

PRELIMINARY REPORT ON THE  
ADULT LITERACY FUNDING AND DELIVERY SYSTEM

(Phase One of the Proposed Adult Literacy Statewide Master Plan)

By the

The State Council for Adult Literacy Education Services

Presented To

The State Employment and Training Commission

*John J. Heldrich, Chairman*

January 23, 2002

## **INTRODUCTION**

### **History**

The State Council for Adult Literacy Education Services (SCALES) was established by Public Law in 1999. One of the charges to the Council is:

...developing a broad-based Statewide master plan, which integrates and coordinates all adult literacy programs. At a minimum, the plan shall address service delivery, consolidation and coordination, funding and accountability, staff development and training, technology and advocacy. The plan shall include a proposal to consolidate the State supported literacy programs (C:34:15C-19a).

There are nine goals to fulfill the Council's mission. (See Appendix A). What follows in this document is a preliminary discussion and recommendations on only two of those goals. Subsequent work of the Council will address the remaining goal.

To facilitate planning, the Council established three committees: Goals, Professional Development and Funding/Delivery System. The Goals Committee was charged with refining the goals of the Council; the Professional Development Committee was charged with developing a professional development plan; and the Funding/Delivery System Committee was charged with collecting data necessary for understanding funding and delivery system issues prior to developing the funding and delivery system portion of the master plan. A Steering Committee was subsequently formed to provide overall guidance to the Council and its Subcommittees.

In the spring of 2000, the Professional Development Committee recommended to the Council that Equipped for the Future (EFF) become the State framework and standards for adult literacy education and the recommendation was accepted by the Council. Subsequently, the Professional Development Committee recommended an implementation plan for EFF to the Council and it too was accepted. Both recommendations were ultimately accepted by the State Employment and Training Commission.

The Council has now turned its attention to funding/delivery issues, which have proven more complex to analyze. Based on its initial work on funding and delivery, the Council has drafted this preliminary report. Although there will be continued effort to address these issues, approval of this report along with the professional development plan that has already been accepted will represent two key elements of the larger Statewide Master Plan.

### **The Funding and Delivery System**

It is axiomatic that sound planning requires adequate information. Thus, starting with the data already collected by the SCALES Funding/Delivery System Committee, the first task of the planning effort, reported here, was to collect, synthesize and analyze

information needed to support conclusions and policy recommendations. This effort was guided by two important questions: 1. What is the current delivery system for adult literacy education like? and 2. What changes are necessary to make the delivery system more effective?

Although on the face of it, these questions appear simple, the answers were not; for, as the reader will discover as this report progresses, the delivery system for adult literacy is extraordinarily complex and very different from the K-12 and higher education systems with which most policy makers are familiar.

In describing the delivery system, we looked at both structure and process. The structural aspects included funding levels of component programs, resource allocation mechanisms, organizational structure, laws and administrative regulations. Process dimensions included coordination, decision-making, and how funds and resources flow through the system.

In identifying changes that were necessary to make the delivery system more effective, we focused on pivot points. Pivot points are places in the delivery system that, when changed positively have salutary effects on other parts of the system. Thus, if we could identify pivot points, it might be possible to effect major reforms of the delivery system by changing just one or a few “pivot” components.

Our strategy for addressing the guiding questions had both quantitative and qualitative components. For the quantitative component, we collected and verified funding and participation data from all parts of the system. For the qualitative component, we interviewed key stakeholders at the state and provider levels and adult literacy professionals in other states to identify best practices. More detailed descriptions of our methods will be described in the sections dealing with the current system structure and stakeholder perspectives.

This preliminary report has three sections that follow. The first section, Goals, focuses on the goals of the adult literacy education system. This is important because goals represent critical context and the guiding direction of the Master Plan. The second section, How the System Works, describes the current funding/delivery system and presents stakeholder perspectives on funding/delivery system problems and solutions. The final section reports conclusions and preliminary recommendations.

## I. GOALS

A review of the literature reveals that there is no consensus on the goals for adult literacy education within the field (Beder, 1991). Some, for example, advocate building discrete skills in reading, writing and math while others believe that developing functional competency in important life tasks is the proper role of adult literacy. Still others claim that helping learners understand the social forces that shape their lives is the most important goal. If, as part of the master plan development, we had had to negotiate the goals for adult literacy in New Jersey, the task of preparing a plan would have been extremely difficult. Fortunately, however, this important step in planning had been decided before our work began. By action of the SCALES and the SETC, the goals of adult literacy education in New Jersey are embodied in Equipped for the Future (EFF). EFF is a set of standards that guide assessment, the development of curriculum, and the conduct of instruction. These standards are expressed in a graphic commonly called “the wheel”.

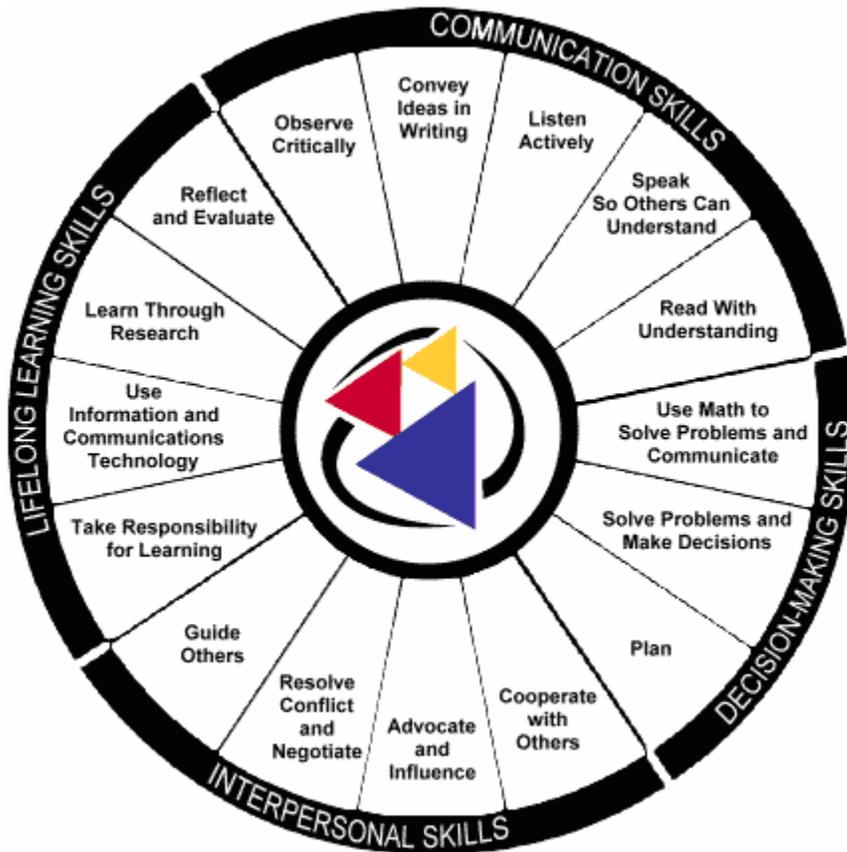


Figure 1, Equipped for the Future Standards.

Having the EFF standards as the goal for adult literacy in New Jersey is important for several reasons. First, the EFF standards expand the traditional goals of adult literacy-reading, writing and math - to include a wider range of the skills adults need to be

successful in their families, communities and work. The standards, for example, include such things as problem solving, conflict resolution, speaking and listening. Second, the standards are relevant to all constituencies of the workforce system, and as evidenced by the acceptance of EFF by the SETC, there is consensus among the agencies and providers that make up the system that the standards are important and obtainable. Finally, and perhaps most importantly, the standards are designed to apply in three contexts, the family, the community and the workplace. Because these three contexts are holistically integrated, it follows that an effective workforce literacy system should not focus merely on employment alone. Workers from healthy families, for example, are better workers. Likewise, healthy communities attract business investment and workers who have good jobs are better able to contribute to both their families and their communities.

## **II. HOW THE SYSTEM WORKS**

### **THE CURRENT FUNDING AND DELIVERY SYSTEM**

It is necessary to understand how the current funding and delivery system works prior to making decisions about changes and reform. This section describes the current system in New Jersey, how the money flows, how much money there is and how many people are served. The system is diffuse and complex; therefore, the information presented here is as good an overall picture as possible, one that provides a solid understanding of the current system and enables informed decision-making. We looked at the system from both the state level and the provider level.

What we found was a system with no central coordination. One where there are at least twenty-six different and *independent* funding streams in four state departments and three non-governmental sources. Providers vie for funds from these various sources. Provider services and programs are based not on need but rather on the types of funding that they are successful in attaining. This is because each source of funding comes with its own eligibility requirements, accountability measures, application procedures, fiscal calendar and reporting requirements.

### **Methodology**

To build a picture of the current system we started by doing a thorough review of the pertinent federal and state laws and regulations. This helped to identify the intents, requirements and constraints of the funding streams. Then we built upon the work done by the SCALES' Funding/Delivery System Committee. To supplement, verify and enrich our understanding of information gathered by the committee we conferred with council members and other knowledgeable sources within the adult literacy system, especially those within the state departments that are responsible for the dispersion of the funds. We also located additional documentation to further validate our findings.

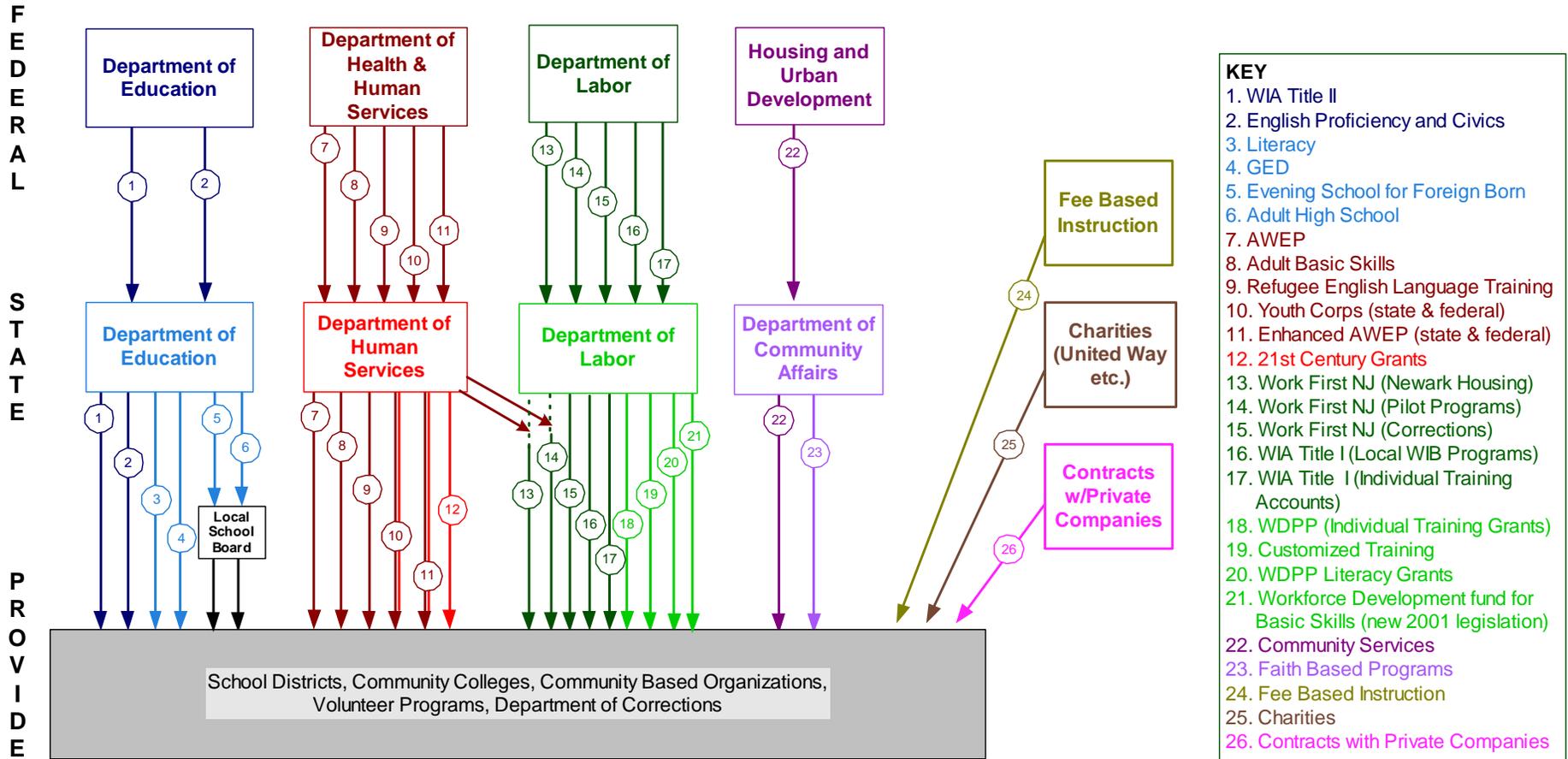
Because of the diffuse and non-cohesive nature of the adult literacy system, complete information was not available for every funding stream. In some cases, enrollment and/or funding data are missing, or enrollment and funding data are from different years. There

were also instances where adult literacy was a component of a larger program and it was not possible to separate adult literacy funding and enrollment from the overall funding and enrollment. In these cases, the programs were identified as a source of funding but the funding and enrollment numbers were not included in the totals.

### **Sources of Funding for Adult Literacy in New Jersey**

The following diagram shows the complexity and diffusion of the adult literacy system. It traces the funds sources for adult literacy programs, from federal to state agencies to local providers. It also shows three non-governmental sources. It is important to note that programs coming from a single state department do not necessarily have any internal connections or coordination. The funds flow through different agencies, divisions and offices within the department. Their allocation, eligibility, scope, monitoring and reporting requirements are a function of various federal and state laws and regulations. Providers vie for funds from one or more of these sources. Most providers receive funds from more than one source and therefore must comply with the regulations and requirements of their multiple grants. There are further complexities in the system in that there are circumstances where funds originate with one state department but are administered by another or where funds go from the state to local school board control and from there to the providers.

## Funding for Adult Literacy and Basic Education



**Note:** Each line represents a funding stream. The streams within a particular state department may be, and most are, managed by different agencies, divisions or offices and in many cases are governed by different state and federal laws and regulations. Providers can apply for grants and receive funding from any one or more of the funding streams. Most receive funding from multiple sources which means different application procedures, deadlines, reporting requirements and different student eligibility criteria for each grant.

**Note:** Each department is represented by a color. Darker shades represent federal funds and lighter shades represent state funds.

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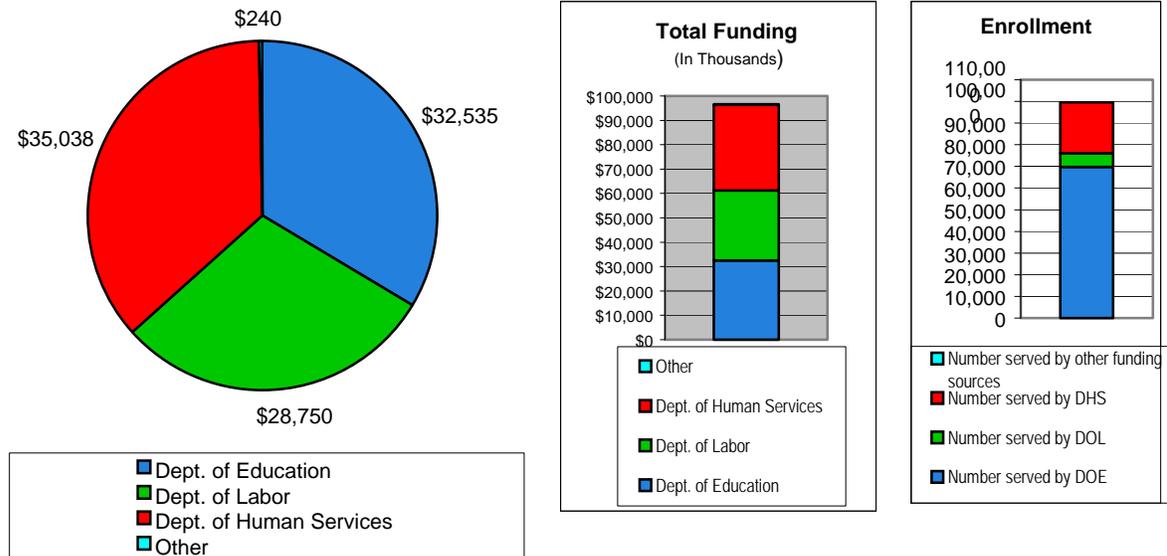


## Governmental Funding and Enrollment for Adult Literacy

To get an understanding of the size of the adult literacy system, we collected funding and enrollment figures. For those who think of adult literacy as only the money from the federal Adult and Family Literacy Act (also known as The Workforce Investment Act Title II or WIA Title II), it is noteworthy that the Department of Education is only one of three departments with a strong presence in the adult literacy system in New Jersey. Indeed, the Departments of Labor and Human Services each contribute almost equal sums to adult literacy. The figure below shows the relative contributions of the various departments as well as the total enrollment and funding figures. Our estimate is that governmental programs spend approximately \$100 million and serve approximately 100,000 people.

*It should be noted that it is not valid or useful to calculate a per person expenditure based on these numbers. The programs that make up these totals are too varied to average together. Also the \$100 million dollar figure includes the anticipated \$21 million from the new (2001) Supplemental Workforce Fund for Basic Skills legislation which will be administered through the Department of Labor; of course, there are no matching enrollment figures for this money. For a more detailed look at the programs, funding and enrollment, please see Appendix B.*

**Dept. of Education, Dept. of Labor, Dept. of Human Services  
and Other Funding for Adult Literacy Education**  
(In Thousands)



## **The Provider Level**

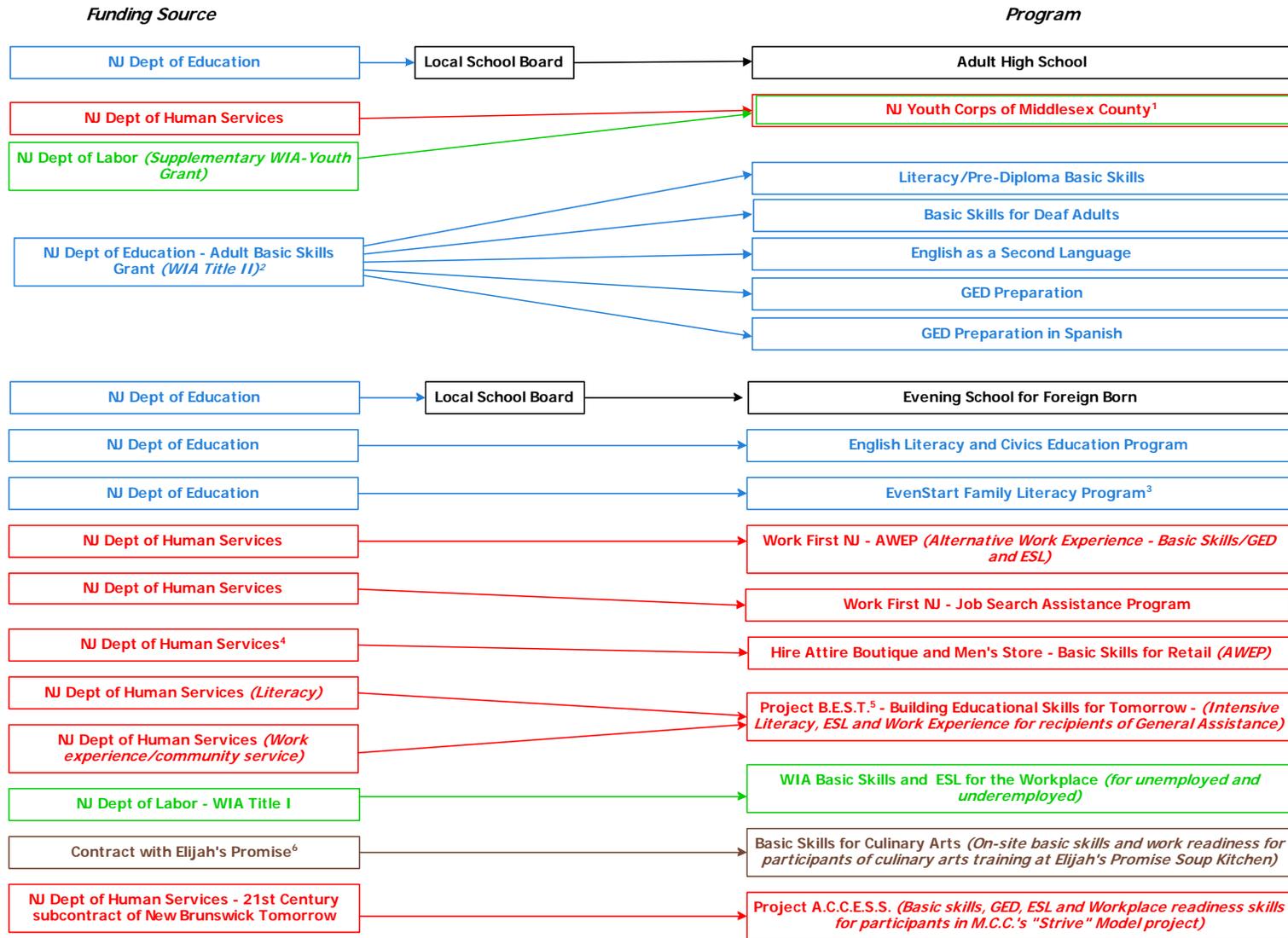
The adult literacy system at the state level is clearly disjointed and complex. What kind of an impact does this have at the provider level? As previously mentioned, providers vie for funds from the various sources. The programs offered and the populations served by the providers depend on which monies they were successful in obtaining. In order to understand how the adult literacy system functions at the provider level we present two case studies. One is a large urban school district provider and the other is a community college.

### **New Brunswick Public Schools Adult Learning Center**

This is a large urban school district provider of adult literacy services. In the 2000-2001 school year they served 2,601 clients. They have seventeen different programs funded by fifteen different grants. In some cases, a single grant funds multiple programs, such as General Education Development (GED), Adult Basic Education (ABE) and English as a Second Language (ESL) and in other cases, two grants are needed to fund a single program. Almost all the programs are provided at a single location. Rooms are used for one program in the morning, another in the afternoon and a third in the evening. The following diagram shows the relationships between grants and programs at this provider. Each of the grants is on a different fiscal calendar, has different requirements, and different student eligibility criteria. They receive grants from all the major governmental sources as well as one grant from a non-governmental source. On occasion, in order to keep a program going, they have had to apply for new grants from different agencies, as funding from the original source was no longer available. The administrative burden of these multiple grants is overwhelming.

Reliance on grants makes it difficult to predict and plan. Reduction in funding of a grant can precipitate a funding crisis while the advent of a new grant sometimes requires rapid expansion of service to the targeted population without adequate time for planning. The most important funding stream for the Center is the adult high school, a program through which learners can earn a regular New Brunswick School District high school diploma. The adult high school is funded through regular K-12 state aid funneled through the school district. Thus, it is a relatively stable source of funding. Moreover, the adult high school provides funds for a principal and support staff such as counselors and the per-student allocation is higher than for many other of the Center's grant programs. The adult high school is so important to the Center that if this funding stream were lost, the entire Center would be in jeopardy.

## New Brunswick Public Schools - Adult Learning Center



<sup>1</sup> Co-sponsored with UMDNJ

<sup>2</sup> In Consortium with East Brunswick and South River

<sup>3</sup> Co-sponsored with UMDNJ/CARRI Program

<sup>4</sup> Formerly a Dept of Labor Grant

<sup>5</sup> Formerly a Dept of Labor WIA grant, moved to a Dept. of Human Services Work First grant

<sup>6</sup> Formerly part of WIA Basic Skills and ESL for the Workplace

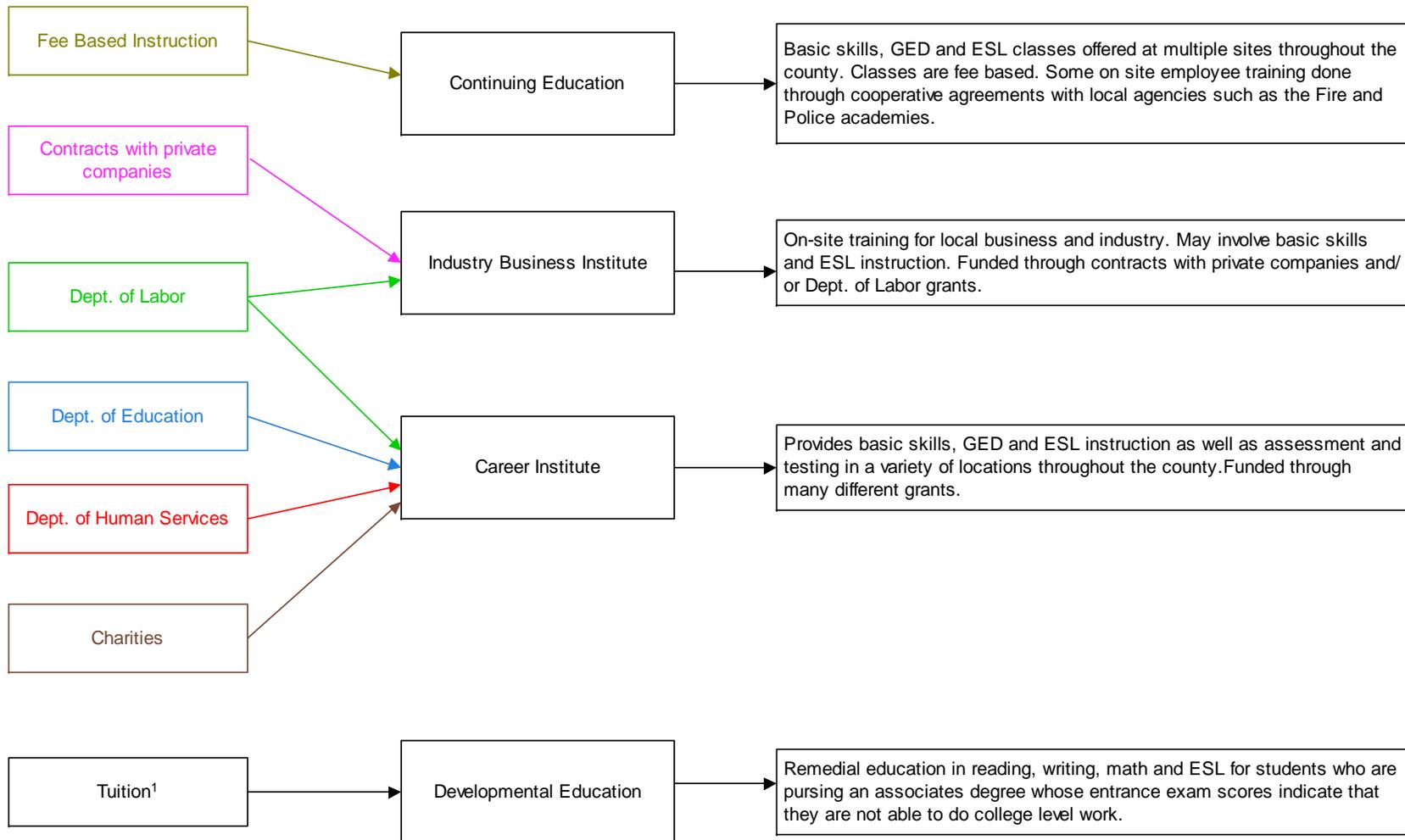
## Union County Community College

This is a large urban/suburban community college with multiple campuses. They provide adult literacy services in three different divisions: Continuing Education, Career Institute, and Developmental Education. Continuing Education, which includes the Industry/Business Institute, provides services in basic education and ESL either on a fee-for-service basis (low cost non-credit classes) or through contracts with private businesses, some of which may receive money through the Department of Labor for their programs. The Career Institute receives grants from a number of different sources for basic skills, GED and ESL instruction. The majority of the grant funded adult literacy programs provided by the college go through this Institute. They receive multiple grants from the major governmental sources as well as from foundations and charities. Development Education offers adult literacy education courses as part of the College's credit course offerings. These are primarily funded through tuition payments.<sup>1</sup> Adult literacy services are offered at all campuses and a number of off-site locations including workplace locations as contracted by businesses or funded by grants. The following diagram shows the relationships between funding sources and programs offered at the college.

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<sup>1</sup> We know that a significant amount of money and resources goes to developmental education in community colleges; however, as yet, we have been unable to quantify this number. We are continuing to work on identifying valid numbers for this.

## Union County Community College



**Note:** Each of the funding sources indicated may, and many do, provide more than one grant. Grants may come from different divisions, agencies or offices within the specified departments. Each grant has its own eligibility, reporting, monitoring, accountability and scope of program requirements.

<sup>1</sup> Tuition monies may come from the students directly or through federal and state grants and loans to the students.

## **Conclusion – The Current Adult Literacy System**

The current system of adult literacy education in New Jersey has several structural problems. Although there are more resources than many realize, there is much duplication of effort and inefficient resource allocation and distribution. There is also evidence of insufficient resources as manifested in overcrowded classrooms, long waiting lists and part-time teaching staff. Adult literacy is still under-funded in comparison with other education and training initiatives. Most importantly, there is no central entity that provides leadership and oversight. The current system of multiple agencies and funding sources severely constrain efficient resource allocation, strategic planning and innovation.

## **STAKEHOLDER PERSPECTIVES**

In the research effort that supported the development of the Statewide Master Plan for Adult Literacy Education, we felt it was important to interview key stakeholders in adult literacy regarding their perspectives on the adult literacy education system. Those interviewed were selected to yield as representative a group as possible. The sample included state officials from all the agencies that fund adult literacy; providers from community colleges, public schools and non-governmental organizations; local officials and WIB administrators. North, Central and South New Jersey were represented.

In total, twenty-six stakeholders were interviewed. Interviews lasted between one-half-hour and an hour-and-a-half and most were tape recorded and transcribed verbatim. The questions asked were relatively open-ended and directed at addressing three overarching questions: 1. How does the adult literacy education currently function? 2. Why does it function as it does? 3. What are the major problems and what changes are necessary to solve them?

The data, in the form of field notes and transcripts, were then analyzed to identify major themes. Three themes emerged, fragmentation, funding/resources and public awareness.

### **Fragmentation**

Fragmentation refers to the perception that the parts of the adult literacy education system are so separated, and in some cases isolated from another, that they cannot work cohesively and effectively toward the common goal of reducing adult literacy in New Jersey. The great majority of our respondents voiced this perception. To a great extent, fragmentation is caused by the reality that adult literacy is administered through twenty-three programs in four separate state departments. Even in a perfect world of beneficent cooperation and harmony, coordination across that many bureaucratic boundaries would be difficult and perhaps impossible. As one respondent remarked,

*“We have a case where a program administered by another state department was operating a program for welfare recipients right in the middle of our job training office. We had no idea what those funds were being used for.”*

The difficulties in coordinating a fragmented system are compounded by the fact that the three state departments that administer most of the adult literacy money, Education, Labor and Human Services, have different operating cultures and priorities for adult literacy. One respondent, for example, noted that while Human Services focuses holistically on individual clients in a case work approach, Education, and

to some extent Labor, deliver “mass” programs for groups of clients. Another respondent noted that Education was so focused on elementary and secondary education that adult literacy was of very little priority. Still another respondent voiced concern that Labor was so focused on employability that the other needs of adult learners did not receive enough attention.

## **Funding/Resources**

While fragmentation is an issue that relates primarily the bureaucratic components of the state adult literacy system, Funding/Resources deals primarily with the provider components of the system.

When speaking about funding and resources, our respondents noted many problems indicative of severe resource scarceness at the provider level. As one provider said,

*“We have to turn people away because there are no spaces.”*

Other commonly noted problems indicative of insufficient resources were lack of classroom space, over-reliance on part-time teachers, waiting lists, inadequate instructional materials and insufficient staff development.

Yet, despite these signs of resource deprivation, we conservatively estimated that there is over \$100 million dollars allocated to adult literacy in New Jersey, a figure that is considerably higher than we had anticipated. This suggests that the problem may have more to do with the inefficient and wasteful allocation and distribution of resources than with the sheer amount of funding available.

Resource allocation and distribution is clearly an issue when we look at the impact of funding from 23 different programs in four state departments. Bureaucratic fragmentation produces disjointed resource allocation and this wreaks havoc at the provider level. As one provider put it,

*“Currently we are operating 15 different grant programs to maintain the variety of programs we have here. This means 15 different funding streams, 15 different goals and objectives and targeted programs, plus 15 different reporting systems... Each has different calendars, reporting forms and requirements. All of these are operating to provide basic skills instruction. The needs are the same, but because money is targeted, we must recruit different populations. But what we are teaching is very similar. Depending on the funding source and how people (clients) are labeled, if they are from one economic level you can serve them. If they are from another they cannot be serviced. If they are a certain age they go to one class. If they are over an age, they go somewhere else.”*

Another provider told us,

*“There are districts that are dropping programs altogether because the paper work is too difficult to handle. Learners suffer.”*

Multiple funding sources administered by different state agencies create different eligibility requirements, different reporting requirements and reporting due dates, and the necessity of responding to a multiplicity of proposal applications. This results in a very heavy administrative burden on providers. To compound the situation, grants do not provide enough funds for administration; however, a huge amount of

administrators' time is spent on grant-related activity. This means that other critical functions such as long term planning, evaluation of instruction and curriculum development just do not get done. Furthermore, support staff such as counselors and job developers often becomes involved in the grant management process to the detriment of their other duties.

## **Public Awareness**

The theme, public awareness, refers to the perception that the general public is not aware of the importance of adult literacy education to a healthy society and economy. As a result, adult literacy receives low priority on the policy agenda and in funding. As one of our respondents put it,

*“I would like recognition of adult literacy as a key component of the entire educational landscape. It is not separate and unequal but it is part of the landscape and needs to be recognized. Although it is not the same as K-12, it is still a distinguished piece of the educational process in the United States. It’s the black sheep, and the taxpayers think, ‘well, we gave you a shot at K-12 and you had the opportunity to go to school—even if that was in Mexico. They say, if they can’t read and write, it’s their own fault.’”*

Part of the reason why there is low public awareness of the importance of adult literacy education is that advocacy is diffused over twenty-three programs in four state departments. Indeed, unlike many other states, there is no agency in New Jersey state government that has adult literacy education as its sole charge. Hence, there is no locus of focused leadership. Another reason is that, because of bureaucratic fragmentation, there is no common voice, no mechanism for developing a focused and coherent message. Improving the public image of adult literacy education is a difficult task that would take a coordinated effort by all parts of the adult literacy system including learners and professional associations. From where is the leadership and coordination to come?

## **Conclusion – Stakeholder Perspectives**

The great majority of stakeholders perceive that the adult literacy education system is fragmented to the point where coordination of service is severely compromised. Providers note that fragmentation creates disjointed resource allocation, a situation where they must administer a plethora of grants to provide comprehensive literacy services, each grant having different eligibility requirements, reporting regulations and proposal processes. Disjointed resource allocation creates a heavy administrative burden on providers that diverts them from providing the educational leadership that is greatly needed. Fragmentation also deters the development of a common voice in support of adult literacy education and the focused leadership necessary to make that voice heard.

## **III. PRELIMINARY RECOMMENDATIONS**

There are two essential realities about New Jersey’s adult literacy education system that converge to substantiate our recommendations. These realities are supported by both the qualitative and quantitative portions of the planning study. First, unlike elementary, secondary and higher education, the adult literacy system is almost exclusively grant funded. Providers vie for funds through grant application processes, sometimes because a grant program provides services their clients need, sometimes because they are asked to by publics within their communities and sometimes simply because they need the money. The net result is that provider programs are configured by their success at grantsmanship, not by strategic planning at any level of the system. Moreover, because they are grant funded, providers must

live by the rules the grants stipulate. The result is a hodgepodge of eligibility requirements, reporting regulations, accountability standards and grant applications that overburden the system and make coordinated service delivery difficult.

Second, at the State level the adult literacy system is severely fragmented with adult literacy programs being administered by four different state departments within twenty-three programs. These programs promulgate the rules and regulations that govern the delivery of service, provide for the selection of providers, and monitor compliance with regulations and standards. Along with the amount of funds allocated, these rules and regulations, which often derive from federal legislation, drive the system.

The myriad of regulations and funding levels that fragmentation produces change as state and federal policy changes, thus thwarting predictability and the ability to plan ahead. Worse yet, even small changes in one funding program can result in significant imbalances in the delivery of service at the provider level.

If the situation as we have portrayed it in this report is to change, there is a sine qua non and that is bureaucratic consolidation at the state level of the various programs that fund and govern the provision of adult literacy education in New Jersey. Our primary preliminary recommendation is:

## **Recommendation One:**

**The twenty-three programs in four state departments that currently administer adult literacy education in New Jersey should be consolidated under one state agency responsible for adult literacy education. Implementation of this recommendation would:**

- *Allow for the coordination and streamlining of eligibility requirements, reporting regulations and grant application processes.*
- *Provide a locus of leadership and public advocacy for adult literacy education.*
- *Facilitate long term strategic planning.*
- *Eliminate the waste associated with the administration of twenty-three different programs.*

Although at first glance this recommendation may seem radical, it really is not. Michigan, Tennessee and Kentucky have achieved bureaucratic consolidation of adult literacy with significant success. Broadly speaking, adult literacy education services should be reorganized at the State level along the lines outlined in the State Employment and Training Commission's White Paper, *New Jersey in Transition: The Crisis of the Workforce*.

We believe that the WIBs are the logical entities for local coordination as WIBs meet the important criteria for local coordination: They are charged with strategic planning, their membership is representative of the community, and they possess operating resources. Moreover, it would be senseless to create new local coordinating bodies for adult literacy education when appropriate bodies already exist. This leads to our second recommendation:

## **Recommendation Two:**

**Local coordination for adult literacy education should be charged to the WIBs. WIBs, along with their literacy committees, should:**

- *Develop local strategic plans for improving the delivery of adult literacy education and coordinating that delivery with other components of the workforce development system.*
- *Make recommendations for the allocation of funding to adult literacy education providers.*
- *Serve as local advocates for adult literacy education.*

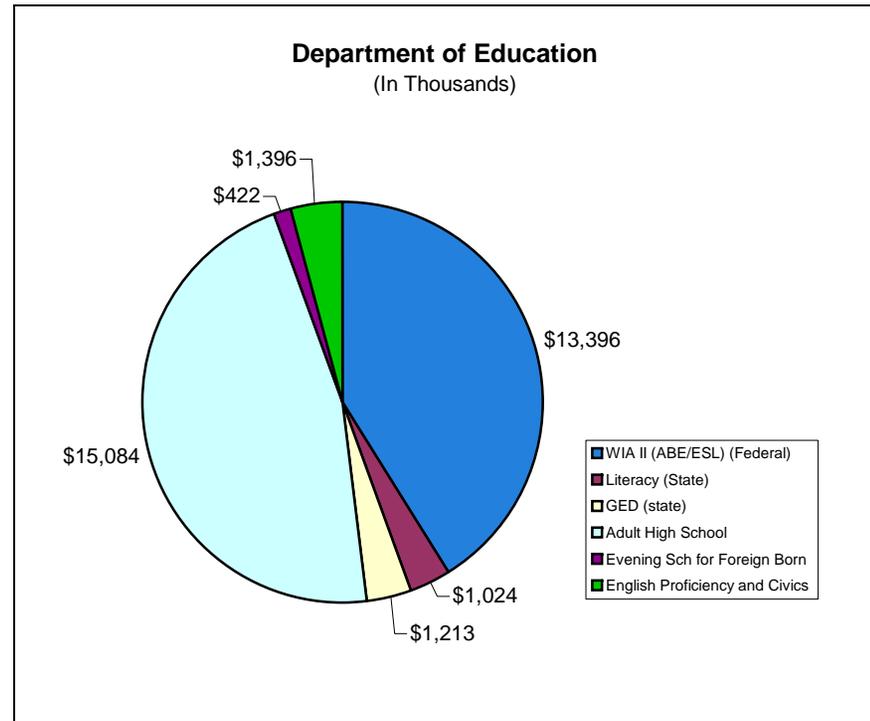
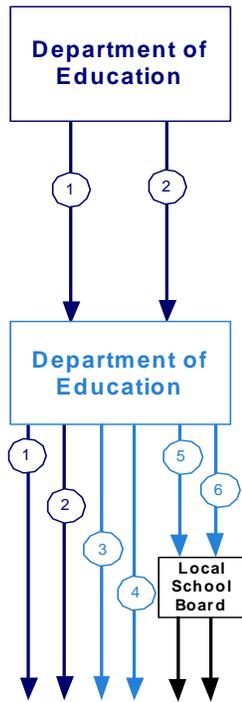
Bureaucratic consolidation to achieve a rational and cost effective coordination of adult literacy at the state level is only one part of the equation, however. Local coordination is also needed. Despite the excellence of many individual programs at the local level, the adult literacy system at that level lacks any coherence. Programs frequently exist in vacuums with little or no link to each other and no easy pathway for the customers to get their needs met.

Appendix A:  
Statewide Literacy Council Goals

1. To develop a broad-based statewide master plan, which integrates and coordinates all adult literacy programs. (At a minimum, the plan shall address service delivery, consolidation and coordination, funding and accountability, staff development and training, technology and advocacy. The plan shall include a proposal to consolidate the State supported literacy programs.)
2. Report annually to the Governor and the Legislature. The annual report shall include, but not be limited to, the accomplishments and initiatives of the reporting period. The first annual report shall also include the State master plan as called for in the legislation and outlined in goal #1.
3. To facilitate State planning and local planning through Workforce Investment Boards and among service providers to assure concurrence with the State master plan for adult literacy education.
4. To review federal and State legislation, and develop and modify literacy plans accordingly.
5. To develop appropriate performance standards and impact measures and Statewide benchmarks to measure the entire system and programs of adult literacy services;
6. To develop a Statewide strategy to facilitate and improve professional development and information sharing for practitioners and policy makers to promote the availability of services to learners, employers, and service providers;
7. To improve communication among federal, State, and local Literacy initiatives.
8. To recommend strategies to broaden adult literacy efforts so that literacy levels of the entire family are improved.
9. To work with public and private sector organizations to develop strategies to publicize the problem of low-literate populations as well as the services available to address this problem.

Appendix B:  
Current Programs, Funding and Enrollment Data

**Department of Education – Adult Literacy Programs**



	Program	Funding Source	Funding	Number of Providers	Number of Clients Served
1	<b>WIA Title II (ABE/ESL):</b> Funds programs in adult basic education and English as a second language through competitive grants. (Source: for all figures is NJ Department of Education).	Federal	13,396,286 (2000-2001)	35 Consortia	44,712 (2000-2001)
3	<b>Literacy:</b> State contribution to WIA Title II funds. (Source: NJ Department of Education).	State	\$1,024,000 (2000-2001)	Same as above	2,976 (2000-2001)
4	<b>GED:</b> Funds programs for GED test preparation. (Source: NJ Department of Education).	State	\$1,213,000 (2000-2001)	Same as above	6,065 (2000-2001)
	<b>SUBTOTAL:</b> WIA Title II (State and Federal Money)	TOTAL	\$15,633,286	35 Consortia	53,753

Appendix B:  
Current Programs, Funding and Enrollment Data (continued)

**Department of Education – Adult Literacy Programs**

	<b>Program</b>	<b>Funding Source</b>	<b>Funding</b>	<b>Number of Providers</b>	<b>Number of Clients Served</b>
2	<b><u>English Proficiency and Civics Education:</u></b> Provides funds for programs which combine English language and Civics education. Grants are competitive and money is from a separate WIA II Federal grant. Funding figure is for 2001. The funding for 2002 is more than double the 2001 figure (\$3, 481,823). (Source: US DOE Office of Vocational and Adult Ed.).	Federal	\$1,395,520 (2001)	6 (2000-2001) (Source: NJ DOE)	1,625 (2000-2001) (Source: NJ DOE)
5	<b><u>Evening School for Foreign Born:</u></b> Provides English Language and Citizenship for those who wish to become citizens. Funds are available only to school districts and districts must request the funds. State aid is a maximum of \$5000 per district and districts are required to provide a minimum of a one-to-one match. Districts may, and some do, provide a higher match. Funding figure is based on state aid and the minimum match. (Source: NJ Department of Education).	State & local match	\$422,000 (2000-2001)	55 (2000-2001)	3,235 (2000-2001)
6	<b><u>Adult High School:</u></b> Allows adults to complete high school and obtain a regular high school diploma. All New Jersey high school graduation credits and requirements must be met. Funds available only to New Jersey school districts. State aid is based on \$1,345 per pupil based upon an enrollment head count in early October. Local school boards receive the funds and make determinations of actual funds for their Adult High School. Funding figure is state aid to school districts for Adult High School. School districts must apply for Adult High School funds and not all districts have Adult High Schools. (Source: NJ Department of Education).	State	\$15,084,175 (1996-1997)	56 (2000-2001)	11,215 (1996-1997)
	<b>SUBTOTAL: Non WIA II Dept. of Education Programs</b>		16,901,695		16,075
	<b><u>TOTAL for All Department of Education Adult Literacy Programs</u></b>		32,534,981		69,828

**Department of Human Services – Adult Literacy Programs**

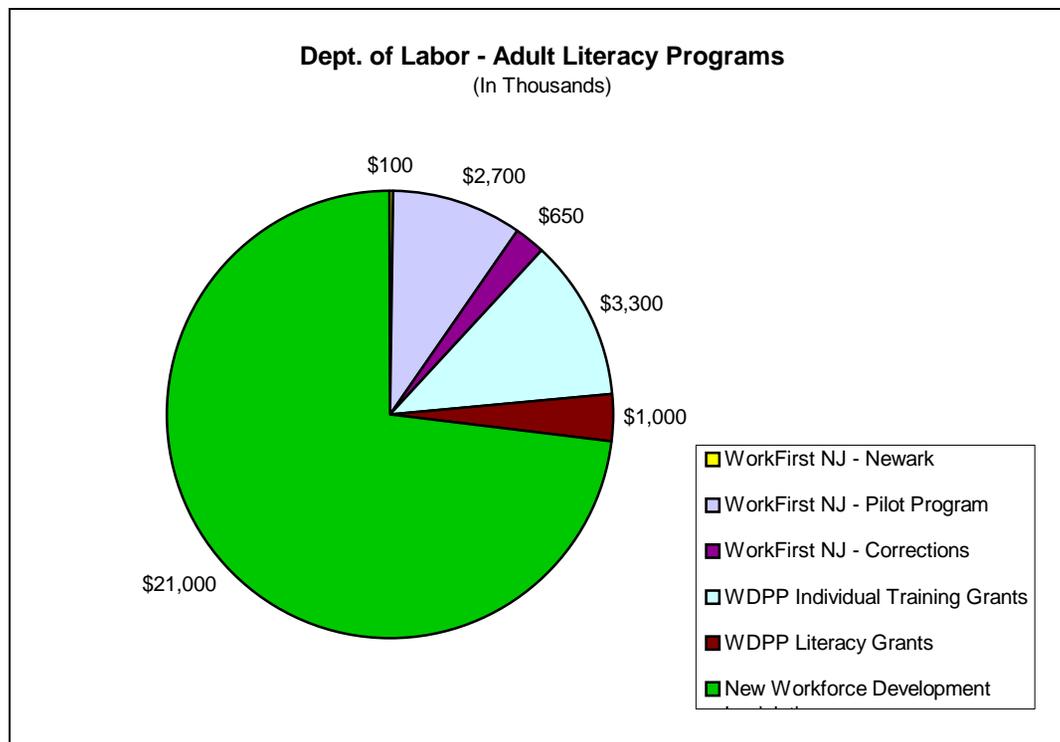
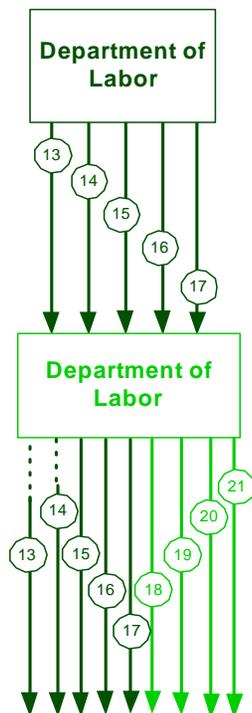


	<b>Program</b>	<b>Funding Source</b>	<b>Funding</b>	<b>Number of Providers</b>	<b>Number of Clients Served</b>
7	<b>AWEP:</b> Alternative Work Experience. These are literacy and basic skills programs for welfare recipients who are found to be in need of these skills before they can successfully find employment. Funded through Federal TANF (Temporary Assistance for Needy Families) funds. The funding figure excludes two Department of Human Services' grants to the Department of Labor for Work First New Jersey programs of \$100,000 (Newark Housing) and \$2.7 million (pilot programs for computer based adult literacy learning centers). (Source: Department of Human Services).	Federal and State	\$34,400,000 (2001)	51 (2001)	22,214 (2001)

	<b>Program</b>	<b>Funding Source</b>	<b>Funding</b>	<b>Number of Providers</b>	<b>Number of Clients Served</b>
8	<b>Adult Basic Skills:</b> These programs are for institutionalized populations, either in psychiatric hospitals (4) or developmental centers (3). Separate Department of Education money funds education for youth populations in these institutions, the figure listed here is specifically for the adult population. (Source: Department of Human Services).	Federal	\$199,923 (2001)	7 (2001)	382 (2001)
9	<b>Refugee English Language Training:</b> ESL Programs for Refugees. (Source: Department of Human Services).	Federal	\$437,612 (2001)	8 (2001)	803 (2001)
10	<b>Youth Corps:</b> This program serves young adults between ages 16 and 25 who left high school with out completion. The program provides basic skills/GED instruction, career counseling and work skills through community service. Neither the funding nor the enrollment figures are included in the overall figures for the Department of Human Services because we do not know the percentage of the funds used specifically for basic skills/GED. (Source: Department of Human Services).	State and Federal WIA Title I	\$3,600,000	13 (2001)	800-900 (2001)
11	<b>Enhanced AWEP:</b> This is for people who are off of welfare but still need and receive assistance. This assistance may include adult literacy education among other types of services. We were not able to obtain specific funding figures so this program is not included in the overall figures for the Department of Human Services. (Source: Dept. of Human Services).	State and Federal	Stipends to individuals		
12	<b>21st Century Grants:</b> State grants for programs that help welfare recipients work towards self-sufficiency. Programs are in five NJ cities, Jersey City, Newark, Trenton, New Brunswick and Camden. The overall goal of the grants is to “improve the economic and social well-being of NJ residents who must move from welfare to work.”(NJ Dept of Human Services Press release 3/3/99). These figures are not included in the overall DHS figures for adult literacy education because we do not know the percentage of the funds which are used specifically for adult literacy education programs. (Source: Department of Human Services).	State	\$10,000,000 (2 yrs 1999-2001)	5	
<b>Total: Dept. of Human Services Adult Literacy Programs</b>		TOTAL	\$35,037,535 <sup>1</sup>		23,399 <sup>1</sup>

<sup>1</sup> Does not include Youth Corps, 21<sup>st</sup> Century Grants or Enhanced AWEP.

## Department of Labor – Adult Literacy Programs



	<b>Program</b>	<b>Funding Source</b>	<b>Funding</b>	<b>Number of Providers</b>	<b>Number of Clients Served</b>
<b>13</b>	<b>Work First NJ – Newark Housing:</b> Adult literacy and job readiness for welfare recipients in Newark Public Housing. The funds for this program come from a grant from the Department of Human Services AWEF funds. (Source: Dept of Human Services and Dept. of Labor).	Federal	\$100,000	1 (Newark Housing)	570
<b>14</b>	<b>Work First NJ – Pilot Programs:</b> Pilot programs for computer based adult literacy instructional centers. The funds for this program come from a grant from the Department of Human Services AWEF funds. The program started in June 2000. By January 2001 there were 5 centers and new centers open regularly. The enrollment figure is total people served since the program started. (Source: Dept of Human Services and Dept. of Labor).	Federal	\$2,700,000	9	483
	<b>Program</b>	<b>Funding Source</b>	<b>Funding</b>	<b>Number of Providers</b>	<b>Number of Clients Served</b>

15	<b>Work First NJ</b> – Corrections: Provides adult literacy instruction. (Source: SCALS/Delivery and Funding Committee)	Federal	\$650,000	5	2,000
16	<b>WIA I – Local Board Programs:</b> Local WIB boards may apply for funds for local literacy programs, as part of their strategic plan, which are funded through WIA title I funds. This program is not included in the overall Dept of Labor figures because we do not know the percentage of these funds that are used for adult literacy programs.	Federal	local boards request	17	Not Available
17	<b>WIA Title I – Individual Training Accounts:</b> These accounts are available to eligible individuals for job training; there is a \$4,000 per person cap on training. There is an additional maximum of \$1,300 per person for basic skills training. The funds and enrollment figures for this program are not included in the overall Department of Labor figures as they were not available. (Source: Dept of Labor).	Federal	Not Available	Not Available	Not Available
18	<b>WDPP – Individual Training Grants:</b> These grants are similar to the WIA Title I grants in that they are money available for individuals to obtain job training. There is a \$4,000 cap per person for job training and an additional maximum of \$1000 per person for basic skills training (the cap will be increasing to \$2,000 per person). (Source: Dept of Labor). Funding and enrollment figures source: SCALS/Delivery and Funding Committee.	State	\$3,300,000	180 (Individual training grants)	180
19	<b>Customized training:</b> These funds are available for companies to provide job training for their employees. Not all of the money is used for adult literacy training although a significant percent is used for ESL training. The figures are not included in the overall Department of Labor figures because the actual percentage of the overall funds that are used for adult literacy services is unknown. (Source: SCALS/Delivery and Funding Committee)	State	\$2,115,000	273	6,603
20	<b>WDPP Literacy Grants:</b> These are grants for training providers to be able to provide on-site workplace literacy programs for employers. (Source: SCALS/Delivery and Funding Committee)	State	\$1,000,000	301	3053
21	<b>New Workforce Development Legislation:</b> This legislation provides money for Basic Skill Training Centers inside One-Stop Centers. It also provides money for customized training for adult literacy services and additional money for WIB's to use for adult literacy services. (Source: Dept of Labor). This funding is included in the overall Department of Labor funding as all of the monies are targeted at adult literacy services.	State	\$21,000,000	Anticipated	
Total: Dept. of Labor Adult Literacy Programs		TOTAL	\$28,750,000 <sup>1</sup>		6,286 <sup>2</sup>

<sup>1</sup> Figure includes new Workforce Development Legislation but excludes Customized Training, WIA Title I – Local Board Grants and WIA Title I – Individualized Training Accounts.

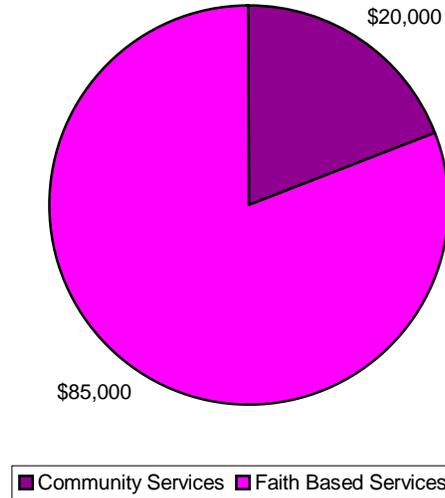
<sup>2</sup> Figure excludes Customized Training, WIA Title I – Local Board Grants, WIA – Individualized Training Accounts and New Workforce Development Legislation.

## Other Sources of Funding for Adult Literacy

### Department of Community Affairs



Dept. of Community Affairs - Funding for Adult Literacy



	Program	Funding Source	Funding	Number of Providers	Number of Clients served
22	<b>Community Services:</b> Adult literacy services in a housing project.	Federal	\$20,000	1	30
23	<b>Faith Based Services:</b> This is state aid for faith based community programs to provide a variety of community services. The total funding awarded on Oct. 31, 2001 is 2.5 million dollars for 35 programs. Of those 35 programs, there are 4 programs which have a component of adult literacy education totaling \$335,000. Of that, only \$85,000 is clearly funding literacy. (Source: Dept. of Community Affairs).	State	\$85,000		
	<b>Total:</b> Dept. of Community Affairs adult literacy programs	TOTAL	\$105,000		30

### **One Time Legislative Awards for 2001-2002**

The Legislature, on its own discretion, may award one-time grants. On occasion these grants fund adult literacy programs. For the 2001-2002 legislative year there were three such grants totaling \$135,000.

<p><b>TOTAL for other funding sources for adult literacy:</b></p>
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<p>Dept. of Community Affairs \$105,000 + One time legislative awards \$135,000 = <b>\$240,000</b></p>
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## Appendix C:

### Interviewed Stakeholders

#### **Stakeholder Perspective: List of Interviewees**

**Lisa Ashbaugh** – Director, Office of Policy and Planning, Inter-Departmental Initiatives, New Jersey Department of Human Services.

**Patricia S. Biddar** – Executive Director, Department of Assessment, Planning and Research, Union County Community College.

**Thomas Billet** – WIB Director, Camden County Workforce Investment Board.

**Jane Brady** – Freeholder, Middlesex County

**Bernard Cusano** – Director, Career Institute, Union County Community College.

**Theresa Daniels** – Legislative Coordinator, Division on Women, New Jersey Department of Community Affairs.

**Judith Faherty** – Principal, New Brunswick Public Schools Adult Learning Center.

**John R. Farrell, Jr.** – Vice President Administrative Services and Executive Assistant to President, Union County Community College.

**Walter Hecht** – Dean, Program Director, Philip Ciarco Learning Center, Bergen Community College.

**Thomas Henry** – State Director of Adult Education, New Jersey Department of Education.

**Teresa Keller** – Director, New Jersey Chapter of Literacy Volunteers of America.

**Gloria Kucher** – Principal, Vineland Adult Education Center.

**Christine Laquidara** – Former Director, Office of Educational Services, Department of Corrections.

**Marlene Lederman** – Supervisor of Adult Education, New Brunswick Public Schools Adult Learning Center.

**Daniel Lewis** – Coordinator, Employment and Training, New Jersey Department of Labor.

**Marilynn Medican** – Executive Director, The Jointure for Community Adult Education.

**Sister Mary Teresa Orbegozo** – Principal, Paterson Adult School, Paterson Education Center.

**Henry Plotkin** – Executive Director, State Employment and Training Commission.

**Janice Pointer** – Project Team Director, Workforce New Jersey, New Jersey Department of Labor.

**Enrico Prata** – Director of Continuing Education, Caldwell – West Caldwell Board of Education.

**Patricia Roman** – Executive Director, Middlesex County Workforce Investment Board.

Appendix C:

Interviewed Stakeholders (continued)

**Stakeholder Perspective: List of Interviewees**

**Steven Sassala** – Executive Director, Prosperity New Jersey.

**Barry Semple** – NJALL Board Member and State Council for Adult Literacy Services Board Member.

**Wallace E. Smith** – Acting Vice President, Academic Affairs, Union County Community College.

**Charles Thomas** – Director, Cumberland County One-Stop Center.

**Paul Willenbrock** – Dean of Continuing Education and Community Services, Union County Community College.