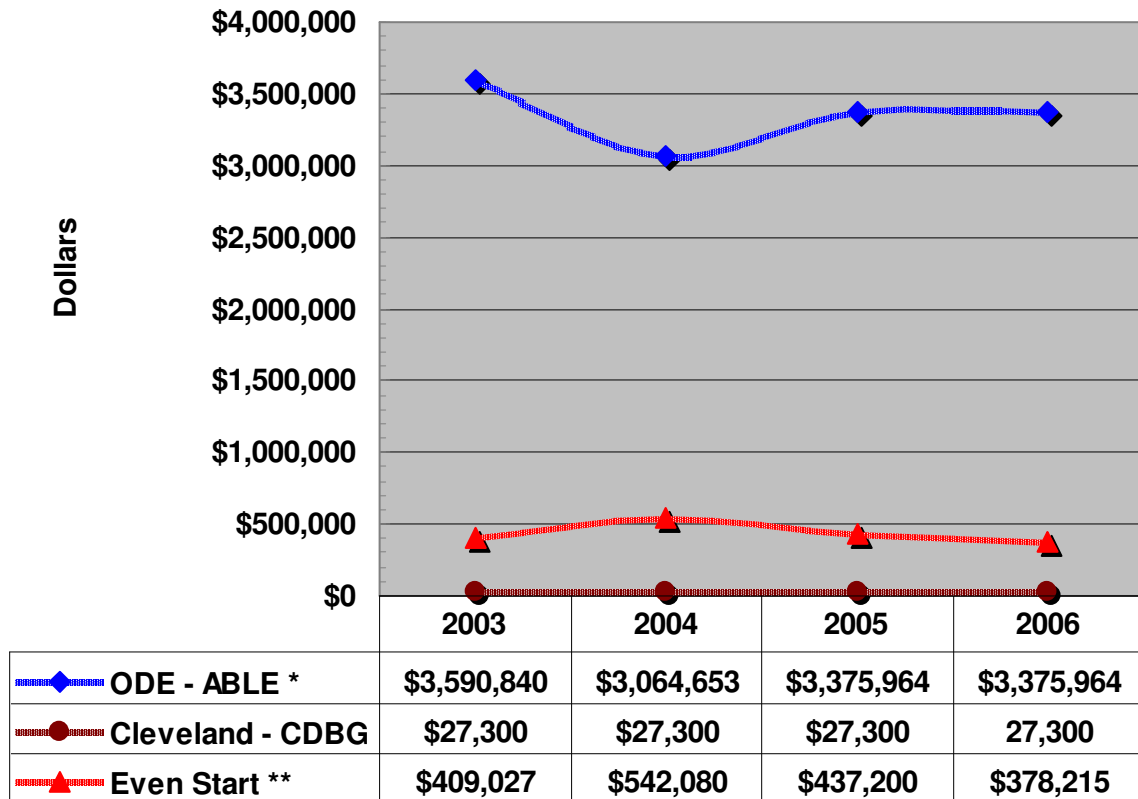
Other Programs

It is important to note that other government funding for programs for youth, for incarcerated youth, for rehabilitation services programs for disabled individuals, and other workforce investment programs may provide and fund some adult literacy instruction programs, but funding is not earmarked for the specific service.

Trends of Identified Government Funders in Cuyahoga County

From 2003 to 2005, local funding for the entire ABLE program in Cuyahoga County fell from \$3,590,838 to \$3,375,964. No specific breakdown by services fundable by ABLE (i.e., basic literacy, GED, ESOL) could be determined because the same funding for all components was given to the service providers, which then determined the distribution across components. Even Start funding has dropped precipitously, and the program is scheduled to be de-funded after FY 2007. (See Figure 5.)

Figure 5: Identified Government Funding for Adult Basic Education, ESL, GED, Literacy Instruction Cuyahoga County, CY 2002-2004



Source: Ohio Department of Education and Even Start

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

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

IDENTIFIED REVENUES

As of May 11, 2006, \$961,889 in revenues for literacy instruction services has been identified countywide. (See Table 2.) This includes information from foundations, federated fundraising organizations, and United Way of Greater Cleveland. These figures are an underestimate of funding available for literacy instruction. Government funding was not exclusive to literacy and was not included in identified revenues for this core service.

Federated fundraising organizations accounted for 13 percent of identified revenue while United Way provided 12 percent from Investment Committee allocations and designated gifts. Seventy-six percent of the reported revenues are from foundations and trusts.

Over a three-year period, beginning in 2002 and ending in 2004, the Cuyahoga County area literacy instruction effort has benefited from local foundation donations. Over this time period, the largest foundation contributors included The Cleveland Foundation, the Gund Foundation, and the Jennings

Foundation. In September 2005, these three foundations, Cleveland’s largest foundations, announced plans to launch a collaborative effort to raise the level of literacy in Greater Cleveland. Together, these foundations have committed \$700,000 to establish the Literacy Cooperative of Greater Cleveland, which will work to ensure that all children and adults in Greater Cleveland reach their highest potential for employment, self-sufficiency, and lifelong learning.

Funding data from government entities, including the State of Ohio, Cuyahoga County, and the federal government was not available (see Trends of Government Funders and Figure 5 above).

Table 2: Identified Annual Revenue for Core Services: Countywide and United Way of Greater Cleveland Literacy Instruction Programs, 2003/2004.

Funder	Period	A		B	
		Identifiable Total Dollars County-wide		Total Dollars UW-Funded Agencies (Actual FY2004)	
		Amount	% of Total (A)	Amount	% of Total (B)
Total - Contributions and dues (less UW designations)				113,774	20.71%
1525 Foundation		10,000			
Bruening Foundation, Eva L. and Joseph M.		50,000		20,400	
Cleveland Foundation, The		61,500		20,000	
Deaconess Community Foundation		77,000			
Gund Foundation, The George		300,000		10,000	
Jennings Foundation, Martha Holden		37,800			
O'Neill Foundation, The William J. and Dorothy K.		25,000			
Reuter Foundation, The		10,000			
Sisters of Charity Foundation of Cleveland		20,000			
Wean Foundation, The Raymond John		35,000			
White Foundation, The Thomas H.				10,000	
Other Private Foundations - Not Elsewhere Classified		15,750		97,035	
Ginn		20,000			
Kulas		35,000			
Hershey		30,000			
Total - Foundations & Trusts		727,050	75.59%	157,435	28.66%
Jewish Community Federation		100,000			
United Black Fund of Greater Cleveland		23,000			
Total - Federated Fundraising Organizations		123,000	12.79%	0	0.00%
State Department of Education				28,719	
Subtotal State of Ohio		0	0.00%	28,719	5.23%
Other City of Cleveland Funders - Not Elsewhere Classified				90,674	
Subtotal City of Cleveland Funding Sources		0	0.00%	90,674	16.51%
All Other Funding - Not Elsewhere Classified				6,315	
Subtotal Other Govt Funding Sources		0	0.00%	6,315	1.15%
Total - Contracts/grants from government organizations		0	0.00%	125,708	22.89%
Total - Investment Income				40,500	7.37%
Subtotal Non - UWGrCle Support		850,050	88.37%	437,417	79.64%
Total - UWGrCle designations applied to program		35,773	3.72%	35,773	6.51%
Total - UWGrCle investment committee allocation		76,066	7.91%	76,066	13.85%
Subtotal UWGrCle Support - 4001, 4701 & 4703		111,839	11.63%	111,839	20.36%
Total Support/Revenue		961,889	100%	549,256	100%

REIMBURSEMENT/COST

Through WIA, the average cost of adult literacy education is \$180 per student (ProLiteracy, 2005). The average cost of an Adult Basic and Literacy Education (ABLE) student is \$510.81 annually (Ohio Department of Education, n.d.).

According to the U.S. Department of Labor (2006-07) median hourly earnings of adult literacy and remedial education teachers were \$18.74 in May 2004. The middle 50 percent earned between \$14.07 and \$25.49. The lowest 10 percent earned less than \$10.57, and the highest 10 percent earned more than \$34.94. Part-time adult literacy and remedial education instructors are usually paid by the hour or for each class that they teach, and receive few or no benefits. Full-time teachers are generally paid a salary and receive health insurance and other benefits if they work for a school system or government.

V. WHAT WORKS; WHAT DOESN'T

IMPACT ON INDIVIDUALS/FAMILIES

There are two key sources for leading practices for adult literacy instruction: the National Institute for Literacy (NIFL) and the National Center for the Study of Adult Learning and Literacy (NCSALL).

The National Institute for Literacy (NIFL), a federal agency, provides leadership on literacy issues, including the improvement of reading instruction for children, youth, and adults. In consultation with the U.S. Departments of Education, Labor, and Health and Human Services, the institute serves as a national resource on current, comprehensive literacy research, practice, and policy. Its website at www.nifl.org provides extensive information on leading practices in the area of literacy instruction for all ages, including adulthood. Specifically, “Bridges to Practice” material is a research based model designed for the estimated 40-50 percent of possibly learning-disabled adults in social service and related programs. Additionally, NIFL is responsible for developing and disseminating scientifically based reading research and research-based products to educators, parents, policymakers, and others through the Partnership for Reading, a collaborative effort among NIFL, the U.S. Department of Education (ED), the National Institute of Child Health and Human Development (NICHD), and the U.S. Department of Health and Human Services (HHS).

The National Center for the Study of Adult Learning and Literacy (NCSALL) at www.ncsall.net is a federally funded research and development center focused solely on adult learning. NCSALL's efforts are dedicated to improving practice in educational programs that serve adults with limited literacy and English language skills as well as those without a high school diploma. NCSALL also offers training and teaching materials that follow best practices.

What Works

A study published in 2001 analyzed 271 adult literacy programs, including adult literacy classes, individual tutoring, English as a second language (ESL) literacy, workplace literacy, family literacy programs, library-based programs, and prison education programs. School personnel completed a questionnaire that allowed researchers to determine the degree to which the literacy activities and materials used in the classroom reflected real-life out-of-school literacy activities and how collaborative or teacher-directed the program was described to be (Purcell-Gates, 2001).

- **Authenticity.** The degree to which the literacy activities and materials used in the classroom reflected real-life out-of-school literacy activities was rated on an “authentic scale” with highly authentic programs relying on no skill books or set curriculum, but rather using real newspapers, driver’s license materials, etc. In other words, highly authentic programs utilized materials strongly relevant to students’ lives. At the other end of the spectrum, there are programs defined as “highly school-only” that rely on set curriculums and utilize materials from publishers, with almost no mention of real-life materials (Purcell-Gates, 2001).
- **Collaborative.** Highly collaborative or teacher-directed programs include those where students work with teachers to create the curriculum and assessment procedures. In contrast, highly teacher-directed programs have little or no student input into course content (Purcell-Gates, 2001).

Gates' research found that while the majority of adult educators express a need for highly collaborative, individualized instruction, the majority of programs do not use this approach. In fact, 73 percent of the programs fell within the school-only and teacher-directed quadrant, meaning that the materials used were somewhat or highly appropriate for in-school learning only (Gates, 2001). One reason for this could be that many adult literacy teachers are part-time teachers or volunteers with little or no training, so they rely on supplied materials that are often not reflective of adult literacy needs (Perrin, 1999 in Purcell-Gates, 2001).

Curricula for adult literacy classes should reflect students' lives. For example, exercises should include reading a newspaper, filling out forms students may need, and writing personal letters (Auerbach, 1995; Fingeret, 1991 in Gates, 2001). Research has outlined several important trends in reading instruction that mirror items mentioned in previous research (Knuth & Jones, 1991).

- Linking new knowledge to student's experiences;
- Using a cognitive strategy to instruction – whole language approaches, strategies within content areas;
- Emphasizing integration of reading, writing, and critical thinking with content instruction; and
- Reading to learn and then reflecting on the information.

The Ohio Department of Education has outlined several indicators of effective adult education programs. The Ohio Department of Education Adult Basic and Literacy Education Program Revised Indicators of Program Quality - Fiscal Year 2005 outlines the following indicators:

- Students demonstrate progress toward attainment of literacy skills, including reading, writing and speaking in English, computing, and solving problems at levels of proficiency necessary to function on the job, in the family of the individual, and in society.
- Students transfer learning from the classroom to the rest of life; articulate what they know and are able to do in relationship to their goals.
- Students demonstrate increased proficiency in the use of multiple skills that allow them to be placed in post-secondary education or training; gain unsubsidized employment or retain employment; or earn a secondary school diploma or the Ohio High School Equivalence Diploma/GED.
- Students demonstrate increased proficiency in the use of multiple skills that results in increased involvement of parents, custodial(s), and primary caregivers in children's education and literacy-related activities.
- The program is housed in a safe physical environment with adequate space and access to facilities and equipment that contribute to creating an adult appropriate learning environment.
- The program planning and administration is based on a written plan and is implemented and guided by evaluation.
- The program has a written curriculum and provides instruction matching students' needs and learning styles.
- The program has an ongoing professional development process linked to a professional development plan that supports program and organizational goals.
- The program provides a system for support services that promotes student achievement of goals.

- The program successfully recruits from the populations in the community identified as needing literacy services by the Adult Education and Family Literacy Act, Title II.

The most effective workplace basic skills programs share several characteristics. These “best practices” have been supported by a number of research projects, both national and local, on workplace literacy projects.

The employer is committed to the project:

- Employer “buy in” extends from senior management to front-line supervisors.
- Full or partial release time is offered to encourage employee participation.
- Classes are held on site.
- Support services (classroom space, administrative assistance, etc.) are provided as needed.
- Employer conduct marketing and recruiting.

The business collaborates with an education partner:

- The project is jointly designed and managed by the employers and education institution.
- Goals and objectives are mutually agreed upon.
- A steering committee or task force made up of individuals representative of the workforce guides the project.
- Employer and educator jointly determine desired workplace impacts and monitor outcomes.

Education services are appropriate to the workplace:

- Instructors are experienced in working with adults in workplace settings.
- The curriculum is customized for the work site, often through relatively short, focused modules.
- Teaching methods and curriculum match the skill levels of the participants.
- Instructors monitor learner progress systematically.
- Classes and instructional styles are flexible and accommodate workplace needs. (Literacy.net.org, n.d.)

What Doesn't Work

Program quality is sometimes poor. There are specific programming ideas and wrap-around services that, if implemented, could improve literacy programming. These include better teacher and tutor training, greater availability of childcare and transportation services, and better instructional materials (Reder, 1998). Nationally, less than 10 percent of adults who could benefit from literacy programs were participating in them (Reder, 1998). For literacy programs, many of the adult literacy teachers are part-time teachers or volunteers with little or no training, so they rely on materials provided that are often not reflective of adult literacy needs (Perrin, 1999 in Purcell-Gates, 2001).

IMPACT ON COMMUNITY

At one time, basic literacy skills were an advantage in the labor market. However, with continued advancements in technology and communications, the ability to read and comprehend complicated material is both demanded and expected.

Persons with higher prose literacy scores are more likely to be employed full time and earn higher weekly salaries. Sixty-four percent of survey respondents scoring at the proficient level were employed full time and earned an average of \$975 a week. In contrast, 35 percent of respondents scoring at the below basic level were employed full time and earned only \$432 a week (Kutner, Greenberg & Baer, 2005). Nationally, low literacy skills cost businesses and tax payers \$20 billion in low wages, profits, and productivity annually (Keenan, 2005 in Literacy Cooperative of Greater Cleveland, 2006).

Individuals with low literacy skills have a disadvantage in society. Their options are not the same as those available to individuals with higher levels of literacy skills. This lack of options has economic, social, and personal impacts that include (Reder, 1998):

- Poverty – 43 percent of those at the lowest literacy level were living in poverty, compared to only 5 percent of those at highest literacy level.
- Welfare – 75 percent of individuals receiving food stamps were in the lowest literacy levels.
- Income – The weekly median income for adults at the lowest literacy level was \$240, compared to \$681 for those at highest level.
- Employment status – Low literacy level adults worked an average of 19 weeks per year, compared to those at higher literacy levels who worked an average of 44 weeks.
- Crime – 70 percent of prisoners ranked in the lowest literacy levels.

ACCREDITATIONS/STANDARDS/CERTIFICATIONS

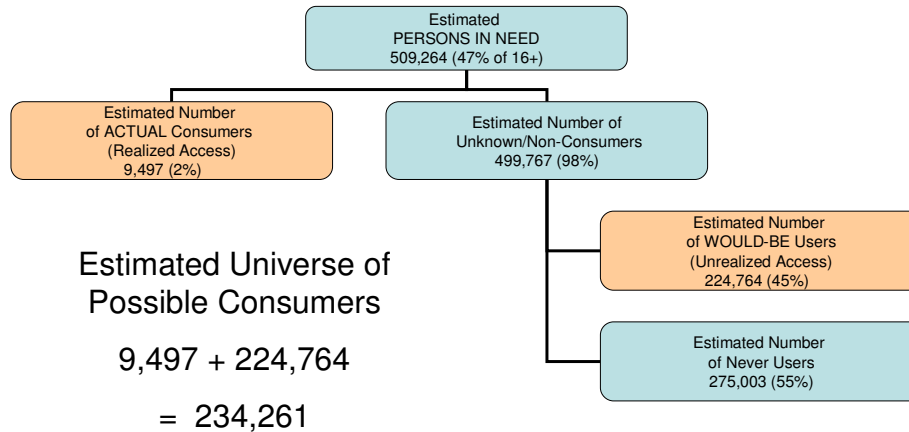
While colleges and universities offer degrees focused on literacy for all age levels including adults, no accreditations or certifications were identified.

VI. GAP ANALYSIS

The following is the formula for arriving at the estimated universe of possible consumers for Literacy Instruction:

- An estimate of over 509,264 persons, or 47 percent of the county's population over the age of 16, requires literacy instruction because their literacy skill level is at the two lowest levels.
- Based on available information about actual consumers, approximately 9,497 persons 16+ have access to literacy instruction programs. This is the sum of persons 16+ estimated to receive ABLE funded programs through the Ohio Department of Education (ODE) and assumes duplication with consumers funded by United Way.
- This leaves a net estimate of 499,767 persons 16+ who are either receiving services from unaccounted-for sources or are not receiving literacy instruction services. ($509,264 - 9,497 = 499,767$)
- There are an estimated 224,764 would be consumers in need of, but not receiving, services. This number was derived on the basis of the U.S. Department of Education (2002) report that 46 percent of adults participated in adult basic education in 1999. In this study adult basic education was defined as programs or classes to help adults improve basic reading, writing, math skills or prepare for obtaining a high school diploma or its equivalent. ($509,264 \times 46\% = 234,261 - 9,497 = 224,764$)
- Per the U.S. Department of Education (2002); As past studies have shown, participation in adult education varies significantly among different groups of adults. The findings of this study confirm past findings that participation rates are relatively low among adults who are not connected to the labor force or to high-status positions within the labor force. Specifically, participation rates are lower among older adults, with the lowest participation rate found among those age 65 or older (a group likely to include many retired adults). Participation rates are also lower among those with lower (rather than higher) education levels, among those not in the labor force (compared to those in the labor force), and among those in lower (rather than higher) status occupations. These findings reinforce the important role that employment plays in motivating participation in adult education. This suggests that the estimated number of would-be consumers is very liberal.
- Including both realized (9,497) and unrealized (224,764) access, the estimated universe of possible consumers for literacy instruction programs is 234,261 persons 16+. ($9,497 + 224,764$). (See Figure 6.)

Figure 6 - Consumer Estimates: Literacy Instruction



Service Site Index

Countywide, there are 36 service sites for literacy instruction programs. This is a ratio of 6,507 possible consumers (estimated 234,261 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. It is only capturing whether there is a possibility of receiving literacy instruction services. The lower the ratio, the greater is the chance of receiving literacy instruction.

The ratios on the Service Site Index range from a high of 344:1 in zip code 44107 (Lakewood/Cleveland) to a low of 17:1 in zip code 44040 (Gates Mills/Mayfield Village). In addition to 44107, one other zip code had a ratio greater than or equal to 300 consumers to one service site: 44130(Parma/Cleveland, 331:1). (See Map in Attachment 10.)

Service Capacity

According to the U.S. Department of Labor (2006-07):

The demand for adult literacy and basic and secondary education often fluctuates with the economy. When the economy is good and workers are hard to find, employers relax their standards and hire workers without a degree or GED or good proficiency in English. As the economy softens, employers can be more selective, and more students may find that they need additional education to get a job. In addition, adult education classes often are subject to changes in funding levels, which can cause the number of teaching jobs to fluctuate from year to year. In particular, budget pressures may limit Federal funding of adult education, which may cause programs to



rely more on volunteers if other organizations and governments do not make up the difference. Other factors such as immigration policies and the relative prosperity of the United States compared with other countries also may have an impact on the number of immigrants entering this country and, consequently, on the demand for ESOL teachers.

VII. SUMMARY

These are the major findings from the research on literacy instruction services:

- In the past, literacy was defined as the ability to read and use printed materials at the most basic level. However, today's world demands that adults have higher levels of basic skills in order to function.
- To ensure that adults have the literacy skills they need to survive and succeed, the U.S. Department of Education concluded that adult education programs must be research based and accountable for results.
- Nearly half of the population (47 percent) aged 16 and older in Cuyahoga County has literacy skills below the minimum level to function in today's society.
- The Literacy Cooperative of Greater Cleveland has produced an action plan for literacy called "Advancing Literacy in Greater Cleveland." The cooperative has identified five strategic areas it will focus its efforts on to raise the literacy levels of children, youth, and adults.
- The Adult Education and Family Literacy Act (AEFLA) is the primary federal policy dealing with literacy.
- Ohio's general revenue funding for adult literacy education has trended downwards slightly (from \$8,739,607 in 2002 to \$8,539,738 in 2007), but it has been mostly stable. Even Start funding has dropped precipitously, and the program is scheduled to be de-funded after FY 2007.
- From 2003-2005, local funding for the entire ABLE program in Cuyahoga County fell from \$3,590,838 to \$3,375,964.
- As of May 11, 2006, \$961,889 in revenues for literacy instruction services has been identified countywide.
- Persons with higher prose literacy scores are more likely to be employed full time and earn higher weekly salaries week.
- A study published in 2001 analyzed 271 adult literacy programs. Research found that while the majority of adult educators express a need for highly collaborative, individualized instruction, the majority of programs do not use this approach.
- There are specific programming ideas and wrap-around services that, if implemented, could improve literacy programming. These include better teacher and tutor training, greater availability of childcare and transportation services, and better instructional materials.
- The U.S. Department of Education reports that ABLE has only a modest impact on adult literacy, skill attainment, and job placement; but data quality problems and the lack of a national evaluation makes it difficult to assess the program's effectiveness.
- Including both realized (9,497) and unrealized (224,764) access, the estimated universe of possible consumers for literacy instruction programs is 234,261 persons 16+. (9,497 + 224,764).
- Countywide, there are 36 service sites for literacy instruction programs. This is a ratio of 6,507 possible consumers (estimated 234,261 total) to one service site countywide.

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ATTACHMENTS

Attachment 1: Researcher List

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Thanks to *The Center for Community Solutions* for providing multiple sources of information.

Attachment 2: Technical Notes

Technical Notes: Methodology, Caveats, Limitations of Data

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

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

Unit of Analysis

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

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

United Way - First Call for Help Data

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

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

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

Because, in many instances, FCFH codes its data with a different level of core services than the 80 core services identified by the United Way Community Investment staff as fundable services, it was necessary to develop a crosswalk. This crosswalk was used for a number of services, however,

seven services did not have a match in the FCFH database. The staff of United Way - First Call for Help gave explanations which follow each core service):

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

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

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

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

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

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

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

Funding Information for Core Services

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

Foundation Funding

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

Federated Funding Sources

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

Government Funding

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

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

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

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

Medicaid Funding

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

Entered as Aggregate Total Under Appropriate AIRS Level

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

Entered as Aggregate Total Under Third Party Payee/Direct Bill

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

United Way of Greater Cleveland Funding

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

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

United Way Agency Revenues

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

Consumer and Financial Data: Caveats

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

All Core Services

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

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

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

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

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

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

Gap Analysis Methodology & Limitations

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

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

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

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

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

Service Site Index

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

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

Specific Service Issues

Senior Services

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

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

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

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

References

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

Attachment 3: Actual Consumer Demographics

Core Service: Literacy Instruction HH-050.450				
			Estimated Persons in Need	Actual Number/Percent of Consumers by Funding Source ****
	Total Population (%)*	Total Population 16+ (%)**	Estimated Population 16+ with Literacy Skills Below Minimum Standard (%)***	UW Program Report Data Cuy Cnty Only 100% (%)
PERIOD	1/1/2000-12/31/2000	1/1/2000-12/31/2000	1/1/2000-12/31/2000	7/1/2003-6/30/2004
TOTAL	1,393,978	1,083,541	509,264	482
Percent		77.7%	47.0%	
GENDER				
Male	47.2%	46.1%	N/A	41.7%
Female	52.8%	53.9%	N/A	58.3%
Unknown Data*****				0.0%
Missing Data*****				0.0%
RACE*****				
White alone	67.1%	69.9%	N/A	27.0%
Black or African American alone/combination	27.9%	25.4%	N/A	62.4%
Asian alone/combination	2.1%	2.1%	N/A	5.2%
American Indian and Alaska Native alone/combination	0.7%	0.7%	N/A	0.0%
Native Hawaiian and Other Pacific Islander alone/combination	0.1%	0.1%	N/A	0.0%
Some other race alone/combination	2.1%	1.8%	N/A	0.0%
Unknown Data*****				5.4%
Missing Data*****				0.0%
HISPANIC*****	3.3%	2.8%	N/A	2.7%
AGE				
0-4	6.5%			0.0%
5-9	7.3%			0.0%
10-14	7.1%			0.0%
15-19	6.4%	6.5%	N/A	16.4%
20-34	19.1%	24.6%	N/A	31.5%
35-54	29.3%	37.7%	N/A	35.5%
55-64	8.7%	11.2%	N/A	11.4%
65-74	7.8%	10.0%	N/A	2.3%
75+	7.8%	10.1%	N/A	0.6%
Unknown Data*****				2.3%
Missing Data*****				0.0%
HISPANIC*****				
Average Household Size	2.4	N/A	N/A	N/A
\$0-\$9,999	11.3%	N/A	N/A	0.0%
\$10,000-\$14,999	6.9%	N/A	N/A	0.0%
\$15,000-\$19,999	6.7%	N/A	N/A	0.0%
\$20,000-\$29,999	13.6%	N/A	N/A	0.0%
\$30,000 and above	61.5%	N/A	N/A	0.0%
Unknown Data*****				100.0%
Missing Data*****				0.0%
Totals	100.0%	N/A	N/A	100.0%

Attachment 3: Actual Consumer Demographics (continued)

*U.S. Census 2000, SF1(P1); SF4 (PCT 144)
** U.S. Census 2000, SF3 (P8)
*** The Greater Cleveland Literacy Collaborative Planning Process. (2005, July 25). Advancing literacy in Greater Cleveland. According to the Center on Urban Poverty and Social Change, the percentage of adult residents in Cuyahoga County with unacceptably low levels of literacy was 47 percent.
****Note: Consumers could be funded by more than one funding source; thus the columns are not necessarily mutually exclusive.
*****Unknown Data - Represents data not collected by agency because no tracking system is available or type of service delivered makes it difficult (i.e., group presentations, telephone information and referral, and drop-ins). Also represents data not completed by clients either deliberately or inadvertently on intake forms.
*****Missing Data - For United Way Data - represents computational errors or incorrect completion of online report. For all other data - represents data funder was unable to provide.
***** The race categories and data utilize US Census SF4 "Race Iterations," which allow for multiple races to be selected by census respondents. As a result, totals will add to > 100% of population. Universe is "Total Races Tallied." Except "White Alone," all racial categories are "... alone or in combination with some other race." This method isolates and minimizes the non-minority population ("White alone").
*****Hispanic - Amount in this field is from data provided by clients on intake forms and may not be accurate as clients may either deliberately or inadvertently provide incomplete data, or data may not be collected by the agency.
*****The U.S. Census reports income by household or family, not individuals. Estimates by income category were derived by applying the ratio of total county population (1,393,978) to total households (571,606) = 2.4. The number of households in each income category was multiplied by 2.4 to arrive at an estimate of individuals by income category. The assumption is that the average household size applies to each income category, which may result in more conservative estimates for children, and the "old old," which may actually have larger proportions of persons in the lower income categories.

Attachment 4: Actual Consumer Zip Codes

Core Service: Literacy Instruction HH-050.450					
				Estimated Persons in Need	Actual Number/Percent of Consumers by Funding Source ^{*****}
	City/Town (% Cleveland)	Total Population (%) [†]	Total Population 16+ (%) ^{**}	Estimated Population 16+ with Literacy Skills Below Minimum Standard (%) ^{***}	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	1,083,541	509,264	482
Percent			77.7%	47.0%	
44017	Berea	1.4%	1.4%	N/A	0.0%
44022	Bentleyville	1.3%	0.8%	N/A	0.0%
44040	Gates Mills/Mayfield Village	0.2%	0.2%	N/A	0.0%
44070	North Olmsted	2.4%	2.5%	N/A	0.0%
44101	Cleveland (100%)	0.0%	0.0%	N/A	0.0%
44102	Cleveland/Brooklyn (95%)	3.7%	3.5%	N/A	3.7%
44103	Cleveland (100%)	1.8%	1.7%	N/A	7.9%
44104	Cleveland (100%)	2.1%	1.8%	N/A	3.7%
44105	Cleveland/NewburghHts/GarfieldHts (75%)	3.9%	3.7%	N/A	4.1%
44106	Cleveland/Cleveland Hts (60%)	2.3%	2.4%	N/A	0.0%
44107	Lakewood/Cleveland	4.0%	4.3%	N/A	1.7%
44108	Cleveland/Bratenahl (90%)	2.6%	2.4%	N/A	37.1%
44109	Cleveland/Brooklyn Hts (98%)	3.3%	3.1%	N/A	1.9%
44110	Cleveland/East Cleveland (98%)	1.9%	1.8%	N/A	6.4%
44111	Cleveland (100%)	3.1%	3.1%	N/A	0.8%
44112	East Cleveland/Cleveland	2.4%	2.2%	N/A	3.5%
44113	Cleveland (100%)	1.4%	1.4%	N/A	8.7%
44114	Cleveland (100%)	0.3%	0.3%	N/A	1.5%
44115	Cleveland (100%)	0.6%	0.5%	N/A	15.6%
44116	Rocky River	1.5%	1.6%	N/A	0.0%
44117	Euclid/Cleveland	0.9%	0.9%	N/A	0.6%
44118	ClevelandHts/UniversityHts/ShakerHts	3.2%	3.3%	N/A	0.2%
44119	Cleveland/Euclid (50%)	1.0%	1.0%	N/A	1.9%
44120	Shaker Hts/Cleveland	3.4%	3.3%	N/A	0.2%
44121	University Hts/South Euclid	2.5%	2.5%	N/A	0.4%
44122	Beachwood/Highland Hills/ShakerHts	2.5%	2.6%	N/A	0.0%
44123	Euclid	1.3%	1.3%	N/A	0.0%
44124	Pepper Pike/MayfieldHts/Lyndhurst	2.9%	3.1%	N/A	0.0%
44125	Valley View/Garfield Hts	2.1%	2.2%	N/A	0.0%
44126	Fairview Park/Cleveland	1.2%	1.3%	N/A	0.0%
44127	Cleveland (100%)	0.6%	0.5%	N/A	0.0%
44128	Warrensville Hts/Cleveland	2.4%	2.4%	N/A	0.0%
44129	Brooklyn/Parma/Cleveland	2.1%	2.2%	N/A	0.0%
44130	Parma/Cleveland	3.8%	4.1%	N/A	0.0%
44131	Independence/Seven Hills/BrooklynHts	1.5%	1.6%	N/A	0.0%
44132	Euclid	1.1%	1.1%	N/A	0.0%
44133	North Royalton	2.0%	2.1%	N/A	0.0%
44134	Parma/Cleveland	2.9%	3.0%	N/A	0.0%
44135	Cleveland/Linddale (90%)	2.0%	2.1%	N/A	0.0%
44136	Strongsville	3.1%	3.1%	N/A	0.0%
44137	Maple Hts/Cleveland	1.9%	1.9%	N/A	0.0%
44138	Olmsted Twp/Olmsted Falls	1.3%	1.3%	N/A	0.0%
44139	Bentleyville/Glenwillow/Solon	1.6%	1.5%	N/A	0.0%
44140	Bay Village	1.1%	1.1%	N/A	0.0%
44141	Brecksville	1.0%	1.0%	N/A	0.0%
44142	Brookpark/Cleveland	1.5%	1.6%	N/A	0.0%
44143	Highland Hts/Richmond Heights	1.7%	1.8%	N/A	0.0%
44144	Brooklyn/Cleveland	1.6%	1.7%	N/A	0.0%
44145	Westlake	2.3%	2.4%	N/A	0.0%
44146	Walton Hills/Oakwood/Bedford	2.3%	2.4%	N/A	0.0%
44147	Broadview Hts	1.1%	1.1%	N/A	0.0%
44149	Strongsville	0.0%	0.0%		0.0%
	Unknown Cuyahoga County Zip Codes*****				0.0%
	Missing*****				0.0%
	Unknown*****				0.0%
	Total Cuyahoga County*****	100.0%	100.0%	N/A	100.0%
	Total Known Cleveland	30.5%	29.3%	N/A	93.4%
	Total Known Suburbs	69.5%	70.7%	N/A	6.6%
	Unknown & Missing				0.0%

Attachment 4: Actual Consumer Zip Codes (continued)

*U.S. Census 2000, SF1(P1)
**U.S. Census 2000, SF3 (P8)
*** The Greater Cleveland Literacy Collaborative Planning Process. (2005, July 25). Advancing literacy in Greater Cleveland. According to the Center on Urban Poverty and Social Change, the percentage of adult residents in Cuyahoga County with unacceptably low levels of literacy was 47 percent.
**** 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. This data may contain zip codes outside of Cuyahoga County so it is not included in the total number served for Cuyahoga County.
*****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.
***** 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	16	1
Number of Providers by Type		
Nonprofit	10	1
For-profit	-	-
Government	5	-
Other	1	-
Total Number of Sites	36	-
Number of Service Sites per Provider		
1	9	-
2 – 5	5	-
6 – 10	2	-
11+	-	-
Geographical Location of Service Sites, by ZIP Code		
44017 - Berea	-	-
44022 - Bentleyville	-	-
44040 - Gates Mills/Mayfield Village	-	-
44070 - North Olmsted	-	-
44101 - Cleveland	-	-
44102 - Cleveland/Brooklyn	3	-
44103 - Cleveland	1	-
44104 - Cleveland	2	-
44105 - Cleveland/Newburgh Hts/Garfield Hts	1	-
44106 - Cleveland/Cleveland Hts	1	-
44107 - Lakewood/Cleveland	-	-
44108 - Cleveland/Bratenahl	-	-
44109 - Cleveland/Brooklyn Hts	-	-
44110 - Cleveland/East Cleveland	-	-
44111 - Cleveland	1	-
44112 - East Cleveland/Cleveland	-	-
44113 - Cleveland	3	-
44114 - Cleveland	1	-
44115 - Cleveland	8	-
44116 - Rocky River	1	-
44117 - Euclid/Cleveland	-	-
44118 - ClevelandHts/UniversityHts/ShakerHts	1	-
44119 - Cleveland/Euclid	-	-
44120 - Shaker Hts/Cleveland	-	-
44121 - University Hts/South Euclid	2	-
44122 - Beachwood/Highland Hills/Shaker Hts.	-	-
44123 - Euclid	-	-
44124 - Pepper Pike/Mayfield Hts./Lyndhurst	-	-
44125 - Valley View/Garfield Hts	2	-
44126 - Fairview Park/Cleveland	-	-
44127 - Cleveland	-	-
44128 - Warrensville Hts/Cleveland	2	-

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	-	-
44130 - Parma/Cleveland	-	-
44131 - Independence/Seven Hills/Brooklyn Hts	1	-
44132 - Euclid	-	-
44133 - North Royalton	-	-
44134 - Parma/Cleveland	-	-
44135 - Cleveland/Linndale	1	-
44136 - Strongsville	1	-
44137 - Maple Hts/Cleveland	1	-
44138 - Olmsted Twp/Olmsted Falls	-	-
44139 - Bentleyville/Glenwillow/Solon	-	-
44140 - Bay Village	-	-
44141 - Brecksville	-	-
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
Christ Deaf Lutheran Church	Remedial Skill Building For Deaf Adults
City Year – Cleveland	Volunteer Service For Non - Profits
Cleveland Heights-University Heights City School District	Adult Basic & Literacy Education
Cleveland Municipal School District	Adult Basic Literacy And Education; Includes ESL/ESOL
Cleveland Play House - The	Literacy Initiative - Families
Cleveland Reads	Coalition For Literacy
Garfield Heights Community Center	Family Literacy, Adult Basic And Literacy Education
Goodwill Industries Of Greater Cleveland	Adult Literacy
Heights Parent Center	Family Literacy Program
Learning Disabilities Assn. Of Cuyahoga County Education And Training Center	Literacy Services For Adults With Learning Disabilities
Mayfield City School District	Adult Basic Literacy And Education
Project: LEARN	Adult Basic Literacy And Education—GED Prep Instruction, Group Literacy Instruction, Workplace Assessment And Literacy Instruction, Corrections Education Program, One-On-One Literacy Instruction, Tutor Training For Basic Literacy
Reading Enrichment For Adult Development	Tutor Training, Adult Basic Literacy & Education Program
Seeds Of Literacy	Reading And Math Instruction For Adults
Strongsville City School District	Adult Basic And Literacy Education
Westlake City School District	Adult Basic And Literacy Education

Bold represents agencies funded by United Way for this service.

Attachment 7: United Way - First Call for Help Literacy Instruction Requests – 2000-2004: Greatest Increase/Greatest Decrease

HH-050.450 Literacy Instruction								
United Way - First Call for Help Requests 2000-2004								
Greatest Increase/(Greatest Decrease)								
Zip Code		TOTAL REQUESTS					%Change* 00&04	Avg. # Calls 00-04
		2000	2001	2002	2003	2004		
44105	Cleveland/NewburghHts/GarfieldHts	1	3	0	3	4	300%	2
44115	Cleveland	1	2	4	5	2	100%	3
44108	Cleveland/Bratenahl	2	2	3	3	4	100%	3
44106	Cleveland/Cleveland Hts	1	1	4	3	2	100%	2
44104	Cleveland	0	3	0	3	4	N/A	2
44114	Cleveland	0	1	2	0	4	N/A	1
44113	Cleveland	0	4	1	0	3	N/A	2
44121	University Hts/South Euclid	0	0	1	0	2	N/A	1
44147	Broadview Hts	0	0	0	0	1	N/A	N/A
44111	Cleveland	0	1	1	1	1	N/A	1
44127	Cleveland	0	0	1	1	1	N/A	1
44135	Cleveland/Linndale	0	0	0	1	1	N/A	N/A
44118	ClevelandHts/UniversityHts/ShakerHts	0	0	1	1	1	N/A	1
44134	Parma/Cleveland	0	0	0	0	1	N/A	N/A
44125	Valley View/Garfield Hts	0	0	0	1	1	N/A	N/A
44103	Cleveland	1	1	1	1	0	(100%)	1
44110	Cleveland/East Cleveland	1	0	0	2	0	(100%)	1
44119	Cleveland/Euclid	1	0	1	0	0	(100%)	0
44120	Shaker Hts/Cleveland	1	3	0	3	0	(100%)	1
44109	Cleveland/Brooklyn Hts	4	2	2	2	1	(75%)	2
**Total Cuyahoga County		24	31	31	39	41	71%	33
**Total Cleveland		16	21	21	26	30	88%	23
**Total Suburbs		8	10	10	13	11	38%	10
* 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-050.450 Literacy Instruction					
United Way - First Call for Help Requests 2000-2004					
Unmet Need					
Zip Code		TOTALS 00-04			%
		Requests	Met	Unmet	Unmet
44137	Maple Hts/Cleveland	6	5	1	17%

* Total Cuyahoga County	166	165	1	1%
* Total Cleveland	114	114	0	0%
* Total Suburbs	52	51	1	2%

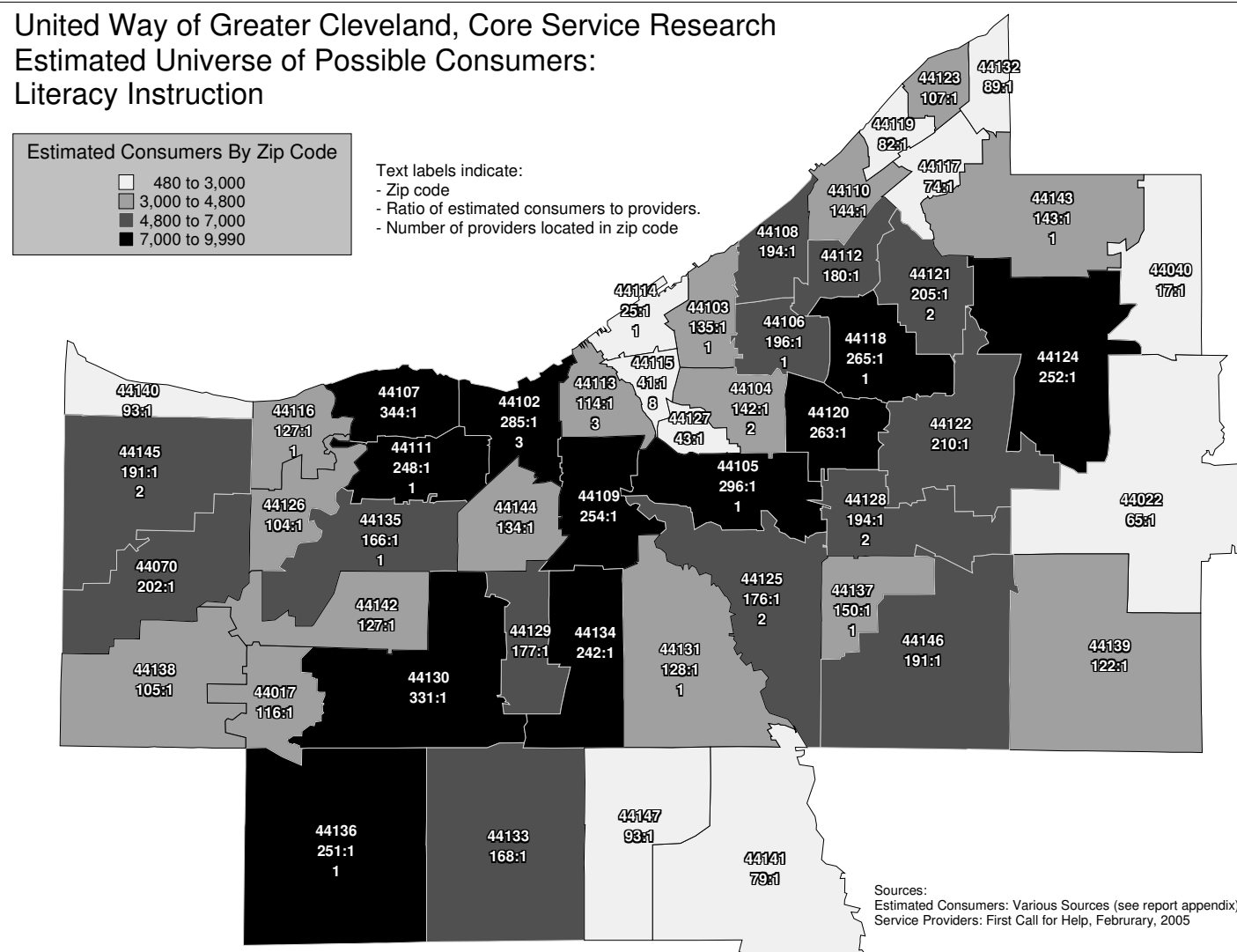
FCFH DATA NOTES				
Met = service request resulting in referral to an organization. (Does not mean agency was able to provide the service.)				
Unmet = service request for which there was no referral.				
Note: Zip Codes shared by Cleveland and surrounding suburbs whose boundaries fall 50% and greater 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: Literacy Instruction HH-050.450										
Service Site Index										
Zip	Number of Sites*****	City/Town (% Cleveland)	Proportion of Minorities in Geographical Area	Total Population (#)*	Total Population 16+ (#)**	Persons in Need Estimated Population 16+ with Literacy Skills Below Minimum Standard (#)***	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	36			1,393,978	1,083,541	509,264	234,261	36		6,507:1
Percent					77.7%	47.0%	46.0%			
44117	-	Euclid/Cleveland	African Am 53.1%	12,078	9,988	4,694	2,159	29		74:1
44105	1	Cleveland/NewburghHts/GarfieldHts (75%)	African Am 61.9%	54,834	39,677	18,648	8,578	29		296:1
44106	1	Cleveland/Cleveland Hts (60%)	African Am 62.2%	32,417	26,342	12,381	5,695	29		196:1
44110	-	Cleveland/East Cleveland (98%)	African Am 74.7%	26,536	19,282	9,063	4,169	29		144:1
44120	-	Shaker Hts/Cleveland	African Am 76.7%	47,349	35,275	16,579	7,626	29		263:1
44103	1	Cleveland (100%)	African Am 80.2%	25,348	18,106	8,510	3,915	29		135:1
44108	-	Cleveland/Bratenahl (90%)	African Am 94.9%	36,456	26,029	12,234	5,627	29		194:1
44112	-	East Cleveland/Cleveland	African Am 95.2%	33,222	24,129	11,341	5,217	29		180:1
44128	2	Warrensville Hts/Cleveland	African Am 95.8%	33,612	26,061	12,249	5,634	29		194:1
44104	2	Cleveland (100%)	African Am 97.5%	28,904	18,999	8,930	4,108	29		142:1
44115	8	Cleveland (100%)	African Am 98.4%	8,186	5,480	2,576	1,185	29		41:1
44114	1	Cleveland (100%)	Asian 20.3%	3,891	3,292	1,547	712	29		25:1
44109	-	Cleveland/Brooklyn Hts (98%)	Hispanic 20.3%	45,783	34,104	16,029	7,373	29		254:1
44102	3	Cleveland/Brooklyn (95%)	Hispanic 20.4%	52,108	38,186	17,947	8,256	29		285:1
44113	3	Cleveland (100%)	Hispanic 23.5%	19,466	15,324	7,202	3,313	29		114:1
44017	-	Berea		19,005	15,560	7,313	3,364	29		116:1
44022	-	Bentleyville		17,720	8,711	4,094	1,883	29		65:1
44040	-	Gates Mills/Mayfield Village		2,883	2,260	1,062	489	29		17:1
44070	-	North Olmsted		34,081	27,079	12,727	5,854	29		202:1
44101	-	Cleveland (100%)		0	0	0	0	3		N/A
44107	-	Lakewood/Cleveland		56,710	46,164	21,697	9,981	29		344:1
44111	1	Cleveland (100%)		42,967	33,268	15,636	7,193	29		248:1
44116	1	Rocky River		21,122	17,053	8,015	3,687	29		127:1
44118	1	ClevelandHts/UniversityHts/ShakerHts		45,279	35,512	16,891	7,678	29		265:1
44119	-	Cleveland/Euclid (50%)		13,493	11,015	5,177	2,361	29		82:1
44121	2	University Hts/South Euclid		35,185	27,509	12,929	5,947	29		205:1
44122	-	Beachwood/Highland Hills/ShakerHts		34,883	28,133	13,223	6,082	29		210:1
44123	-	Euclid		18,363	14,362	6,750	3,105	29		107:1
44124	-	Pepper Pike/MayfieldHts/Lyndhurst		40,334	33,752	15,863	7,297	29		252:1
44125	2	Valley View/Garfield Hts		29,876	23,647	11,114	5,112	29		176:1
44126	-	Fainview Park/Cleveland		17,196	13,902	6,534	3,006	29		104:1
44127	-	Cleveland (100%)		8,403	5,821	2,736	1,258	29		43:1
44129	-	Brooklyn/Parma/Cleveland		29,658	23,723	11,150	5,129	29		177:1
44130	-	Parma/Cleveland		53,615	44,458	20,895	9,612	29		331:1
44131	1	Independence/Seven Hills/BrooklynHts		20,666	17,150	8,060	3,708	29		128:1
44132	-	Euclid		15,322	11,959	5,621	2,586	29		89:1
44133	-	North Royalton		28,685	22,537	10,592	4,872	29		168:1
44134	-	Parma/Cleveland		40,396	32,406	15,231	7,006	29		242:1
44135	1	Cleveland/Linddale (90%)		28,561	22,232	10,449	4,807	29		166:1
44136	1	Strongsville		43,858	33,642	15,812	7,273	29		251:1
44137	1	Maple Hts/Cleveland		26,107	20,086	9,440	4,343	29		150:1
44138	-	Olmsted Twp/Olmsted Falls		18,046	14,077	6,616	3,043	29		105:1
44139	-	Bentleyville/Glenwillow/Solon		22,231	16,311	7,666	3,526	29		122:1
44140	-	Bay Village		16,076	12,450	5,851	2,692	29		93:1
44141	-	Brecksville		13,676	10,639	5,000	2,300	29		79:1
44142	-	Brookpark/Cleveland		21,132	16,985	7,983	3,672	29		127:1
44143	1	Highland Hts/Richmond Heights		23,730	19,142	8,997	4,138	29		143:1
44144	-	Brooklyn/Cleveland		21,805	17,934	8,429	3,877	29		134:1
44145	2	Westlake		31,972	25,666	12,063	5,549	29		191:1
44146	-	Walton Hills/Oakwood/Bedford		31,648	25,672	12,066	5,550	29		191:1
44147	-	Broadview Hts		15,954	12,450	5,851	2,692	29		93:1

*U.S. Census 2000, SF1(P1)
 ** U.S. Census 2000, SF3 (P8)
 *** The Greater Cleveland Literacy Collaborative Planning Process. (2005, July 25). Advancing literacy in Greater Cleveland. According to the Center on Urban Poverty and Social Change, the percentage of adult residents in Cuyahoga County with unacceptably low levels of literacy is 47 percent.
 ****This number was derived on the basis of the U.S. Department of Education (2002) report that 46 percent of adults participated in adult basic education in 1999. In this study adult basic education was defined as...
 ***** United Way - First Call for Help, February 2005

Attachment 10: Map





**United Way of
Greater Cleveland**

1331 Euclid Avenue
Cleveland, Ohio 44115

uws.org/CoreServicesPlanning