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ABSTRACT

The Adult Education for the Homeless programs implemented by the states followed one of four approaches. The Development/Capacity-Building approach emphasized program structure and model-building. The Urban Focus approach was tailored to reach the maximum number of students. The Services to Women approach tried to meet women's special needs. A statewide approach focused on developing a variety of class locations and instructional techniques. The programs served 18,000 homeless individuals; more than half were located in only 10 states. All races and ages were represented, but the most typical participant was white, male, and 25-44 years old. One-half of the staff of 1,500 were volunteers. Few paid staff worked full time. Barriers to success fell into three groups: personal difficulties, external barriers, and obstacles inherent to the program. More than 500 adults earned a General Educational Development certificate, and an additional 100 received some other type of adult diploma. Key elements of program success included a stable living environment; individualized instruction; well-trained volunteers; instruction in practical tasks; and individualized education plans. Recommendations for future success include providing the following improvements: increased residential stability; alternative curricula; staff development; women's programs; nontraditional testing; and program evaluations. (Appendixes include: listings of state contacts and resource organizations; authorizing legislation; and rules and regulations.) (YLB)

ADULT LEARNING & LITERACY

EDUCATION FOR HOMELESS ADULTS:

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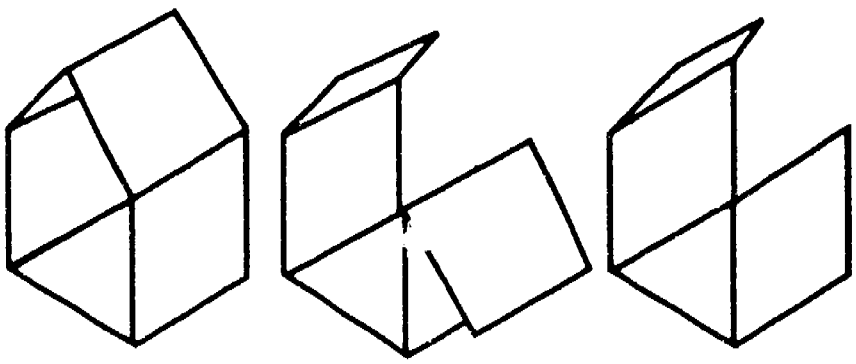
EDUCATION FOR HOMELESS ADULTS:

THE FIRST YEAR



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Division of Adult Education and Literacy
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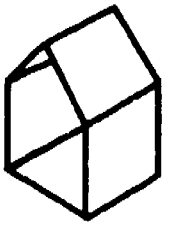


INTRODUCTION

In the past few years, homelessness in America has become a major concern for social agencies, politicians, educators, and citizens. A number of Federal and State programs have been created to deal with the plight of homeless men, women, and children. But until 1987, none of these Federal programs addressed the relationship between educational level and homelessness.

Congress formally recognized this relationship on July 22, 1987, by enacting the Stewart B. McKinney Homeless Assistance Act (Public Law 100–77). Title VII–A of that legislation addressed the educational disadvantages of homeless persons in two ways:

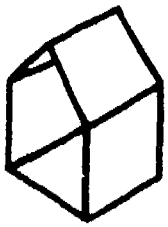
- It amended the Adult Education Act to specify that "homeless adults" are to be included in a variety of program priorities; and
- It established a program of "Statewide Literacy Initiatives . . . which shall:

  —include a program of outreach activities; and

  —be coordinated with existing resources such as community-based organizations, VISTA recipients, adult basic education recipients, and nonprofit literacy-action organizations."

From this legislation evolved the Adult Education for the Homeless (AEH) program. The purpose of the program is to "enable each (State) agency to develop a plan and implement a program of literacy training and basic skills remediation for adult homeless individuals...." (Public Law 100–77, Title VII, Sec. 702)

In its first year, the program authorized $7.5 million, of which $6.9 million was actually appropriated to establish educational services for homeless adults. Every State received at least $75,000. Some received more based on their proportion of non-high school



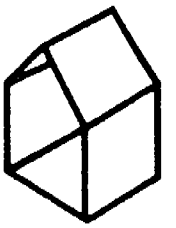
graduate adult residents. For example, smaller States such as Rhode Island and South Dakota received the base amount; larger States like California and New York received $400,000 to $500,000.

Using this initial funding, the States and the U.S. Department of Education jointly ventured into an experiment to determine if homeless adults would take advantage of or benefit from basic education. This report describes how States met the challenge of providing relevant services to a new education clientele in great need.

The period covered by this report varies from State to State. Some States were able to begin providing services immediately, and therefore reported data for a 15-month period beginning in the summer of 1988 and extending to the fall of 1989. Other States encountered more difficulty in implementing programs, and operated programs for periods ranging from six to 12 months.

This publication has been compiled from final reports submitted to the Division of Adult Education and Literacy by the States, as required under the Education Department's General Administrative Regulations, and from site visits by members of the Division's staff.

The final section of this report contains recommendations drawn from State reports. Additional recommendations are also included, formulated by the Department's own evaluation staff after analysis of the AEH programs.



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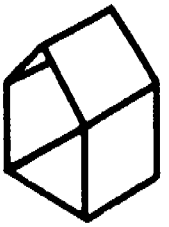


EXECUTIVE SUMMARY

The first year in which basic educational services were offered to homeless individuals produced promising practices and models as well as identifying barriers to success that must be addressed in subsequent years.

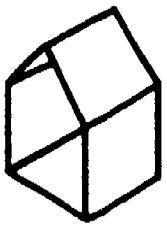
The first year of implementation was also characterized by wide diversity in almost every facet of program operation, including State approaches to service delivery, numbers and types of persons served, and the objectives of homeless individuals who participated.

THE PROGRAMS

The programs implemented by the States followed one of four approaches. The Development/Capacity-Building approach emphasized program structure and model-building. The Urban Focus approach was tailored to reach the maximum number of students in States with heavy urban populations, such as New York. The third approach, Services to Women, recognized the presence of women among the homeless, and tried to meet their special needs. The fourth, a State-wide approach, focused on developing a variety of class locations and instructional techniques.

The number of homeless individuals served nationwide totaled 18,000. More than half of this population was located in only 10 States. Texas served the largest number of homeless, reaching 2,326 adults. Alabama was second highest, serving 1,297 adults.

All races and ages were represented among the individuals served, but the most typical participant was white, male and 25–44 years of age. A total staff of 1,500 were used to implement the programs, of which one-half were volunteers. Of the staff who were paid, few worked full-time. Counselors, while comprising only 11 percent of total staff, were especially valuable in moving homeless adults toward self-sufficiency.



Operation of the programs revealed the major barriers to success. These barriers fell into three groups: personal difficulties, external barriers, and obstacles inherent to the program. Grouped under these headings were specific problems, such as substance abuse, shortage of shelter bed space, lack of child care, and Federal funding requirements that were perceived as onerous.

THE OUTCOMES

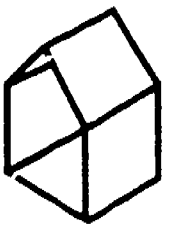
The overall national results are encouraging, given the fact that this first-year experience was expected to be one of development, experimentation and learning.

More than 3,800 students, 20 percent of all participants, left a shelter or transitional housing and exited the program before completing instruction sufficient to reach their personal goals. However, only 450 of that number left the program due to lack of interest or because they perceived the instruction as unhelpful.

More than 500 adults earned a GED, and an additional 100 received some other type of adult diploma. Personal or economic objectives were met by many others, and included increasing employability, entering a training program, finding employment, or boosting self-esteem. Nationwide, 2,800 adults achieved this kind of personal objective, then left the program. This was especially true in the South, where over 1,100 persons followed this pattern.

A valuable outcome of the first-year program was identification of key elements contributing to the success of all programs, regardless of the approach used. These elements include:

- Stable living environment for a minimum of 45 days;
- Individualized instruction;
- Well-trained volunteers;
- Instruction related to practical tasks and everyday experiences;
- Individualized education plans;

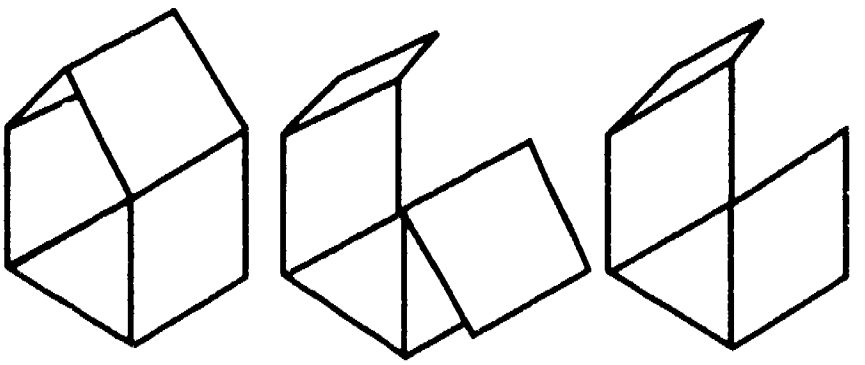


- Activities aimed at building self-esteem; and
- Networking with other local human services programs.

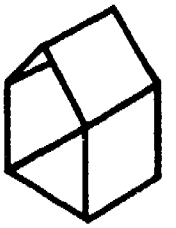
THE FUTURE

Future AEH programs hold substantial promise if the barriers to success can be recognized and addressed, and if the key elements are emphasized. Recommendations for greater future success include:

- Increasing residential stability, ensuring that students will be living in the same place for at least 45 days at a time;
- Developing and testing effective alternative curricula;
- Providing ongoing training for all Adult Basic Education (ABE) teachers and volunteers working with homeless adults;
- Offering comprehensive programs for women with children;
- Developing non-traditional approaches to testing to measure more accurately the life skills of the homeless;
- Prioritizing programs that target homeless American Indians, where appropriate; and
- Conducting formal evaluations of programs for the homeless.



THE PROGRAMS



THE PROGRAMS

Approaches

Most Adult Education for the Homeless projects use terms such as "creative," "flexible," "short-term," "student-centered," and "life skills-based" to describe their first-year programs. These descriptions suggest the major approaches that evolved as the States began to serve a new clientele with multiple problems. These approaches were:

- Development/Capacity-Building
- Urban Focus
- Services to Women
- State-wide Program Development

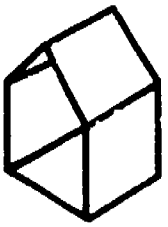
The **Development/Capacity-Building Approach** emphasized program structure and model-building. It is best illustrated in reports from three States: Massachusetts, South Dakota, and Georgia.

Massachusetts set three goals for its first year:

- To develop effective program service models;
- To develop appropriate and stimulating curricula; and
- To build program capacity to serve the growing homeless population.

Four pilot programs were initiated, based on the numbers of single heads of households, individual adults, and young single adults in the project locales. The projects were located throughout the State.

South Dakota funded three types of organizations to administer educational services: a State literacy council, a career learning center, and a large homeless shelter. Its program also emphasized



the development of computer-based curricula, using a variety of commercial software programs.

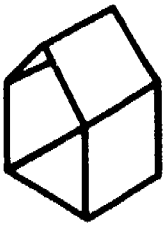
Georgia identified 20 "impact areas" throughout the State that included significant numbers of homeless. It then selected 10 geographic areas in which to develop programs. Implementation activities included a State-wide survey to determine the educational needs of homeless adults, local needs assessments, and two pilot projects that prepared a program of studies to form a specialized AEH curriculum. The State Department of Education developed an operational manual to guide programs.

An **Urban Focus Approach** was used by New York and North Carolina, among others.This approach emphasized service to areas of a State where there is a high concentration of homeless persons. Urban area programs were characterized by linkages with other human services that frequently support adult education, such as child care and transportation.

New York first identified cities with the greatest need for homeless services through a study conducted by its Department of Social Services. Based on the findings of the study, New York City received 65 percent of the homeless funds, with the remainder going to five other cities. New York State's Department of Education developed two program models: one tailored to educational services offered at homeless shelters, and the other designed for learning center-based programs with provision for transportation of students.

North Carolina chose a different delivery system, aimed at reaching the greatest possible number of homeless adults in large cities. Four community colleges located in its largest urban areas received project funds.

The third approach emphasized **Services to Women.** This approach was selected by regions or States that had a large number of women in their homeless population.



Women were a majority of participating adults in 15 States, as indicated by the following statistics.

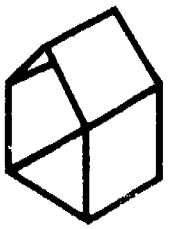
District of Columbia	(84%)
Colorado	(76%)
Michigan	(76%)
New York	(65%)
Nebraska	(63%)
Kentucky	(62%)
Minnesota	(62%)
Illinois	(61%)
Indiana	(60%)
Massachusetts	(60%)
Pennsylvania	(57%)
Louisiana	(52%)
Kansas	(51%)
Maine	(51%)
West Virginia	(51%)

More than half of the female students in these 15 States were between 25 and 44 years of age. A third were young adults under 25. Only 1 percent were over 60.

In States that emphasized services to women, curricula were developed to meet the special needs of that population. In Vermont, "futures" workshops were conducted for women, featuring goal-setting and problem-solving techniques. Follow-up meetings covered such topics as battering, nutrition, parenting, and self-image.

Pennsylvania held classes in a YWCA, involving mothers and children in family literacy activities. Ten domestic violence shelters and emergency centers provided life skills instruction to women throughout the State.

The fourth approach, **State-wide Program Development,** was chosen by the remainder of States. This approach involved funding of local programs throughout the State, in rural as well as urban areas, in order to meet diverse local demand.



For example, Arkansas established 10 project sites. Seven adult education programs provided services in 21 shelters and agencies. Two programs expanded services by recruiting homeless adults to participate in previously established and ongoing ABE classes; one program provided in-service training for AEH teachers and administrators.

In Texas, 20 adult education cooperatives served more than 2,300 homeless students using AEH funds. An additional 1,500 were instructed using Adult Basic Education program funds. Each cooperative coordinated facilities and outreach activities with local education agencies, community colleges, libraries, churches, training agencies, volunteer organizations, and other private agencies such as the Salvation Army and Women's Crisis Center.

Numbers of Homeless Served

Just as the approach to service varied State by State and program by program, the number of homeless adults served also varied widely, from 2,316 in Texas to fewer than 100 in a number of States.

Of the 18,000 homeless adults served by all the programs combined, 10,000 were located in 10 States. An additional 3 States served more than 500 adults each. These 13 States represented two-thirds of all participants in the AEH program.

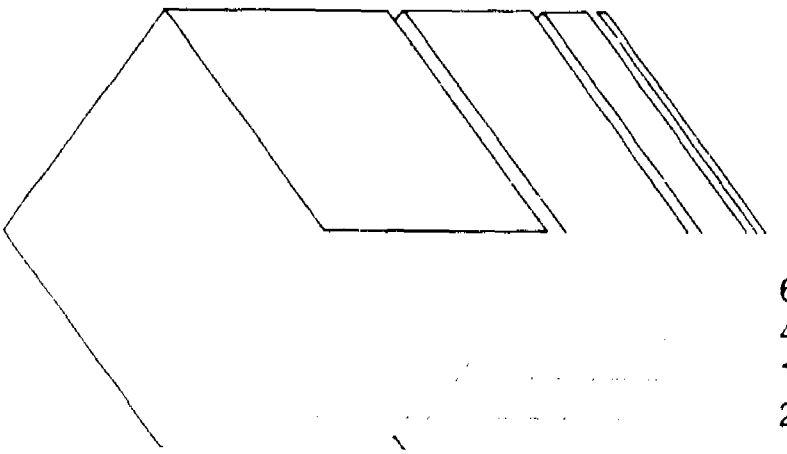
Figure 1. Largest Number of Homeless Adults Served, by State

Texas	2,316	Georgia	723
Alabama	1,297	Pennsylvania	699
Iowa	986	Florida	686
California	863	Maryland	573
New York	835	Louisiana	532
Ohio	804	Indiana	531
North Carolina	750		

Composition of Population Served

Homeless adults participating in the programs represented all ethnic groups and all ages, as indicated in Figures 2 and 3.

Figure 2. Homeless Adults Served, by Age



The single largest population served was white. States with the highest population of black clients included Alabama, California, Florida, Georgia, Illinois, Louisiana, Maryland, Missouri, New York, North Carolina, Ohio, Pennsylvania, Tennessee, Texas, and Washington, D.C. Hispanics accounted for large service populations in only five States: California, Idaho, New York, Oregon, and Texas.

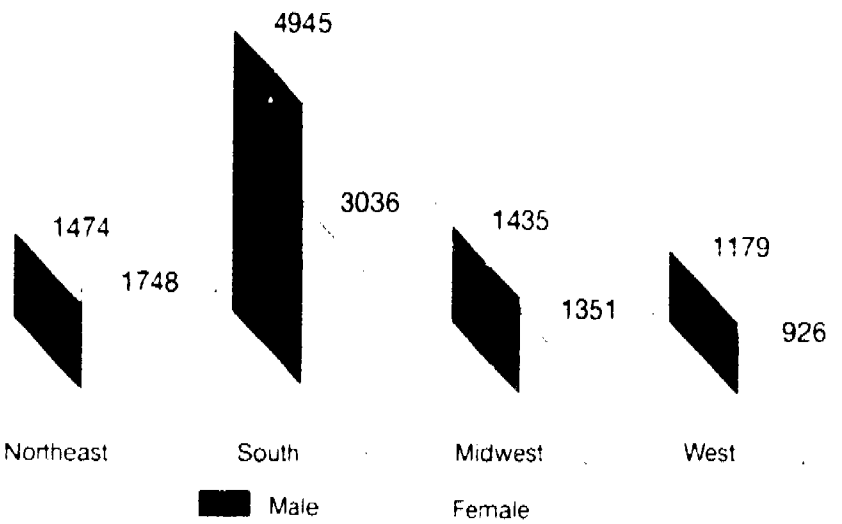
Large numbers of young homeless adults were served in 14 States: Alabama, Florida, Georgia, Idaho, Indiana, Kentucky, Louisiana, New York, North Carolina, Ohio, Oregon, Pennsylvania, Tennessee, and Texas. Only 3 States—Alabama, Georgia, and Texas—served a substantial number of middle-aged and older adults (over 45 years of age).

The Southern area provided services to the largest number of homeless adults—both men and women. (See Figure 4.) However, it is important to note that this area is geographically the largest

Figure 3. Homeless Adults Served, by Race/Ethnicity

of the four adult education areas, and includes Texas and Alabama, the States that served the largest numbers of homeless through their programs (see Appendix E).

Figure 4. Number of Homeless Adults Served, by Gender and Region:



Staffing the Adult Education for the Homeless Program

Reports from States indicated that AEH project staffing patterns varied widely. Of the total staff of 1,500 that were involved, half were volunteers. Few full-time employees were involved (Figure 5). Counselors, even though they comprised only 11 percent of the staff, played a critical role in helping homeless adults become self-sufficient.

Figure 5. Number of Staff, by Type and Status

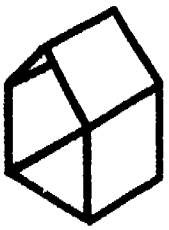
	Teachers	Counselors	ParaProf
Part-time	510	80	120
Full-time	45	26	25
Volunteer	330	68	323
Total:	885	174	468

Paraprofessions—comprising about 30 percent of the staff—were also a valuable component. They are defined as staff who work alongside and assist professional staff but do not have full professional status: in other words, teacher/classroom aides and teaching assistants.

Barriers to Success

More than 3,800 students left a shelter or transitional housing, or moved away from the program site before completing the course of instruction for which they enrolled. This represents 20 percent of all participants. States reported that only 450 left the program because of lack of interest or because they perceived the instruction as unhelpful.

> *"Impediments to homeless persons' use of these programs are most obviously stress, time and energy. Many women living in shelters spend much of their time looking for housing, dealing with all of the social systems, coping with their children who are also stressed to the limits while in an overcrowded, often noisy environment. They repeatedly hear negative responses in their*



search for housing because they are on Welfare, have too many children or the rent is too high. Others are frightened of their boyfriends'/husbands' reaction to their participating in anything that may empower them. Others may just be frightened or frozen by apathy." **(Final Report, State of Vermont)**

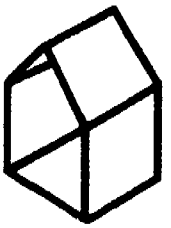
Other States reported similar types of immediate concerns about daily living that distracted students from learning activities. In Pennsylvania, the greatest obstacle encountered was the competing interest of the shelter provider in transitioning people out of the shelter and that of the instructor to keep students in class as long as possible. This was particularly true at overnight shelters and short-term shelters that limit residential stays to no more than 30 days.

This barrier was addressed through cooperative agreements that allowed students to remain in the shelters during class time, even though the usual policy at the overnight facility was for residents to be out of the shelter during the day. This was particularly effective during the winter months and days of inclement weather. Another arrangement provided at the 30-day shelters allowed students to return for classes even though their residential stay had ended.

Because the homeless perceived shelters as a temporary phase in the lives of the homeless, they often viewed educational services in the same light. Many of the students entered the program with severe psychological, emotional and physical problems which impeded their full participation. Their educational needs were secondary, at best.

The California report identified three main categories of obstacles to program implementation: personal difficulties of program participants; external barriers; and obstacles inherent to the program. These barriers to program success included:

- Continued substance abuse by program participants;
- Low self-esteem and lack of commitment among students;



- Low priority of literacy among a host of other concerns of students;
- Shortage of shelter bed space;
- Scarcity of entry-level jobs toward which to direct clients;
- Lack of child care assistance;
- Shortage of adequate instructional facilities;
- Federal funding requirements; and
- Challenges in development of appropriate curricula.

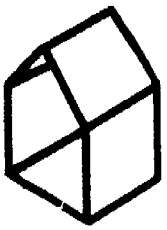
Arkansas reported a similar variety of problems encountered during its first year. Foremost among these were:

- The transient nature of students that made planning difficult and did not permit enough time for reinforced learning procedures;
- The need for students to spend much of their time on personal concerns (i.e., looking for shelter) that left little time for learning; and
- Lack of dependable transportation for some students that limited their instruction time.

New York State expressed as a major difficulty the problem of recruiting from among a population that tends to be elusive and reluctant to participate in educational programs. It also experienced problems with program start-up, citing the state contract process as quite lengthy.

In one North Carolina program, security was a problem in the facility where the class was being taught. Combative behavior, arguments among the residents, possession of dangerous weapons, and a generally unstable atmosphere were threatening to the class and to the instructor. The staff agreed to hire off-duty police to provide security.

The initial location of the literacy classes in this North Carolina site exemplified the problem several States reported in finding



local space appropriate for instruction. According to the project coordinator:

> *"This was just not the place to have class. We had to meet in the hallways and here and there—there was no enclosure for the classroom. Those who were interested came every time and we had class as best we could, but the majority was just curious and would enroll and never return. Many would disrupt the class—it was very noisy all the time—sometimes there were fights—the interruptions for snacks and announcements were too frequent. This atmosphere was not conducive to learning."*
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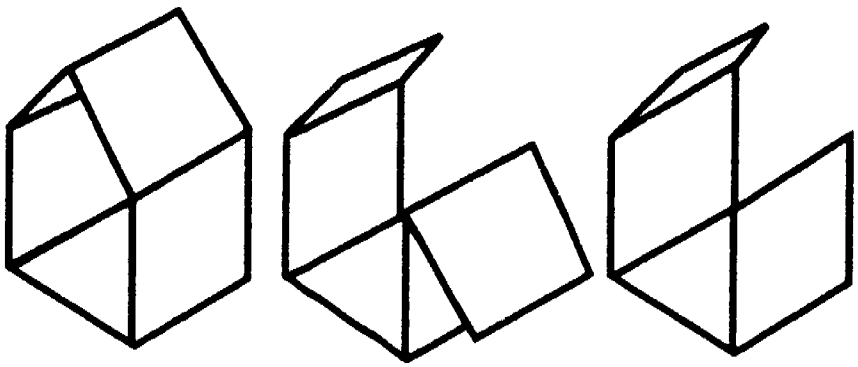
> **(Final Report, State of North Carolina)**

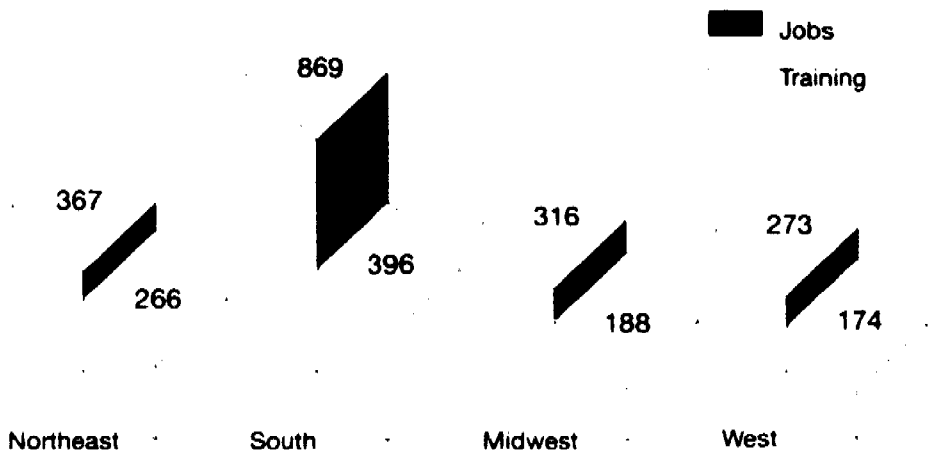


THE OUTCOMES

THE OUTCOMES

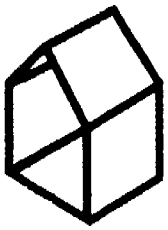
Adults entered the programs with three major goals: increasing their level of employability, beginning a training program, and finding employment. Many homeless adults achieved one or more of those goals.

Figure 6. Number of Homeless Adults Entering Training or Gaining Jobs, by Region:



In spite of the many obstacles faced by homeless adults, the overall project results are encouraging. More than 500 adults earned a GED, and an additional 100 received another type of adult diploma.

In the *South*, 300 homeless adults completed high school. One hundred-forty received a diploma in the *Northeast*. The *Western States* granted 131 diplomas, and 43 learners completed high school in the *Midwest*.

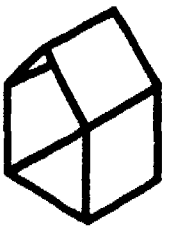


The purpose of homeless adults for enrolling in basic education programs varied widely, reflecting a broad array of personal and living concerns. Individual reasons most often expressed for enrolling in programs were:

- To receive personal counseling;
- To better manage their income;
- To obtain references for other services;
- To take the GED tests;
- To fill out employment or other application forms;
- To improve a specific skill or technique; and
- To prepare for a driver's test or other assessment.

Many adults achieved their objectives, then left the program. This was especially true in the South, where over 1,100 persons met personal objectives. Eight hundred Midwestern homeless left the program when they achieved a personal objective. In the Northeast and the West, 500 and 400 adults, respectively, succeeded in this way.

> *"Judy was an ABE homeless participant. She and her three daughters had been residents at the Battered Women's Center. They had been in and out several times. Each time her self-esteem was destroyed even more and the physical abuse by her husband was increasing. Judy was expressing her fear that now that the girls were getting older, her husband would be dangerously violent with them also. Once she began coming to class, she did realize that possibly ABE classes would lead her to the light at the end of the tunnel. Her goal was to get a GED and a job, even be a college student. She was able to test and pass the GED in a short time. . . . With information concerning agency coordination she received from her ABE teacher, Judy is enrolled in college. She is involved in a JTPA program which provides extensive assistance with housing, child care, tuition and books. This student is realizing her potential and intends to get an associate degree as a paralegal."*
>
> **(Final Report, State of Texas)**



Key Elements of Success

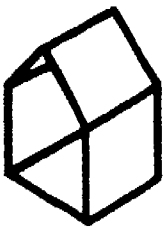
Analysis of the program experiences and State comments reveals key elements that could significantly improve the odds for success of future programs for the homeless. The key elements were best articulated by California, one of the States that conducted a formal evaluation:

- **A stable living environment.** Successful programs furnish homeless adults with basic survival needs *before they begin* literacy instruction. A secure living arrangement, for a set period of time, is a vital prerequisite to long-term program participation.

- **Individualized instruction.** Because program participants have often associated the traditional classroom environment with past failures in school, effective programs provide individualized instruction, to the greatest extent possible. The one exception is for instruction to the limited-English speaking population. These individuals need adequate English-language skills for survival and therefore are open to being taught basic skills in a more formal setting. However, small class size is crucial to allow for instruction to individuals at or near the same skill level.

- **Trained volunteers.** Volunteer tutors have been used by effective programs to provide individualized instruction. Many programs recruited volunteers from among shelter residents. But successful programs have recognized that progrtam participants need not only additional education but a variety of other services as well. Therefore, volunteers must be trained to be sensitive to the full range of needs of the target population.

- **Instruction in practical tasks.** Effective programs provide instruction in performing practical tasks, with assurances to program participants that there is a tangible benefit to be realized by participation in the program. For example, reading the classified advertisements has served as a meaningful exercise for participants involved in a job search. In one funded



program, participants go for walks outside the shelter, using street signs and billboards to teach reading skills.

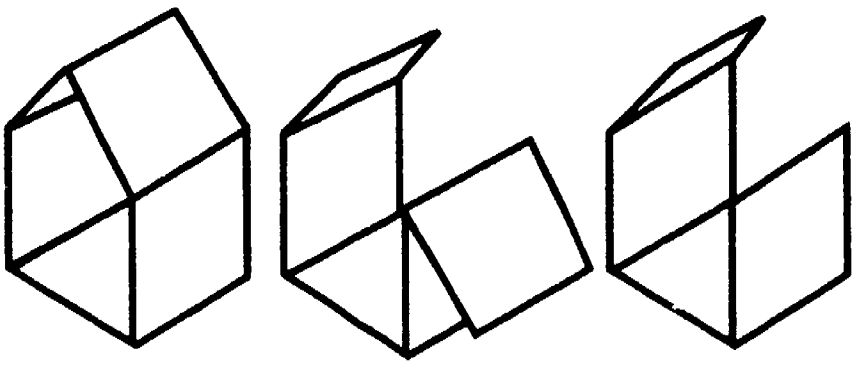
- **Materials directed toward the adult learner.** Participants reject materials intended for children or young adults. Successful programs have incorporated instructional materials targeted to the adult learner. For example, at one shelter the basic assignment of all program participants is the writing of their life story. Participants review their work each day for grammatical and composition errors, and self-correct any mistakes.

- **Individualized education plans.** Education plans designed for each program participant are effective in program planning, especially for individualized instruction. One shelter has education plans readily available on site, so that volunteers who work with the students can review past materials and design instructional activities around the students' goals.

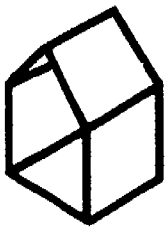
- **Activities building self-esteem.** Exercises in personal empowerment and self-esteem have acted as a catalyst to increase student success in literacy instruction. Effective programs have included exercises in building participant self-esteem to effect long-term change.

- **A network of local services.** Successful programs have developed a local network of existing services, working with other groups to coordinate and to expand the resources available to the target population. For example, one shelter provides a variety of rehabilitation services, including shelter, detoxification, basic skills instruction, and vocational training.

Other States identified many of these same elements as being critical to success of their programs.



THE FUTURE



THE FUTURE

States have made substantial progress in developing AEH programs during the first year of the program. There is still much to be accomplished, however, as evidenced by recommendations from State reports and an analysis of project results. A summary of these recommendations follows.

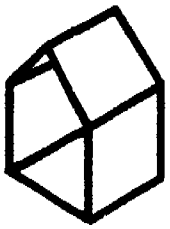
Recommendations to Strengthen Future Efforts

- States should fund local programs that can ensure longer term **stability** to homeless adults (more than 45 days at a time). Similarly, programs should target outreach and recruitment activities to those who have achieved a more stable living situation for their immediate future.

- States should develop and test **alternative curricula** for homeless populations. Traditional ABE/GED materials do not offer the context for information and skills individuals need to overcome homelessness.

- ABE teachers who are providing educational services to homeless adults should receive **continual training.** Training is particularly important given the broad range of problems that accompany homelessness. Training should include: strategies for determining readiness for instruction; appropriate methods, materials and curricula for instruction; approaches to using individualized instruction and individual education plans; and strategies for building self-esteem and relating student progress to meaningful, student-determined goals.

- **Comprehensive programs should be developed for women** with parenting responsibilities. Women with children often face limited learning and employment opportunities because they lack direct services such as day care and transportation.

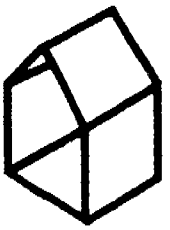


- States that did not have a **pilot program** for specific homeless populations (ie. single parents, young adults) should consider initiating one. Experiences of States that have developed such pilots should be examined, and successful practices adopted.

- **Non-traditional approaches to testing** are needed to measure better the life skills of homeless adults, and the degree to which their skills are being utilized.

- States with significant numbers of **American Indians** should make it a priority to reach out and recruit members of this group into homeless education programs.

- All States should make **evaluation** a priority. Few States conducted a formal, independent evaluation of programs in the first year. Now that States have more than a year's experience in providing services, program evaluation should become an integral component of program planning.



APPENDIX A—STATE CONTACTS

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ALABAMA	Bob Walden Gordon Persons Bldg. Room 5343 50 N. Ripley Street Montgomery, AL 36130 Telephone: 202/242-8181	
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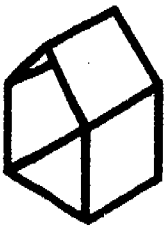
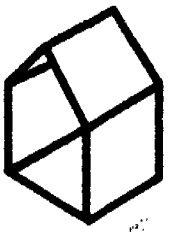
ARIZONA	Gary A. Eyre Department of Education 1535 W. Jefferson Street Phoenix, AZ 85007 Telephone: 602/542-5281	
ARKANSAS	Garland Hankins Department of Education Three Capitol Mall Luther S. Hardin Bldg. Little Rock, AR 72201-1083 Telephone: 501/682-1500	Camille Lide 501/371-2263
CALIFORNIA	Gerald Kilbert P.O. Box 944272 Sacramento, CA 94244-2720 Telephone: 916/322-2175	Bob Rowe 916/322-2175



State	*Director of Adult Education*	*Coordinator of AEH Programs*
COLORADO	Dian Bates Department of Education 201 E. Colfax Avenue Denver, CO 80203 Telephone: 303/866–6611	Mary Willoughby 303/866–6743
CONNECTICUT	Theodore S. Sergi Department of Education 25 Industrial Park Road Middletown, CT 06457 Telephone: 203/638–4035	Barbara Schiller 203/638–4168
DELAWARE	Fran Tracy-Mumford State Supervisor Adult/Community Education P.O. Box 1402 J.G. Townsend Bldg. Dover, DE 19901 Telephone: 302/739–4668	
DISTRICT OF COLUMBIA	Ortho E. Jones Assistant Superintendent, D.C. Public Schools Browne Administrative Unit 26th & Benning Rd. N.E. Washington, D.C. 20002 Telephone: 202/724–4178	
FLORIDA	John E. Lawrence Bureau of Adult/ Community Education Knott Bldg. Tallahassee, FL 32301 Telephone: 904/487–4929	



State	*Director of Adult Education*	*Coordinator of AEH Programs*
GEORGIA	Jean DeVard–Kemp Assistant Commissioner for Adult Literacy 660 South Tower One CNN Center Atlanta, GA 30303–2705 Telephone: 404/656–5845	Joel Dinkins 404/656–5845
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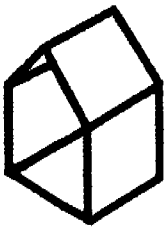
IDAHO	Shirley Spencer Department of Education Len B. Jordon Office Bldg. 650 W. State Street Boise, ID 83720 Telephone: 208/334–2187	
ILLINOIS	Noreen Lopez Board of Education 100 N. First Street E–439 Springfield, IL 62777 Telephone: 217/782–3370	
INDIANA	Carlotta Anderson Room 229, Statehouse Indianapolis, IN 46204 Telephone: 317/232–0522	Donna Marks 317/232–0522



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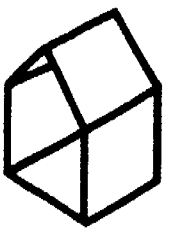
KANSAS	Janet Durflinger Department of Education 120 E. 10th Street Topeka, KS 66612 Telephone: 913/296–3191	Sandra Suttle 913/296–6066
KENTUCKY	Peggy D. Westmoreland Office of Federal Programs Department of Adult/ Technical Education Frankfort, KY 40601 Telephone: 502/564–3921	Sherman Bowman 502/564–3921
LOUISIANA	Glenn Gossett Department of Education P.O. Box 44064, Capitol Station Baton Rouge, LA 70804 Telephone: 504/342–3510	
MAINE	Dana Green State House Station, No. 23 August, ME 04333 Telephone: 207/289–5854	Bob Crotzer 207/289–5854
MARYLAND	Charles Talbert State Department of Education 200 W. Baltimore Street Baltimore, MD 21201 Telephone: 301/333–2361	Michelle Frazier 301/333–8271



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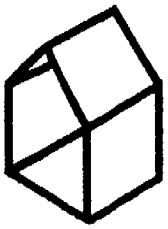

State	*Director of Adult Education*	*Coordinator of AEH Programs*
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NEBRASKA	Burney Bouslough Department of Education 301 Centennial Mall South P.O. Box 94987 Lincoln, NE 68509 Telephone: 402/471–4807	
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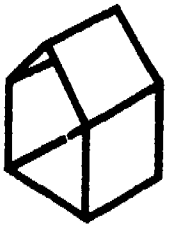
NEW JERSEY	Robert R. Simons Department of Education 225 W. State Street Trenton, NJ 08625–0500 Telephone: 609/777–1462	Lynn Keepers 609/777–0577 ext. 4



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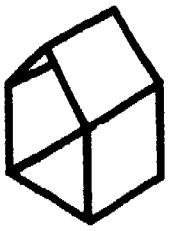

State	*Director of Adult Education*	*Coordinator of AEH Programs*
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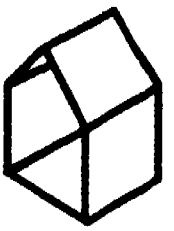

State	*Director of Adult Education*	*Coordinator of AEH Programs*
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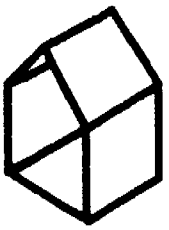

State	*Director of Adult Education*	*Coordinator of AEH Programs*P.O. Box 2609
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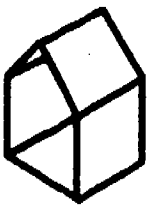
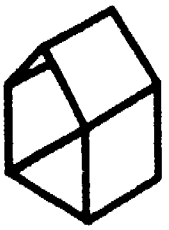
WYOMING	Lloyd Kjornes Department of Education Hathaway Bldg. Cheyenne, WY 82002 Telephone: 307/777–6228	
AMERICAN SAMOA	Fa'au'uga Achica American Samoa Community College Board of Higher Education Mapusaga Campus Pago Pago, American Samoa 96799 Telephone: 684/699–9155	



State	*Director of Adult Education*	*Coordinator of AEH Programs*
GUAM	John T. Cruz Guam Community College P.O. Box 23069 Main Postal Facility Guam, MI 96921 011–671 or 734–4311	P.O. Box 2609
PUERTO RICO	Jose J. Rivera-Lopez Department of Education P.O. Box 759 Hato Rey, PR 00919 Telephone: 809/753–9211	Carmen Morales 809/756–5820
VIRGIN ISLANDS	Anna C. Lewis Department of Education P.O. Box 6640 St. Thomas, VI 00801 Telephone: 809/774–5394	
NORTHERN MARIANA ISLANDS	Maggie DLG Wonenberg Northern Mariana Islands College Commonwealth of the Northern Mariana Islands P.O. Box 1250 Saipan, MI 96950 Telephone: 670/234–6171	
REPUBLIC OF PALAU	Honorable William Tabelual Office of Ministry of Social Services Republic of Palau P.O. Box 189 Koror, Palau 96940 Int. Oper. 160–680–952	



APPENDIX B—RESOURCES FOR THE EDUCATION OF HOMELESS ADULTS

- The *Interagency Council on the Homeless* was established by the Stewart B. McKinney Act to conduct a variety of oversight functions and to provide information about homeless programs. Resources available from the Council include:

  —Bi-monthly newsletter and frequent bulletins containing information on funding opportunities and program development;

  —Guides to programs that provide assistance to homeless individuals;

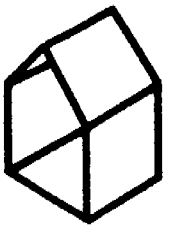
  —Reports and other information on programs; and

  —Technical assistance to State and local governments and public and private non-profit organizations, including regional workshops.

Contact: Interagency Council on the Homeless
451 7th Street, S.W., Room 7274
Washington, D.C. 20410
Telephone: 202/708-1480

- *Literacy Training for the Homeless: Guidelines for Effective Programs* was produced by the Bureau of Continuing Education Program Development, New York State Department of Education. This 25-page booklet contains strategies for program structure, recruitment and retention, curriculum development, and evaluation of program outcomes. Sample lesson plans and a bibliography are included.

Contact: Clearinghouse
Division of Adult Education and Literacy
U.S. Department of Education
400 Maryland Avenue, S.W.
Washington, D.C. 20202-7240
Telephone: 202/732-2396



- *Profiles of State Programs for Adult Education for the Homeless* is a 50-page compilation of detailed information on the first-year Adult Education for the Homeless programs. It is a State-by-State supplement to this booklet.

Contact: Clearinghouse
Division of Adult Education and Literacy
U.S. Department of Education
400 Maryland Avenue, S.W.
Washington, D.C. 20202–7240
Telephone: 202/732–2396

- Additional information on education programs for homeless adults is available from the U.S. Department of Education.

Contact: Coordinator, Adult Education for the Homeless
Division of Adult Education and Literacy
Office of Vocational and Adult Education
U.S. Department of Education
Washington, D.C. 20202–7240
Telephone: 202/732–2399

APPENDIX C—AUTHORIZING LEGISLATION

TITLE VII—EDUCATION, TRAINING, AND COMMUNITY SERVICES PROGRAMS

Subtitle A—Adult Education for the Homeless

SEC. 701. AMENDMENT TO ADULT EDUCATION ACT.

(a) STATE PLANS.—Section 306(b) of the Adult Education Act (20 U.S.C. 1205(b)) is amended—

(1) in paragraph (1), by inserting "homeless adults,"after "English language skills,";

(2) in paragraph (7), by inserting "organizations providing assistance to the homeless," after "antipoverty programs,": and

(3) in paragraph (8), by inserting "homeless adults," after "English language skills,".

(b) RESEARCH AND DEMONSTRATION.—Section 309(a)(1)(A) of the Adult Education Act (20 U.S.C. 1207a(a)(1)(A))is amended—

(1) by inserting "homeless adults," before "elderly"; and

(2) by inserting a comma after "individuals".

SEC. 702. STATEWIDE LITERACY INITIATIVES.

42 USC 11421.

(a) GENERAL AUTHORITY.—The Secretary of Education shall make grants to State educational agencies to enable each such agency to develop a plan and implement a program of literacy training and basic skills remediation for adult homeless individuals within the State, which shall— Grants.

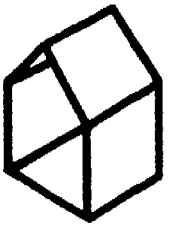
(1) include a program of outreach activities; and

(2) be coordinated with existing resources such as community-based organizations, VISTA recipients, adult basic education program recipients, and nonprofit literacy-action organizations.

(b) APPLICATION.—Each State educational agency desiring to receive its allocation under this section shall submit to the Secretary of Education an application at such time, in such manner, and containing such information as the Secretary may reasonably require.

(c) AUTHORIZATION OF APPROPRIATIONS; ALLOCATION.—

(1) There are authorized to be appropriated $7,500,000 for fiscal year 1987 and $10,000,000 for fiscal year 1988, for the adult literacy



and basic skills remediation programs authorized by this section.

(2) The Secretary of Education shall distribute funds to States on the basis of the assessments of the homeless population in the States made in the comprehensive plans submitted under this Act, except that no State shall receive less than $75,000 under this section.

(d) DEFINITION.—As used in this section, the term "State" means each of the several States, the District of Columbia, and the Commonwealth of Puerto Rico.

APPENDIX D—RULES AND REGULATIONS

Vol. 54, No. 159 Friday, August 18, 1989

10. A new part 441 is added to read as follows:

PART 441—ADULT EDUCATION FOR THE HOMELESS PROGRAM

Subpart A—General

Sec.

Subpart B—[Reserved]

Subpart C—How Does the Secretary Make an Award?

Subpart D—What Conditions Must Be Met After an Award?

Authority: 42 U.S.C. 11421, unless otherwise noted.

Subpart A—General

§ 441.1 What is the Adult Education for the Homeless Program?

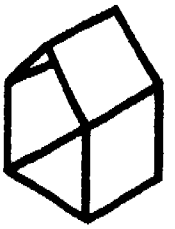
The Adult Education for the Homeless Program provides financial assistance to State educational agencies (SEAs) to enable them to implement, either directly or through contracts or subgrants, a program of literacy training and basic skills remediation for adult homeless individuals within their State.

(Authority: 42 U.S.C. 11421(a))

§ 441.2 Who may apply for an award?

State educational agencies in the 50 States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, and the Commonwealth of the Northern Mariana Islands may apply for an award under this program.

(Authority: 42 U.S.C. 11421(d))



§ 441.3 What activities may the Secretary fund?

The Secretary provides grants or cooperative agreements for projects that implement a program of literacy training and basic skills remediation for adult homeless individuals. Projects must—

(a) Include a program of outreach activities; and

(b) Coordinate with existing resources such as community-based organizations, VISTA recipients, the adult basic education program and its recipients, and nonprofit literacy-action organizations.

(Authority: 42 U.S.C. 11421(a))

§ 441.4 What regulations apply?

The following regulations apply to the Adult Education for the Homeless Program:

(a) The Education Department General Administrative Regulations (EDGAR) as follows:

(1) 34 CFR part 74 (Administration of Grants to Institutions of Higher Education, Hospitals, Nonprofit Organizations) for grants, including cooperative agreements, to institutions of higher education, hospitals, and nonprofit organizations.

(2) 34 CFR part 75 (Direct Grant Programs).

(3) 34 CFR part 77 (Definitions that Apply to Department Regulations).

(4) 34 CFR part 79 (Intergovernmental Review of Department of Education Programs and Activities).

(5) 34 CFR part 80 (Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments) for grants, including cooperative agreements, to State and local governments, including Indian tribal governments.

(6) 34 CFR part 81 (General Education Provisions Act—Enforcement).

(7) 34 CFR part 85 (Governmentwide Department and Suspension (Nonprocurement) and Governmentwide Requirements for Drug-Free Workplace (Grants)).

(b) The regulations in this part 441.

(Authority: 42 U.S.C. 11421)

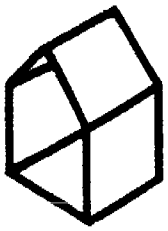
§ 441.5 What definitions apply?

(a) *Definitions in the Act.* The following terms used in this part are defined in sections 103 and 702(d), respectively, of the Stewart B. McKinney Homeless Assistance Act (Pub. L. 100–77, 42 U.S.C. 11301 *et seq.*):

Homeless or homeless individual.

State.

(b) *Definitions in EDGAR.* The following terms used in this part are defined in 34 CFR 77.1:



Applicant	Local educational agency
Application	Nonprofit
Award	Private
Contract	Project
EDGAR	Public
Grant	Secretary
Grantee	State educational agency

(c) *Other definitions.* The following definitions also apply to this part:

Act means the Stewart B. McKinney Homeless Assistance Act (Pub. L. 100–77, 42 U.S.C. 11301 *et seq.*).

Adult means an individual who has attained 16 years of age or who is beyond the age of compulsory school attendance under the applicable State law.

Basic skills remediation and *literacy training* mean adult education for homeless adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to get or retain employment commensurate with their real ability, that is designed to help eliminate this inability and raise the level of education of those individuals with a view to making them less likely to become dependent on others, to improving their ability to benefit from occupational training and otherwise increasing their opportunities for more productive and profitable employment, and to making them better able to meet their adult responsibilities.

Eligible recipients means public or private agencies, institutions, or organizations, including religious or charitable organizations, eligible to apply for a contract from a State educational agency to operate projects, services, or activities.

Outreach means activities designed to—

(1) Identify and inform adult homeless individuals of the availability and benefits of the Adult Education for the Homeless Program: and

(2) Assist those homeless adults, by providing active recruitment and reasonable and convenient access, to participate in the program.

(Authority: 42 U.S.C. 11421)

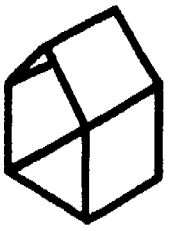
Subpart B—[Reserved]

Subpart C—How Does the Secretary Make an Award?

§ 441.20 How does the Secretary evaluate an application?

(a) The Secretary evaluates an application on the basis of the criteria in § 441.21.

(b) The Secretary awards up to 100 points, including a reserved 15 points to be distributed in accordance with paragraph (d) of this section, based on the criteria in § 441.21.



(c) Subject to paragraph (d) of this section, the maximum possible score for each criterion is indicated in parentheses

(d) For each competition as announced through a notice published in the Federal Register, the Secretary may assign the reserved points among the criteria in § 441.21.

(Authority: 42 U.S.C. 11421)

§ 441.21 What selection criteria does the Secretary use?

The Secretary uses the following criteria to evaluate an application:

(a) *Program factors.* (25 points) The Secretary reviews each application to determine the extent to which—

(1) The program design is tailored to the literacy and basic skills needs of the specific homeless population being served (for example, designs to address the particular needs of single parent heads of households, substance abusers, or the chronically mentally ill);

(2) Cooperative relationships with other service agencies will provide an integrated package of support services to address the most pressing needs of the target group at, or through, the project site. Support services must be designed to bring members of the target group to a state of readiness for instructional services or to enhance the effectiveness of instructional services. Examples of appropriate support services to be provided and funded through cooperative relationships include, but are not limited to—

(i) Assistance with food and shelter;

(ii) Alcohol and drug abuse counseling;

(iii) Individual ar. . group mental health counseling;

(iv) Health care;

(v) Child care;

(vi) Case management;

(vii) Job skills training;

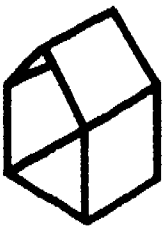
(viii) Employment training and work experience programs; and

(ix) Job placement;

(3) The SEA's application provides for individualized instruction, especially the use of individualized instructional plans or individual education plans that are developed jointly by the student and the teacher and reflect student goals;

(4) The program's activities include outreach services, especially interpersonal contacts at locations where homeless persons are known to gather, and outreach efforts through cooperative relations with local agencies that provide services to the homeless; and

(5) Instructional services will be readily accessible to students, especially the provision of instructional services at a shelter or transitional housing site.



(b) *Extent of need for the project.* (15 points) The Secretary reviews each application to determine the extent to which the project meets specific needs in section 702 of the Act, including consideration of—

(1)(i) An estimate of the number of homeless persons expected to be served and the number of homeless adults to be served within each participating school district of the State.

(ii) For the purposes of the count in paragraph (b)(1(i) of this section, and eligible homeless adult is an individual who has attained 16 years of age or who is beyond the age of compulsory attendance under the applicable State law; who does not have a high school diploma, a GED, or the basic education skills to obtain full-time meaningful employment; and who meets the definition of "homeless or homeless individual" in section 103 of the Act;

(2) How the numbers in paragraph (b)(1) of this section were determined;

(3) The extent to which the target population of homeless to be served in the project needs and can benefit from literacy training and basic skills remediation;

(4) The need of that population for educational services, including their readiness for instructional services and how readiness was assessed; and

(5) How the project would meet the literacy and basic skills needs of the specific target group to be served.

(c) *Plan of operation.* (15 points) The Secretary reviews each application to determine the quality of the plan of operation for the project, including—

(1) The establishment of written, measurable goals and objectives for the project that are based on the project's overall mission;

(2) The extent to which the program is coordinated with existing resources such as community-based organizations, VISTA recipients, adult basic education program recipients, nonprofit literacy action organizations, and existing organizations providing shelters to the homeless;

(3) The extent to which the management plan is effective and ensures proper and efficient administration of the project;

(4) How the applicant will ensure that project participants otherwise eligible to participate are selected without regard to race, color, national origin, gender, age, or handicapping condition; and

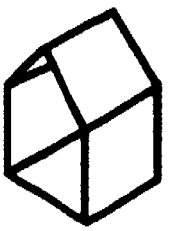
(5) If applicable, the plan for the local application process and the criteria for evaluating local applications submitted by eligible applicants for contracts or subgrants.

(d) *Quality of key personnel.* (15 points)

(1) The Secretary reviews each application to determine the quality of key personnel the State plans to use on the project, including—

(i) The qualifications of the State coordinator/project director;

(ii) The qualifications of each of the other key personnel to be used by the SEA in the project;



(iii) The time that each person referred to in paragraphs (d)(1)(i) and (ii) of this section will commit to the project; and

(iv) How the applicant, as part of its nondiscriminatory employment practices, will ensure that its personnel are selected for employment without regard to race, color, national origin, gender, age, or handicapping condition.

(2) To determine personnel qualifications under paragraphs (d)(1)(i) and (ii) of this section, the Secretary considers—

(i) Experience and training in fields related to the objectives of the project;

(ii) Experience in providing services to homeless populations;

(iii) Experience and training in project management; and

(iv) Any other qualifications that pertain to the quality of the project.

(e) *Budget and cost effectiveness.* (5 points) The Secretary reviews each application to determine the extent to which—

(1) The budget is adequate to support the project;

(2) Costs are reasonable in relation to the objectives of the project; and

(3) The budget is presented in enough detail for determining paragraphs (e)(1) and (2) of this section.

(f) *Evaluation plan.* (10 points) The Secretary reviews each application to determine the quality of the evaluation plan for the project, including the extent to which the applicant's methods of evaluation—

(1) Objectively, and to the extent possible, quantifiably measure the success, both of the program and of the participants, in achieving established goals and objectives;

(2) Contain provisions that allow for frequent feedback from evaluation data provided by participants, teachers, and community groups in order to improve the effectiveness of the program; and

(3) Include a description of the types of instructional materials the applicant plans to make available and the methods for making the materials available.

(Approved under OMB Control No. 1830-0506)

(Authority: 42 U.S.C. 11421)

§ 441.22 What additional factor does the Secretary consider?

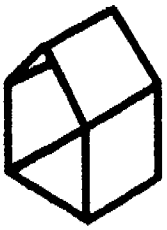
In addition to the criteria in § 441.21, the Secretary may consider whether funding a particular applicant would improve the geographical distribution of projects funded under this program.

(Authority: 42 U.S.C. 11421)

Subpart D—What Conditions Must be Met After an Award?

§ 441.30 How may an SEA operate the program?

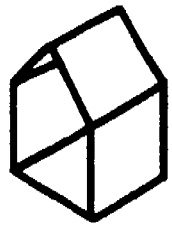
An SEA may operate the program directly, award subgrants, or award contracts to eligible recipients. If an SEA awards contracts, the SEA shall



distribute funds on the basis of the State-approved contracting process.

(Authority: 42 U.S.C. 11421 (a)).

Note: This appendix is published in the Federal Register with the final regulations but is not to be codified in the Code of Federal Regulations.



APPENDIX E—LISTING OF STATES BY ADULT EDUCATION REGION

NORTHEAST

Connecticut
Delaware
District of Columbia
Maine
Maryland
Massachusetts
New Hampshire
New Jersey
New York
Pennsylvania
Puerto Rico
Rhode Island
Vermont
Virgin Islands

SOUTH

Alabama
Arkansas
Florida
Georgia
Kentucky
Louisiana
Mississippi
North Carolina
Oklahoma
South Carolina
Tennessee
Texas
Virginia
West Virginia

MIDWEST

Illinois
Indiana
Iowa
Kansas
Michigan
Minnesota
Missouri
Nebraska
North Dakota
Ohio
South Dakota
Wisconsin

WEST

Alaska
Arizona
California
Colorado
Hawaii
Idaho
Montana
Nevada
New Mexico
Oregon
Utah
Washington
Wyoming
American Samoa
Guam
Northern Mariana Islands
Republic of Palau

U.S. Department of Education
Office of Vocational and Adult Education
Division of Adult Education and Literacy
Washington, DC 20202–7240