



# California Library Literacy Services: Adult Literacy Services

Submitted to CLLS by  
Harder+Company  
Community Research

February 2009



## table of contents

Executive Summary	iv
Research Questions and Key Results	iv
CLLS ALS Outputs: Recommendations	vii
The Roles & Goals Approach: Recommendations	viii
Summary	viii
Introduction	1
1: Adult Literacy Programs: An Examination	3
History of Adult Literacy Services in the Library	4
CLLS ALS Core Values	5
Promising Practices of Adult Literacy Service Programs	7
Utilization of Volunteers in CLLS ALS	11
Measurement of other Adult Literacy Programs	12
Outcomes of Adult Literacy Programs	15
A Final Word on CLLS ALS	22
2: Summing It Up: CLLS ALS Outputs	23
Demographic Snapshot: CLLS ALS Participants	24
Adult Literacy Program Outputs	25
CLLS ALS Volunteers	27
Volunteer Training and Workshops	28
Making the Connection	29
Recommendations	30
3: Making a Difference: CLLS Outcomes	31
Life Long Learner Roles & Goals	33
Worker Roles & Goals	34
Family Member Roles & Goals	35
Community Member/Citizen Roles & Goals	35
General Roles & Goals	36
A Final Word on CLLS Outcomes: Roles & Goals	37
4: Assessment of the Roles & Goals Approach	38
Using the Roles & Goals Form	38

Entering Roles & Goals Data into the Internet Database	40
Analyzing Roles & Goals Data	42
Appendices	44
Appendix A: Current CLLS ALS Roles & Goals Form	45
Appendix B: Evaluation Framework	48
Appendix C: CLLS Outputs Data Table	56
Appendix D: Roles & Goals Data Tables	57

# Executive Summary

Literacy is a “crucial life skill”;<sup>1</sup> some say it is a human right.<sup>2</sup> Literacy is the foundation for many of life’s stages: learning and education, employment and career opportunities, parenting and helping children achieve their potential, and progressing through life with the ability to meet many of today’s demands and challenges.<sup>3</sup> Improving one’s literacy has also been associated with self-esteem, empowerment, and better health.<sup>4</sup> Return on investment studies on literacy programs have found that between \$11 and \$7 are returned for every \$1 invested.<sup>5, 6</sup>

In order to promote literacy in California, the California State Library (CSL) administers the California Library Literacy Services Adult Literacy Services (CLLS ALS), located in public libraries. These library literacy programs provide a valuable community service and promote the connection between literacy and the public library emphasis on reading. Further, libraries are one of few great free public institutions. Libraries are deeply imbedded in the communities they serve and provide a wide variety of free and low-cost

services.<sup>7</sup> Return on investment studies on libraries have found that that between \$6.54 and \$3.81 are returned for every \$1 invested.<sup>8, 9, 10, 11, 12, 13</sup>

## Research Questions and Key Results

In 2007 Harder+Company Community Research was enlisted to perform an overall evaluation of the CLLS ALS.<sup>14</sup> The main objectives of this evaluation include a comparison of the priorities and tutoring model of CLLS ALS with those of other adult literacy services (i.e. Adult Basic Education (ABE)), and to examine the overall effectiveness of the

---

<sup>1</sup> Durgunoglu, Aydin Y., Banu Oney, and H. Kuşçul 351;cul. “Development and Evaluation of an Adult Literacy Program in Turkey.” International Journal of Educational Development 23 (2003): 17-36.

<sup>2</sup> UNESCO. “International Literacy Statistics : A review of concepts, methodology, and current data. “ 2008. <[http://www.uis.unesco.org/template/pdf/Literacy/Literacy\\_Report2008.pdf](http://www.uis.unesco.org/template/pdf/Literacy/Literacy_Report2008.pdf)>

<sup>3</sup> Ibid.

<sup>4</sup> Ibid.

<sup>5</sup> A.T. Kearney. “Literacy Volunteers of America, Inc., Economic Impact Analysis Project Report.” Syracuse, NY: Literacy Volunteers of America, 1999.

<sup>6</sup> Stanfield, R. “Chicago’s Child-Parent Centers: Providing the Value of Early Childhood Education in the Real World.” Baltimore, MD: Annie E. Case Foundation, 2002.

---

<sup>7</sup> Spangenberg, Gail. Even Anchors Need Lifelines. Public Libraries in Adult Literacy. Education Resources Information Center: Numerical/Quantitative Data; Reports - Research, ERIC# ED406519

<[http://eric.ed.gov/ERICDocs/data/ericdocs2sql/content\\_storage\\_01/0000019b/80/16/78/bb.pdf](http://eric.ed.gov/ERICDocs/data/ericdocs2sql/content_storage_01/0000019b/80/16/78/bb.pdf)>

<sup>8</sup> Griffiths, José-Marie, Donald W. King, Christinger Tomer, Thomas Lynch and Julie Harrington. September 2004. “Taxpayer Return on Investment in Florida Public Libraries: Summary Report.” State Library and Archives of Florida.

<sup>9</sup> The British Library. “Measuring Our Value.” <<http://www.bl.uk/pdf/measuring.pdf>>.2004.

<sup>10</sup> Holt, Glen E., Donald Elliott, Amonia Moore. “Placing a Value on Public Library Services.” Saint Louis Public Library <<http://www.slpl.lib.mo.us/libsrc/restoc.htm>>.

<sup>11</sup> Aabø, Svanhild. June 13, 2005. “The Value of Public Libraries.” Presented at the World Library and Information Congress: 71th IFLA General Conference and Council “Libraries – A Voyage of Discover” August 14th – 18th 2005 Oslo, Norway

<sup>12</sup> Kamer, Pearl M. “Placing an Economic Value on the Services of Public Libraries in Suffolk County, New York.” NY: Long Island Association. June 2005

<sup>13</sup> Levin, Driscoll, & Fleeter. “Value for Money: Southwestern Ohio’s Return from Investment in Public Libraries.” Ohio: 22 June 2006.

<sup>14</sup> This project was funded in whole or in part by the U.S. Institute of Museum and Library Services under the provisions of the Library Services and Technology Act, administered in California by the State Librarian.

Roles & Goals outcomes measurement approach, which is used by CLLS ALS to track and assess learner progress in the program. An Evaluation Framework, including seven key research questions (Appendix B) guided this study. This section lists the seven research questions in order of their appearance in this report and provides a summary of Harder+Company's responses to each. Detailed findings and recommendations are provided in the body of this report.

## CLLS ALS Design

### How does the CLLS ALS model compare to other adult literacy models?

+ The CLLS ALS model compares very favorably with other ABE-type literacy training models, particularly for the specific audience that this program targets. While no "best practices" have been empirically identified through Harder+Company's extensive review of the published literature on adult literacy services, some "promising practices" have been identified. These promising practices are all currently being implemented in the CLLS ALS model. The mission and core values of the CLLS ALS align very well with these promising practices. These promising practices include life-contextualized learning, dialogic/collaborative teacher/learner dynamics, individualized instruction with access to small groups, innovative instructional techniques and volunteer tutors. Few other adult literacy service programs in the U.S. utilize as many of these promising practices as does the CLLS ALS.<sup>15</sup>

### What are the successes and challenges of one-to-one literacy services compared to small group and classroom settings?

---

<sup>15</sup> Purcell-Gates, Victoria, Sophie Degener, Erik Jacobson. "U.S Adult Literacy Program Practice: A Typology Across Dimensions of Life-Contextual/Decontextual and Dialogical/Monologic." National Center for the Study of Adult Learning and Literacy. NCSALL Reports 2 (1998): 1-28

+ CLLS ALS is designed to be individualized. Tutor/learner dyads work together over time, sometimes for more than a year, to achieve the goals set by the learner. CLLS ALS focuses particularly on the niche of learners who have not succeeded in a classroom setting.<sup>16</sup> As such, it has shown success using individualized and small-group settings adult learners. In addition, the targeted clientele often find that their family and/or work responsibilities do not allow them to routinely maintain rigid classroom schedules. For them, the ability to schedule one-on-one sessions with their individual tutor provides a more flexible and comfortable learning environment, resulting in greater success attaining goals than in other adult literacy service program settings.

However, this model is very dependent on pairing individual tutors and learners for individualized focus. Wait lists persist at many sites because of this time-intensive design, a definite CLLS ALS challenge.

### What are the successes and challenges of volunteer-based literacy services?

+ CLLS ALS draws heavily upon local communities for skilled volunteers to support many program activities and to tutor adult learners. Local CLLS ALS programs have 25 years of success in utilizing volunteer tutors in their one-to-one literacy model. This tradition has been successful in providing many community members with rewarding opportunities to serve their communities and fellow residents. The volunteers also provide high-quality literacy services to a struggling population and vastly increasing the value of the public library at a very low cost. The local programs honor and value the volunteer commitments and provide orientation, ongoing training, and support for volunteers.

---

<sup>16</sup> California Library Literacy Services. CLLS Core Values. 2003.

However, it is also true that recruiting and retaining volunteers has been a challenge, particularly in recent years.

## CLLS Outputs and Outcomes

### How many adult learners are served by CLLS ALS?

- + 77,844 adult learners have been served by CLLS ALS during the four years that this study covered (July 2004-June 2008). It is important to note that almost three fourths of the CLLS ALS participants during the course of this study were in their prime wage earning years (from 20 to 49 years). Thus CLLS ALS appears to be addressing a specific group that can greatly assist in improving their own economic status as well as that of the state of California, as literacy skills have been found to promote employment,<sup>17</sup> decrease overall health costs,<sup>18</sup> reduce the need for public assistance,<sup>19</sup> and increase the Gross Domestic Product.<sup>20</sup>

### What is the effect of CLLS ALS on adult learners (as measured by the Roles & Goals)?

- + Adult learners participating in CLLS ALS are making significant progress toward their literacy goals. Program participants were able to accomplish their self-defined literacy goals at very good rates, as documented in the six-month summaries of Roles & Goals set and met (see Appendix D). Generally, about 50% of participants who set a particular goal actually met that goal; sometimes the rates

achieved were as high as 75 to 90%. As would be expected, short-term goals (i.e. 'take children to library story time') are met at a higher rate than long-term goals (i.e. 'pass the GED'). However, even for the more difficult and longer term goals, the goal completion rates recorded from July 2004 to June 2008 are exceptional, considering the initial literacy levels and previous training/learning difficulties encountered by CLLS ALS adult learners. Such goals include 'obtain a license or certification' (27-37%) or 'pass the GED' (15-20%) or 'get a job' (25-30%).

## Roles & Goals Approach

### Is the Roles & Goals the appropriate approach to evaluating CLLS ALS?

- + The Roles & Goals approach reflects the learner-oriented, life-contextualized design of CLLS ALS and, as such, is appropriate to measurement of CLLS ALS. CLLS ALS does not use test-based measurement techniques, such as literacy proficiency scale scores, that are prevalent in a great majority of other adult literacy service programs (i.e. ABE). This makes comparisons of learner progress between CLLS ALS and these other programs problematic. However, our research indicates that many adult learners may not be as interested in basic, standardized scores, since they are not as useful in their daily lives. That is, increasing a standardized literacy score may not be as meaningful as reading one's religious text or helping children with their homework.

In addition, the particular learners that this program targets have tended to be less comfortable and less successful in the formal classroom-type setting that these tests and standardized scoring imply. The Roles & Goals approach addresses outcomes the learners relate to their everyday lives and provides quantifiable indicators of progress

---

<sup>17</sup> "U.S Adult Literacy Programs: Making a Difference."

ProLiteracy.org. 21 May 2008

<<http://www.proliteracy.org/downloads/LitOutPDF.pdf>>.

<sup>18</sup> Schwartzberg, Joanne. "Health Literacy: Can Your Patient Read, Understand, and Act Upon Your Instruction?" Aging and Community Health. American Medical Association.

<sup>19</sup> Bartonk, Paul, E. and Lynn Jenkins. "Literacy and Dependency: The Literacy Skills of Welfare Recipients in the United States." New Jersey: Educational Testing Services, 1995.

<sup>20</sup> UNESCO. Op. Cit.

the learners make toward those real-life outcomes.

### How does the data collected from the Roles & Goals approach compare to that collected by other program evaluation models?

- + Only limited connections can be made between data. Because outcomes measurement is rarely used by other adult literacy service programs (i.e. ABE) only two goals reported in CLLS ALS Roles & Goals can be directly compared to other sources of data, and even then, the comparisons are limited.<sup>21</sup> Based on these limited comparisons, however, it appears as though adult learners participating in the Adult Education & Family Literacy Act's (AEFLA) program of 80+ hours of federally funded, classroom-based instruction fulfill the two outcomes of 'enter employment,' and 'obtain a high school diploma or GED' more often than adult learners enrolled through other adult literacy service programs, including CLLS ALS.<sup>22</sup> Whether the learners served by CLLS ALS would achieve these same results in that setting is unlikely, since CLLS ALS adult learners have been unsuccessful in classroom settings in the past. It is also unknown how the other 58 outcomes included in the Roles & Goals measurement tool would compare in other adult literacy service programs, since those outcomes are not measured by other adult literacy service programs.

### CLLS ALS Outputs: Recommendations

The following recommendations were developed based on the CLLS data outputs:

- + **Increase volunteer tutor and adult learner recruitment.** During the past several fiscal years, adult learners in many CLLS ALS programs must wait to be matched with a volunteer tutor. Similarly, volunteer tutors are also waiting to provide services. If possible, CLLS ALS staff should embark upon innovative recruiting strategies. Such strategies include utilizing the AmeriCorps program in sites not already participating, and in those that currently utilize AmeriCorps add additional AmeriCorps members to their teams.<sup>23</sup> CLLS ALS has also recognized the need to increase volunteer tutor and adult learner recruitment, and included this as Strategy Direction #1 for the Strategic Directions for the California Library Literacy Community, 2008-2011.
- + **Increase volunteer instructional hours.** The average number of instructional hours devoted to adult learners, while averaging about 40 hours per learner, has declined steadily since FY 2005-06. This trend is likely associated with the trends noted above: wait-listed volunteers and the need for additional volunteers. By increasing volunteer recruitment and retention, and consequently volunteer instructional hours, adult learners will get the important one-on-one time they need with tutors. Also, incorporating small group tutoring might help increase the flow of serving adult learners.
- + **Continue serving adult learners from diverse backgrounds.** Literature has found that older adults, women and ethnic minorities lag behind in literacy skills compared to the general population. These groups also experience barriers to services. While these groups are not explicitly targeted by CLLS

---

<sup>21</sup> Casas DynaReports.

<<https://www.casas.org/dynareps/index.cfm?fuseaction=reports.intro>>

<sup>22</sup> Educational Testing Service. "Adult Literacy in America: A First Look at Results from the Adult Education Program and Learner Surveys." 2008. 23 Dec. 2008.

---

<sup>23</sup> Research has shown that AmeriCorps members are effective in recruiting and training volunteers in various public service sectors. For more information, see the report titled "AmeriCorps Members in California Library Literacy Services" released October 2008.

ALS, local CLLS ALS programs should continue to serve adult learners in their primary age earning years, women and ethnic minorities.

## The Roles & Goals Approach: Recommendations

Based on the findings of the Roles & Goals (R&G) analysis, adult learners participating in CLLS ALS are making excellent progress towards their literacy goals. Upon intake, adult learners identify various goals to guide their sessions with volunteer tutors. The R&G approach measures learner-identified outcomes and is a useful tool for monitoring learner progress.

Recommendations for the R&G approach are based on a comprehensive examination of the R&G approach, which yielded key areas of improvement:

### Roles & Goals Form

The R&G Form is very useful for several reasons in the CLLS ALS, and already contains more data than is currently required by CLLS. The data contained on the Form is vitally important to understanding the progress and success of adult learners. The following refinements can continue to improve the Roles & Goals approach:

- Improve measurement validity;
- Track long and short term goal attainment;
- Record unintended successes.

### Roles & Goals Data Entry

The data entry process is important to understanding the quality and meaning of data collected in relation to the progress and success of adult learners. Several changes to the data entry process can continue to improve the Roles & Goals approach:

- Add critical data collected at the local level to the Internet Database;
- Track goals carried across reporting periods;

- Consider individual client-level data reporting, or refine aggregate-level data reporting in the Internet Database.

### Roles & Goals Analysis

Some local CLLS ALS programs may already collect several important data elements linked to individual adult learners:

- Literacy level proficiency;
- Intensity and duration of instruction;
- Indirect outcomes of participation;
- Exit information.

Further investigation into local programs might yield data and processes available to pilot such data collection efforts while maintaining adequate client privacy and not unrealistically adding to the reporting burden of the local CLLS ALS programs.

### Summary

Overall, findings from this study suggest that libraries and their adult literacy services play an essential role in the community and the quality of life of residents. Libraries provide a great social return on the investment of taxpayers, through their literacy services as well as the many other community-relevant services they provide. Literacy programs increase reading levels of adults and children, and the effects of such changes move beyond the individual. Society as a whole benefits through increased productivity and a more informed electorate. Additionally, the use of volunteers in literacy programs is not only altruistically rewarding, but essential in providing high quality, individualized services to library and literacy program participants. Based on the findings of our CLLS ALS Outcomes Roles & Goals analysis, adult learners participating in the CLLS ALS are making excellent progress toward meeting their own, self-defined literacy goals.

# Introduction

Libraries are one of few great free public institutions. Libraries are deeply imbedded in the communities they serve,<sup>24</sup> and provide a wide variety of free and low-cost services: books, CDs and DVDs to borrow, literacy and English language acquisition services, librarian research assistance, social and cultural programming and events.<sup>25</sup> Libraries provide more than just tangible goods and services; they promote benefits to the community-at-large.<sup>26</sup> Such societal benefits include a more literate citizenry, expanded career skills, increased civic engagement, and exposure to diversity.

In order to promote such societal benefits in California, the California State Library (CSL) engages in many services and programs for residents, including the California Library Literacy Services (CLLS). The mission of CLLS “is to enable Californians of all ages to reach their literacy goals and use library services effectively.”<sup>27</sup> In 2008 CLLS celebrated 25 years of service through California public libraries and has a long tradition of serving learners who have not been successful in traditional classroom settings (serving over half a million adult learners from inception in 1984 through July 2008). While each public library promotes and maintains services that are responsive to its local community’s needs, the State Library’s California Library Literacy Services (CLLS) pursues four core programs<sup>28</sup> to address State-wide issues of importance:

- Adult Literacy Services (ALS)
- Families for Literacy (FFL)
- English Language Literacy Intensive (ELLI)
- Mobile Library Literacy Services (MLLS)

## Evaluation of CLLS ALS

In 2007 Harder+Company Community Research was hired by the Silicon Valley System to conduct a formal evaluation of CLLS ALS, as part of the LSTA-funded California Library Literacy Initiatives project.<sup>29</sup> For the evaluation, Harder+Company performed an extensive review of the literature on adult literacy services to compare the CLLS ALS approach to that of other models. As another part of this evaluation both outputs and outcomes data from the July 2004-June 2008 time period was analyzed and compared with that from differing assessment methods used by other adult literacy service providers (e.g. Adult Basic Education (ABE) and Workforce Investment Act (WIA)). In addition to presenting background information on adult literacy

---

<sup>24</sup> Spangenberg, Gail. Op. Cit.

<sup>25</sup> Kamer, Pearl M. “Placing an Economic Value on the Services of Public Libraries in Suffolk County, New York.” NY: Long Island Association. June 2005

<sup>26</sup> Levin, Driscoll, & Fleeter. “Value for Money: Southwestern Ohio’s Return from Investment in Public Libraries.” Ohio: 22 June 2006

<sup>27</sup> California Library Literacy Services (CLLS) [Libraryliteracy.org](http://libraryliteracy.org). 4 June 2008 <<http://libraryliteracy.org>>.

<sup>28</sup> Literacy, Food and Fitness (LFF), another program provided by CLLS is administered only by CLLS sites hosting AmeriCorps members. Therefore, discussion of LFF is omitted here; for more information see “AmeriCorps Members in California Library Literacy Services” released October 2008.

<sup>29</sup> This project was funded in whole or in part by the U.S. Institute of Museum and Library Services under the provisions of the Library Services and Technology Act, administered in California by the State Librarian.

services and CLLS ALS program cost-effectiveness, this report examines three of the four Focus Areas listed in the Evaluation Framework for this study (Appendix B):<sup>30</sup>

- Focus Area 1: Outcomes of the CLLS Adult Literacy Services Program Model
- Focus Area 3: Comparison of the CLLS Adult Literacy Services Program Model with Other Models
- Focus Area 4: Examine the Roles & Goals Approach

The purpose of this report is to prompt a discussion among CSL and CLLS ALS program staff about the results of this evaluation and to provide information to help them continue to make program improvements.

---

<sup>30</sup> Evaluation Framework Focus Area 2: Effect of the AmeriCorps Component on the CLLS Model, Clients, and AmeriCorps Members is presented in the report titled “AmeriCorps Members in California Library Literacy Services” released October 2008.

# 1: Adult Literacy Programs: An Examination

CLLS ALS program staff and the CSL were interested in reviewing and comparing other adult literacy services with the CLLS ALS model in the context of recent research on adult literacy. They were also interested in understanding how CLLS ALS was similar to or different from other leading models in the industry. Thus, this section of the report reviews the CLLS ALS model in relation to general approaches to adult literacy services. This analysis is intended to promote critical thinking about the CLLS ALS model and how other adult literacy service programs approach learning and measuring success. The following discussion relates to Focus Area 3 of the Evaluation Framework: Comparison of the CLLS ALS model with other models. The research questions addressed by data in this chapter are:

- How does the CLLS Adult Literacy Services program model compare to other adult literacy service program models?
- What are the successes and challenges of one-to-one literacy services compared to small group and classroom settings?
- What are the successes and challenges of volunteer-based literacy services?

The Harder+Company responses to these research questions, developed from analysis of the data presented in this chapter, are provided in the Executive Summary of this report (page iv) and are not repeated here.

Several studies have synthesized information from thousands of adult literacy and basic education programs in the United States. These studies, discussed in depth in the sections that follow, compile characteristics found in many adult literacy service programs across the country. While useful in understanding adult literacy service programs in comparison to CLLS ALS, these studies demonstrated that there is no “prototypical adult education program.” Adult literacy service programs are as diverse as the learners they serve, although several common themes and some “promising Practices” emerged from the literature, defining hallmarks of the most successful adult literacy service program models.<sup>31</sup>

---

<sup>31</sup>Educational Testing Service. Op. Cit.

## Limitations of Adult Literacy Program Literature

The adult literacy literature reviewed for this project consistently suggested that more research is needed to understand adult literacy programs. One article, for example, noted that the research on adult literacy and education in the libraries over the last twenty-five years has tended to be anecdotal and field based, rather than theoretical and research-based.\* This is true for both adult literacy program outcomes and the identification of best practices in adult literacy programming. Thus, the results in this report are an attempt to compile the best information available for adult literacy programs and outcomes over the last decade.

\*Del la Pena, Kathleen., Peggy Barber. "Public Policy as a Factor in Influencing Adult Lifelong Learning, Adult Literacy and Public Libraries." *Reference and User Services Quarterly* 42 (2002): 66-75.

## History of Adult Literacy Services in the Library

It is estimated that adult education and literacy programs began over four hundred years ago, with roots in religious instruction, vocational apprenticeships, and common schools.<sup>32</sup> At the federal level, the Adult Education and Literacy System (AELS), as it has come to be known today, grew the most in the last 44 years with the passage of the Economic Opportunity Act (EOA) of 1964.<sup>33</sup> The EOA resulted in the appropriation of federal funds to adult basic education (ABE), which later influenced the enactment of the Adult Education Act of 1966. The creation of both of these Acts called for a partnership at the state and federal levels to address the basic educational needs of adults who had not completed a secondary education.<sup>34</sup> Over the next several years, the Adult Education Act was modified to address changes in adult education and to better target the needs of adult learners. Some of the changes that expanded services to more learners were lowering the qualifying age for educational services from 18 to 16 years of age, adding instruction for non-English speakers, and creating committees such as the federal government's National Advisory Council on Adult Education.

By the early 1990s, a network of community-based adult educators who recognized the distinct need for literacy specific services for adult learners fought for and won the enactment of the National Literacy Act, which was incorporated into the Adult Education Act. Advocates for the new Act called for more federal support for basic literacy education for adults.<sup>35</sup> Some of the highlights of the National Literacy Act include:<sup>36</sup>

- Increased authorization for literacy programs;
- Establishment of the National Institute for Literacy;
- Authorization of state literacy resource centers; and
- Establishment of literacy programs for incarcerated individuals.

---

<sup>32</sup> Sticht, Thomas G. "The Rise of the Adult Education and Literacy System in the United States: 1600-2000." *Review of Adult Learning and Literacy* 3 (2002). <<http://www.ncsall.net/>>. Path: Publications; Review of Adult Learning and Literacy.

<sup>33</sup> Ibid.

<sup>34</sup> Eyre, Gary. "History of the Adult Education Act." 1998. 5 June 2008. <<http://www.naepdc.org/issues/AEAHistort.htm>>.

<sup>35</sup> Sticht, Thomas., Op. Cit.

<sup>36</sup> Eyre, Gary., Op. Cit.

In 1998, the Adult Education Act was repealed and replaced with the Workforce Investment Act (WIA).<sup>37</sup> This new Act focuses on ensuring adults have the necessary skills to join the workforce; while literacy training is offered, it is recognized as a need only if it is a requirement for job attainment.<sup>38</sup> Overall, emphasis is placed on occupational skills training, on-the-job training, entrepreneurial training, skill upgrading, and job readiness training.<sup>39</sup> While the WIA has provided needed services in California, programs largely operate outside of libraries.<sup>40</sup>

## California State Library Response to Literacy Need

The Workforce Investment Act focuses on job training. To focus on literacy needs in California, the California State Library committed \$2.5 million in federal funding in 1984 to create the California Literacy Campaign (CLC). The CLC was later renamed to California Library Literacy Services (CLLS) and has, since 1985, been a continuing state service program funded in part through the California state budget, as well as partially from local government funding and donations.<sup>41</sup> The purpose of CLLS was to reduce the number of “functionally illiterate” adults in California through community-based literacy programs in the library setting.<sup>42,43</sup> These literacy programs were intended to supplement and/or provide an alternative to previously established adult literacy service programs (i.e. ABE).<sup>44</sup> Twenty-seven public library literacy programs were initially funded in 1984. There are currently 106 library jurisdictions providing CLLS ALS-funded programs. Since 1984, it is estimated that over 25,000 adults annually receive literacy instruction in their local California libraries.<sup>45</sup>

## CLLS ALS Core Values

Establishing a comprehensive description of CLLS ALS is imperative before discussing adult literacy services program models. The CLLS ALS program creates a foundation of literacy training by providing services to adults, the first step in addressing the literacy needs of families, and linking the family and community.<sup>46</sup> The mission of CLLS is “to enable Californians of all ages to reach their literacy goals and use library services effectively.”<sup>47</sup> CLLS programs, set in public libraries, strive to provide quality adult literacy service programs based on eighteen core values:<sup>48</sup>

---

<sup>37</sup> Eyre, Gary., Op. Cit.

<sup>38</sup> U.S. Department of Labor Employment and Training Organization. “Workforce Investment Act of 1998.” 6 June 2008. <<http://www.doleta.gov/USWORKFORCE/WIA/Runningtext2.htm>>.

<sup>39</sup> Ibid.

<sup>40</sup> California Workforce Investment Board. “California’s Strategic Two-Year Plan For Title I of the Workforce Investment Act of 1998 and the Wagner-Peyser Act.” 23 Dec. 2008.

< [http://www.calwia.org/doc\\_files/Strategic%20Two-Year%20Plan%202007-09.pdf](http://www.calwia.org/doc_files/Strategic%20Two-Year%20Plan%202007-09.pdf)>

<sup>41</sup> Lane, Martha, et al. “California Literacy Campaign Program Effectiveness Review.” Submitted to California State Library. 1984. Education Resources Information Center: Numerical/Quantitative Data; Tests/Questionnaires, ERIC# ED263917

<[http://eric.ed.gov/ERICWebPortal/custom/portlets/recordDetails/detailmini.jsp?\\_nfpb=true&\\_ERICExtSearch\\_SearchValue\\_0=ED263917&ERICExtSearch\\_SearchType\\_0=no&accno=ED263917](http://eric.ed.gov/ERICWebPortal/custom/portlets/recordDetails/detailmini.jsp?_nfpb=true&_ERICExtSearch_SearchValue_0=ED263917&ERICExtSearch_SearchType_0=no&accno=ED263917)>

<sup>42</sup> Ibid.

<sup>43</sup> For full legislative language on CLLS, see: California Education Code 4.6 California Library Literacy and English Acquisition Services Program 18880-18884.

<sup>44</sup> Lane, Martha, et al., Op. Cit..

<sup>45</sup> Dalton, Sarah. “California Celebrates 20 Years of Library Literacy Services.” 15 Nov. 2004. California State Library. 5 June 2008. <[http://www.library.ca.gov/pressreleases/pr\\_041115.html](http://www.library.ca.gov/pressreleases/pr_041115.html)>

<sup>46</sup> CLLS. Op. Cit.

<sup>47</sup> CLLS. Op. Cit.

<sup>48</sup> CLLS. Op. Cit.

- **Learner-Centered:** Services are individually tailored to each learner and provided in a one-to-one or small group setting;
- **Learner Goal Oriented:** Help learners meet their goals for improving basic skills in their major life roles (community member, worker, family member and life-long learner);
- **Dedicated to Empowering Adult Learners:** Value the contribution adult learners bring to literacy services as active participants, volunteers and staff members;
- **Agents of Change:** Literacy services have the potential to change the lives of learners, their families, tutors and communities;
- **Diverse:** Strong literacy services value the diverse learning styles and demographics of learners, volunteers, staff and communities;
- **Inclusive of English as a Second Language:** Support libraries that have targeted ESL parents through the English Language Literacy Initiative (ELLI) program or other local resources;
- **Family Oriented:** Inclusive of the whole family in programming, recognition of parents as children’s first and most important teachers, and honoring the family as a support system;
- **A Family of Learners:** Value continuing education and life-long learning for all literacy stakeholders;
- **Respectful of Volunteer Involvement:** Honor and value volunteers;
- **Grounded in Literacy for Adults:** Serving adults as the literacy focus of the family and serving as a bridge to the community;
- **Well Situated for Learning:** The library is suited for literacy services, providing a comfortable, supportive, enriching environment for learners and their families;
- **Regular Library Services:** Bring together new and diverse clientele while enhancing library visibility and community goodwill;
- **Team Oriented:** Utilizing a team approach at the local, regional and state levels of CLLS;
- **Committed to Quality Service:** Cost-effective, outcomes-based services, driven by community needs;
- **Always Free to the Learner:** Instruction is always provided for free to the “end-user,” the adult learner or participating family;
- **Passionate Advocates:** Working in literacy services is an avocation, not just a job;
- **Supportive of Local Autonomy:** Value the unique literacy services locally designed to meet the needs of the diverse community it represents; and
- **State/Local Partnerships:** Local library funding is rewarded with CSL funding commitments.

To qualify for CLLS Adult Literacy Services, an adult learner must:<sup>49</sup>

- Be 16 years or older, and not concurrently enrolled in high school,
- Seek literacy services for her/himself in English and be able to complete an intake interview in English,

---

<sup>49</sup> CLLS Op. Cit.

- Complete an intake interview, be assessed and receive instruction, including but not limited to: one-to-one, small group or computer-aided instruction, and
- Establish one or more personal literacy goals.

While the definition of an adult learner and the CLLS core values remain consistent across all CLLS ALS programs, some of these also use additional resources to serve their community. For example, several programs utilize both volunteer tutor and adult learner contracts. Participants must sign these contracts, committing to both program expectations and code of conduct.

## Promising Practices of Adult Literacy Service Programs

Harder+Company conducted an extensive review of the published literature on adult literacy services to determine if a consensus existed on “best practices” for the provision of adult literacy services. While no best practices have been empirically identified, “promising practices” of all available adult literacy service programs are presented in this section, along with a discussion how CLLS ALS address these promising practices. Overall, these promising practices are all currently being implemented in the CLLS ALS model.

In general, the literature revealed that adult literacy services programs are available to adult learners in most areas of the country, yet they vary greatly. In an unprecedented study by the Harvard Graduate School of Education in 1998, researchers attempted to systematically categorize the teaching practices used by these varying adult literacy services programs to determine the commonalities among them. Researchers from Harvard sent a questionnaire to a variety of programs, including programs using adult literacy classes, individual tutoring programs, English as a Second Language (ESL) programs, workplace literacy programs, family literacy programs, library based programs, and prison education programs. These programs were asked to describe their adult literacy service programs; 271 adult literacy service programs responded to the survey.<sup>50</sup> Once the response were collected and coded, they showed that program curricula were identified as either life-contextualized or de-contextualized and the teacher/learner dynamics were identified as either dialogical or monologic.<sup>51</sup>

While these two categories created a useful framework from which to view CLLS ALS, our review of additional literature revealed that class/individualized instruction was a third core element that is linked to the success of adult literacy services programs. These three categories, their characteristics, national prevalence, and connection to CLLS ALS, are discussed in the following subsections.

### Curriculum: Life contextualized or De-contextualized

Literacy program curriculum that is grounded in the life of the student outside of the program is considered “life-contextual.”<sup>52</sup> Instruction using the life-contextual method recognizes and draws upon the adult learners’ wealth of experience and literacy staff and volunteers incorporate the student’s everyday life activities into their instruction.<sup>53,54</sup> By contrast, “de-contextualized” adult literacy programs often follow a standardized curriculum that may or may not relate to the lived experiences of the adult learners.<sup>55</sup>

<sup>50</sup> Purcell-Gates, Victoria, Sophie Degener, Erik Jacobson. Op. Cit.

<sup>51</sup> Ibid.

<sup>52</sup> Purcell-Gates, Victoria. “Adult Literacy Instruction: Degrees of Authenticity and Collaboration as Described by Practitioners.” *Journal of Literacy Research* (2001).

<sup>53</sup> Purcell-Gates, Victoria, Sophie Degener, Erik Jacobson., Op. Cit.

The importance of life-contextualized instruction has been documented in several studies. The literature review done for the Harvard typology study found that a significant amount of the growth made by adult learners in literacy programs can be lost if the skills they learn are not applied to real life situations.<sup>56, 57, 58, 59</sup> Many adult learners are also in the unique position to apply newly learned skills to life situations immediately in their personal and professional lives.<sup>60</sup> Further, adult learners tend to come from diverse backgrounds and attend programs for a variety of reasons.<sup>61</sup> Accommodating program curriculum to fit learner needs and accumulated life experiences only increases the likelihood of sustained success.<sup>62</sup> Adult learners themselves have noted that “reading interesting, adult, and relevant materials had been important to them.”<sup>63</sup> As one adult learner participating in a qualitative study by Alisa Belzer (2006) stated, “Someone has to read something that they’re interested in... If you’re not interested in it, you’re going to sit there and day dream.”<sup>64</sup>

The primary objective to developing a life-contextualized curriculum is to be closely attuned to the life experiences of each individual student enrolled in the program.<sup>65</sup> Indeed, there is ample documentation of programs that were intended to be life-contextual, but unwittingly became decontextualized because staff did not keep abreast of the distinct needs of new individuals entering the programs. Therefore, curriculum may become irrelevant based on the life experience of the adult learner.<sup>66</sup> For example, a lesson centered on balancing a check book-considered

a “real life” activity-would not be contextually relevant for students who do not have checking accounts, have never had checking accounts, and have no realistic plans for opening checking accounts in the near future.<sup>67</sup> Almost three-fourths of literacy programs responding to the Harvard study were classified as life-decontextualized.<sup>68</sup>

**CLLS ALS  
Implements  
Promising Practice #1:  
Life contextualized  
learning**

- + **CLLS ALS follows various life-contextual curriculums.** Each local CLLS ALS program selects curriculum most suited for the population they serve. The driving force behind curriculum selection is the stated goals of the learners. And as the goals of learners shift through time, instruction shifts as well. Tutors often encourage students to bring documents from their lives as part of their instruction sessions. One of the stated CLLS ALS Core Values is “Learner Goal Oriented,” to help learners meet

<sup>54</sup> Durgunoglu, Aydin Y., Banu Oney, and H. Kuşçul 351;cul. Op.Cit.

<sup>55</sup> Ibid.

<sup>56</sup> Ibid.

<sup>57</sup> Brizius, J. and S. Foster. “Enhancing adult literacy: A policy guide.” Washington, D.C: The Council for State Policy and Planning Agencies,1987.

<sup>58</sup> Stickt, T.G. “Adult literacy education: Review of Research in Education.” (1988):59-96.

<sup>59</sup> Durgunoglu, Aydin Y., Banu Oney, and H. Kuşçul 351;cul. Op.cit

<sup>60</sup> Educational Testing Service. Op. Cit.

<sup>61</sup> Ibid.

<sup>62</sup>Educational Testing Service. Op. Cit.

<sup>63</sup> National Center for the Study of Adult Learning and Literacy. Focus on the basics, Volume 8, Issue B, May 2006. 23 Dec. 2008. <<http://www.ncsall.net/?id=1110>>

<sup>64</sup> Ibid.

<sup>65</sup> Purcell-Gates, Victoria., Op. Cit.

<sup>66</sup> Ibid.

<sup>65</sup> Purcell-Gates, Victoria, Sophie Degener, Erik Jacobson., Op. Cit..

<sup>66</sup> Ibid.

their own goals, instead of measuring success on increased test scores.<sup>69</sup> Using this method, CLLS ALS can be described as implementing the promising practice #1 of utilizing a life-contextualized curriculum.

### Teacher-Learner Dynamics: Monologic or Dialogic

The aforementioned Harvard Study that resulted in a typology of programs in the U.S also identified “dialogic” and “monologic” methods of teacher-learner dynamics in adult literacy service programs. Dialogic methods are primarily centered on collaboration between learner and instructor, in which the student is a partner in determining their literacy goals, and choosing their activities and procedures.<sup>70</sup> The monologic method, in which the learner is a passive recipient of the teacher’s knowledge, is the more prevalent method of teacher-learner dynamics in other adult literacy services programs (non-CLLS ALS).<sup>71</sup>

**CLLS ALS  
Implements  
Promising Practice #2:  
Dialogic or collaborative  
teacher/learner dynamics**

While this distinction has been shown to be important, as adult learners may be more comfortable in non-hierarchical dialogic teaching,<sup>72</sup> it may not have a significant impact on the adult’s acquisition of literacy skills. It is of note that dialogic teaching is an approach that many programs attempt to incorporate when working with their adult learners, but monologic teaching is frequently returned to, due to lack of training and resources. The monologic model of instruction is a method most often used and one that is deeply embedded in adult literacy service programs and education in general.<sup>73</sup> In contrast, an adult literacy program for women in Turkey was found to create a “cooperative learning environment.”<sup>74</sup> In this classroom-based program, adult learners were jointly responsible for learning and supporting each other.<sup>75</sup>

- + **CLLS ALS is structured to be collaborative and dialogic.** Tutors regularly check in with students to gauge their satisfaction with the instruction received. Also, using the CLLS ALS Roles & Goals forms allows students to keep track of their progress and keep tutors focused on their goals. One of the stated CLLS ALS Core Values is “Dedicated to Empowering Adult Learners,” in which adult learners are recognized and celebrated for their reciprocal relationships as active participants, volunteers and library literacy staff members.<sup>76</sup> In CLLS ALS, students drive their experience and are implementing promising practice #2.

---

<sup>69</sup> CLLS. Op. Cit.

<sup>58</sup> Ibid.

<sup>71</sup> Ibid.

<sup>72</sup> Purcell-Gates, Victoria., Op. Cit.

<sup>73</sup> Purcell-Gates, V., et al. “Affecting Change in Literacy Practices of Adult Learners.” A NCSALL research brief. (undated). Massachusetts

<sup>74</sup> Durgunoglu, Aydin Y., Banu Oney, and H. Kuşcul 351;cul. Op.Cit.

<sup>75</sup> Durgunoglu, Aydin Y., Banu Oney, and H. Kuşcul 351;cul. Op.Cit.

<sup>76</sup> CLLS. Op.Cit.

## Group or Individualized Instruction

Another component that was not part of the Harvard Study, but regularly emerged from the literature is how adult literacy is provided: group instruction and individualized tutoring. In order to better fit the needs of adult learners, programs often supplement each method with computer aided techniques and/or a combination of small group work with independent work. However, in general, research has shown that individualized adult literacy provides the learner with confidence, and learning at their own pace has been shown to feel more “adult” than school.<sup>77,78,79</sup> It should also be noted that individualized tutoring as an effective means of instruction has been suggested more by its pervasiveness than by any empirical data.<sup>80</sup> Individualized tutoring comprises more than 30 percent of programs in the Adult Education Program Study (2007).<sup>81</sup>

**CLLS ALS  
Implements  
Promising Practice #3:  
Individualized  
instruction with access  
to small groups**

By contrast, small groups offer a number of benefits: practicing lessons with partners, learning through experiences of others, and breaking the isolation and stigma often felt by adult learners.<sup>82, 83</sup> Students participating in the Belzer (2006) study listed “communal support” as one of several advantages to small group settings.<sup>84</sup> Discussion amongst learners in small group settings also provides instructors/tutors with the opportunity to listen to learners speak about their progress with others, and adjust curriculum accordingly.<sup>85</sup> The literature also mentioned several drawbacks to a small group learning approach. Accommodating the individual needs of each adult learner, the various levels in ability within a group setting, and an individual’s comfort level with participating in group activities were all reported. It is of note that one older study found no differences between individual and small group instruction in reading achievement, but students in one-to-one tutoring situations reported having achieved more of their personal goals than did students in small group situations.<sup>86</sup>

Classroom-based adult literacy programs are common in the United States.<sup>87</sup> The vast majority of the adult literacy services programs (i.e. ABE) discussed in the prevalent literature is based on or incorporates classroom-based instruction. The average adult learner in a classroom-based program is expected to participate

---

<sup>77</sup> Robinson-Geller, Perrine. “Individualized Group Instruction: A Common Model.” Focus on Basics: Connecting Research & Practice 7 Issue C (2005)

<sup>78</sup> Ibid.

<sup>79</sup> Siedow, Mary Dunn. “One-on-One Tutoring.” Focus on Basics: Connecting Research & Practice 7 Issue C (2005)

<sup>80</sup> Ibid.

<sup>81</sup> Educational Testing Service. Op. Cit.

<sup>82</sup> Groups in Adult Literacy and Basic Education. ERIC Digest 130. ERIC Clearinghouse on Adult Career and Vocational Education.

<sup>83</sup> National Center for the Study of Adult Learning and Literacy. Op. Cit.

<sup>84</sup> Ibid.

<sup>85</sup> Durgunoglu, Aydin Y., Banu Oney, and H. Kuşçul 351;cul. Op.Cit.

<sup>86</sup> Gold, Patricia Cohen, Pamela Horn. “Achievement in reading, verbal language, listening comprehension and locus of control of adult illiterates in a volunteer tutoring project.” Perceptual and Motor Skills 54.3 (1982): 1243-1250.

<sup>87</sup> Educational Testing Service. Op. Cit.

in structured learning, consisting of 80+ hours over a twelve month period.<sup>88</sup> Many of these programs also employ paid, and often credentialed, teaching staff.<sup>89</sup>

- + **CLLS Adult Literacy Services programs are designed to be individualized.** Tutors and learners are matched based on the needs of the learner and the skills of the tutor. The learning dyads work together over time, sometimes for more than a year, to achieve the goals set by the learner. However, multiple learners may sometimes work together with a single tutor forming a small group, especially if the learners are familiar with each other and share similar goals. One CLLS ALS Core Value is “Learner-Centered,” in which CLLS ALS caters to the niche of learners who have not succeeded in a classroom setting and provide services in one-to-one or small group environments, thus implementing promising practice #3.<sup>90</sup>

### Innovative Instructional Techniques

Another factor that appeared in the literature often is the use of innovative instructional techniques in adult literacy programs. Using various instructional techniques has been found to increase participant interest, resulting in increased engagement and retention in services.<sup>91</sup> Bringing technology into services is one innovative technique commonly used in adult literacy services programs, including CLLS ALS.<sup>92</sup> The pilot program in Turkey also used innovative techniques for engaging participants. For this particular study, adult learners used drama and role-playing to make the connection between reading, writing and human emotion.<sup>93</sup>

**CLLS ALS  
Implements  
Promising Practice #4:  
Computer-aided  
instruction**

- + **CLLS ALS incorporates computer-aided instruction.** Some CLLS ALS programs incorporate computer-aided instruction for adult learners. These programs utilize library computer laboratories, an infrastructure already existing in libraries. Using computers is particularly important, as many adult learners select goals directly related to computers, such as ‘learn to write on the computer’ and ‘send an email’. This is another promising practice which CLLS ALS has been implementing for some time and one that, if continued and broadened in use, can assist the CLLS ALS better serve their communities.

### Utilization of Volunteers in CLLS ALS

Utilizing volunteers in adult literacy programs is consistent across all types of services found in the literature. Volunteers are often the base element of programs.<sup>94</sup> Programs depend on volunteers to deliver services, even more so than full- and part-time staff.<sup>95</sup> The Adult Education Program Study (2007) report found that service-provision staff of community-based adult literacy programs, including those provided by libraries, was

<sup>88</sup> Educational Testing Service. Op. Cit.

<sup>89</sup> Ibid.

<sup>90</sup> CLLS Core Values. Op.Cit.

<sup>91</sup> Durgunoglu, Aydin Y., Banu Oney, and H. Kuşçul 351;cul. Op. Cit.

<sup>92</sup> National Center for the Study of Adult Learning and Literacy. Op. Cit.

<sup>93</sup> Durgunoglu, Aydin Y., Banu Oney, and H. Kuşçul 351;cul. Op. Cit.

<sup>94</sup> Ketner, Neil, Connie Lange, et al. "The Cost and Benefit of Volunteers."Michigan State University Extension.

<sup>95</sup> Educational Testing Service. Op. Cit.

comprised of over 80% volunteers.<sup>96</sup> In this same study, volunteers were reported to make up 43% of all staff in all adult literacy programs in the U.S.<sup>97</sup> Volunteers are even more important in adult literacy programs providing one-to-one instruction, as more service providers are needed to meet the demand, compared to classroom and small group settings.<sup>98</sup>

Training and mentoring are vital to successful service provision by volunteers. Adult literacy programs utilizing volunteers report ongoing feedback and resources to instructors during their volunteer commitment.<sup>99</sup> Such continuous support ensures quality services to adult learners in any setting.<sup>100</sup> Going beyond the charge to provide adult literacy services to adult learners, volunteer instructors and tutors have also been called upon to provide altruistic support, safety, and problem-solving skills to learners in their programs.<sup>101</sup> Adult learners interviewed in the Belzer (2006) study have used adjectives such as “kind, encouraging, compassionate, patient and reassuring” to describe the volunteers working with them.<sup>102</sup>

The CLLS ALS Core Value “Respectful of Volunteer Involvement” recognizes the vital role in the success of services played by volunteers. CLLS honors and values volunteer commitments, and provides orientation and ongoing training and support for volunteers.

**AmeriCorps Members:**  
Federally funded to provide literacy program support

**Volunteer Tutors:**  
Trained tutors provide literacy services one-to-one to learners

### **AmeriCorps Members: A Valuable CLLS ALS Component**

Volunteer tutors are utilized by all of the CLLS literacy programs. Some CLLS programs also utilize AmeriCorps members. As part of the Evaluation Framework, Focus Area 2: Effect of the AmeriCorps Component on the CLLS Model, Clients and AmeriCorps Members considers the individual, programmatic, and systemic effect of utilizing AmeriCorps members in CLLS programs. In 35 CLLS sites, AmeriCorps members dedicate twenty to forty hours per week to literacy programs. Their roles include various duties, such as training tutors and tutoring learners. See “AmeriCorps Members in California Library Literacy Services,” released in October 2008 for comprehensive findings.

### **Measurement of other Adult Literacy Programs**

The literature review conducted revealed standardized adult literacy program measurement techniques. Understanding the common measurement techniques in adult literacy services programs provides important context to understanding CLLS ALS outcomes, as these common measurement techniques are not the techniques used by CLLS ALS in the Roles & Goals approach.

---

<sup>96</sup> Educational Testing Service. Op. Cit.

<sup>97</sup> Ibid.

<sup>98</sup> Ibid.

<sup>99</sup> Durgunoglu, Aydin Y., Banu Oney, and H. Kuşçul 351;cul. Op. Cit.

<sup>100</sup> Ibid.

<sup>101</sup> National Center for the Study of Adult Learning and Literacy. Op. Cit.

<sup>102</sup> Ibid.

In a comprehensive study of federally funded adult education programs, the Adult Education Program Study (2007) gathered information on over 3,100 programs and the adult learners participating in them.<sup>103</sup> In this study, other adult literacy and education programs in the United States have consistently measured learner outcomes based on standardized assessment scores. Adult learners are assessed at intake and exit, and the results of these assessments are interpreted as scores on a comprehensive 500-point scale for each of three proficiency scales:<sup>104</sup>

- **Prose Literacy:** knowledge and skills needed to understand and use information from texts, such as editorials, news stories, brochures, poems, fictional works and instructional manuals.
- **Document Literacy:** knowledge and skills needed to understand and use information from non-continuous texts, such as tables, charts, forms and maps.
- **Numeracy:** knowledge and skills needed to understand, manage and respond to mathematical demands of everyday situations, such as applying number sense, estimation skills, measurement and statistics.

The scores on each of these proficiency scales result in five literacy levels. These levels were determined based on points at which processing demands shifted in identifiable ways:<sup>105</sup>

- **Level 1:** the lowest level, with the least demanding tasks, consists of 0 to 225 points;
- **Level 2:** consists of 226 to 275 points;
- **Level 3:** consists of 276 to 325 points, considered the minimum for success in today's labor market;
- **Level 4:** consists of 326 to 375 points;
- **Level 5:** the highest level, with the most demanding tasks, consists of 376 to 500 points.

### Advancing Literacy Levels

Adult learners in the United States often enter into adult education and literacy programs at Level 1 proficiencies.<sup>106</sup> The proportion of adults entering at Level 1 is approximately double that in the general population.<sup>107</sup> In California, 23.3% of enrollees in adult school pursuing a high school diploma or GED enter at Level 1; an additional 41.8% enter on the cusp of Level 2 (scores 221 to 235).<sup>108</sup>

Advancing literacy proficiency levels is the goal of many traditional adult education and literacy programs. Several studies have reported the success of students as literacy level advancement:

- Findings in the Adult Education Program Study showed that approximately one-half of adult learners advanced one or more literacy levels upon completion of classroom-based programs: an average of between 80 and 100 instructional hours over a twelve month period. Some 32% of adult learners

---

<sup>103</sup> Educational Testing Service. Op. Cit.

<sup>104</sup> Ibid.

<sup>105</sup> Ibid.

<sup>106</sup> Ibid.

<sup>107</sup> Ibid.

<sup>108</sup> Casas DynaReports. Op. Cit.

remained in the same literacy level at post assessment points. The remaining 15% withdrew from the program before post-testing occurred.<sup>109, 110</sup>

- Adult learners in California participating in federally funded Workforce Investment and Adult Education and Family Literacy Act programs also advanced their literacy levels:<sup>111</sup>
  - Adult Basic Education (ABE): Between 24.2 and 41.4 percent
  - Adult Secondary Education (ASE): Between 21.5 and 24.8 percent
  - Correctional Education Programs: 32 percent

While the proficiency level skills are important and useful, comparison with CLLS ALS is impossible. Statewide data for CLLS ALS contains only Roles & Goals results, and not intake or exit assessment data. Currently, Roles & Goals results are a set of goals organized by life role areas, such as Family Member or Community Member. These goals are defined by learners and are the focus of their instruction throughout participation in the program. They are inherently tied to the learners' interests as well as issues in their everyday lives.

While the lack of use of standardized assessment scores such as the proficiency levels could be seen as a data collection shortfall in CLLS ALS, it is not. The use of output and outcome measures linked back to the goals specifically set by the learners actually better reflects the learner-oriented, life-contextualized design of the CLLS ALS. Literacy levels may be important to tutors for lesson planning, but adult learners may not be as interested in their proficiency scale levels, because they are not useful in their daily lives. Instead, meeting learner-identified goals is directly applicable to understanding progress and making meaningful advances in everyday literacy situations. That is, increasing a literacy level may not be as meaningful as reading one's religious text or helping children with their homework. Further, the proficiency scale method of assessing adult learners does not account for unintended results of participation in other adult literacy services programs (i.e. ABE). These results include increased self-esteem, civic engagement, and family literacy, discussed further in the following section "Outcomes of Adult Literacy Programs".

Currently approximately 10-12 CLLS ALS programs also assess and collect data for their adult learners as part of funding requirements from the California Department of Education.<sup>112</sup> However, during intake, all 106 sites utilize various techniques to assess the literacy level of new adult learners. This data in a standardized format, in connection with Roles & Goals data, would create a more comprehensive understanding of learner progress, as well as provide the ability to compare CLLS Adult Literacy Program success with other programs. For more information on strengthening the Roles & Goals process, see chapter "An Assessment of the Roles & Goals Approach".

### Meeting Literacy Goals

While adult education and literacy programs rely on measuring adult learner success using literacy levels, some also use meeting literacy goals as outcomes.<sup>113</sup> In these cases, limited comparisons with the outcomes of CLLS

---

<sup>109</sup> Educational Testing Service. Op. Cit.

<sup>110</sup> These results only account for adult learners completing the program. Literacy level progress is unavailable for the 27% of participants that separated from programs prior to completion.

<sup>111</sup> Casas DynaReports. Op. Cit.

<sup>112</sup> Personal communication from California State Library Staff, Library Development Services, December 30, 2008.

<sup>113</sup> Casas DynaReports. Op. Cit.

ALS are possible. Presented in Exhibit 1.2 below are two goals that have been reported in CLLS Adult Literacy Program Roles & Goals (R&G) assessments and other sources of data.<sup>114</sup>

<b>Exhibit 1.2: Outcomes of California Adult Literacy Programs, FY 2005-06</b>					
<b>Goal</b>	<b>WIA AEFLA</b>	<b>ABE ASE</b>	<b>Correctional Programs</b>	<b>CLLS ALS July – Dec 2005</b>	<b>CLLS ALS Jan – June 2006</b>
Entered Employment*	50%	9.6%	11%	30%	29%
Obtained High School Diploma or GED	26%	n/a	18%	16%	17%

\*CLLS Adult Literacy Services report “Get a job, a better job, or promotion” as a single goal.

In general, it appears as though adult learners participating in federally funded, classroom-based instruction through the Workforce Investment Act and Adult Education and Family Literacy Act enter employment at a higher frequency than all other adult literacy programs. These adult learners also obtain a high school diploma or GED more often than other adult literacy programs. This could be due to approximately 80 to 100 instructional hours and 12-month period of services, and the student population enrolled, who are able to commit to structured classroom-based instruction.<sup>115</sup> While the success rate of CLLS adult learners appears to be much lower than that of WIA and AEFLA learners, 30% is a significant finding. CLLS adult learners participate in a far less structured, less intense program, paced to meet their needs. Further, the CLLS data is reported on the six-month schedule; it is likely that if data were available following learners to twelve months, the rate of goal attainment would be higher. However, even these comparisons are limited due to the condensed categorization used by CLLS for “Entered Employment,” “Retained Employment,” and “Earned Certificate.” Therefore, only weak connections can be made between the data.

## Outcomes of Adult Literacy Programs

The remainder of this chapter focuses on the valuation of adult literacy. One of the tasks within the scope of work and listed in the Evaluation Framework is a literature review and report on the Return on Investment (ROI) literature for adult literacy. Studies of this nature are not prevalent; however, research on the outcomes of adult literacy programs has been relatively well researched. Thus, this section focuses briefly on the non-monetary outcomes and benefits noted in the literature for adult literacy programs, as well as research on the economic return on investment of libraries and literacy programs.

The 2003 ProLiteracy America report entitled: U.S. Adult Literacy Programs: Making a Difference, provided the most comprehensive overview of the types of positive outcomes achieved by adults who attend adult literacy programs. Rather than restating the report’s exhaustive results here, key points along with their appropriate citations are summarized.

<sup>114</sup> Casas DynaReports. Op. Cit.

<sup>115</sup> Educational Testing Service. Op. Cit.

## Individual level Outcomes

Increased literacy levels often lead to better life outcomes for individuals. In the United States and many other developed countries, literacy and numeracy skills have become highly valued, as rewards and wages for one's knowledge and skills are generally "large and increasing."<sup>116</sup>

- **Increased employment and earnings:** Low literacy skills results in high levels of unemployment. More than 90 million adults function at the two lowest levels of literacy (reading at or below a fifth-grade level), far below the level needed to earn a living wage.<sup>117</sup> Furthermore, a survey of firms that test applicants' basic skills found that 34.1% of job applicants lack needed literacy skills and of these, 90% are not hired.<sup>118</sup>
- **Increased Self-Esteem:** Research has found that self-esteem is an indirect effect of higher literacy skills. For example, one study found that: "Over 90% of [adult learners] say they are better, happier, more responsible and proud of themselves."<sup>119</sup> Some have viewed this and the following non-economic returns to literacy just as important as economic returns.<sup>120</sup>
- **Increased desire for self improvement/civic engagement:** A longitudinal study of adults who accessed adult literacy programs noted that their program: "impelled them to improve themselves and to help others."<sup>121</sup>
- **Increase social networks:** The personal changes experienced through the literacy program have also exposed adult learners to wider social networks. They are able to interact with other adults and consequently are drawn into larger social networks.<sup>122</sup>

## Societal level Outcomes

Literacy outcomes are also related to the community as a whole. Consider the following results:

- **Increases in literacy promote more positive outcomes for the next generation:** A mother's literacy level is one of the most significant predictors of a child's future literacy ability - more significant than income level and employment status.<sup>123</sup>
- **Low literacy is a monetary loss for employers:** Half of Fortune 500 companies upgrade their employees' basic skills at an annual cost of \$300 million per year<sup>124</sup> and the limited literacy skills of employees cost businesses and taxpayers \$20 billion annually in lost wages, profits, and productivity.<sup>125</sup>

---

<sup>116</sup> Educational Testing Service. Op. Cit.

<sup>117</sup> National Adult Literacy Survey. 15 May 2008 <<http://www.greaterhartfordreads.org/facts/facts.php4> >.

<sup>118</sup> American Management Association. "AMA Survey on Workplace Testing: Basic Skills, Job Skills, Psychological Measurement: Summary of Key Findings." American Management Association: New York, NY, 2001.

<sup>119</sup> McDonald, Barbara, Patricia Scollay, Gonzales V. "Intergenerational Transfer of Cognitive Skills: A Two Way Street for Adults and Their Children in California Library Literacy Programs." 2004. San Diego State University. Paper presented at American Educational Research Association Annual Meeting, April 21-24, San Diego, CA.

<sup>120</sup> Educational Testing Service. Op. Cit.

<sup>121</sup> Royce, S. and R. Gacka. "Learning for Life: A Longitudinal Study of Pennsylvanias' Adult Education Success Stories Recipients." Harrisburg, PA: Pennsylvania Department of Education Bureau of ABLE, 2001.

<sup>122</sup> McDonald, Barbara and Patricia Scollay. Op. Cit.

<sup>123</sup> Institution for Fiscal Studies. "Intergenerational Effects of Mothers Schooling on Children's Outcomes: Causal Links and Transmission Channels Working Paper." London, 2005.

<sup>124</sup> The Ohio Literacy Resource Center. "Adult Literacy Fact Sheet: The Economics of Literacy." 1999.

- **Increased literacy promotes employment:** A study of adult basic education program participants found that while 37% were employed upon program entry, 69% were employed six months after program completion.<sup>126</sup>
- **Health care costs decrease as literacy rates increase.** One study showed that the Medicaid participants who read at the lowest grade levels had annual health care costs of approximately \$13,000 compared to the average of \$3,000.<sup>127</sup> In another study, compared to those with “adequate” reading skills, low-literacy patients had more outpatient visits and were twice as likely to be admitted to the hospital.<sup>128</sup> This was still true after controlling for race, gender, age, and self-reported health status, and other factors.
- **Increases in literacy decreases recidivism and crime.** Studies from Virginia, Ohio, Minnesota, and Maryland found a 20-21% recidivism rate for adult prison education participants and a 31-49% for nonparticipants.<sup>129</sup>
- **Increased literacy reduces public assistance.** A study of former family literacy program participants (which is connected to adult literacy) showed that 42% of those formally receiving public assistance when enrolled reduced the amount of public assistance.<sup>130</sup>
- **Increases in Gross Domestic Product:** At the most macro-level, literacy has been found to have a positive effect on Gross Domestic Product (GDP) per capita growth.<sup>131</sup>

### Return on Investment: Library and Adult Literacy Program Valuation in Recent Years

Leaders of public libraries are facing new challenges in advocating for increased investments in libraries and literacy programs. Public funds have become scarce in all aspects of public service: education, transportation and social services. Competing political and fiscal priorities have called for “credible ‘bottom line’ estimates” of the value of library services to patrons and the community as a whole.<sup>132, 133</sup> In the past, calculating the value of libraries and their related programs relied on traditional economic measurement techniques. While these techniques are suitable for analyses of business, their validity in the context of community and arts and culture are uncertain. New methodologies consider both the economic value of libraries as well as the “broader social capital that libraries create and the social benefits they bestow”.<sup>134</sup> Originally, Harder+Company attempted to obtain ROI data on adult literacy services only, not on public libraries in general. When a dearth of literature was discovered, the search was expanded to include ROI studies on public libraries as well as literacy services.

---

<sup>125</sup> Time Warner Cable Website. <<http://www.timewarnercable.com/>>. Path: About us; Social Responsibility; Time to Read.

<sup>126</sup> “U.S Adult Literacy Programs: Making a Difference.” ProLiteracy.org. 21 May 2008 <<http://www.proliteracy.org/downloads/LitOutPDF.pdf>>.

<sup>127</sup> Schwartzberg, Joanne. “Health Literacy: Can Your Patient Read, Understand, and Act Upon Your Instruction?” Aging and Community Health. American Medical Association.

<sup>128</sup> Howard DH, Gazmararian J, Parker RM. “The impact of low health literacy on the medical costs of Medicare managed care enrollees.” *Am J Med* 118 (2005):933.

<sup>129</sup> English Language Instruction for Incarcerated Youth. ERIC Digest.< <http://www.ericdigests.org/2004-4/youth.htm>>.

<sup>130</sup> Bartonk, Paul, E. and Lynn Jenkins. “Literacy and Dependency: The Literacy Skills of Welfare Recipients in the United States.” New Jersey: Educational Testing Services,1995.

<sup>131</sup> UNESCO. Op. Cit.

<sup>132</sup> Aabø, Svanhild. “The Value of Public Libraries.” June 13, 2005. Presented at the World Library and Information Congress: 71th IFLA General Conference and Council “Libraries – A Voyage of Discover” August 14th – 18th 2005 Oslo, Norway.

<sup>133</sup> Holt, Glen E., Donald Elliott, Amonia Moore. “Placing a Value on Public Library Services.” Saint Louis Public Library <<http://www.slpl.lib.mo.us/libsrc/restoc.htm>>.

<sup>134</sup> Imholz, Susan, Jennifer Arns. “Worth Their Weight: An Assessment of the Evolving Field of Library Valuation.” New York: Americans for Libraries Council, 2007

This section, then, focuses on the two elements of economic valuation: valuation of libraries in general and of adult literacy programs in particular.

## Challenges of ROI Studies

As with all research studies, there are limitations to the methods of library and literacy program valuations. Since the methodology was born from the business world, economic impact methods may not be completely suited for measurement of public institutions such as libraries, museums, and parks. Current techniques are dependent on measureable variables, such as library circulation statistics and patron survey results. Therefore, return on investment studies are conservative estimates of the true value of libraries. Quantifying the immeasurable long-term indirect benefits of libraries would provide a more accurate picture of the value of libraries. More research studies discovering the costs and direct and indirect benefits of literacy programs in the United States are desperately needed. Additionally, accounting for missing data, such as undocumented services (i.e., reading inside the library without borrowing materials), would also contribute to a true assessment of library value.\*

\*Levin, Driscoll, & Fleeter. "Value for Money: Southwestern Ohio's Return from Investment in Public Libraries." Ohio: 22 June 2006.

## Library Valuation

The most widely used economic analysis method for library valuation is the cost-benefit analysis (CBA). With CBA, a market price is assigned to a service or material good. The sum of those services and goods is compared to the *value* of the services and goods in the community.<sup>135</sup> When used in the library setting, the value of the services and materials provided through the library is compared to the support given by grants and local and state taxes. The CBA method of analysis is most appropriate for quantifiable benefits for libraries. But the true value of libraries does not lie exclusively in direct services and materials. The value of libraries also exists in terms of the positive outcomes or benefits that result from their use. Social and cultural benefits of libraries include increased literacy, improved quality of life, and broadened world perspective. Measuring these indirect benefits of libraries has proved challenging.<sup>136,137</sup>

Several library valuation studies have been conducted in the last decade, providing a range of estimates of return on taxpayer investments in libraries (Exhibit 1.3). Results from a landmark statewide study in Florida conducted in 2004 provide a return of \$6.54 for every \$1 invested. In this study, researchers utilized multiple methods, including library statistics, multiple surveys and economic impact estimation models: Florida taxpayers invested a total of \$449 million and received a return of \$2.9

**Library Return on Investment:**  
Between \$6.54 and \$3.81  
returned for every \$1  
spent

<sup>135</sup> Imholz, Susan, Jennifer Arns. Op. Cit.

<sup>136</sup> Griffiths, José-Marie, et al. "Taxpayer Return on Investment in Florida Public Libraries: Summary Report." State Library and Archives of Florida. 2004

<sup>137</sup> Aabø, Svanhild., Op. Cit.

billion. Researchers also concluded that the benefits of the libraries in the state of Florida reached beyond library patrons. All Florida residents, in particular taxpayers, enjoyed a return of \$6.54 for every \$1 invested.<sup>138</sup> In a similar study in Southwestern Ohio, researchers used a U.S. Department of Commerce multiplier to adjust direct benefits, resulting in a ratio of \$3.84 for every \$1.<sup>139</sup> Several other national and international return on investment studies yield, on average 4.5 to 1.<sup>140,141,142,143,144,145,146</sup>

Exhibit 1.3: Return on Investment Estimates	
Study	Ratio
Florida <sup>147</sup>	6.54 to 1
Great Britain <sup>148</sup>	4.4 to 1
St. Louis, Ohio <sup>149</sup>	4.38 to 1
Norway <sup>150</sup>	4 to 1
Suffolk County, NY <sup>151</sup>	3.93 to 1
Southwestern Ohio <sup>152</sup>	3.81 to 1

### Literacy Return on Investment

While there has been research on the return on investments of libraries, little research exists on the direct return on investment in literacy programs that operate within or independent of libraries. Literacy programs are almost always included in library valuation studies, and are part of aggregate analyses included in library programming. However, in a report on literacy programs in the U.S., ProLiteracy identifies the following two studies

**Literacy Return on Investment:**  
Between \$11 and \$7 returned for every \$1 spent

<sup>138</sup> Griffiths, José-Marie, et al., Op. Cit.

<sup>139</sup> Levin, Driscoll, & Fleeter. op.cit.

<sup>140</sup> Since these international studies were measured using multiple types of monetary denominations, ratios are provided. The studies conducted in Florida, Ohio and New York were all measured in United States dollars (\$). The study conducted in the United Kingdom measured in British Pounds (£); Norway measured in Norwegian Kroner (kr).

<sup>141</sup> Griffiths, José-Marie, et al., Op. Cit.

<sup>142</sup> The British Library. "Measuring Our Value." <<http://www.bl.uk/pdf/measuring.pdf>>.2004.

<sup>143</sup> Holt, Glen E., Donald Elliott, and Amonia Moore. Op. Cit.

<sup>144</sup> Aabø, Svanhild., Op. Cit.

<sup>145</sup> Kamer, Pearl M. Op. Cit.

<sup>146</sup> Levin, Driscoll, & Fleeter., Op. Cit.

<sup>147</sup> Griffiths, José-Marie, Donald W. King, Christinger Tomer, Thomas Lynch and Julie Harrington. September 2004. "Taxpayer Return on Investment in Florida Public Libraries: Summary Report." State Library and Archives of Florida.

<sup>148</sup> The British Library. Op. Cit.

<sup>149</sup> Holt, Glen E., Donald Elliott, and Amonia Moore. Op. Cit

<sup>150</sup> Aabø, Svanhild. June 13, 2005. "The Value of Public Libraries." Presented at the World Library and Information Congress: 71th IFLA General Conference and Council "Libraries – A Voyage of Discover" August 14th – 18th 2005 Oslo, Norway

<sup>151</sup> Kamer, Pearl M. Op. Cit.

<sup>152</sup> Levin, Driscoll, & Fleeter. Op. Cit.

analyzing the cost and benefit of literacy programs.<sup>153</sup> In the only ROI study analyzing adult literacy programs, Literacy Volunteers of America, now ProLiteracy America, found a return of eleven to one (11:1) on program investments. Additionally, literacy program graduates often returned to the program as volunteers, multiplying investment returns exponentially two or three times over. These findings are based on quantifiable variables, such as earnings and reduced public assistance dependence and were consistent in research areas in New York and Wisconsin. Program participants also shared changes in their lives which they attribute to their participation in adult literacy services, such as: satisfaction with economic improvements, and improvements in roles as parents, citizens and employees. These changes are not measurable in economic terms, but are also important to understanding the overall ROI.<sup>154</sup>

In a 2002 study funded by the Annie E. Casey Foundation of the Child-Parent Centers (CPC) in Chicago, researchers examined the long-term effects of early literacy programs for young children in preschool through third grade. The CPC model is based on Head Start, but also includes intensive early literacy components for children and their families by highly qualified teachers and tutors. Researchers found a return of \$7.14 on every dollar invested in the CPC's.<sup>155</sup> This seven to one (7:1) result included the cumulative value of both individual-level and society-level benefits:

- Higher educational attainment, resulting in better jobs, increased earnings and increased tax revenue;
- Lower arrest rates, decreased criminal justice costs, and savings to victims of crimes prevented;
- Savings to school systems by reducing the number of students held back and/or enrolled in special education.

Although there is little information related to the direct return on investment for literacy programs, there is research on the long-term effects of increased literacy. Adult literacy programs teach and help learners how to find and keep a job.<sup>156</sup> More literate and better educated adults enjoy better professional outcomes, such as increased access to skilled professions, increased workforce training, and higher salaries.<sup>157,158</sup>

While not specifically tied to high literacy levels, in general, adults with higher education levels are found to have positive life-long outcomes. Below are some specific findings related to the income potential related to an individual's education, which, in combination with the outcomes of adult literacy programs listed above, could be used to address some literacy programming valuation questions:

- Adults with a bachelor's degree earn more than three times as much as those without a high school diploma or GED. The average annual earnings of adults without a high school diploma or GED was

---

<sup>153</sup> ProLiteracy.org. "U.S Adult Literacy Programs: Making a Difference." 2003, Accessed 21 May 2008 < <http://www.proliteracy.org/NetCommunity/Document.Doc?id=18> >.

<sup>154</sup> A.T. Kearney. "Literacy Volunteers of America, Inc., Economic Impact Analysis Project Report." Syracuse, NY: Literacy Volunteers of America, 1999.

<sup>155</sup> Stanfield, R. "Chicago's Child-Parent Centers: Providing the Value of Early Childhood Education in the Real World." Baltimore, MD: Annie E. Case Foundation, 2002.

<sup>156</sup> ProLiteracy.org., Op. Cit.

<sup>157</sup> Khatiwada, Ishwar, Joseph McLaughlin, Andrew Sum, and Sheila Palma. "The Fiscal Consequences of Adult Educational Attainment." Massachusetts: Prepared for the National Commission on Adult Literacy. Center for Labor Market Studies, Northeastern University, 2007.

<sup>158</sup> ProLiteracy.org., Op. Cit.

\$14,400 in 2007, compared with \$23,300 for high school graduates, \$50,700 for those with Bachelors' degrees, and \$73,100 for those with Masters Degrees. <sup>159</sup>

- Adults with low education levels receive four times more cash aid from government programs than do those with a Bachelor's degree or higher. Cash aid includes Temporary Assistance for Needy Families (TANF), Supplemental Security Income (SSI), Social Security disability benefits, food stamps, public housing and energy assistance. <sup>160</sup>
- Homeownership rates were 78% for households headed by an adult with at least a Master's degree, compared to just 46% for household heads without a high school diploma or GED. Further, home values were more than double for households with a Master's degree or higher (\$359,000) than those without a high school diploma or GED (\$158,000). <sup>161</sup>

Recent estimates of lost productivity due to low literacy skills range from \$20 billion to \$60 billion per year. <sup>162,163</sup> The investment in adult literacy, through adult literacy programs, workforce development, on-the-job training and other programs, improves overall productivity, job satisfaction, and possibility for advancement. <sup>164,165</sup>

A dearth of research exists on the economic impact or return on investment of literacy programs. The current economy in the United States and California in particular, is such that government agencies and the legislature must understand the impact of publically funded social service programs. Comprehensive understanding of both the benefits and the costs of these programs is vital to continued support through public funds. Future research in the library, literacy and education fields must include economic impact analyses of literacy services to ensure program sustainability and the benefits associated with constant improvement of literacy levels.

While a true return on investment or cost/benefit analysis is beyond the scope of this report, available research provides evidence that literacy services benefits are greater than the costs. The chapters, "Summing It Up: CLLS Outputs" and "Making a Difference: CLLS Outcomes" of the report examine the trends in the benefits of CLLS since FY 2004-05, including important program outputs and outcomes essential to understanding the impact of CLLS on participants.

---

<sup>159</sup> ProLiteracy.org., Op. Cit.

<sup>160</sup> Khatiwada, Ishwar, Joseph McLaughlin, Andrew Sum, and Sheila Palma., Op. Cit.

<sup>161</sup> Ibid.

<sup>162</sup> ProLiteracy.org., Op. Cit.

<sup>163</sup> Ohio Literacy Resource Center. "The Economics of Literacy." <<http://literacy.kent.edu/Oasis/Pubs/econlit.htm>>.

<sup>164</sup> ProLiteracy.org., Op. Cit.

<sup>165</sup> Duke, Amy-Ellen, Evelyn Ganzglass. "The Working Poor Families Project: Strengthening State Adult Education Policies for Low Skilled Workers. Policy Brief" <[http://www.workingpoorfamilies.org/pdfs/Working\\_Hard.pdf](http://www.workingpoorfamilies.org/pdfs/Working_Hard.pdf)>. 2007.

## A Final Word on CLLS ALS

Through this comprehensive examination of adult literacy programs, the mission and core values of CLLS ALS have been found to align with many promising practices in serving adult learners. CLLS ALS programs are designed to follow life-contextual, dialogic and one-to-one or small group methodologies. All local CLLS ALS programs draw upon their communities for skilled volunteers to support program activities and tutor adult learners. Some CLLS ALS programs may also utilize innovative instructional techniques to further enhance the learner experience. While CLLS ALS programs might also assess adult learners using industry standard assessments, these results are not reported to the statewide CLLS ALS program, nor are they the guiding principles to learner goals and lesson plans. In this manner, The CLLS ALS use the Roles & Goals form as a more meaningful progress planning and monitoring tool for adult learners.

## 2: Summing It Up: CLLS ALS Outputs

Literacy is a “crucial life skill”;<sup>166</sup> some say it is a human right.<sup>167</sup> Literacy is the foundation for many of life’s stages: learning and education, employment and career opportunities, parenting and helping children achieve their potential, and progressing through life with the ability to meet many of today’s demands and challenges.<sup>168</sup> Improving one’s literacy has also been associated with self-esteem, empowerment, and better health.<sup>169</sup> In order to promote literacy in California, CSL administers CLLS ALS. These programs vary based on learner and community needs, but all follow eighteen core values.<sup>170</sup>

The findings in this section of the report address Focus Area 1: Outcomes of the CLLS ALS model. In particular, the findings answer the research question:

- How many adult learners are served by Adult Literacy Programs?
  - + **77,844 adult learners have been served in CLLS Adult Literacy Services since July 2004.** More than half a million have been served over the life of the program, since 1984.

In 2008, 106 out of the 180 public library jurisdictions in California administered CLLS ALS programs, or 58.9% of California public library jurisdictions. These 106 public library jurisdictions provided CLLS ALS at 611 library sites (approximately 45.9% of all public library sites in California).<sup>171, 172</sup> Exhibit 2.1 displays the total number of CLLS library sites participating since FY 2004-05. The largest growth in library site participation occurred between FY 2004-05 and FY 2005-06, during which the number of libraries participating grew by over nine percent. Overall, the number of libraries participating in CLLS has consistently grown every year since FY 2004-05.

The trend of increased participation by public library jurisdictions (and library sites) over the last four fiscal years masks the complexity in CLLS funding patterns. Each year, some libraries discontinue participation, while other libraries join. The demand for CLLS funding exceeds the amount available for distribution to local CLLS ALS programs, resulting in this statewide program’s inability to meet literacy demands throughout the state. For example, in the mid 1990s ten rural public libraries were forced to drop out of CLLS due to local fiscal constraints. That is, CLLS required matched funds from local jurisdictions at that time, and these small libraries were unable to provide local matched funds.<sup>173</sup>

---

<sup>166</sup> Durgunoglu, Aydin Y., Banu Oney, and H. Kuşçul 351;cul. Op.cit

<sup>167</sup> UNESCO. Op. Cit.

<sup>168</sup> Ibid.

<sup>169</sup> Ibid.

<sup>170</sup> See “Adult Literacy Programs: An Examination” for the CLLS Core Values.

<sup>171</sup> California State Library. Number of California libraries, 1990 to 2005. 2007. 23 Dec. 2008. <[www.dof.ca.gov/html/fs\\_data/stat-abs/documents/F5.pdf](http://www.dof.ca.gov/html/fs_data/stat-abs/documents/F5.pdf)>

<sup>172</sup> The most recent data available from the California State Library lists 1,332 public libraries, including main libraries, branch libraries, library stations, and mobile libraries. California State Library. Number of California libraries, 1990 to 2005. 2007. 23 Dec. 2008. <[www.dof.ca.gov/html/fs\\_data/stat-abs/documents/F5.pdf](http://www.dof.ca.gov/html/fs_data/stat-abs/documents/F5.pdf)>

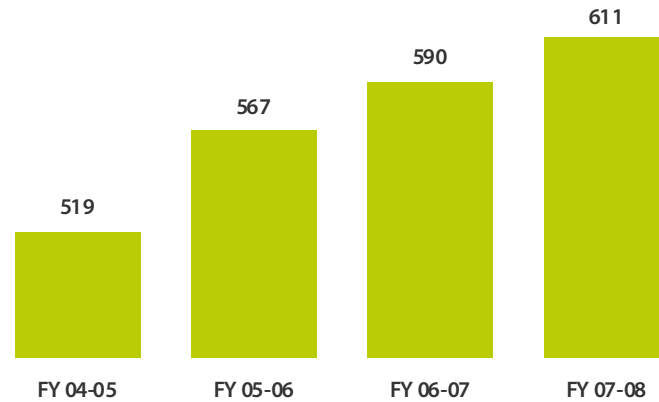
<sup>173</sup> Personal communication from California State Library Staff, Library Development Services, December 18, 2007.

## Exhibit 2.1: Number of Library Sites Participating in CLLS, FY 2004-08

Rural communities have historically had difficulty attracting foundation and donor funding. To put into perspective, the average California County receives \$102 per capita in foundation giving.<sup>174</sup>

Large metropolitan areas, such as counties in the San Francisco Bay area receive an average \$250 per capita.<sup>175</sup> In stark contrast, many rural counties receive less than \$10 per capita in foundation giving.<sup>176</sup> These great disparities in donor and grant-supported funding and matched-

funding structures have often had a negative affect on rural libraries and their ability to participate in CLLS.



### Demographic Snapshot: CLLS ALS Participants

Many socio-demographic characteristics have been linked to literacy, such as geographic location (urban/suburban/rural), and education level.<sup>177</sup> Additional characteristics, such as gender and age have also been found to be predictive of literacy levels.<sup>178</sup> Native-born adults with low literacy skills tend to be of low socio-economic status, and disproportionately from non-White ethnic backgrounds.<sup>179</sup> Considering these predictive factors, certain groups have lower literacy skills, including older adults, women and ethnic minorities. While not explicitly recruiting these groups, CLLS ALS has provided access to literacy services to the diverse communities of California. Consider the following English-speaking populations served by CLLS ALS since FY 2004-05:

- Age: almost three-fourths of participants were in their prime wage earning years (from 20 to 49 years), an overrepresentation compared to the overall California

### Exhibit 2.2: Age of CLLS Adult Learners Compared to California Population

Age Category	CLLS	California
	FY 2004-08	2007
16-19	2.8%	8.1%
20-29	21.4%	17.8%
30-39	28.7%	18.4%
40-49	24.1%	19.7%
50-59	12.8%	16.1%
60-69	5.0%	9.8%
70+	2.3%	10.0%
Unknown	3.0%	n/a
<b>TOTAL</b>	<b>77,844</b>	<b>29,007,013</b>

<sup>174</sup> James Irvine Foundation. "Foundation Giving in California." November 2006. 23 Dec. 2008.

<[http://www.irvine.org/assets/pdf/pubs/philanthropy/Foundation\\_Giving\\_in\\_California.pdf](http://www.irvine.org/assets/pdf/pubs/philanthropy/Foundation_Giving_in_California.pdf)> Path: Publications by Topic: Philanthropy and the Nonprofit Sector.

<sup>175</sup> Ibid.

<sup>176</sup> Ibid.

<sup>177</sup> UNESCO. Op. Cit.

<sup>178</sup> Ibid.

<sup>179</sup> Perin, Dolores. "Literacy Education after High School." ERIC Clearinghouse on Urban Education. New York, NY. September 2002.

population (see Exhibit 2.2). These CLLS ALS participants are a specific group that can greatly benefit from tutoring, as literacy skills have been found to promote employment and economic status.<sup>180</sup>

- Female literacy: 60.6% of CLLS ALS participants were female, although females account for 50.4% of the California population (ages 16 and beyond).<sup>181</sup> Female literacy is especially important, as maternal education has been linked to reduction in infant mortality rates and childhood literacy.<sup>182</sup>
- Ethnic minority groups: the proportion of CLLS ALS participants of ethnic minority groups is overrepresented compared to their prevalence in California (see Exhibit 2.3).<sup>183</sup>

The demographics of the CLLS ALS participants are similar to the National Adult Education Program Study (2007), which found that ethnic minority and disadvantaged groups were overrepresented in the adult education population, compared to the general population.<sup>184</sup> The National Assessment of Adult Literacy (2003) and the Adult Education Program Study also found that these participants had literacy and numeracy skills statistically significantly lower than the general population. Given these findings, CLLS ALS appears to be providing greatly needed services to the groups most in need, even while the program does not specially target these populations.<sup>185, 186</sup>

## Adult Literacy Program Outputs

Since 1984, CLLS ALS has served English-speaking adults through programs designed to improve reading and writing skills. The goal is that these skills will help individuals to reach their potential in all aspects of their lives: as workers, parents, community members, and life-long learners. Services are provided in one-to-one or small group settings, and learners define their own goals and work at their own pace.<sup>187</sup> Important output measures for CLLS programs are included in this section of the report. The graphs and tables in this section display data from FY 2003-04 through FY 2007-08. Immediately below the graphs, bullets highlight the key trends.<sup>188</sup>

### Adult Learners Served

Trends in several service data measurements from FY 2003-04 through FY 2007-08 are displayed in Exhibit 2.4.

**Exhibit 2.3: Ethnicity of CLLS Adult Learners Compared to California General Population**

Ethnicity	CLLS	California
	FY 2004-08	2007
Asian	13.1%	12.4%
Black	13.8%	6.0%
Latino	48.1%	31.8%
Native American	0.7%	0.6%
Pacific Islander	1.2%	0.4%
White	18.1%	47.2%
Other	3.1%	1.5%*
Unknown	2.0%	n/a
<b>TOTAL</b>	<b>77,844</b>	<b>29,007,013</b>

*\*State level data categorizes as Multiracial*

<sup>180</sup> "U.S Adult Literacy Programs: Making a Difference." ProLiteracy.org. 21 May 2008 <<http://www.proliteracy.org/downloads/LitOutPDF.pdf>>.

<sup>181</sup> 2007 Department of Finance data; data includes gender of people ages 16-100

<sup>182</sup> Durgunoglu, Aydin Y., Banu Oney, and H. Kuşçul 351;cul. Op. Cit.

<sup>183</sup> 2007 Department of Finance data; data includes gender of people ages 16-100

<sup>184</sup> Educational Testing Service. Op. Cit.

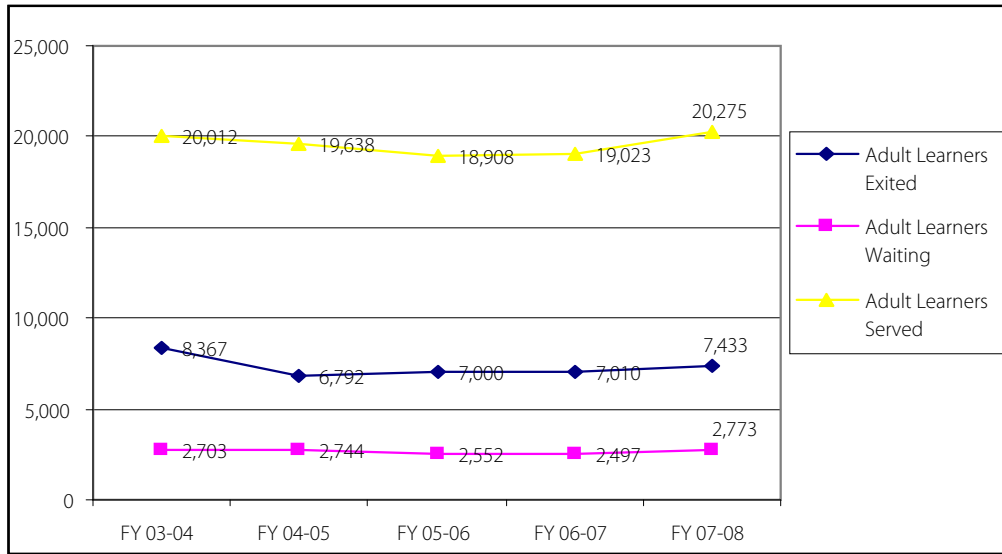
<sup>185</sup> National Assessment of Adult Literacy website. <[http://nces.ed.gov/naal/kf\\_dem\\_race.asp](http://nces.ed.gov/naal/kf_dem_race.asp)>

<sup>186</sup> Educational Testing Service. Op. Cit.

<sup>187</sup> California Library Literacy Services. Adult Literacy Services. <<http://libraryliteracy.org/als/index.html>>.

<sup>188</sup> See Appendix C: CLLS Adult Literacy Program Outputs for full data tables.

**Exhibit 2.4 Adult Learners Served, Waiting and Exited, FY 2003-08**



- The number of adult learners served in all CLLS ALS sites has remained fairly constant across, though experienced slight decreases each year, until FY 2007-08, when the number of adult learners served in all CLLS sites surpassed that of FY 2003-04.
- Exhibit 2.4 also displays the number of adult learners waiting for tutoring in all CLLS ALS sites. While consistent, in FY 2005-06, there was a slight drop in the number of those on wait lists; this number decreased further in FY 2006-07. But in FY 2007-08 the wait list increased again. On average there are approximately 2,700 adult learners waiting every year to work with a volunteer tutor.
- The number of adult learners exiting the program decreased dramatically between FY 2003-04 and FY 2004-05 (8,367 and 6,792 respectively). This probably reflects a data reporting anomaly, as some ESL learners were reported in 2003-04; this error was corrected by the 2004-05 reporting. On the other hand, adult learners do exit Adult Literacy Programs for various reasons, including reaching their goals as well as exiting prior to reaching their goals due to conflicts, such as changing work schedule, family schedule conflicts, and problems securing child care (see the recent report “AmeriCorps Members in California Library Literacy Services” for a discussion of challenges encountered by adult learners).

**Exhibit 2.5: Adult Literacy Statistics, FY 2003-04 through FY 2007-08**

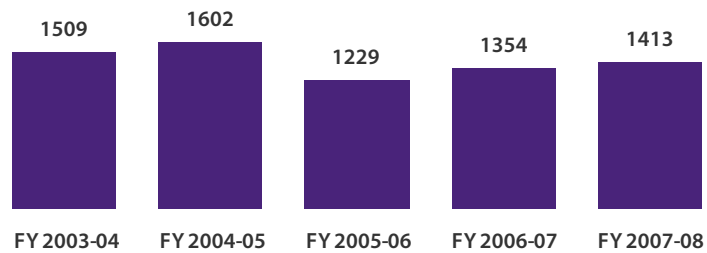
Service Type	FY 2003-04	FY 2004-05	FY 2005-06	FY 2006-07	FY 2007-08
Instructional Hours	741,170	775,564	884,362	847,651	735,201
Instructional Hours per Adult	37.0	39.5	46.8	44.6	36.3
Books Distributed to Adult Learners	24,767	44,573	43,460	47,364	45,531
Adult Literacy Volunteer Hours	574,700	536,327	556,681	540,624	532,761

- As displayed in Exhibit 2.5, the number of tutoring instructional hours gradually increased over time in all CLLS sites until FY 2007-08 when the number decreased to below FY 2003-04 numbers. Each year, CLLS loses sites and gains new ones (of various sizes and capacities), which could contribute to these trends.
- Similar to the total number of tutoring instructional hours, the number of instructional hours per adult increased consistently every year until FY 2007-08, when the number dropped to below FY 2003-04 numbers. The number of instructional hours per adult peaked in FY 2005-06, when every adult learner received an average of 46.8 hours of instruction by tutors.
- Over 200,000 books have been distributed since FY 2003-04 (n=1,181,802). The number of books distributed nearly doubled from FY 2003-04 to FY 2004-05 (24,767 and 44,573 respectively).

### CLLS ALS Volunteers

CLLS ALS volunteers have dedicated almost three million hours to the program; more than one-half million per fiscal year. Exhibit 2.5 above shows the trend of volunteer hours dedicated to the Adult Literacy Program since FY 2003-04.

**Exhibit 2.6: Volunteer Tutors Waiting, FY 2003-08**



Along with wait lists for adult learners, volunteers are also placed on wait lists. As shown in Exhibit 2.6, in FY 2003-04, 1,509 tutors were waiting to be assigned to adult learners, the highest rate in the last five fiscal years. FY 2005-06 had the lowest reported number of volunteers on wait lists (n=1,229).

### CLLS ALS Staff Allocation

Library staff time must be allocated to CLLS services in order for CLLS to be successful. Library staff often provides needed leadership skills for volunteer tutors who provide direct tutoring services to adult learners. Library staff members serve as liaisons between library administration and literacy programs for seamless connections between the two. They also provide access to necessary infrastructure and resources to keep literacy programs running smoothly.

Exhibit 2.7: Library Staff Commitment to CLLS Adult Literacy Services					
Staff Type	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08
Library Staff	191.8	194.1	178.1	179.6	179.0
Contract Staff	54.9	64.8	88.3	78.6	84.4

Exhibit 2.7 displays the number of full-time equivalent (FTE) positions committed by library literacy staff in fiscal years 2003 through 2008. Staff commitment is determined by the number of FTE positions dedicated by regular library staff and contract staff to the CLLS ALS. Exhibit 2.7 shows the commitment of contract staff

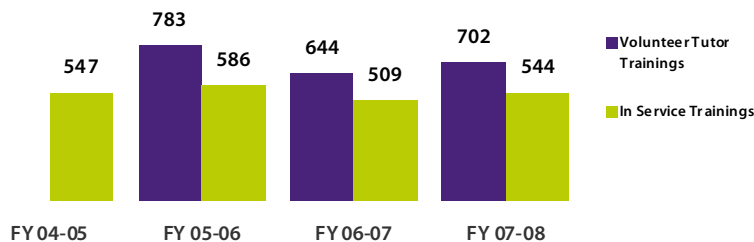
FTE is lower than that of regular library staff every fiscal year, yet their dedicated time to adult literacy has increased at a much higher rate. In FY 2003-04, contract staff dedicated 54.9 FTE. In just two years that number increased to 88.3 FTE, a difference of 61%. Therefore, it appears as though local CLLS ALS programs are increasing the utilization of contract staff while decreasing the utilization of library staff to serve their increasing adult learner enrollment.

Volunteer tutors, library and contract staff dedicate themselves to CLLS ALS, and most importantly, the adult learners enrolled. Through instructional hours, adult learners receive the tutoring they need. Learners are also receiving books through Adult Literacy Programs, creating a personal library at home to practice and advance literacy skills. However, both adult learners and volunteer tutors often sit on waiting lists each fiscal year. These waiting lists are often inevitable, as the libraries experience decreasing resources and increasing demands.

## Volunteer Training and Workshops

Highly trained volunteers are vital to the success of any program, and working with the diverse clients of CLLS is no exception. Volunteer tutors gain the necessary skills to effectively and confidently work with learners in CLLS programs through trainings and workshops provided by library staff and AmeriCorps members. CLLS programs are designed to not only meet the needs of adult learners, but also provide an opportunity for community members to volunteer their time.

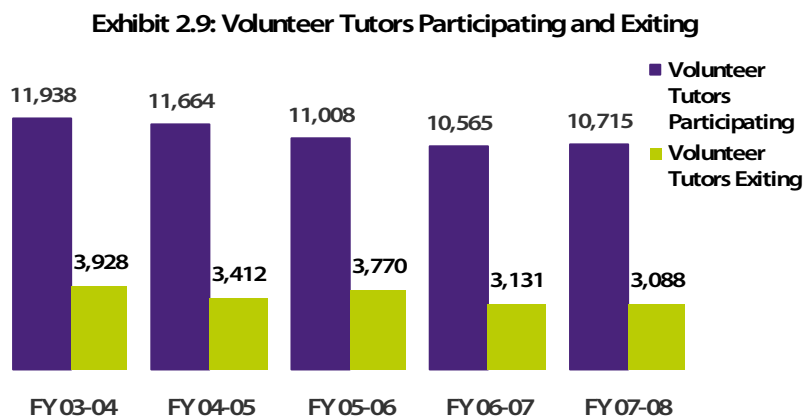
**Exhibit 2.8: Volunteer Tutor Trainings, FY 2005-08**



Over two thousand trainings (n=2,129) have been conducted with volunteer tutors since FY 2005-06 (Exhibit 2.8). In addition to volunteer tutor trainings, volunteers participated in in-service workshops provided by library staff (Exhibit 2.8). In-service workshops differ from volunteer tutor trainings in that they are not pre-service trainings, but rather geared towards supporting volunteers once they have begun their service. Volunteers are offered training programs/workshops during the reporting period to provide new information or support to their work. Similar to tutor trainings, the number of in-service workshops has fluctuated over the past four years. 586 workshops were conducted during its peak year in FY 2005-06. In total, over two thousand (n=2,186) In-Service Workshops have been conducted in CLLS sites since FY 2004-05.<sup>189</sup>

<sup>189</sup> Tutor training was not collected in FY 2003-04 or FY 2004-05.

Exhibit 2.9 shows the number of volunteer tutors participating in CLLS library sites. From FY 2003-04 through FY 2006-07, the number of volunteer tutors participating has consistently decreased. The largest drop in volunteers was between FY 2004-05 and FY 2005-06 when over six hundred volunteer tutors exited. The total number of volunteer tutors participating decreased by over 1,300 volunteer tutors between FY 2003-04 and FY 2006-07.



CLLS sites also collected data on the number of volunteer tutors exiting the program (Exhibit 2.9). The number of volunteer tutors exiting started at the highest level in FY 2003-04, with almost four thousand tutors exiting. FY 2007-08 has seen the smallest number of volunteer tutors exiting (n=3,088).<sup>190</sup>

## Making the Connection

CLLS Adult Literacy Program improvement is one goal of this report. This section explores improvements to the Adult Literacy Program in terms of program outputs.

### Strengths

Through our analysis of trend data, several strengths of the CLLS ALS emerged:

- **CLLS ALS is serving adult learners from diverse backgrounds:** CLLS ALS has served between 18,000 and 20,000 adult learners each fiscal year. The majority of these adult learners are women and/or from ethnic minority groups.
- **Average instructional hours per adult learner is consistent:** Adult learners and volunteer tutors met an average of 36.3 hours in FY 2007-08. The average instructional hours per adult learner has been consistent, ranging from 36 to 46 hours each fiscal year.
- **Book distribution is immense:** CLLS ALS has distributed over 200,000 books to adult learners, over 40,000 each year. Building a home library is essential for literacy skill attainment.
- **Staff commitment remains steady:** Approximately 180 FTE are devoted to CLLS by library staff members each fiscal year; an additional 85 FTE are devoted by contract staff. CLLS ALS staff is dedicated to services, as evidenced by the large number of hours contributed each fiscal year.
- **Volunteer tutors are skilled and persist each fiscal year:** CLLS volunteer tutors receive tutor trainings and in-service workshops during their tenure in CLLS ALS. Additionally, over 70% of volunteer tutors persist each fiscal year, accounting for an exit rate of less than 30%.

<sup>190</sup> Fiscal years 2005-06 and 2006-07 include tutors exiting in combined mid-year and annual reports.

## Challenges

Even after 24 years of delivering Adult Literacy Programs, CLLS experienced some challenges the last few fiscal years. A few key challenges related to CLLS ALS outputs include:

- **Adult learner wait lists:** At the end of each fiscal year, approximately 2,500 or more adult learners are waiting to participate in CLLS ALS. Last fiscal year (2007-08), over 2,700 adult learners were waiting.
- **Volunteer tutor wait lists:** Similar to adult learners, volunteer tutors also wait to participate in CLLS ALS. Over 1,400 volunteer tutors were waiting to meet the demands of adult learners in FY 2007-08.
- **Volunteer tutors and service hours:** The number of volunteer tutors and service hours dedicated to CLLS ALS has steadily declined since FY 2005-06. With the rising increase in demand for adult literacy services, the number of volunteer tutors and services hours must also increase to provide quality instruction.

## Recommendations

The following recommendations were developed based on the CLLS data outputs included in this section:

- + **Increase volunteer tutor and adult learner recruitment.** During the past several fiscal years, adult learners in many CLLS ALS programs must wait to be matched with a volunteer tutor. Similarly, volunteer tutors are also waiting to provide services. If possible, CLLS ALS staff should embark upon innovative recruiting strategies. Such strategies include utilizing the AmeriCorps program in sites not already participating, and in those that currently utilize AmeriCorps add additional AmeriCorps members to their teams.<sup>191</sup> CLLS ALS has also recognized the need to increase volunteer tutor and adult learner recruitment, and included this as Strategy Direction #1 for the Strategic Directions for the California Library Literacy Community, 2008-2011.
- + **Increase volunteer instructional hours.** The average number of instructional hours devoted to adult learners, while averaging about 40 hours per learner, has declined steadily since FY 2005-06. This trend is likely associated with the trends noted above: wait-listed volunteers and the need for additional volunteers. By increasing volunteer recruitment and retention, and consequently volunteer instructional hours, adult learners will get the important one-on-one time they need with tutors. Also, incorporating small group tutoring might help increase the flow of serving adult learners.
- + **Continue serving adult learners from diverse backgrounds.** Literature has found that older adults, women and ethnic minorities lag behind in literacy skills compared to the general population. These groups also experience barriers to services. While these groups are not explicitly targeted by CLLS ALS, local CLLS ALS programs should continue to serve adult learners in their primary age earning years, women and ethnic minorities.

---

<sup>191</sup> Research has shown that AmeriCorps members are effective in recruiting and training volunteers in various public service sectors. For more information, see the report titled “AmeriCorps Members in California Library Literacy Services” released October 2008.

## 3: Making a Difference: CLLS Outcomes

Literacy and numeracy skills are associated with social and political participation, civic engagement, and lifelong learning.<sup>192</sup> Attaining literacy and numeracy skills is also important in workforce participation and long-term self-sufficiency.<sup>193</sup> Particularly important is literacy in the workplace, in which those with the lowest literacy and numeracy skills struggle the most.<sup>194</sup> Beyond these social implications, literacy and numeracy skills have also been linked to self-esteem, self-confidence, and overall quality of life.<sup>195</sup>

The Roles & Goals (R&G) outcomes measurement approach is how CLLS ALS tracks progress for adult learners in their programs. The Roles & Goals approach was developed through a lengthy participatory process with input from various stakeholders (learners, tutors, and CLLS staff). The resulting R&G Form recorded all pertinent library site specific results at the individual level. It is completed at client intake into Adult Literacy Programs, and contains many literacy goals organized into 4 main categories: Family Member, Worker, Life-Long Learner, and General Goals. The R&G form not only tracks individual and cross-program results, but is also a tool used by the adult learner and his/her volunteer tutor to guide the adult learner's literacy building activities.

In order to understand the collective impact of the individual CLLS ALS programs, the evaluation team reviewed the Roles & Goals (R&G) data from fiscal year 2004-05 through 2007-08. The purpose of this section is to inform CLLS Adult Literacy Program staff about four year trend results, including program improvement over time. Such results may provide valuable information for Adult Literacy Program staff to make programmatic adjustments in the future to better serve adult learners. The findings in this section of the report address Focus Area 1: Outcomes of the CLLS Adult Literacy Model. In particular, the findings address the research question:

- “What is the effect of Adult Literacy Programs on adult learners (as measured by the Roles & Goals)?”

The Harder+Company responses to this research question, developed from analysis of the data presented in this chapter, are provided in the Executive Summary of this report (page iv) and are not repeated here.

### Limitations of the Data

Analyzing the four years of R&G data proved challenging for seven reasons.

---

<sup>192</sup> Educational Testing Service. Op. Cit.

<sup>193</sup> Ibid.

<sup>194</sup> Ibid.

<sup>195</sup> Bingman, Mary B., Ebert, Olga. “I’ve come a long way: learner-identified outcomes of participation in adult literacy programs.” National Center for the Study of Adult Learning and Literacy. February 2000. 23 Dec. 2008.

<<http://www.ncsall.net/fileadmin/resources/research/report13.pdf>> Path: Research, Resources for Research, NCSALL Materials of Interest to Researchers, Report #13

1. **Changes in goal categories from fiscal year to fiscal year.** Over the years, the goal area categories in the forms changed. The R&G forms were modified after the initial year of data collection. The major change after the first year was a result of the over-utilization of the “other goal” option due to limited goal choices. Additional categories and volunteer training about accurate use of the form resulted in more accurate use of the “other goal” option in subsequent years. Consequently, in order to compare goal data, each first year goal was read by a researcher. When an appropriate standardized goal category was identified, the researcher recoded the “other goal” to this goal category. This method of recoding “other goals” into the standardized goal categories allows for cross-year comparison. In FY 2007-08, the goal categories were further condensed. For this report, goal categories utilized from FY 2005-07 are included.
2. **The subsequent deletion of the “General” Roles & Goals area.** Another change in the R&G form occurred in both FY 2005-06 and FY 2007-08. In FY 2005-06, the General Roles & Goals area was added, as it did not exist in the first year of R&G. The General R&G area remained on the form until FY 2007-08, when it was removed. That year, the goals contained in this role area were dispersed throughout the remaining role areas, leaving Life Long Learner, Family Member, Worker, and Community Member/Citizen as the roles on the Roles & Goals tool. However, since the majority of data existed in the General Role area, the research team retained this organization. The General goals that were dispersed to other role areas in FY 2007-08 were kept in the General Role area for continuity of analysis. That is, no data was changed, only the organization of goals in each role area.
3. **Annual individual learner goal forms are not linked in the Internet Database.** The R&G Internet Database does not capture how many goals set and attained are from adult learners in previous periods (every 6 months). It was designed specifically to omit such data to help ensure the privacy of the learners and was also considered to be data unnecessary for statewide purposes. This design, however, means that goals that were set in one period, but not attained at the end of that reporting period, and are still goals at the beginning of the next period, are being re-reported in the Internet Database as a “goal set” in the next period. The Internet Database does not link to previous reports, and there is nowhere to report the carry over of continuing goals or completed goals. Consequently, it is not possible to determine how long it takes for adult learners to attain goals. For a further discussion on this limitation, see chapter “An Assessment of the Roles & Goals Approach.”
4. **The R&G Forms do not capture intermediate accomplishments in service of larger goals.** Adult learner goals may be very ambitious, setting long-term goals, such as ‘obtain a high school diploma or a GED’ or ‘get a job, a better job, or promotion.’ These larger goals frequently include many milestones along the way, which are not linked in the current R&G reporting system. Therefore, adult learners do not appear to make progress, until the final, larger goal is realized and recorded forming the Internet Database. Consequently, the full extent to which adult learners are progressing cannot be included in the analysis.
5. **Adult learner demographics are not linked to Roles & Goals data.** Adult learner demographics, including gender, ethnicity and age, are not linked to Roles & Goals data. Understanding the trends in goals set and met for these groups could provide important areas of emphasis for CLLS ALS.

6. **Instructional hours and program participation length are not linked to Roles & Goals data at the statewide level, although they are at the local level.** Understanding the intensity and duration of volunteer tutoring participation is important to understanding the point at which adult learners are more likely to be successful in reaching their goals. Currently, there is no connection between “dosage” and goal attainment. Consequently, program improvements regarding intensity and duration cannot be included in the analysis.
7. **The use of the Roles & Goals form has increased over time.** The number of CLLS sites using the Roles & Goals form has increased since FY 2004-05, when only a portion of sites were fully implemented. Therefore, the data in earlier years represent only a sample (of which the characteristics are not known), while more recent data reflects a much larger percentage of the CLLS ALS adult learner population.

In order better to understand the trends in CLLS Roles & Goals outcome data, the data is organized and discussed in six-month reporting periods, or semesters: semester one (S1) is July through December each year, semester two (S2) is January through June. R&G data is reported in six-month intervals, during which adult learners may complete their participation, exit, or carry-over into the next period. Fiscal year reporting, while acceptable in CLLS outputs, is not appropriate here. Further, the data is presented as highlights from each Role area. Full Roles & Goals data tables, by Role area, are located in Appendix D.

## Life Long Learner Roles & Goals

Lifelong learner goals are closely related to real-life situations of adults. Goals include reading documents, such as menus and health education information as well as medicine labels and being able to pass the California State driving test. By successfully setting and achieving these goals, adult learners are able to autonomously accomplish ordinary tasks for both themselves and their families. Highlights from the goals in the Life Long Learner Role include:

- **Ability to read:** Several Life Long Learner goals focus on acquiring the ability to read. Adult learners want to read books, holy texts, menus, medicine labels, and health information. The highest set goal in this category over the course of the first three fiscal years was ‘read for pleasure.’ While most goals in this category recorded fewer than one thousand goals set, ‘read for pleasure’ charts over two thousand goals set every year. The percent of attainment for this particular goal ranged from 55% in S1 of FY 2005-06 to its peak in S1 FY 2004-05 when it reached 62%. It appears as though over half of adult learners consistently begin reading for pleasure, which is linked to increased personal development, better understanding of diverse cultures and more community participation.<sup>196</sup>
- **Transportation goals:** Adult learners chose several goals focused on transportation. Common goals set include: boarding a bus with the ability to read the schedule, reading a map, and being able to understand street and traffic signs while driving. Of these transportation goals, ‘read street/traffic signs’ had the highest percent attained overall, ranging from 62% in S1 of FY 2006-07 to 87% in S2 of FY 2004-05 to. The goal with the lowest percent attained ‘pass the driver’s test,’ ranging from 42% of adult learners in S1 and S2 of FY 2007-08 to 50% in S1 of FY 2004-05 passing the test. Overall, there has been a

---

<sup>196</sup> Clark, Christina, Rumbold, Kate. “Reading for Pleasure: A Research Overview.” National Literacy Trust. London. November 2006.

consistent decrease of adult learners who set and meet the goal of ‘pass the driving test’ over the past four fiscal years. This could be due to the relative complexity of passing the driver’s test in a 6-month period.

- **Participate in literacy-based activities:** Acquiring basic literacy skills ultimately allows adult learners to partake in activities previously beyond their reach. Attending a book discussion and writing creatively are activities in which adult learners with limited literacy skills struggle to participate. In the first three fiscal years of data collection, the number of adult learners who set the goal of ‘writing creatively’ increased. Eight hundred and seventy three adult learners identified the desire to attend a book discussion at year’s end in 2006, its peak of adult learners who chose that as a goal. Adults with higher literacy skills have been found to participate in more social activities, such as attend live performances and participate in outdoor recreation activities, than those with lower literacy skills.<sup>197</sup> Thus, CLLS ALS provided adult learners with the skills needed to confidently interact in many social settings.

## Worker Roles & Goals

The goals contained in the worker category relate to obtaining employment or acquiring new skills to be promoted in current careers. Ultimately, the goals reflect the need to confidently perform on the job, be it reading work related manuals or using cash registers. Trends in this category are unique in that the Worker category has lower overall attainment rates than any of the other categories, with the highest attainment rates falling between 50% and 58%. While the literature suggests that adult literacy raises the income of participants and lowers unemployment (see above section on “individual and society outcomes”) the lower worker goal attainment rate illustrates the difficulties in translating literacy to tangible income and work related outcomes. The overall lower attainment rates within this category could be due to the long-term nature of the goal, as well as external factors influencing jobs and careers such as the company structure, the economy, and the job market. Highlights from the goals in the Worker Role include:

- **Get a job, a better job or promotion:** The goal with the highest number of goals set was ‘get a job, a better job or promotion,’ yet it also claims the lowest attainment rates. Attainment rates on this goal have been steady between 25% and 30%. At its highest attainment, 30% of adult learners who set this goal actually met it (during S2 of FY 2004-05 and again in S1 FY 2005-06). This goal can be affected by countless factors, such as job availability and trade skills. It is also a goal that traditionally takes months if not years to accomplish. Consequently, the R&G process may not capture true attainment rates for all adult learners who set this goal, since adult learners may not participate in tutoring long enough to meet this goal. While there are many limitations to this particular goal, an attainment rate of 30% is quite high, especially for the 6-month reporting period.
- **Interview for a job:** While only 25 to 30 percent of adult learners who set the goal of ‘get a job, a better job or promotion’ did so, 42 to 48 percent of adult learners met and set the intermediate and more achievable goal of ‘interview for a job’. If the adult learners who set the goal of ‘interview for a job’ are the same who set the goal of ‘get a job, better job or promotion’, then the success rate of job interview attainment is quite high. However, because the current R&G reporting process does not track when an individual adult learner meets subset goals such as interviewing for a job as a subset of “Get a job, a better job or promotion,” it was not possible to determine adult learners who set multiple goals, many of which may be intermediate steps to achieving the larger goal.

---

<sup>197</sup> Iyengar, Sunil. “To Read or Not To Read A Question of National Consequence.” National Endowment for the Arts. Washington, DC. November 2007.

- **Read work related manuals:** A significant drop in attainment was observed with the ‘Read work related manuals’ goal. From S1 of FY 2004-05 through S2 of FY 2006-07, over 40% of adult learners met this goal. In S1 FY 2007-08, attainment dropped to 28% (a difference of 15% from the previous semester).

## Family Member Roles & Goals

Goals in the Family Member Role areas are related closely to parent involvement with their child’s education. For many adult learners, seeking tutoring is a means to be able to help their children with school related tasks such as homework and feeling comfortable interacting with teachers. This category reflects this objective, with goals including ‘share a book with children,’ ‘participate in child’s classroom,’ and ‘help children with homework.’ Highlights from the goals in the Family Member Role include:

- **Share books with family:** The goal ‘share a book with children/family’ is the goal set most often of all goals in the Family Member Role area. Almost ten thousand (n=9,891) adult learners chose this goal over four fiscal years. This goal also exhibited a high rate of attainment: over the course of four fiscal years, an average 68% of the adult learners who set this goal achieved it.
- **Family library visits:** Closely following suit is the goal, ‘take children to library story time’ with an average of 66% of adult learners setting this goal actually attended story time with their children at their local library. Success rate of this goal could be a result of the extended exposure to the library that an adult learner acquires when regularly attending tutoring sessions.
- **Join the PTA:** Goals pertaining to adult learner participation in their child’s formal education not only require literacy and numeracy skills, but also require confidence. Since these goals are multi-faceted, they may also be more difficult to attain. For example, ‘join the PTA,’ which requires parents to maintain constant involvement in their child’s school exhibited a moderate attainment rate (approximately 43% averaged over three fiscal years). From S1 to S2 of FY 2005-06, there was a 14% drop in attainment for the goal ‘join the PTA’ (41% to 27% respectively). But in S1 of FY 2006-07 it increased back to previous levels: 49% (and further increasing to 50% in S2 of FY 2006-07).
- **Helping in child’s class:** Similar to ‘join the PTA’, the goal of ‘helping in child’s class’ may take longer to achieve since many adults have spent their lives hiding their inability to read. In S2 of FY2004-05, half of those adults who set this goal were able to meet it (523 set). The following semester saw a 15% drop in attainment for this goal. For these adults, the classroom might be a place of stress and stigma. The confidence and self assurance parents need to comfortably interact with teachers and schools may take longer than other goals to achieve.

## Community Member/Citizen Roles & Goals

Activities within the Community Member/Citizen Role area focus on civic and community engagement such as voting, becoming citizens, and attending city council meetings/county supervisors’ meetings. Participation in the political process by an informed electorate is vital to the progression of local, state and national communities. While important, adult learners set the smallest number of goals in this role area. Highlights from the goals in the Community Member/Citizen Role include:

- **Voting:** The voting process has a strong presence in this role area. Reading voting information, registering to vote, and ultimately voting are all goals adult learners can set. One notable correlation is the number of adult learners who choose ‘Register to Vote’ and those who successfully ‘Vote.’ In S2 of FY 2005-06, 44% of adult learners chose to ‘register to vote’ and 46% voted. In both S1 and S2 of FY

2006-07, 45% registered and 48% were able to cast their vote. While the adult learners setting and meeting these goals cannot be directly connected, the relationship appears to exist.

- **Become a citizen:** The preparation and process involved in attaining United States citizenship can be difficult to navigate. Factors beyond the influence of the adult literacy program are likely to intervene. While many barriers exist, approximately one in three adult learners who selected ‘become a citizen’ as a goal was able to successfully complete it. Becoming a U.S. citizen is an impressive feat in just a six month period; therefore it is likely that these adult learners progressed towards this goal for more than one CLLS ALS reporting period.
- **Access community resources:** Over the past four fiscal years, about half of adult learners who set the goal of ‘access to other community services/resources’ met it. A semi-annual average of over one thousand adult learners identified this as a goal for their participation in the Adult Literacy Program. The ability to read and write is likely connected to reading advertisements for additional resources and accessing them.

## General Roles & Goals

General Roles and Goals pertain to the attainment of a broad category of skills that range from basic literacy and acquiring fundamental computer skills to writing checks and creating a budget. The category also contains goals that encourage interaction between adult learners and their local library, such as getting a library card and using the library regularly. There are several goals that demonstrate noticeable shifts in the number of goals set and the percentage of attainment since the inception of the R&G tool in FY 2004-05. Highlights from the goals in the General Role include:

- **Learn the alphabet:** The proportion of adult learners meeting this goal, while relatively high, has slowly decreased over the years: from between 75% and 81% in the first four semesters of data collection. But in S1 of FY 2006-07, the number of adult learners who met their goal of ‘learn the alphabet’ decreased by 16% (81% to 65%, ). A possible explanation for this fluctuation could be that the adult learners entering Adult Literacy Programs during each reporting period have differing skill sets. A given year may include learners with higher skill sets than a previous year, which allows them to more quickly and easily achieve their goals and therefore increases the percent of those achieving goals.
- **Read a newspaper or magazine:** The number of adult learners who met their goal of reading a newspaper/magazine through participation in Adult Literacy Programs has been consistent since S1 of FY 2004-05. At its peak in S2 of FY 2004-05, 59% of adult learners met their goal of reading a newspaper/magazine after working with their tutor. Since FY 2004-05, an average of 53% of adult learners has been able to meet their goal of reading a newspaper/magazine. Reading newspapers has been linked to overall happiness in life.<sup>198</sup>
- **Exposure to local libraries:** Adult learners also overwhelmingly expressed a desire to increase their exposure to local libraries. Such goals as ‘get a library card’, ‘use the library regularly’, ‘do research at the library,’ and ‘attend a library event’ are all goals that encourage adult learners to interact with their local library and are commonly picked when setting goals. The goal to ‘get a library Card’ exhibited the highest attainment. Over the course of four fiscal years, the percent attained has remained steady at

---

<sup>198</sup> Robinson, John P., Martin, Steven. “What Do Happy People Do?” *Social Indicators Research* 89: 565–571. 2008.

over 80%, with a peak in S2 of FY 2004-05 of 87%. This increase of exposure to local libraries is likely due to the co-location of CLLS ALS programs in the library setting.

## **A Final Word on CLLS Outcomes: Roles & Goals**

Based on the findings of the Roles & Goals analysis, adult learners participating in CLLS ALS are making excellent progress towards their literacy goals. Upon intake, adult learners identify various goals to guide their sessions with volunteer tutors. Some goals are met at a higher rate than others. For example, library-related goals, such as ‘get a library card’ or ‘take children to library story time’ are met at high rates. It is likely that these goals are more easily attained, as they are short-term (completed in just one step) and tied to libraries, the location in which the vast majority of adult learners meet with volunteers for tutoring sessions. There are other goals that are attained at low rates. These tended to include goals that require extensive preparation, and are often tied to other systems, such as ‘pass the GED,’ ‘get a job, a better job or promotion,’ and ‘become a citizen.’ While literacy skills are needed as part of the preparation for these goals, ultimately, other factors influence the success of meeting these goals.

The following section “An Assessment of the Roles & Goals Approach” includes a full analysis of Roles & Goals Approach, including suggestions for optimizing Roles & Goals outcome data.

## 4: Assessment of the Roles & Goals Approach

The CLLS method of measuring progress in Adult Literacy Programs is the Roles & Goals (R&G) approach. The R&G approach tracks short and long-term outcomes of adult literacy services. This approach was developed through a lengthy participatory process with input from various stakeholders (learners, tutors, and CLLS staff) to quantify the results of what had been a profoundly qualitative process. For the purposes of this report, the R&G approach consists of three components:

- Roles & Goals Form (“Form”)
- Roles & Goals Data Entry (“Data Entry”)
- Roles & Goals Analysis (“Analysis”)

Although the Roles & Goals approach has produced quantifiable results, there are still ways to improve the implementation of the Form, the quality of data through Data Entry, and the ability to measure true change to learners over time with Analysis. The following discussion is a review of the preliminary findings related to Focus Area 4: Examination of the Roles & Goals Approach. Research questions that guide this section of the report are:

- Is the Roles & Goals the appropriate approach to evaluating the CLLS Adult Literacy Services?
- How does the data collected from the Roles & Goals approach compare to that collected by other program evaluation models?

The Harder+Company responses to these research questions, developed from analysis of the data presented in this chapter, are provided in the Executive Summary of this report (page iv) and are not repeated here.

This section of the report is the result of an intense review of the R&G approach of collecting data, the items collected, and how data are entered and submitted. It is organized by the three components of the R&G approach. Suggestions for improvement are made in the discussion of each R&G component. Also, more systemic changes are discussed, including a pilot study of integrating additional data elements into the CLLS Adult Literacy Program.

### Using the Roles & Goals Form

The Roles & Goals Form has three purposes. First, it is a way to document adult learner goals and their progress towards them. The information contained on the R&G form is also how volunteer tutors create lesson plans and guide the learning experience. Finally, it is also a data collection tool for assessing the overall progress and successes of CLLS ALS.

Upon enrollment in CLLS ALS, adult learners share their short-term goals, such as learn the alphabet or write checks, and long-term goals, such as pass the GED or become a volunteer, with program staff and/or tutor. Oftentimes learners do not articulate specific goals and simply want to “read better.” Tutors must then draw short and long-term goals out over several sessions. The tutor records these long and short term goals according to five major life roles: general, lifelong learner, family member, worker, and community

member/citizen. Learners might set goals in all or just one of the role areas, and they might also set multiple goals within a given role. As the tutoring sessions continue, learners attain goals and set new ones. The R&G Form documents the individuals “hard” outcomes, such as goal attainment, but cannot measure “soft” outcomes, such as gains in self-esteem, wider social networks, and increased parent-child interactions.

There are several key challenges that have been identified in ensuring data quality from the R&G Form. First, the R&G data had to be recoded, during which several difficulties were encountered, including inconsistencies with data before and after the R&G Form changed in FY 2005-06, and again in FY 2007-08.<sup>199</sup> Information gathered through focus groups conducted with AmeriCorps service members in January 2008 was also considered.<sup>200</sup> Below are findings related to the R&G Form:

- **Question of measurement validity:** In the first year, users of the R&G entered over 700 variables in the “other” category due to limited goals listed on the first version of the Form. This required substantial recoding from Harder+Company staff and brought to light the concern that R&G users may not fully understand the definitions of the response categories. The Form was changed again in FY 2007-08, further condensing the listed roles and goals available.
  - *Suggested Solution:* Continue forward with the Form implemented in FY 2007-08 for at least three fiscal years. This current Form appears to be more concise than previous forms. Future trend analysis (three years or longer) can reveal the successes and challenges with this new Form; qualitative research with Adult Literacy Program stakeholders can also provide valuable insight to the new Form.
- **Long and short term goal attainment:** From the initial review of the R&G process, it appears that short term goals are attained far more frequently than long term goals. Thus more long-term goals such as attaining a GED appear to be achieved less often than more discrete, accessible goals such as obtaining a library card.
  - *Suggested Solution:* One way to clearly identify the steps from one goal to the next is to reconfigure the R&G process to be more of a “logic model” or “milestone pyramid” that establishes the long-term goal, and then the intermediate steps that are necessary to achieve the longer-term goal. Identifying the intermediate steps is a shortcoming of the current R&G approach because the short-term, intermediate successes that adult learners experience in service of achieving the longer-term goal are not uniformly captured. These intermediate steps could be analyzed to assess not only the incremental successes that adult learners experience; they could also be used to better understand at what step participants drop out of the process.

---

<sup>199</sup> Over the years, the goal area categories in the forms changed. The R&G forms were modified after the initial year of data collection. The major change after the first year was a result of the over-utilization of the “other goal” option due to limited goal choices. Additional categories and volunteer training about accurate use of the form resulted in more accurate use of the “other goal” option. Consequently, in order to compare goal data, each first year goal was read by a researcher. When an appropriate standardized goal category was identified, the researcher recoded the “other goal” to this goal category. This method of recoding “other goals” into the standardized goal categories allows for cross-year comparison. In FY 2007-08, the goal categories were further condensed. For this report, goal categories utilized from FY 2005-07 are included. See “Limitations with the Data” for a more comprehensive discussion of Roles & Goals data limitations.

<sup>200</sup> These focus groups addressed Evaluation Framework Focus Area 2: Effect of the AmeriCorps Component on the CLLS Model, Clients and AmeriCorps Members. See “AmeriCorps Members in California Library Literacy Services,” released October 2008 for a comprehensive analysis.

- **Recording unintended successes:** Adult learners often meet goals listed on the R&G Form, even though they did not select this goal during their tutoring sessions. Currently, volunteer tutors will retroactively record such progress as a goal set and met. While it is important to record these unintended successes, it removes the precision in understanding which goals were the intent of the learner.
  - *Suggested Solution:* The R&G Form can be altered to include an option of “unintended success” for each goal listed. Currently, the new Form includes an open-ended section to write about “Unanticipated Achievements.” This is an important step towards recording these unintended successes, though more precise recording options are available. But a more quantifiable method of recording successes will provide valuable information to understand how often and for which goals this phenomenon occurs.

The Roles & Goals Form consists of learner oriented goals, the dates goals are set and met, as well as the intermediate step of making progress. The Form is very useful for several reasons in CLLS ALS, and already contains more data than is currently required by CLLS. The data contained on the Form is vitally important to understanding the progress and success of adult learners, and slight refinements can continue to improve the Roles & Goals approach.

## Entering Roles & Goals Data into the Internet Database

The Roles & Goals Data Entry consists of multiple steps, including tracking individual adult learner data at the local level, compiling data at the local level, and entering aggregate data into the Internet Database. CLLS staff and volunteer tutors track individual adult learner progress over time on a hard copy R&G Form locally. At the end of each reporting period (December 31 and June 30), local Adult Literacy Program staff must query their local databases to report aggregate level data to CLLS at the State Library. The aggregated data must be entered into an Internet Database every January and July. Under the current Internet Database infrastructure of aggregate data reporting, local CLLS ALS programs must keep adult learner records in an independent, local database. A review of this process revealed a number of challenges that could be remedied in the future.

- **Capturing adult learner demographics:** Currently, adult learners’ demographics are not linked in any way to Roles & Goals data. Understanding the characteristics of adult learners in relationship to goals set and met is important for program improvement and adult learner recruitment. Including this data can also provide crucial control variables for more intricate analysis.
  - *Suggested Solution:* Capture core demographic characteristics of each adult learner and analyze goal achievement by these characteristics. This will assist sites and CSL to identify if there are key populations that are not having their needs met.
- **Time overlap:** Often long term goals, and even short term goals, carry over from one reporting period to the next. While the R&G Form allows tutors to monitor progress towards attaining goals by marking “making progress,” the R&G Data Entry Internet Database does not have a field to report the number of adult learners “making progress” towards a goal. Consequently the semi-annual aggregate reports report the number of adult learners “making progress” towards a goal. Therefore, progress towards a goal is not recorded until the goal is met.
  - *Suggested Solution:* A simple solution is to add a “making progress” option to the R&G Data Entry Internet Database and semi-annual aggregate reports. A more sophisticated approach is to adopt a “milestone pyramid” reporting process (discussed in the above section) which records the

incremental steps and progress towards larger goals. Both approaches will assist CSL staff to more fully understand the status of the local CLLS ALS programs around California.

- **Aggregate reporting in the Internet Database:** Due to the aggregate data reporting format in the Internet Database, the complexities of adult learner participation is not captured. There are several limitations in understanding the progress of adult learners due to aggregate reporting, including demographics and time overlap discussed above. Further, it is unknown how many and which goals are set by individual and certain groups of adult learners (i.e. learners in their primary wage earning years of 20-49). Suggested solutions are listed in the discussion of quality assurance below.
- **Quality assurance of aggregate reporting compiled at the local level:** The process of local sites aggregating site-specific adult learner data to submit to CLLS, which in turn aggregates the State’s results, is imprecise. This is because the intermediate data analysis steps required to aggregate individual adult learner data can leave room for reporting error. Managing the quality of R&G data across 106 public library jurisdictions can be a cumbersome process. Quality control is placed in the hands of the 106 local CLLS ALS programs, which must accurately track R&G Forms, compile them into aggregate data and enter the aggregate data into the Internet Database.
  - *Suggested Solution:* There are three options for improving the current aggregate reporting process, listed here from simple to sophisticated.

*Option #1:* Modify the current data system to collect a clearer accounting of goals set, attained, in progress, new or deleted. This new reporting process (which would require some modifications to the hard copy R&G Forms) would enhance the ability of CLLS to understand goal progress. Exhibit 4.1 is an example of how the database could be modified:

Exhibit 4.1: Roles & Goals Data Entry Internet Database Changes							
Goal	Set			Learner Dropped Before Completion	Met		
	New this Period	Carry-Over from Last Period	Deleted Goal from Last Period		Set and Met this Period	Unanticipated	2+ Periods to Meet Goal
Write Checks/Pay Bills	10	5	1	1	8	2	13
Read Health Education Information							
Read Medicine Labels							
Plan Nutritious Meals							

*Option #2:* Another solution would require modifying the existing Internet Database and reporting process to collect individual adult learner data in the Internet Database itself. This will improve the precision and quality of R&G data because there will no longer be a need for local Adult Literacy Program staff to query and compile R&G and Output data. The entry of individual adult learner data, however, will also require developing an appropriate confidentiality process.

*Option #3:* The final solution is to adopt a more sophisticated data system that can more accurately track individual client role achievement and progression. Implementing a low-cost internet-based data system can facilitate record keeping, real-time data entry and retrieval, and results reporting. There are a number of products on the market, such as Efforts to Outcomes (ETO) (<http://www.socialsolutions.com/>) and Persimmony (<http://www.persimmony.com>), which are relatively low-cost database solutions and highly flexible to meet CLLS, individual library site, and volunteer tutor needs.

The R&G Data Entry process is important to understanding the quality and meaning of data collected in relation to the progress and success of adult learners. The aforementioned changes to the Data Entry process can continue to improve the Roles & Goals approach.

## Analyzing Roles & Goals Data

After reviewing the current literature and data available on other adult literacy programs, several important outcome data elements surfaced. Several studies pointed to the need to understand these data elements to gain a comprehensive understanding of the impact of adult literacy programs, such as the CLLS Adult Literacy Program, on adult learners. CLLS should consider modifying their current data collection elements to include the following:

- **Literacy level proficiency:** The literature review uncovered the prevalent use of standardized intake and exit assessments to measure literacy through assigning scores on prose and document literacy, and numeracy scales. These assessments provide insight to the level of literacy skills at baseline and post program. Linking adult learner literacy level from a standardized assessment to Roles & Goals set and met will provide a comprehensive snapshot of adult learners' progress towards literacy skills during their time in CLLS ALS. While including standardized assessment data will increase understanding of adult learners' progress, it is important to maintain use of the Roles & Goals approach. Focusing literacy instruction on the life goals of each learner, rather than increasing assessment scores, is vital to maintaining learner-centered services. Further, adding standardized literacy assessments would result in increased staff time, another factor to consider when implementing data collection changes.
- **Intensity and duration of instruction:** Currently, there is no data reported to the State Library concerning how often and how long adult learners receive instruction. CLLS Outputs account for total instructional hours, but there is currently no way to link instructional hours to specific learners or goals. Obtaining this information may provide important instructional duration and intensity "thresholds" likely to contribute to successful goal attainment.
- **Indirect outcomes of participation:** Many returns on investment and library valuation studies have pointed to the need to understand the indirect outcomes of library and literacy services. Additional studies have found that participation in adult literacy programs contributes to important outcomes such as increased self-esteem, civic engagement, and parental involvement in child schooling. Including validated assessments at intake and exit will measure some of these indirect outcomes. Assessments include Rosenberg's Self-Esteem Scale,<sup>201</sup> Rotter Locus of Control Scale,<sup>202</sup> and the Parent Stress Index.<sup>203</sup>

---

<sup>201</sup> Rosenberg, Morris. *Society and the Adolescent Self-image*. Revised Edition. Middletown, CT: Wesleyan University Press, 1982. While the Rosenberg Self-Esteem Scale was originally developed for adolescents, it has also been used with adults.

- **Exit information:** Adult learners exit CLLS ALS for a variety of reasons. Collecting exit data will help inform CLLS ALS about the exit trends of adult learners for program improvement. California Adult Basic Education (ABE) and Adult Secondary Education (ASE) programs collect exit data in six distinct categories.<sup>204</sup> Should CLLS ALS begin collecting this data, comparisons can be made across adult literacy programs funded through other agencies.

Some local CLLS ALS programs may already collect these important data elements linked to individual adult learners. Further investigation into local programs might yield data and processes available to pilot these data collection efforts. Should a pilot be conducted, results can be used to make further refinements to the CLLS Adult Literacy Program and Roles & Goals approach prior to bringing changes to the statewide scale. This further research will also contribute to a dearth of knowledge in the adult literacy program literature.

---

<sup>202</sup> Rotter, Julian B. "Generalized Expectancies for Internal Versus External Control of Reinforcement." Psychological Monographs 80.1 (1966): 1-28.

<sup>203</sup> Abidin, Richard R. Parenting Stress Index, 3rd Ed. (PSI). 2005. 23 Dec. 2008  
<<http://www3.parinc.com/products/product.aspx?Productid=PSI>>.

<sup>204</sup> Casas DynaReports. Op. Cit.

# Appendices

**Appendix A: Current Roles & Goals Form**

**Appendix B: Evaluation Framework**

**Appendix C: CLLS Output Data Tables**

**Appendix D: Roles & Goals Data Tables**

## Appendix A: Current CLLS ALS Roles & Goals Form

Student Name

# ROLES & GOALS



It's time to set goals for the first time or to update the goals that were set several months ago. Remember, this is not a check-list, instead have a conversation about desired goals. If you are reviewing previously-set goals, use this form to indicate whether you are making progress on them; whether you've met the goals; or whether they are no longer of interest. Finally, set any new goals and add any additional information that is significant in the life of the student with regard to his/her basic skills. *Use dates (month/year) to indicate set and met goals.*

<b>My goals as a life-long learner:</b>	Date Goal Set	Making Progress	Date Goal Met	<b>My goals as a worker:</b>	Date Goal Set	Making Progress	Date Goal Met
• Learn the alphabet, letters and sounds				• Find a job: search want-ads/on-line			
• Read a book, newspaper or magazine				• Fill out a job application			
• Write a letter to _____				• Write a resume			
• Learn to type/use computer keyboard				• Interview for a job			
• Write, send and receive e-mail				• Get a job or get a better job or promotion			
• Search the Internet				• Perform current job tasks better			
• Get a library card				• Read a work-related manual			
• Check out or use library items regularly				• Obtain a license or certificate			
• Pass part or all of the GED test							
<b>Other goals in the life-long learner role</b>	Date Goal Set	Making Progress	Date Goal Met	<b>Other goals in the worker role:</b>	Date Goal Set	Making Progress	Date Goal Met
•				•			
•				•			
<b>Notes:</b>							

<b>My goals as a family member:</b>	<b>Date Goal Set</b>	<b>Making Progress</b>	<b>Date Goal Met</b>	<b>My goals as a community member/citizen:</b>	<b>Date Goal Set</b>	<b>Making Progress</b>	<b>Date Goal Met</b>
• Write checks/pay bills				• Access community services/resources			
• Read health education information				• Speak to others about the literacy program			
• Read medicine labels				• Get involved with a community issue			
• Plan nutritious meals				• Get a drivers' license			
• Share a book with children*/family				• Prepare to vote (read Easy Voter Guide, register)			
• Help children with homework				• Vote			
• Take children to library storytime				• Become a volunteer			
• Interact with the school/with teachers				• Pass the Citizenship Test			
Other goals in the family role:	Date Goal Set	Making Progress	Date Goal Met	Other goals in the community member role:	Date Goal Set	Making Progress	Date Goal Met
•				•			
•				•			

\* "Children" can refer to your own, your relative's children or any other children with whom you interact.

**Unanticipated Achievements (Other things I have accomplished since the last Roles & Goals review):**

**Tutor Name**

# Appendix B: Evaluation Framework

**Appendix B:  
California Library Literacy Services – Adult Literacy Programs  
Evaluation Framework**

**Introduction: Background Information**

This section will:

- Introduce each Focus Area
- Provide Return on Investment (ROI) literature
- History of Adult Literacy Programs, including participation by library systems (research by Carla)
- Contain information from the AmeriCorps Returning Members and Site Supervisors regarding experience with literacy services

Percent participation in CLLS program	Comparison of Libraries participating compared to total California Libraries	California State Librarian	Annually	H+C to analyze data
Diversity of CLLS program participants	Comparison of CLLS program participant demographics to California Population	US Census	Annually	H+C to analyze data

**Focus Area 1: Outcomes of the CLLS Adult Literacy Model**

Research Questions:

- How many adult learners are served by Adult Literacy Programs?
- What is the effect of Adult Literacy Programs on adult learners (as measured by the Roles & Goals)?

Indicator(s)	Measure(s)	Data Source	When Collected	Who is Responsible
<b>Output Measures</b> Number and detail of services provided	Number of Libraries Participating	CLLS Library Statistics	Years 2004-07	CLLS to provide data
	Number Adults Served, Exited, Waiting			H+C to analyze data
	Number of Instructional Hours ( total and per Adult)			
	Adult Learner Demographics			

	Number of Volunteers recruited and trained				
	Number of Volunteer Hours				
	Number of Volunteer Tutor Participating, Exiting, Waiting				
	Volunteer Tutor Demographics				
	Books Distributed				
	Staff Commitment				
	Tutor Trainings				
	In-Service Workshops				
	Other Services Provided				
	Community Events				
Experience of Adult Literacy Service Members	To be intertwined with the services provided above	AmeriCorps Returning Members + Site Supervisor Focus Groups Secondary Qualitative Data (McDonald Studies, more TBD)	January 2008	H+C to collect and analyze data	
<b>Outcome Measures</b>					
Goal Setting	Number of adult learners who set at least one goal:	General Goals Life Roles: Life-Long Learner Family Member	Roles and Goals Data	Every six months	CLLS to provide data H+C to analyze data

Goal Accomplishment	Percentage of goals met:	Worker Community Member/Citizen
Experience of Adult Literacy Service Members	To be intertwined with the goals above	AmeriCorps Returning Members + Site Supervisor Focus Groups Secondary Qualitative Data (McDonald Studies, more TBD)
		January 2008 H+C to collect and analyze data Historical data

## Focus Area 2: Effect of the AmeriCorps Component on the CLLS Model, Clients and AmeriCorps Members

### Research Questions:

What is the difference in output measures and outcomes for AmeriCorps sites versus non-AmeriCorps sites?

What is the impact on AmeriCorps Alumni who serve in a library setting, and in particular, the Adult Literacy Programs?

Indicator(s)	Measure(s)	Data Source	When Collected	Who is Responsible
Differences between AmeriCorps and non-AmeriCorps sites	Comparison of all Output Measurements from Focus Area 1	CLLS Library Statistics	Years 2004-07	CLLS to provide data H+C to analyze data
Output Measures Exclusive to AmeriCorps Sites	Volunteers Recruited by Type Resignation + Retention Data (During service year and multiple years) Days of Service	AmeriCorps Quarterly Reports	Years 2004-07	CLLS to provide data H+C to analyze data

	Volunteer Hours			
	Attendees (Volunteer and Public)			
	Family Literacy (Outputs – Summary)			
	MLLS (Outputs – Summary)			
	ELLI (Outputs – Summary)	AmeriCorps	Years 2004-07	CLLS to provide data H+C to analyze data
	LFF (Outputs & Outcomes)	Quarterly Reports		
	Easy Voter Guide (Outputs & Outcomes – Ties into civic engagement)			
Utilization of AmeriCorps members in Adult Literacy Programs	Experience of AmeriCorps members and Site Supervisors (Systemic effect of the presence of an AmeriCorps member in the literacy setting)	AmeriCorps Returning Member + Site Supervisor Focus Groups	January 2008	H+C to analyze
Level of connection to library and literacy programs	Scale/ survey items to be determined (Based on and compared to surveys utilized in “AmeriCorps: Changing Lives, Changing America” and original survey questions)	AmeriCorps Alumni Internet Survey AmeriCorps Returning Member Focus Group	January and February 2008	H+C to develop, conduct and analyze
Level of civic engagement	Civic engagement scale to be determined (Based on and compared to surveys utilized in “AmeriCorps: Changing Lives, Changing America” and original survey questions)	AmeriCorps Alumni Internet Survey	January and February 2008	H+C to develop, conduct and analyze
	Civic education and participation scales	Civic Education Pre/Post Survey AmeriCorps Returning Member Focus Group	2004 January 2008	CLLS to provide data H+C to analyze data
Challenges in working with target population	Scale/ survey items to be determined (Based on and compared to surveys utilized in “AmeriCorps: Changing Lives, Changing America” and original survey questions)	AmeriCorps Alumni Internet Survey	January and February 2008	H+C to develop, conduct and analyze

		AmeriCorps Returning Member Focus Group		
Volunteerism before and after AmeriCorps	Scale/ survey items to be determined (Based on and compared to surveys utilized in “AmeriCorps: Changing Lives, Changing America” and original survey questions)	AmeriCorps Alumni Telephone Interviews	January and February 2008	H+C to develop, conduct and analyze
	Scale/ survey items to be determined	AmeriCorps Alumni Telephone Interviews	January and February 2008	H+C to develop, conduct and analyze
Successes/Challenges working as an AmeriCorps members in the library setting	Successes/Challenges previously identified	AmeriCorps Baby Boomer & Legacy Focus Groups	2006	CLLS to provide data
		AmeriCorps Returning Member Focus Group	January 2008	H+C to analyze data
Member Satisfaction	Scale/ survey items to be determined (Based on and compared to surveys utilized in “AmeriCorps: Changing Lives, Changing America”, 2004 Survey and original survey questions)	AmeriCorps Alumni Internet Survey	January and February 2008	H+C to develop, conduct and analyze
		AmeriCorps Returning Member Focus Group		
	Previous Satisfaction Survey	AmeriCorps Workshop Satisfaction Survey	2004	CLLS to provide data H+C to analyze data

**Focus Area 3: Comparison of the CLLS Adult Literacy Model with other models**

Research Questions:

How does the CLLS Adult Literacy Model compare to other models?

What are the pros/cons of one-to-one literacy services compared to small group and classroom settings?

What are the pros/cons of volunteer-based literacy services?

Indicator(s)	Measure(s)	Data Source	When Collected	Who is Responsible
		Evaluation results from other Adult Literacy Programs	TBD	H+C to analyze data
Success of CLLS Adult Literacy Model compared to other models	Comparison of secondary indicators to CLLS program outcomes (Literature Review)	California Department of Education TOPS Pro database	TBD	H+C to analyze data
		Additional secondary sources	TBD	H+C to analyze data

**Focus Area 4: Examine the Roles & Goals Approach**

Research Questions:

Is Roles & Goals the appropriate approach to evaluating the CLLS Adult Literacy Model?

How does the data collected from Roles & Goals compare to that collected by other program evaluation models?

Indicator(s)	Measure(s)	Data Source	When Collected	Who is Responsible
Process evaluation of Roles & Goals	Ease of use of Approach	"CLLS Roles &	2003-2006	CLLS to provide

<p>Approach</p> <p>Fidelity (i.e. follow process true to training) (Post-hoc goal setting and implementation of “unanticipated change” in 2008 and other issues TBD)</p> <p>Data Quality (Systemic limitations to setting and meeting goals in relation to data reporting schedule and other issues TBD)</p>		<p>Goals Summary and Recommendations”  , “Assessment &amp; Accountability Focus Group”,  “Assessment &amp; Accountability Task Force Meeting”</p> <p>Roles &amp; Goals Data</p>	<p>data H+C to analyze data</p> <p>Every six months</p>	<p>data H+C to analyze data</p> <p>CLLS to provide data H+C to analyze data</p>
<p>Comparison of Roles &amp; Goals data to other program evaluation models</p>	<p>Comparison of data collected from other program evaluation models</p>	<p>Evaluation results from other program models (to be determined)</p>	<p>TBD</p>	<p>H+C to analyze data</p>

## Appendix C: CLLS Outputs Data Table

Exhibit B.1: Adult Literacy Statistics, FY 2003-04 through FY 2007-08					
Service Type	FY 2003-04	FY 2004-05	FY 2005-06	FY 2006-07	FY 2007-08
Adult Learners Served	20,012	19,638	18,908	19,023	20,275
Instructional Hours	741,170	775,564	884,362	847,651	735,201
Instructional Hours per Adult	37.0	39.5	46.8	44.6	36.3
Books Distributed to Adult Literacy program	24,767	44,573	43,460	47,364	45,531
Adult Learners Exited	8,367	6,792	7,000	7,010	7,433
Adult Learners Waiting	2,703	2,744	2,552	2,497	2,773
Adult Literacy Volunteer Hours	574,700	536,327	556,681	540,624	532,761
Volunteer Tutors Waiting	1,509	1,620	1,229	1,354	1,413
Library Staff Commitment to Adult Literacy program	191.8	194.1	178.1	179.6	179.0
Contract Staff Commitment to Adult Literacy program	54.9	64.8	88.3	78.6	84.4

## Appendix D: Roles & Goals Data Tables

<b>Exhibit C.1: Life Long Learner Roles &amp; Goals</b>																
<b>Goal</b>	1 <sup>st</sup> 04		2 <sup>nd</sup> 05		1 <sup>st</sup> 05		2 <sup>nd</sup> 06		1 <sup>st</sup> 06		2 <sup>nd</sup> 07		1 <sup>st</sup> 07		2 <sup>nd</sup> 08	
	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met
Read a menu <sup>1</sup>	757	63%	896	65%	1017	55%	1213	55%	1264	59%	1284	59%	0	0	0	0
Listen to a book on tape <sup>1</sup>	648	58%	1002	63%	973	57%	1152	62%	1084	55%	1097	55%	0	0	0	0
Attend a book discussion <sup>1</sup>	455	51%	610	48%	754	41%	873	51%	813	53%	825	52%	0	0	0	0
Read holy book/religious text <sup>1</sup>	772	54%	989	45%	1326	47%	1289	57%	1325	47%	1333	48%	0	0	0	0
Read a book on recovery <sup>1</sup>	280	53%	414	52%	586	52%	638	57%	591	55%	596	55%	0	0	0	0
Read for pleasure <sup>1</sup>	2589	62%	2509	60%	2216	55%	2713	58%	2907	57%	2926	56%	0	0	0	0
Write creatively <sup>1</sup>	351	70%	422	71%	1184	45%	1521	42%	1869	45%	1883	44%	0	0	0	0
Pass the driver's test <sup>2</sup>	552	50%	839	49%	813	47%	922	46%	835	44%	846	45%	795	42%	910	42%
Use a map <sup>1</sup>	682	48%	868	52%	828	47%	977	52%	1199	52%	1213	52%	0	0	0	0
Read a bus schedule <sup>1</sup>	621	56%	701	67%	710	66%	795	58%	929	60%	949	60%	0	0	0	0
Read street/traffic signs <sup>1</sup>	39	82%	155	87%	847	63%	783	70%	1008	62%	1029	63%	0	0	0	0
Make a shopping list <sup>1</sup>	515	60%	801	59%	956	60%	991	54%	943	55%	965	56%	0	0	0	0
Read medicine labels <sup>3</sup>	764	57%	1080	59%	1160	53%	1255	48%	1224	57%	1244	57%	1120	48%	1161	45%
Read health education information <sup>3</sup>	572	53%	854	52%	1125	48%	1437	53%	1460	51%	1473	51%	1367	48%	1438	47%

<sup>1</sup> Data not collected in FY 2007-08

<sup>2</sup> Re-categorized as 'Get a driver's license' in "Community Member/Citizen" in FY 2007-08

<sup>3</sup> Placed in "Family Member category in FY 2007-08

### Exhibit C.2: Worker Roles & Goals

Goal	July – Dec 2004		Jan – June 2005		July – Dec 2005		Jan – June 2006		July – Dec 2006		Jan – June 2007		July – Dec 2007		Jan – June 2008	
	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met
	Read work-related manual	820	40%	1048	41%	920	44%	1256	47%	1141	42%	1154	43%	194	28%	869
Take phone messages <sup>1</sup>	655	56%	887	52%	917	51%	1013	48%	912	48%	926	48%	1067	44%	1287	44%
Use a cash register, count and make change	306	58%	454	56%	563	44%	628	44%	620	56%	627	57%	0	0	0	0
Speak up, participate in a meeting at work	1255	52%	970	49%	729	35%	825	43%	917	42%	929	42%	0	0	0	0
Read and respond to want ads <sup>2</sup>	748	40%	868	45%	1041	44%	1124	43%	1194	46%	1203	46%	167	57%	1562	48%
Fill out a job application <sup>3</sup>	1068	46%	1429	47%	1371	52%	1710	45%	1637	53%	1647	53%	267	45%	1825	55%
Write a resume	n/a	n/a	n/a	n/a	901	44%	1323	36%	1388	40%	1399	41%	221	37%	1467	37%
Interview for a job	781	44%	869	48%	1089	43%	1270	44%	1309	42%	1321	42%	211	44%	1311	43%
Obtain a license or certificate	1229	37%	1367	37%	785	31%	986	27%	1015	30%	1022	30%	194	23%	1057	28%
Get a job or get a better job or promotion	1262	28%	1519	30%	1826	30%	2267	29%	2274	28%	2291	28%	408	25%	2220	25%

<sup>1</sup>In FY 2007-08, 'Take phone messages,' 'Use cash register, count and make change, and 'Speak up, participate in a meeting at work' were combined and presumably identified as 'Perform current job tasks better,' here those categories were combined into "Take phone messages."

<sup>2</sup>Category renamed to 'Find a job: search want ads/on-line' in FY 2007-08

<sup>3</sup>In FY 2004-05, Fill out job application and write resume was combined

### Exhibit C.3: Family Member Roles & Goals

Goal	July – Dec 2004		Jan – June 2005		July – Dec 2005		Jan – June 2006		July – Dec 2006		Jan – June 2007		July – Dec 2007		Jan – June 2008	
	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met
	Share a book with children/family	1775	67%	2208	72%	2001	62%	2624	66%	2609	69%	2626	69%	2755	63%	2433
Help children with homework	1360	51%	1520	53%	1396	53%	1763	53%	1874	48%	1879	48%	2071	50%	1979	51%
Take children to library story time	987	74%	1113	70%	1028	51%	1286	64%	1252	69%	1263	69%	1285	67%	1248	66%
Participate in school activities <sup>1</sup>	654	65%	915	65%	936	45%	1126	58%	1134	58%	1143	58%	1266	47%	1354	51%
Communicate with school/teachers	860	58%	964	58%	1058	43%	1390	58%	1489	54%	1496	54%	0	0	0	0
Join the PTA	276	43%	328	51%	367	41%	320	27%	385	49%	391	50%	0	0	0	0
Help in child's class	390	49%	523	50%	538	35%	745	40%	616	45%	622	45%	0	0	0	0
Plan nutritious meals <sup>2</sup>	0	0	0	0	0	0	0	0	0	0	0	0	683	57%	888	64%

<sup>1</sup>In FY 2007-08 Participate in school activities, Communicate with school/teachers, Join the PTA, and Help in child's class were presumably combined to "Interact with the school/teachers"

<sup>2</sup>Category was added in FY 2007-08

**Exhibit C.4: Community Member/Citizen Roles & Goals**

Goal	July – Dec 2004		Jan – June 2005		July – Dec 2005		Jan – June 2006		July – Dec 2006		Jan – June 2007		July – Dec 2007		Jan – June 2008	
	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met
	Access other community services/ resources	1786	52%	1826	52%	917	51%	1110	50%	1208	48%	1220	48%	1444	57%	1373
Read voter information (Easy Voter Guide) <sup>1</sup>	876	58%	846	58%	1074	58%	1182	61%	1120	58%	1128	58%	921	50%	1108	44%
Speak on behalf of the literacy program	355	41%	430	40%	622	31%	697	44%	731	36%	738	36%	776	57%	867	49%
Identify a neighborhood problem & work for a solution <sup>2</sup>	333	33%	409	38%	547	22%	498	26%	460	22%	467	22%	776	44%	608	42%
Organize a community/neighborhood event	405	34%	518	32%	320	22%	364	28%	403	22%	409	23%	0	0	0	0
Attend a city council/county supervisor's meeting	265	47%	319	50%	399	30%	435	29%	398	21%	404	22%	0	0	0	0
Register to vote <sup>3</sup>	519	67%	651	53%	701	46%	773	44%	655	45%	659	45%	921	50%	1108	44%
Vote	692	68%	728	60%	810	47%	953	46%	820	48%	824	48%	931	47%	909	37%
Become a citizen <sup>4</sup>	514	36%	605	41%	843	32%	966	24%	782	26%	793	26%	0	0	0	0

<sup>1</sup>In FY 2007-08, 'Read voter information' was combined with 'Register to vote.' In FY 2007-08 category is identified as 'Prepare to vote (read Easy Voter Guide, register)

<sup>2</sup>In FY 2007-08, 'Identify a neighborhood problem & work for a solution, 'Organize a community/neighborhood event, and 'Attend a city council/county supervisor's meeting' were presumably combined and identified as 'Get involved with a community issue.'

<sup>3</sup>In FY 2007-08 "Register to Vote" became "Prepare to Vote."

<sup>4</sup>In FY 2007-08, this data was no longer collected

**Exhibit C.5: General Roles & Goals<sup>1</sup>**

Goal	July – Dec 2004		Jan – June 2005		July – Dec 2005		Jan – June 2006		July – Dec 2006		Jan – June 2007		July – Dec 2007		Jan – June 2008	
	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met	Set	Met
Learn the alphabet <sup>2,3</sup>	89	76%	63	75%	898	77%	1375	81%	1244	65%	1244	65%	1615	56%	1616	60%
Read book <sup>2,3,4</sup>	95	79%	93	74%	2483	55%	2974	58%	3702	58%	3702	58%	3086	53%	3583	55%
Read newspapers/magazines <sup>3,4</sup>	1512	53%	1955	59%	2178	51%	2723	53%	2916	52%	2916	52%	0	0	0	0
Write a letter <sup>3</sup>	4029	40%	5027	44%	1823	39%	2295	42%	2653	46%	2653	46%	2247	46%	2329	45%
Read e-mail <sup>3,5</sup>	1446	54%	1756	59%	2494	35%	1817	55%	1636	58%	1636	58%	1753	47%	2035	53%
Learn to type/use computer keyboard <sup>3</sup>	1339	44%	1715	45%	1441	49%	1712	38%	1832	42%	1832	42%	1891	46%	2197	53%
Learn to write on the computer <sup>6</sup>	28	79%	162	70%	1443	50%	1615	39%	1814	41%	1814	41%	0	0	0	0
Get a library card <sup>3</sup>	1595	86%	1971	87%	1835	81%	1965	84%	2488	84%	2488	84%	2191	81%	2147	83%
Write and send email <sup>3,5</sup>	2695	52%	3515	57%	1596	50%	1842	48%	3048	31%	3048	31%	0	0	0	0
Search the internet <sup>3</sup>	1953	53%	3507	57%	1628	58%	2207	63%	1857	48%	1857	48%	1770	49%	1988	55%
Use the library regularly <sup>3,7</sup>	3120	72%	2307	68%	1968	66%	2207	75%	2567	74%	2567	74%	1802	68%	2179	76%
Attend a library event <sup>6</sup>	968	68%	2393	79%	1102	53%	1490	66%	2147	76%	2147	76%	0	0	0	0
Do research at the library <sup>6</sup>	1313	45%	791	42%	647	40%	913	45%	975	49%	975	49%	0	0	0	0
Write checks <sup>8</sup>	943	54%	1054	57%	1157	55%	1261	58%	1235	53%	1235	53%	1371	47%	1446	52%
Create budget <sup>6</sup>	557	46%	719	50%	803	45%	940	50%	1001	47%	1001	47%	0	0	0	0
Pay bills <sup>8</sup>	1793	58%	1407	66%	1048	58%	1039	58%	1075	57%	1075	57%	0	0	0	0
Speak/present in front of a group <sup>6</sup>	1629	44%	2551	45%	1143	39%	1460	43%	1504	39%	1504	39%	0	0	0	0
Become a volunteer <sup>9</sup>	1331	36%	781	55%	870	34%	987	36%	1034	45%	1034	45%	653	41%	801	41%
Pass part or all of the GED test <sup>3</sup>	779	15%	1098	19%	1357	16%	1735	17%	1723	18%	1723	18%	1468	19%	1955	17%

<sup>1</sup>General Goals category not in FY 04-05, implemented in 05-06, removed from data tool again in FY 07-08.

<sup>2</sup>Category not in FY 2004-05; numbers collected from "other" category.

<sup>3</sup> Re-categorized as Life Long Learner in FY 2007-08

<sup>4</sup>Combined as 'Read books/newspapers/magazines' in FY 2007-08

<sup>5</sup> Combined as 'Write, send, receive e-mail' in FY 2007-08

<sup>6</sup>Category not in FY 2007-08; data not collected

<sup>7</sup>Category changed to "Check out or use library items regularly" in FY 2007-08

<sup>8</sup>'Write checks' & 'Pay bills' combined in FY 2007-08 and re-categorized to Family Member category

<sup>9</sup>Re-categorized to "Community Member/Citizen" category in FY 2007-08