

ADULTER

**BOX 8:**

**Adult Literacy**

- Comments esl/ civics
- Becoming an American
- Adult Literacy
- Chip/ Medicaid for outreach

**Public Charge**

- Public Charge working file
- Battered Immigrant & Public Charge
- Prop 187

**Benefits**

- Immigration Welfare/ Affidavit of Support
- CIS on Immigration/ Poverty
- GAO Report/ Naturalized Citizen - 6/99
- Urban Institute State Program
- GAO Report Welfare Reform
- Urban institute/ welfare studies

**Immigration Federal Public Benefits**

**Immigration Welfare Reform**

**Immigration Restoring Lost Benefits**

**Benefit Restoration FY2000**

**Immigration 1996 Act- IIRIRA**

- Immigration Illegal Immigration Reform & Immigration Responsibility Act (IIRIRA)

**Immigration**

- Immigration Immunizations/ Adoptions
- Voter Eligibility
- 245I- Adjustment of Status
- Puerto Rico Issues
- Immigration Economic Impact of Immigration
- Immigration Relations with Mexico
- Immigration Asian American Issues


**English Language**

**Immigration Northern Mariana Islands**


**Fees – (INS)**

**Organizational – Report Immigration**

Irene Bueno

  
▲ 06/21/99 02:34:42 PM

Record Type: Record

To: "Muller, Robert" <Robert\_Muller@ed.gov>  
cc: "newcomb, sarah" <sarah\_newcomb@ed.gov>  
bcc: Records Management@EOP  
Subject: RE: ESL piece 

Great. I will follow up with you to try to schedule a conference call to get an update and to discuss strategy.

Thanks.

"Muller, Robert" <Robert\_Muller@ed.gov>



"Muller, Robert" <Robert\_Muller@ed.gov>  
06/21/99 02:30:41 PM

Record Type: Record

To: Irene Bueno/OPD/EOP  
cc: "Newcomb, Sarah" <Sarah\_Newcomb@ed.gov>  
Subject: RE: ESL piece

---

Looks fine to me.

> -----Original Message-----

> From: Irene\_Bueno@opd.eop.gov [SMTP:Irene\_Bueno@opd.eop.gov]

> Sent: Friday, June 18, 1999 5:47 PM

> To: Muller, Robert

> Subject: Re: ESL piece

>

> Robert-

>

> Attached is the latest draft of the ESL piece with our comments. Please  
> let me know if you are ok with the changes we made and I will send it out  
> to the larger internal group for their review and convene a conference  
> call  
> to discuss strategy.

>

> Thanks.

>


> Irene

**Andrea Kane**

Record Type: Record

To: Irene Bueno/OPD/EOP@EOP

cc: jonathan h. schnur/opd/eop@eop, bethany little/opd/eop@eop, wei-min c. wang/omb/eop@eop, eugenia chough/opd/eop@eop

Subject: Re: FW: Comments on ESL/Civics paper 

I'm interested in what our Education colleagues think, but I think we're doing more than enhancing existing services -- we are both expanding capacity for ESL and enriching those new ESL services (as well as some existing ones, I imagine) with the life skills/civics component. I don't think this necessarily means we're creating a new program - aren't we expanding and enhancing the ESL component of Adult Ed?

On Heidi's other points, I concur w/ Irene's breakdown of things that are fine, things to address, and things we can wait on. Within the things to address,

-I don't think we need to further define "high adult ESL enrollment" in the 2 pager, but it would be good for ED to begin identifying options for how this might be defined in the grant announcement

-defer to ED folks on what the adult education system is - isn't this a common term? doesn't the term include both the state agency and the LEAs who actually deliver the services?

-I'd stick with preference rather than priority (i.e. this could mean some extra points in the evaluation criteria, but would not necessarily mean this would trump all other factors).

-

-

Irene Bueno

07/14/99 09:12:49 AM

Record Type: Record

To: Andrea Kane/OPD/EOP@EOP, Bethany Little/OPD/EOP@EOP, Jonathan H. Schnur/OPD/EOP@EOP, Wei-Min C. Wang/OMB/EOP@EOP

cc: Eugenia Chough/OPD/EOP@EOP

Subject: Comments on ESL/Civics paper

Please see Education's additional comments, let me know if you have some responses to some of her comments.

Some are fine (don't need to capitalize LEP, that we should clarify that this is for adult education.)

There are some outstanding questions that we should probably address now such as -

- do we need to clarify which states have the highest adult ESL enrollment.
- what is the adult education system?
- is Preference mean priority?
- comment that we should be careful about creating another ED program - do you know what the concern is? I will ask Ed ask her to clarify.

I think we can wait to clarify later:

- examples - if someone has an example now we could include otherwise I would say let's wait.
- annual reports - question about benchmarks - any ideas? -if not, we can discuss later.

Please let me know what you think prior to the conference call if possible.

Thanks!

----- Forwarded by Irene Bueno/OPD/EOP on 07/14/99 09:03 AM -----



"Givens, Joan" <Joan\_Givens@ed.gov>

07/14/99 07:27:44 AM

Record Type: Record

To: Irene Bueno/OPD/EOP

cc:

Subject: Comments on ESL/Civics paper

---

Attached are some comments from ED (Heidi Ramirez) on the ESL/Civics draft.

<<civicsnotes.doc>>

**CLOSING THE SKILLS GAP:  
PRESIDENT CLINTON'S ADULT EDUCATION AND FAMILY LITERACY,  
RE-EMPLOYMENT, AND YOUTH EMPLOYMENT INITIATIVES**

*January 28, 1999*

**Today, President Clinton Announces A \$965 Million Three-Part Initiative To Close America's Skills Gap.** Last year, President Clinton signed the Workforce Investment Act transforming the job training system by streamlining services and empowering workers with a simple skills grant so that they can choose the training they need. However, more work needs to be done because America still faces a skills gap. Today, President Clinton is announcing that his FY2000 budget includes a \$965 million three-part initiative to address the skills gap.

**The President's Budget Includes a Comprehensive Package to Help Us Educate and Train American Workers to Fill the Jobs of the 21st Century.** This comprehensive strategy includes:

1. ***A \$190 Million Increase for Adult Education And Family Literacy Initiative.*** Today, 44 million adults struggle with a job application, cannot read to their children, or cannot fully participate in our economic and civic life because they lack basic skills or English proficiency. The President's initiative:
  - \$95 million -- or 25 percent -- more for adult education grants and challenges state and local governments to join with us to raise program quality.
  - \$70 million for an English literacy/civics initiative;
  - \$20 million to help develop technology for adult learners;
  - New 10% tax credit to employers who establish certain workplace literacy programs; and
  - New initiative to mobilize state and local communities to implement strategies to promote adult education and lifelong learning.
  
2. ***A \$368 Million Increase for Universal Re-employment Initiative.*** The President's FY2000 budget makes a five-year commitment to our Nation's reformed job training system. Specifically, President Clinton proposes to put us on a path that ensures that within five years:
  - All displaced workers will receive the job training they want and need -- after nearly tripling funding for dislocated workers since 1993, initiative makes first-year commitment of additional \$190 million;
  - All people who lose their jobs due to no fault of their own will get the re-employment services -- e.g., job search assistance -- they need; and
  - All Americans will have access to One-Stop Career Centers, including a nationwide toll-free telephone system so that *all* workers will be able to find out what services are available and where they can go to receive them; job search information at 4,000 Community-Based Organizations; 100 mobile One-Stop Career Centers; and increased access for the disabled and the blind.
  
3. ***A \$405 Million Increase for Youth Employment Initiative.*** The unemployment rate among African American teens is *6.5 times* higher than the national average. In addition to an increase in JobCorps and the \$250 million for the new Youth Opportunity Areas, the initiative includes:
  - 75-percent increase in YouthBuild, from \$42.5 million to \$75 million.
  - New \$100 million "Right-Track" Partnership initiative to help lower drop-out rates;
  - Doubles the funding for GEAR UP -- which helps mentor children and prepare them for college -- from \$120 million to \$240 million;
  - New \$50 million initiative to help link Empowerment Zones and Enterprise Communities (EZ/ECs) to their broader metropolitan regional economies in order to increase the employment of disadvantaged youth; and

- \$65 million more to prepare disadvantaged youth for success in college, including \$30 million increase in outreach, counseling, and educational support through TRIO program, and new \$35 million initiative to help disadvantaged students stay in college.

> -----Original Message-----  
> From: Irene\_Bueno@opd.eop.gov [SMTP:Irene\_Bueno@opd.eop.gov]  
> Sent: Wednesday, July 14, 1999 9:14 AM  
> To: Givens, Joan  
> Subject: Re: Comments on ESL/Civics paper  
>  
> Please ask Heidi to elaborate on her concerns about suggesting that we are  
> creating a new Education program. Thanks  
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> (Embedded  
> image moved "Givens, Joan" <Joan\_Givens@ed.gov>  
> to file: 07/14/99 07:27:44 AM  
> PIC21622.PCX)  
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> Record Type: Record  
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>  
> To: Irene Bueno/OPD/EOP  
>  
> cc:  
> Subject: Comments on ESL/Civics paper  
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>  
> Attached are some comments from ED (Heidi Ramirez) on the ESL/Civics  
> draft.  
> <<civicsnotes.doc>>  
> << File: Lotus Manuscript 1.0 >> << File: Lotus Manuscript 1.0 >>

Irene Bueno

07/14/99 11:49:22 AM

Record Type: Record

To: Andrea Kane/OPD/EOP@EOP, Jonathan H. Schnur/OPD/EOP@EOP, Bethany Little/OPD/EOP@EOP, Wei-Min C. Wang/OMB/EOP@EOP

cc: Eugenia Chough/OPD/EOP@EOP

Subject: FW: Comments on ESL/Civics paper

Here's Heidi's explanation - any thoughts?

----- Forwarded by Irene Bueno/OPD/EOP on 07/14/99 11:48 AM -----



"Givens, Joan" <Joan\_Givens@ed.gov>

07/14/99 11:19:49 AM

Record Type: Record

To: Irene Bueno/OPD/EOP

cc:

Subject: FW: Comments on ESL/Civics paper

---

Heidi's clarification.

> -----Original Message-----

> From: Ramirez, Heidi

> Sent: Wednesday, July 14, 1999 11:16 AM

> To: Givens, Joan

> Subject: RE: Comments on ESL/Civics paper

>

> I just wanted to raise a consciousness about the growing /continuing  
> concern about the number of ed programs. Are we here really creating a  
> new program or rather an initiative to better support/improve adult ed  
> efforts? This also goes back to the question about whether this is for  
> enhancement or for something new.

> Heidi

> -----Original Message-----

> From: Givens, Joan

> Sent: Wednesday, July 14, 1999 9:24 AM

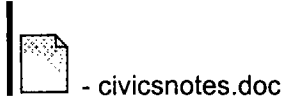
> To: Ramirez, Heidi

> Subject: FW: Comments on ESL/Civics paper

>

> Hi, Heidi. I sent your comments to Irene this a.m. She has this question:

>




Wei-Min C. Wang

06/24/99 02:56:38

PM

Record Type: Record

To: Irene Bueno/OPD/EOP@EOP  
cc: Eugenia Chough/OPD/EOP@EOP, Wayne Upshaw/OMB/EOP@EOP  
bcc:  
Subject: Re: ESL/Civics Document 

Irene, this is how I'd divide up the issues/comments I raised.

**Fix now:**


- Cosmetic change in first paragraph regarding understanding our government. *OK*
- Verify with ED use of \$7 million for model ESL programs described in footnote #1. *OK*
- Specify meaning of tribally controlled schools. *OK*
- Check with OGC on legality of "churches" as eligible grantees. *OK*
- Check with OGC on legality of preference for matching funds. *OK*
- Add language on reporting achievement outcomes.
- Resolve evaluation issue, or substitute fuzzy dollar figures (e.g., "about \$30 million," "about \$40 million") so that we can earmark funds for evaluation and TA later if we need to.
- Change "grant application requirements" to "required program components." *OK*
- Should partnerships with volunteer groups and employers be required or optional?

**Fix later:**


- Clarify the design of State grants, especially any expectations of States other than providing subgrants to locals.
- Clarify whether a community can apply directly to the Federal government for a grant if its State has received one of the State grants.

Irene Bueno

Irene Bueno

  
06/23/99 05:47:17 PM

Record Type: Record

To: Wei-Min C. Wang/OMB/EOP@EOP  
cc:  
bcc:  
Subject: Re: ESL/Civics Document 

Thanks for your clarification.


I think it would help for you to review the ESL document and determine which issues need to be addressed in order to clear the document and to create a list of other other issues that need to resolved but not necessarily to clear this document.

What do you think?

Wei-Min C. Wang

Wei-Min C. Wang 06/22/99 05:58:02 PM

Record Type: Record

To: Irene Bueno/OPD/EOP@EOP  
cc: Eugenia Chough/OPD/EOP@EOP, Wayne Upshaw/OMB/EOP@EOP  
bcc:  
Subject: Re: ESL/Civics Document 

Attached are some comments on the ESL/civics document.




ESL Civics Comments 3

Irene Bueno

**Irene Bueno**



 06/22/99 09:16:40 AM

Record Type: Record

To: See the distribution list at the bottom of this message  
cc: Eugenia Chough/OPD/EOP@EOP  
Subject: ESL/Civics Document

We finally have another draft of the ESL/Civics Initiative document. Please review and give me your comments by the end of the week, 6/25. We will schedule a conference call to discuss strategy for sometime early next week.

Please let me know if you have any questions. Thank you.



civics.doc



Irene Bueno  
456-6558  
fax 456-5581

Message Sent To:


---

Andrea Kane/OPD/EOP@EOP  
Jonathan H. Schnur/OPD/EOP@EOP  
Leslie S. Mustain/OMB/EOP@EOP  
Wayne Upshaw/OMB/EOP@EOP  
Ronald\_Pugsley@ed.gov  
Wei-Min C. Wang/OMB/EOP@EOP  
Monica\_Fraizer@ed.gov  
Julia\_Shepherd@ed.gov  
Kathleen K. Ahn/WHO/EOP@EOP  
Patricia\_Mcneil@ed.gov  
sarah\_newcomb@ed.gov  
lilimon@acf.dhhs.gov  
Jon\_Weintraub@ed.gov

Irene Bueno

  
 06/09/99 12:37:58 PM

Record Type: Record

To: Jonathan H. Schnur/OPD/EOP@EOP  
cc: andrea kane/opd/eop@eop, eugenia chough/opd/eop@eop, tanya e. martin/opd/eop@eop, bethany little/opd/eop@eop  
bcc:  
Subject: Re: ESL Document 

Jon -

In response to your questions:

(1) I would say that is a one pager reflecting our new policy decisions about the specifics not just a restatement. **Andrea** - would you agree?

(2) I think we wanted to have separate streams for state and local grants b/c we thought that there are some good organizations that do not get the state funds for whatever reasons and wanted to establish a mechanism so these organizations are able to apply and get funds directly.  
**Andrea** - is this right?

(3) I have a list of the 12 consideration in section 231 of WIA and I think they do make sense for the ESL/Civics context. The list of requirements listed in the document include some of the requirements that are in section 231. Let me know if you want a copy of the list.

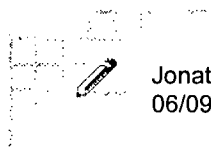
(4) I will make your edits.

(5) We will definitely share with Brian Kennedy, NEC, Barbara Chow and Wei-Min has been involved. I will add Michael Cohen to the list. Do you have Michael's e-mail address?

Thanks for getting your comments to me so quickly.

Irene


Jonathan H. Schnur



Jonathan H. Schnur  
06/09/99 11:45:09 AM

Record Type: Record

To: Irene Bueno/OPD/EOP@EOP

cc: andrea.kane@opd.eop.eop, eugenia.chough@opd.eop.eop, Tanya E. Martin@OPD/EOP@EOP, Bethany Little@OPD/EOP@EOP  
Subject: Re: ESL Document 

Thanks very much for sending this Irene. I have a few questions comments.

1) I am assuming this is the one-pager reflecting new policy decisions about the specifics on how this initiative will work, rather than just a restatement of what already has been agreed to. Is this right?

2) I definitely support the idea of getting funds to local community-based organizations for funding, and I am guessing that's the reason for \$40 million in direct grants to locals. My question is: what is the relationship between the state grants and the separate local grants? Some people could question whether it makes sense to have 2 separate funding streams that will ultimately support the same kinds of programs, but maybe there's more of a distinction than I understand here.

3) I don't know what are the 12 "considerations" in 231 (e) of the Workforce Investment Act, and it may well make sense to reference them in this initiative. But do you know what these are, and whether they make sense when applied to ESEL/civics programs?

4) I have a couple of minor suggested deletions of language below (in italics and brackets).

5) You also might want to circulate this -- and you may already have - to Brian Kennedy in the NEC, Barabara Chow and her staff in OMB, and to Mike Cohen in Secretary Riley's office.

#### English Language and Civics Education Initiative: Common Ground Partnerships

The President's FY 2000 budget supports a \$190 million increase for adult education and family literacy, including a \$70 million investment for the English Language and Civics Education Initiative: Common Ground Partnerships. This initiative will help states and communities provide Limited English Proficient individuals (LEP) and immigrants with expanded access to high quality English as a Second Language (ESL) programs linked to civics and life skills including education, health care and employment.

#### Demand for ESL Services

For LEP students and immigrants to succeed and become full participants in American life, they must be able to read and communicate in English. Evidence from immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for ESL instruction outweighs the current supply.

ESL instruction is the fastest growing component of adult education; enrollment in ESL has increased 105 percent over the past ten years (in 1997, the ESL enrollment was 1.85 million). Adult education programs currently provide funding for ESL, but more targeted services are needed to meet the overwhelming demand for both ESL and civics instruction. For example, Los Angeles has a waiting list of 50,000 people for ESL classes, Chicago's ESL programs are filled to capacity as soon as they open their doors and New York State has resorted to a lottery system to select individuals who wish to learn English.

Evidence demonstrates that learning English in a community-based setting using everyday experiences is particularly effective. Some family literacy programs already involve both parents and children with great success while workplace ESL/civics programs with work-related English help LEP students and immigrants become highly valued employees. The Department of Health

and Human Services' Office of Refugee Resettlement and several neighborhood-based projects have demonstrated the effectiveness of this approach.<sup>2</sup>

### Eligible Grantees

States with high adult ESL enrollments will compete for \$30 million in discretionary grants to support ESL/civics instruction. Grants would range from \$3 - \$5 million. These funds would augment current federal and state funding for ESL.

Community based organizations, local education agencies, tribally controlled schools, colleges (including community colleges), libraries, and other non-profits (such as unions and churches) would compete for another \$40 million. These grants would range from \$150,000 to \$1.5 million. Preference will be given to eligible grantees prepared to provide a 25 percent cash or in-kind match for the discretionary grant amount.

### Common Ground Partnerships (cont.)

#### How does it work?

Common Ground Partnerships will allow communities to develop ESL/civics projects tailored to their unique needs and populations.

Grants could be used for varied purposes related to English language/civics instruction including staff, materials, personnel training and support services such as child care and transportation costs for program participants (if not otherwise available).

Grant recipients would report annually to the Secretary of Education on how these funds improved and expanded the programs that support teaching LEP students.

It would be a competitive grant program run by the Department of Education's Office of Vocational and Adult Education (OVAE).

#### Grant application requirements

Offer English language education that incorporates: instruction on the rights and responsibilities of citizenship (civics and U.S. history); navigating various parts of American life (health care, child care, education (including parental involvement in schools), banking, housing and transportation systems); accessing employment; improving work skills; understanding legal rights; and paying taxes. [*Programs should have a contextual basis.*]

Have an underserved population with a significant demand for ESL/civics instruction and a demonstrated need for increased funds to provide ESL services in the state or community.

Demonstrate effective links with existing programs at the state or local educational and community levels including education, employment, housing, and transportation programs.

Use flexible [*and non-traditional*] approaches (such as evening and weekend hours), technology as a tool to expand access, and providing instruction at workplaces and/or community-based sites.

Include volunteers groups, such as Literacy Volunteers of America, Americorps and VISTA volunteers, Retired Senior Volunteer Corps and immigrant mentors. Partner with employers or employer groups to improve work and life skills.

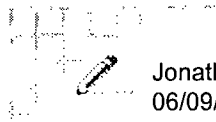
Assess program effectiveness using performance measures required by the Adult Education and Family Literacy Act (Title II of WIA).

Meet other selection criteria identified under the State grant program including the twelve "considerations" listed in Sec. 231(e) of the Workforce Investment Act focusing on program quality and effectiveness.

For more information, please call the U.S. Department of Education, Office of Vocational and Adult Education at 202-205-5451.

The Department of Education currently funds a \$365 million Adult Education basic grant program, in 1998, \$166 millio

2The Department of Health and Human Services' Office of Refugee Resettlement (ORR) operates the Community and



Jonathan H. Schnur  
06/09/99 11:45:09 AM

Record Type: Record

To: Irene Bueno/OPD/EOP@EOP  
cc: andrea kane/opd/eop@eop, eugenia chough/opd/eop@eop, Tanya E. Martin/OPD/EOP@EOP, Bethany Little/OPD/EOP@EOP  
Subject: Re: ESL Document

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Irene Bueno

  
06/11/99 12:56:55 PM

Record Type: Record

To: Wei-Min C. Wang/OMB/EOP@EOP, Brian V. Kennedy/OPD/EOP@EOP  
cc: See the distribution list at the bottom of this message  
Subject: ESL/Civics Initiative

After a long period of time, we finally received a revised version of the fact sheet on the ESL/Civics Initiative from Education.

Please review and let me know if you have any comments. I would like to send this out to the other agencies and hold a conference call later next week to discuss strategy to secure funding for this initiative.

Brian - I know this may be new to you so let me know if you have any questions. Thanks.



esl611.doc

(DPC - I changed the format slightly from the earlier version to keep it to 2 pages instead of 3.)

Message Copied To:

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Jonathan H. Schnur/OPD/EOP@EOP  
Andrea Kane/OPD/EOP@EOP  
Tanya E. Martin/OPD/EOP@EOP  
Bethany Little/OPD/EOP@EOP  
Eugenia Chough/OPD/EOP@EOP

## **English Language and Civics Education Initiative: Common Ground Partnerships**

The President's FY 2000 budget supports a \$190 million increase for adult education and family literacy, including a \$70 million investment for the **English Language and Civics Education Initiative: Common Ground Partnerships**. This initiative will help states and communities provide Limited English Proficient individuals (LEP) and immigrants with expanded access to high quality English as a Second Language (ESL) programs linked to civics and life skills instruction on how to navigate the public education system, workplace, and other key institutions in American life.

### **Demand for ESL Services**

For LEP students and immigrants to succeed and become full participants in American life, they must be able to read and communicate in English. Evidence from immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for ESL instruction outweighs the current supply.

- ◆ ESL instruction is the fastest growing component of adult education; enrollment in ESL has increased 105 percent over the past ten years (in 1997, the ESL enrollment was 1.85 million).
- ◆ Adult education programs currently provide funding for ESL, but more targeted services are needed to meet the overwhelming demand for both ESL and civics instruction.<sup>1</sup> For example, Los Angeles has a waiting list of 50,000 people for ESL classes, Chicago's ESL programs are filled to capacity as soon as they open their doors and New York State has resorted to a lottery system to select individuals who wish to learn English.
- ◆ Evidence demonstrates that learning English in a community-based setting using everyday experiences is particularly effective. Some family literacy programs already involve both parents and children with great success while workplace ESL/civics programs with work-related English help LEP students and immigrants become highly valued employees. The Department of Health and Human Services' Office of Refugee Resettlement and several neighborhood-based projects have demonstrated the effectiveness of this approach.<sup>2</sup>

### **How does it work?**

- ◆ Common Ground Partnerships will allow communities to develop ESL/civics projects tailored to their unique needs and populations.
- ◆ Grants could be used for varied purposes related to English language/civics instruction including staff, materials, personnel training and support services such as child care and transportation costs for program participants (if not otherwise available).
- ◆ Grant recipients would report annually to the Secretary of Education on how these funds improved and expanded the programs that support teaching LEP students.
- ◆ It would be a competitive grant program run by the Department of Education's Office of Vocational and Adult Education (OVAE).

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<sup>1</sup> The Department of Education currently funds a \$365 million Adult Education basic grant program, in 1998, \$166 million funded ESL programs administered by states. In FY 99, the ED received \$7 million for ESL demonstration programs to provide research and evaluation of the programs funded under this initiative.

<sup>2</sup>The Department of Health and Human Services' Office of Refugee Resettlement (ORR) operates the Community and Family Strengthening Program to integrate refugees into the community.

## Eligible Grantees

- ◆ States with high adult ESL enrollments will compete for \$30 million in discretionary grants to support ESL/civics instruction. Grants would range from \$3 - \$5 million. These funds would augment current federal and state funding for ESL.
- ◆ Community based organizations, local education agencies, tribally controlled schools, colleges (including community colleges), libraries, and other non-profits (such as unions and churches) would compete for another \$40 million. These grants would range from \$150,000 to \$1.5 million. Preference will be given to eligible grantees prepared to provide a 25 percent cash or in-kind match for the discretionary grant amount.

## Grant application requirements

- ◆ Offer English language education that incorporates: instruction on the rights and responsibilities of citizenship (civics and U.S. history); navigating various parts of American life (health care, child care, education -- including parental involvement in schools, banking, housing and transportation systems); accessing employment; improving work skills; understanding legal rights; and paying taxes.
- ◆ Have an underserved population with a significant demand for ESL/civics instruction and a demonstrated need for increased funds to provide ESL services in the state or community.
- ◆ Demonstrate effective links with existing programs at the state or local educational and community levels including education, employment, housing, and transportation programs.
- ◆ Use flexible approaches (such as evening and weekend hours), technology as a tool to expand access, and providing instruction at workplaces and/or community-based sites.
- ◆ Include volunteers groups, such as Literacy Volunteers of America, Americorps and VISTA volunteers, Retired Senior Volunteer Corps and immigrant mentors.
- ◆ Partner with employers or employer groups to improve work and life skills.
- ◆ Assess program effectiveness using performance measures required by the Adult Education and Family Literacy Act (Title II of WIA).
- ◆ Meet other selection criteria and considerations related to program quality and effectiveness required for State Adult Education grants under the Workforce Investment Act.

**For more information, please call the U.S. Department of Education,  
Office of Vocational and Adult Education at 202-205-5451.**

Wei-Min C. Wang

06/22/99 05:58:02

PM

Record Type: Record

To: Irene Bueno/OPD/EOP@EOP  
cc: Eugenia Chough/OPD/EOP@EOP, Wayne Upshaw/OMB/EOP@EOP  
bcc:  
Subject: Re: ESL/Civics Document 

Attached are some comments on the ESL/civics document.




ESL Civics Comments 3

Irene Bueno

**Irene Bueno**



 06/22/99 09:16:40 AM

Record Type: Record

To: See the distribution list at the bottom of this message  
cc: Eugenia Chough/OPD/EOP@EOP  
Subject: ESL/Civics Document

We finally have another draft of the ESL/Civics Initiative document. Please review and give me your comments by the end of the week, 6/25. We will schedule a conference call to discuss strategy for sometime early next week.

Please let me know if you have any questions. Thank you.



civics.doc

Irene Bueno  
456-6558  
fax 456-5581

Message Sent To: \_\_\_\_\_

Andrea Kane/OPD/EOP@EOP  
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# English Language and Civics Education Initiative: Common Ground Partnerships

The President's FY 2000 budget supports a \$190 million increase for adult education and family literacy, including a \$70 million investment for the **English Language and Civics Education Initiative: Common Ground Partnerships**. This initiative will help states and communities provide Limited English Proficient individuals (LEP) and immigrants with expanded access to high quality English as a Second Language (ESL) programs linked to civics and life skills instruction on ~~how to navigate~~ understanding and navigating our system of government, the public education system, workplace, and other key institutions in American life.

## Demand for ESL Services

For LEP students and immigrants to succeed and become full participants in American life, they must be able to read and communicate in English. Evidence from immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for ESL instruction outweighs the current supply.

- ◆ ESL instruction is the fastest growing component of adult education; enrollment in ESL has increased 105 percent over the past ten years (in 1997, the ESL enrollment was 1.85 million).
- ◆ Adult education programs currently provide funding for ESL, but more targeted services are needed to meet the overwhelming demand for both ESL and civics instruction. [See comment on footnote] For example, Los Angeles has a waiting list of 50,000 people for ESL classes, Chicago's ESL programs are filled to capacity as soon as they open their doors and New York State has resorted to a lottery system to select individuals who wish to learn English.
- ◆ Evidence demonstrates that learning English in a community-based setting using everyday experiences is particularly effective. Some family literacy programs already involve both parents and children with great success while workplace ESL/civics programs with work-related English help LEP students and immigrants become highly valued employees. The Department of Health and Human Services' Office of Refugee Resettlement and several neighborhood-based projects have demonstrated the effectiveness of this approach [in what sense?].<sup>2</sup>

## Eligible Grantees

- ◆ States with high adult ESL enrollments will compete for \$30 million in discretionary grants to support ESL/civics instruction. Each state grant will provide the adult education system with \$3 to \$5 million in additional ESL federal funding. [These allocations seem rather small, given (1) the range of local award amounts described in the bullet below; and (2) the fact that the States with high ESL enrollments also happen to be the largest States in the country. If we simply expect the States to serve as pass-throughs to the locals, with some small share going to State leadership and administration, these State grants won't support very many local subgrants. If we see the State grants as value-added money (for adding civics to existing ESL programs), or "systemic" money (to fundamentally change the way the State operates ESL) then we

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<sup>2</sup>The Department of Education currently funds a \$365 million Adult Education basic grant program, in 1998, \$166 million funded ESL programs administered by states. In FY 99, the ED received \$7 million for ESL demonstration programs to provide research and evaluation of the programs funded under this initiative. [This is not entirely accurate, since the \$7 million is also supposed to fund the operations of model ESL programs.]

<sup>2</sup>The Department of Health and Human Services' Office of Refugee Resettlement (ORR) operates the Community and Family Strengthening Program to integrate refugees into the community.

should elaborate on the State role some more.]

- ◆ Community based organizations, local educational agencies, tribally controlled schools [both K-12 and postsecondary?], colleges (including community colleges), libraries, and other non-profits (such as unions and churches [I don't know if we can say churches. ED may be restricted to funding secular, nonprofit arms of religious institutions) will compete for another \$40 million. These grants will be awarded directly to local organizations and range from \$150,000 to \$1.5 million each. Preference will be given to eligible grantees prepared to provide a 25 percent cash or in-kind match for the discretionary grant amount. [I'm not sure we have the authority to ask for matching funds; it isn't specifically provided for in law. But I've never seen a preference for matching funds, either; just a matching requirement, sometimes with a waiver in extenuating circumstances. May want to check with ED/OGC. Also, can a local apply for an ESL/civics grant in a State that's received a State ESL/civics grant?]

## **COMMOND GROUND PARTNERSHIP CONT.**

### **How does it work?**

- ◆ Common Ground Partnerships will allow communities to develop ESL/civics projects tailored to their unique needs and populations.
- ◆ Grants could be used for varied purposes related to English language/civics instruction including staff, materials, personnel training and support services such as child care and transportation costs for program participants (if not otherwise available).
- ◆ Grant recipients would report annually to the Secretary of Education or to their respective States(?) on the progress of participants toward achieving English and civic proficiency, and how these funds improved and expanded the programs that support teaching LEP students.
- ◆ It would be a competitive grant program run by the Department of Education's Office of Vocational and Adult Education (OVAE).

[Since this program falls under what is typically considered a demonstration authority, it would be good to set-aside some funding for a really good evaluation of the program, say \$500,000 per year. May want to check with ED/Planning & Evaluation Service on probable cost. From what I know, there currently isn't a lot of good research out there on adult ESL, on what works and what doesn't. Some funding may also be needed for technical assistance. ED will need to see if there is enough discretionary funding left in National Leadership Activities to carry out such activities, or whether we should carve off a small portion of the \$70 million.]

### **Grant application requirements Required program components**

- ◆ Offer English language education that incorporates: instruction on the rights and responsibilities of citizenship (civics and U.S. history); navigating various parts of American life (health care, child care, education -- including parental involvement in schools, banking, housing and transportation systems); accessing employment; improving work skills; understanding legal rights; and paying taxes.
- ◆ Have an underserved population with a significant demand for ESL/civics instruction and a demonstrated need for increased funds to provide ESL services in the state or community.
- ◆ Demonstrate effective links with existing programs at the state or local educational and community levels including education, employment, housing, and transportation programs.
- ◆ Use flexible approaches (such as evening and weekend hours), technology as a tool to expand access, and providing instruction at workplaces and/or community-based sites.
- ◆ Include volunteers groups, such as Literacy Volunteers of America, Americorps and VISTA volunteers, Retired

Senior Volunteer Corps and immigrant mentors. [Should this be required? Is it too prescriptive?]

- ◆ Partner with employers or employer groups to improve work and life skills. [Should this be required? Is it too prescriptive?]
- ◆ Assess program effectiveness using performance measures required by the Adult Education and Family Literacy Act (Title II of WIA).
- ◆ Meet other selection criteria and considerations related to program quality and effectiveness required for State Adult Education grants under the Workforce Investment Act.

**For more information, please call the U.S. Department of Education,  
Office of Vocational and Adult Education at 202-205-5451.**

**6/18/99**

6/8/99

## English Language and Civics Education Initiative: Common Ground Partnerships

The President's FY 2000 budget supports a \$190 million increase for adult education and family literacy, including a \$70 million investment for the **English Language and Civics Education Initiative: Common Ground Partnerships**. This initiative will help states and communities provide Limited English Proficient individuals (LEP) and immigrants with expanded access to high quality English as a Second Language (ESL) programs linked to civics and life skills including education, health care and employment. ?

### Demand for ESL Services

*new comer*  
For LEP students and immigrants to succeed and become full participants in American life, they must be able to read and communicate in English. Evidence from immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for ESL instruction outweighs the current supply.

- ◆ ESL instruction is the fastest growing component of adult education; enrollment in ESL has increased 105 percent over the past ten years (in 1997, the ESL enrollment was 1.85 million).
- ◆ Adult education programs currently provide funding for ESL, but more targeted services are needed to meet the overwhelming demand for both ESL and civics instruction.<sup>1</sup> For example, Los Angeles has a waiting list of 50,000 people for ESL classes, Chicago's ESL programs are filled to capacity as soon as they open their doors and New York State has resorted to a lottery system to select individuals who wish to learn English.
- ◆ Evidence demonstrates that learning English in a community-based setting using everyday experiences is particularly effective. Some family literacy programs already involve both parents and children with great success while workplace ESL/civics programs with work-related English help LEP students and immigrants become highly valued employees. The Department of Health and Human Services' Office of Refugee Resettlement and several neighborhood-based projects have demonstrated the effectiveness of this approach.<sup>2</sup>

### Eligible Grantees

- ◆ States with high adult ESL enrollments will compete for \$30 million in discretionary grants to support ESL/civics instruction. Grants would range from \$3 - \$5 million. These funds would augment current federal and state funding for ESL.
- ◆ Community based organizations, local education agencies, tribally controlled schools, colleges (including community colleges), libraries, and other non-profits (such as unions and churches) would compete for another \$40 million. These grants would range from \$150,000 to \$1.5 million. Preference will be given to eligible grantees prepared to provide a 25 percent

<sup>1</sup> The Department of Education currently funds a \$365 million Adult Education basic grant program, in 1998, \$166 million funded ESL programs administered by states. In FY 99, the ED received \$7 million for ESL demonstration programs to provide research and evaluation of the programs funded under this initiative.

<sup>2</sup>The Department of Health and Human Services' Office of Refugee Resettlement (ORR) operates the Community and Family Strengthening Program to integrate refugees into the community.

cash or in-kind match for the discretionary grant amount.

## Common Ground Partnerships (cont.)

### How does it work?

- ◆ Common Ground Partnerships will allow communities to develop ESL/civics projects tailored to their unique needs and populations.
- ◆ Grants could be used for varied purposes related to English language/civics instruction including staff, materials, personnel training and support services such as child care and transportation costs for program participants (if not otherwise available).
- ◆ Grant recipients would report annually to the Secretary of Education on how these funds improved and expanded the programs that support teaching LEP students.
- ◆ It would be a competitive grant program run by the Department of Education's Office of Vocational and Adult Education (OVAE).

### Grant application requirements

- ◆ Offer English language education <sup>that incorporates</sup> including: instruction on the rights and responsibilities of citizenship (civics and U.S. history); navigating various parts of American life (health care, child care, education (including parental involvement in schools), banking, housing and transportation systems); accessing employment; improving work skills; understanding legal rights; and paying taxes. Programs should have a contextual basis.
- ◆ Have an underserved population with a significant demand for ESL/civics instruction and a demonstrated need for increased funds to provide ESL services in the state or community.
- ◆ Demonstrate effective links with existing programs at the state or local educational and community levels including education, employment, housing, and transportation programs.
- ◆ Use flexible and non-traditional approaches (such as evening and weekend hours), technology as a tool to expand access, and providing instruction at workplaces and/or community-based sites.
- ◆ Include volunteers groups, such as Literacy Volunteers of America, Americorps and VISTA volunteers, Retired Senior Volunteer Corps and immigrant mentors.
- ◆ Partner with employers or employer groups to improve work and life skills.
- ◆ Assess program effectiveness using performance measures required by the Adult Education and Family Literacy Act (Title II of WIA).
- ◆ Meet other selection criteria identified under the State grant program including the twelve "considerations" listed in Sec. 231(e) of the Workforce Investment Act focusing on program quality and effectiveness.

**For more information, please call the U.S. Department of Education,  
Office of Vocational and Adult Education at 202-205-5451.**

## English Language and Civics Education Initiative: Common Ground Partnerships

The President's FY 2000 budget supports a \$190 million increase for adult education and family literacy, including a \$70 million investment for the **English Language and Civics Education Initiative: Common Ground Partnerships**. This initiative will help states and communities provide Limited English Proficient individuals (LEP) and immigrants with expanded access to high quality English as a Second Language (ESL) programs linked to civics and life skills including education, health care and employment.

### Demand for ESL Services

For LEP students and immigrants <sup>with limited english proficiency</sup> to succeed and become full participants in American life, they must be able to read and communicate in English. Evidence from immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for ESL instruction outweighs the current supply.

ESL instruction is the fastest growing component of adult education; enrollment in ESL has increased 105 percent over the past ten years (in 1997, the ESL enrollment was 1.85 million). Adult education programs currently provide funding for ESL, but more targeted services are needed to meet the overwhelming demand for both ESL and civics instruction.<sup>1</sup> For example, Los Angeles has a waiting list of 50,000 people for ESL classes, Chicago's ESL programs are filled to capacity as soon as they open their doors and New York State has resorted to a lottery system to select individuals who wish to learn English.

Evidence demonstrates that learning English in a community-based setting using everyday experiences is particularly effective. Some family literacy programs already involve both parents and children with great success while workplace ESL/civics programs with work-related English help LEP students and immigrants become highly valued employees. The Department of Health and Human Services' Office of Refugee Resettlement and several neighborhood-based projects have demonstrated the effectiveness of this approach.<sup>2</sup>

### Eligible Grantees

States with high adult ESL enrollments will compete for \$30 million in discretionary grants to support ESL/civics instruction. Grants would range from \$3 - \$5 million. These funds would augment current federal and state funding for ~~ESL/civics instruction~~.

Community based organizations, local education agencies, tribally controlled schools, colleges (including community colleges), libraries, and other non-profits (such as unions and churches) would compete for another \$40 million. These grants would range from \$150,000 to \$1.5 million. Preference will be given to eligible grantees prepared to provide a 25 percent cash or in-kind match for the discretionary grant amount.

## Common Ground Partnerships (cont.)

### How does it work?

Common Ground Partnerships will allow communities to develop ESL/civics projects tailored to their unique needs and populations.

Grants could be used for varied purposes related to English language/civics instruction including staff, materials, personnel training and support services such as child care and transportation costs for program participants (if not otherwise available).

Grant recipients would report annually to the Secretary of Education on how these funds improved and expanded the programs that support teaching LEP students.

It would be a competitive grant program run by the Department of Education's Office of Vocational and Adult Education (OVAE).

### Grant application requirements

Offer English language education <sup>that incorporates</sup> ~~including~~: instruction on the rights and responsibilities of citizenship (civics and U.S. history); navigating various parts of American life (health care, child care, education (including parental involvement in schools), banking, housing and transportation systems); accessing employment; improving work skills; understanding legal rights; and paying taxes. Programs should have a contextual basis.

Have an underserved population with a significant demand for ESL/civics instruction and a demonstrated need for increased funds to provide ESL services in the state or community.

Demonstrate effective links with existing programs at the state or local educational and community levels including education, employment, housing, and transportation programs, ~~must be demonstrated.~~

Use flexible and non-traditional approaches (such as evening and weekend hours), technology as a tool to expand access, and providing instruction at workplaces and/or community-based sites.

Include volunteers groups, such as Literacy Volunteers of America, Americorps and VISTA volunteers, Retired Senior Volunteer Corps and immigrant mentors ~~should be incorporated.~~

Partner with employers or employer groups to improve work and life skills.

Assess program effectiveness using performance measures required by the Adult Education and Family Literacy Act (Title II of WIA).

Meet other selection criteria identified under the State grant program including the twelve Aconsiderations@ listed in Sec. 231(e) of the Workforce Investment Act focusing on program quality and effectiveness.

**For more information, please call the U.S. Department of Education,  
Office of Vocational and Adult Education at 202-205-5451.**

<sup>1</sup> The Department of Education currently funds a \$365 million Adult Education basic grant program, in 1998, \$166 million funded ESL programs administered by states. In FY 99, the ED received \$7 million for ESL demonstration programs to provide research and evaluation of the programs funded under this initiative.

<sup>2</sup>The Department of Health and Human Services= Office of Refugee Resettlement (ORR) operates the Community and Family Strengthening Program to integrate refugees into the community.

4/29/99

## English Language and Civics Education Initiative: Common Ground Partnerships

✓ The President's FY 2000 budget includes \$70 million for the **English Language and Civics Education Initiative: Common Ground Partnerships**. This initiative will help states and communities provide Limited English Proficient individuals (LEP) and immigrants with expanded access to high quality English as a Second Language (ESL) programs linked to civics and life skills including education, health care and employment. The President's FY 2000 budget supports a \$190 million increase for adult education and family literacy; the **Common Ground Partnerships** \$70 million investment will provide services to an additional 150,000 adults.

### Demand for ESL Services:

*with limited English about possible*

✓ For LEP students and immigrants to succeed and become full participants in American life, they must be able to read and communicate in English. Evidence from immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for ESL instruction outweighs the current supply.

\* ESL instruction is the fastest growing component of adult education.

✓ \* Enrollment in ESL has increased 105 percent over the past ten years. *current #s* - *check #s 72%*

\* Adult education programs currently provide funding for ESL, but more targeted services are needed to meet the overwhelming demand for both ESL and civics instruction.<sup>1</sup> For example, Los Angeles has a waiting list of 50,000 people for ESL classes, Chicago's ESL programs are filled to capacity as soon as they open their doors and New York State has resorted to a lottery system to select individuals who wish to learn English.

✓ \* Evidence demonstrates that learning English in a community-based setting using everyday experiences is particularly effective. Some family literacy programs already involve both parents and children with great success while workplace ESL/civics programs with work-related English help LEP students and immigrants become highly valued employees. The Department of Health and Human Services,<sup>1</sup> the Office of Refugee Resettlement and several neighborhood-based projects have demonstrated the effectiveness of this approach.<sup>2</sup>

### Eligible Grantees:

*clarify the purpose of #s - will check*

? \* States with high adult ESL enrollments will compete for \$30 million in discretionary grants to support ESL/civics instruction. Grants would range from \$3 - \$5 million. These funds would augment current federal and state funding for ESL/civics instruction.

## Eligible Grantees (cont):

\* Community based organizations, local education agencies, tribally controlled schools, colleges (including community colleges), libraries, and other non-profits (such as unions and churches) would compete for another \$40 million. These grants would range from \$150,000 to \$1.5 million. Preference will be given to eligible grantees prepared to provide 25 percent cash or in-kind match for the discretionary grant amount.

Let's just  
would include  
states  
w/ products  
- specific  
Do we need to  
know

on own  
legislation - checks?  
Clawby

## How does it work?

\* Common Ground Partnerships will allow communities to develop ESL/civics projects tailored to their unique needs and populations.

\* Grants could be used for varied purposes related to English language/civics instruction: staff, materials, personnel training, support services including child care and transportation costs for program participants (if not otherwise available).

\* Grant recipients would report annually to the Secretary of Education on how these funds improved and expanded the strategies that support teaching LEP students.

\* It would be a competitive grant program run by the Department of Education's Office of Vocational and Adult Education (OVAE).

expand  
instruct - programs.

## Grant application requirements:

\* Offer English language education including: instruction on the rights and responsibilities of citizenship (civics and U.S. history); navigating various parts of American life (health care, child care, education, banking, housing and transportation systems); accessing employment; improving work skills; understanding legal rights; and paying taxes. Programs should have a contextual basis.

parental involvement

\* Assess program effectiveness using performance measures required by the Adult Education and Family Literacy Act (Title II of WIA).

\* Have an underserved population with a significant demand for ESL/civics instruction and a demonstrated need for increased funds to provide ESL services in the state or community.

\* Provide effective links with existing programs at the state or local educational and community levels including education, employment, housing, and transportation programs must be demonstrated.

\* Use flexible and non-traditional approaches (evening and weekend hours), technology as a tool to expand access, and providing instruction at workplaces and/or community-based sites.

\* Include volunteers groups, such as Literacy Volunteers of America, Americorps and VISTA volunteers, Retired Senior Volunteer Corps and immigrant mentors should be incorporated.

\* Partner with employers or employer groups to improve work and life skills.

\* Meet other selection criteria identified under the State grant program including the twelve "considerations" listed in Sec. 231(e) of the Workforce Investment Act focusing on program quality and effectiveness.

**For more information, please call the U.S. Department of Education,  
Office of Vocational and Adult Education at 202-205-5451.**

just

1

2

<sup>1</sup> The Department of Education currently funds a \$365 million Adult Education basic grant program, in 1998, \$166 million funded ESL programs administered by states. In FY 99, the ED received \$7 million for ESL demonstration programs to provide research and evaluation of the programs funded under this initiative.

<sup>2</sup> The Department of Health and Human Services<sup>1</sup> Office of Refugee Resettlement (ORR) operates the Community and Family Strengthening Program to integrate ~~the~~ refugees into the community.





DEPARTMENT OF HEALTH & HUMAN SERVICES

ADMINISTRATION FOR CHILDREN AND FAMILIES  
370 L'Enfant Promenade, S.W.  
Washington, D.C. 20447

PLEASE  
PASS →

TO: Ron Bugalezy - DEd.  
Irene Bueno - WH

FAX Number: 205-8973  
456-5581

SUBJECT: ORR Comments to ESL & Civics Ed. Partnerships  
proposal

FROM: Jorge Velazquez, M.P.A.  
Administration for Children and Families  
Telephone: (202) 260-1853  
Fax: (202) 401-0981

NUMBER OF PAGES INCLUDING COVER SHEET: 5

NOTES/COMMENTS: Give me a call if you can't read  
some of this - [Signature]

"Many of us spend a lifetime wondering what is possible, some of us get up and do what was thought to be impossible".

*Immigrant  
or  
should it be LEP or  
newcomers*

## ENGLISH LANGUAGE AND CIVICS EDUCATION INITIATIVE

### *Common Ground Partnerships*

The President's FY 2000 budget includes \$70 million for the **English Language and Civics Education Initiative** to help states and communities provide expanded access to high quality English language programs, linked to practical instruction in civics and life skills including how to navigate the workplace, public education system, and other key institutions in American life. This initiative is designed both to help meet the extraordinary demand for English and civics instruction in immigrant communities and to demonstrate our shared commitment to fully integrate new Americans into our social and civic life. States, community-based organizations, local educational agencies, and non-profit organizations are eligible to compete for grants to support English and civics instruction. With \$70 million, the **English Language and Civics Education Initiative** will provide services to approximately 150,000 adults in FY 2000. Overall, the President's FY 2000 budget contains a \$190 million increase for adult education and family literacy.

### Purpose and Rational *newcomers*

Many people who are new to America need more than just our welcome: in order to succeed and become full participants in American life, they need to be able to read and communicate in English and they need to understand the American system -- in the areas of school, work, and community life. The evidence from within immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for ESL instruction in these areas far outweighs the current supply.

English as a Second Language (ESL) instruction is the fastest growing component in adult education -- enrollment in ESL has increased 72 percent over the past ten years. And while there are existing federal programs that provide funding for ESL programs, they are limited and many more programs are needed to meet the overwhelming demand for ESL and civics instruction.<sup>1</sup> For example, the city of Los Angeles has a waiting list of 50,000 people for ESL classes and the state of New York has resorted to a lottery to select from the large number of individuals who wish to learn English. Also, with new immigrants coming to our country there is an increased need for more practical instruction on life in America.

Moreover, there is evidence that English language instruction provided in a community-based setting and in the context of practical instruction is particularly effective for immigrant populations. For example, the Department of Health and Human Services' Office of Refugee Resettlement funds several

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<sup>1</sup> The Department of Education currently funds a \$365 million Adult Education basic grant program. Last year, 46 percent of these dollars (\$166 million) funded ESL programs administered by states. In FY 99, the Department of Education received \$7 million for ESL demonstration programs to provide research and evaluation of the various programs funded under this initiative. (*ED - do we need to say anything more about the \$7 million program here?*) The Department of Health and Human Services (HHS) Office of Refugee Resettlement (ORR) has operated the Community and Family Strengthening Program which addresses the needs of refugees becoming part of the community as well as the community learning about refugees.

SFO

neighborhood-based projects that have proven to be effective in helping refugees gain the knowledge and skills needed to navigate American society. However, only about 10 percent of new immigrants are refugees, so these programs do not reach the vast majority of immigrants. (Lavinia - please elaborate further on this example if necessary).

(See example →)

The English Language and Civics Education Initiative will address the shortage of ESL programs, link these ESL classes to practical instruction in civics and life skills, and allow communities to develop English language / civic education projects tailored to their unique needs and different populations of immigrants.

Family Literacy  
connecting skills  
life skills  
relating to  
civic skills

Wisconsin  
(see examples next page)

[Ron -- you said you were working on language to address this point. Can we cite something on immigrant/LEP parent involvement in the schools and their children's education? ED's 1993 "Descriptive Study of Services to LEP Students" found that "parents of LEP students are less involved in school activities than parents of non-LEP students... They volunteered less often in the classroom and school in general, and also attended school functions less often than other parents." Rep. Goodling went on record after the President's announcement of the adult literacy initiatives last week as being supportive, but he was disappointed about the lack of focus on the family as a whole.]

Eligible Grantees

concentration  
states w/ high LEP population

a grants to states  
b direct grant to areas w/ high concentration of LEP (not necessary in states (a))

States will compete for \$30 million in discretionary grants to support English language/civics instruction on a state-wide basis. These grants would range from \$3 - \$5 million. States could then use these grants to enhance and expand effectively state-wide ESL funds. These funds would augment current state funding levels for English language/civics instruction. [Ron- I've changed sentence slightly—is this still what you had in mind re: state grants? What do we mean by leveraging statewide ESL funds?]

augment state funding

2/3 funds are state general ABE funds

Community based organizations, local education agencies, tribally-controlled schools, institutions of higher education (including community colleges), public libraries, and other non-profits (such as unions, churches, and schools) would compete for another \$40 million in funds. These grants would range from \$150,000 to \$1.5 million.

LEAs

Priority  
need must be great

From 2 tiers of eligibility:  
a 1/2 to states w/ high participation of ESL  
b 20-30 localities high concentration of immigrants (not necessary in states remain in a)

How does it work?

The competitive grant program would be run out of the Department of Education's Office of Vocational and Adult Education (OVAE).

Grants could be used for varied purposes related to the program including English language/civics instruction, staff materials, personnel training, and support services including child care and transportation costs for program participants (if not otherwise available).

Grant recipients would be required to report periodically to the Secretary of Education.

quarter  
semi-annual  
annual

How many people will we serve?

The following neighborhood-based projects incorporate customized-ESL program components:

International Institute of Minnesota for Nuer/Sudanese women who are largely a pre-literate population.

International Rescue Committee(IRC)- San Diego for refugee mothers of pre-school children to learn how to navigate the mainstream child care services and school system.

Survivors International of San Francisco for Iraqi women provides transitional ESL to enable these women to join the job market or other traditional ESL programs.

Jewish Family Services of Colorado primarily for Russian refugees to gain the knowledge and skills to access community resources through a community library system.

LEP parent involvement in the Schools:

Based on the premise that children do better in school when their families are involved, the University of Wisconsin model program, Family and Students Together (FAST) has been especially adapted for Southeast Asian refugee families in several Wisconsin school districts. Parents are provided non-monetary incentives including special orientation to become familiar with and engaged in the U.S. education process of their children. Similarly, the Cambodian Family in Orange County is funded by ORR to provide Cambodian parents the ability to participate in their children's school activities, attending parent-teachers meeting, learn how to assist their children in their homework assignments, and to participate in community-wide parents and schools activities.

With \$70 million, the initiative will be able to provide ESL/civics instruction to approximately 150,000 ~~people~~ **adults**

Grant application requirements

Projects would be expected to address the following issues:

(1) English language education should be linked to: instruction on the rights and responsibilities of citizenship (including civics and U.S. history) and being residents in their communities; navigating various parts of American life including the banking and public school system and the importance of parent involvement and family literacy; accessing employment and improving work skills; using the public transportation system; dealing with housing issues; accessing child care and health care services; understanding their legal rights; participating in voting, paying taxes, and other aspects of American system. Programs should provide a contextual basis for the language instruction itself.

*American  
values &  
issues*

*As share w/ the WIA.*

(2) Proposals should include some performance accountability system to assess the effectiveness of the program as required by the Workforce Investment Act state grant program. The state grant program includes core indicators of performance such as demonstrated improvements in literacy skill levels in reading, writing, and speaking the English language. *[We had some discussion in this area during our last conference call. Ed sent over language from the Workforce Investment Act that I added here. We should discuss this section during out conference call].*

*Competencies  
Completed  
± verified?  
pre-test  
post-test*

(3) Applicants must demonstrate a significant unmet need for these services and a clear need for increased funds for ESL services in their state or community. *such as: waiting list or what other measure applicants use for citizenship? e.g. waiting list description of pop. not accessing these services*

(4) Applicants should consider ways to effectively link with existing programs at the state or local educational and community levels including education, employment, refugee resettlement, housing, and transportation programs. Programs should enhance existing resources (e.g., ESL programs and citizenship classes) in the community and avoid duplication.

(5) Proposals should recognize the unique needs of this population by incorporating flexible and non-traditional approaches, such as evening and weekend hours, technology as a tool to expand access, and providing instruction at the workplace and/or community-based sites. *do these mean a computer lab? long distance learning? do these mean funds can be used to pay for workplace programs?*

(6) Encourage the use of volunteers, including Americorps and VISTA volunteers, mentors from the students' country of origin, and the Retired Senior Volunteer Corps.

(7) Encourage partnerships with employers and/or employer groups to help improve the employment and life skills of their workforce. *through the use of evaluation tools? Should SCANS be named / used in curriculum development?*

*Can:  
creativity  
grammar  
or other  
necessary  
skills*

(8) Programs should also meet the selection criteria identified for grantees under the State grant program. Selection criteria include whether the program provides sufficient intensity and duration for participants to achieve substantial learning gains and whether the activities provide learning in real life contexts to ensure that an individual has the skills necessary to compete in the workplace and exercise the rights and responsibilities of citizenship. *(I added sections from the WIA. Do we need to list other state grant criteria in this document or include it in the RFP?)*

*Are elderly included? up to what age?  
WIA has a 61 yr. age limit*

*Is there a time limit to the provision of training for gaining skills to compete in the workplace  
likewise, is there a time limit for providing training in citizenship?*

*Common Ground Partnership*  
**ENGLISH LANGUAGE AND CIVICS EDUCATION INITIATIVE**

The President's FY 2000 budget includes \$70 million for the **English Language and Civics Education Initiative** to help states and communities provide expanded access to high quality English language programs, linked to practical instruction in civics and life skills including how to navigate the workplace, public education system, and other key institutions in American life. This initiative is designed both to help meet the extraordinary demand for English and civics instruction in immigrant communities and to demonstrate our shared commitment to fully integrate new Americans into our social and civic life. States, community-based organizations, local educational agencies, and non-profit organizations are eligible to compete for grants to support English and civics instruction. With \$70 million, the **English Language and Civics Education Initiative** will provide services to approximately 150,000 adults in FY 2000. Overall, the President's FY 2000 budget contains a \$190 million increase for adult education and family literacy.

**Purpose and Rational**

Many people who are new to America need more than just our welcome: in order to succeed and become full participants in American life, they need to be able to read and communicate in English and they need to understand the American system -- in the areas of school, work, and community life. The evidence from within immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for ESL instruction in these areas far outweighs the current supply.

English as a Second Language (ESL) instruction is the fastest growing component in adult education -- enrollment in ESL has increased 72 percent over the past ten years. And while there are existing federal programs that provide funding for ESL programs, they are limited and many more programs are needed to meet the overwhelming demand for ESL and civics instruction.<sup>1</sup> For example, the city of Los Angeles has a waiting list of 50,000 people for ESL classes and the state of New York has resorted to a lottery to select from the large number of individuals who wish to learn English. Also, with new immigrants coming to our country there is an increased need for more practical instruction on life in America.

Moreover, there is evidence that English language instruction provided in a community-based setting and in the context of practical instruction is particularly effective for immigrant populations. For example, the Department of Health and Human Services' Office of Refugee Resettlement funds several neighborhood-based projects that have proven to be effective in helping refugees gain the knowledge and skills needed to navigate American society. However, only about 10 percent of

new immigrants are refugees, so these programs do not reach the vast majority of immigrants. *(Lavinia - please elaborate further on this example if necessary). See e-mails clarifying that not duplicating only but w/ 2016 immigrants*  
 The English Language and Civics Education Initiative will address the shortage of ESL programs, link these ESL classes to practical instruction in civics and life skills, and allow communities to develop English language / civic education projects tailored to their unique needs and different populations of immigrants.

*[Ron -- you said you were working on language to address this point. Can we cite something on immigrant/LEP parent involvement in the schools and their children's education? ED's 1993 "Descriptive Study of Services to LEP Students" found that "parents of LEP students are less involved in school activities than parents of non-LEP students... They volunteered less often in the classroom and school in general, and also attended school functions less often than other parents." Rep. Goodling went on record after the President's announcement of the adult literacy initiatives last week as being supportive, but he was disappointed about the lack of focus on the family as a whole.]* *Lon will send use 3 pages. Ema 7*

**Eligible Grantees**

States will compete for \$30 million in discretionary grants to support English language/civics instruction on a state-wide basis. These grants would range from \$3 - \$5 million. States could then use these grants to enhance and expand effectively state-wide ESL funds. These funds would augment current state funding levels for English language/civics instruction. ~~*[Ron - I've changed sentence slightly--is this still what you had in mind re: state grants? What do we mean by leveraging statewide ESL funds?]*~~

Community based organizations, local education agencies, tribally-controlled schools, institutions of higher education (including community colleges), public libraries, and other non-profits (such as unions, churches, and schools) would compete for another \$40 million in funds. These grants would range from \$150,000 to \$1.5 million.

**How does it work?**

The competitive grant program would be run out of the Department of Education's Office of Vocational and Adult Education (OVAE).

Grants could be used for varied purposes related to the program including English language/civics instruction, staff materials, personnel training, and support services including child care and transportation costs for program participants (if not otherwise available).

*Ed will revise.*

Grant recipients would be required to report periodically to the Secretary of Education.

### How many people will we serve?

With \$70 million, the initiative will be able to provide ESL/civics instruction to approximately 150,000 people.

### Grant application requirements

Projects would be expected to address the following issues:

(1) English language education should be linked to: instruction on the rights and responsibilities of citizenship (including civics and U.S. history) and being residents in their communities; navigating various parts of American life including the banking and public school system and the importance of parent involvement and family literacy; accessing employment and improving work skills; using the public transportation system; dealing with housing issues; accessing child care and health care services; understanding their legal rights; participating in voting, paying taxes, and other aspects of American system. Programs should provide a contextual basis for the language instruction itself.

(2) Proposals should include some performance accountability system to assess the effectiveness of the program as required by the **Workforce Investment Act** state grant program. The state grant program includes core indicators of performance such as demonstrated improvements in literacy skill levels in reading, writing, and speaking the English language. ~~[We had some discussion in this area during our last conference call. Ed sent over language from the Workforce Investment Act that I added here. We should discuss this section during our conference call].~~

*Ed will embellish*

(3) Applicants must demonstrate a significant unmet need for these services and a clear need for increased funds for ESL services in their state or community.

(4) Applicants should consider ways to effectively link with existing programs at the state or local educational and community levels including education, employment, refugee resettlement, housing, and transportation programs. Programs should enhance existing resources (e.g., ESL programs and citizenship classes) in the community and avoid duplication.

(5) Proposals should recognize the unique needs of this population by incorporating flexible and non-traditional approaches, such as evening and weekend hours, technology as a tool to expand access, and providing instruction at the workplace

*Refugee for matching m-kind + care*

and/or community-based sites.

(6) Encourage the use of volunteers, including Americorps and VISTA volunteers, mentors from the students' country of origin, and the Retired Senior Volunteer Corps.

(7) Encourage partnerships with employers and/or employer groups to help improve the employment and life skills of their workforce.

(8) Programs should also meet the selection criteria identified for grantees under the State grant program. Selection criteria include the whether the program provides sufficient intensity and duration for participants to achieve substantial learning gains and whether the activities provide learning in real life contexts to ensure that an individual has the skills necessary to compete in the workplace and exercise the rights and responsibilities of citizenship. ~~*(I added sections from the WIA. Do we need to list other state grant criteria in this document or include it in the RFP?)*~~

c:\word\eslciv3.17b  
Updated 3/17/99

CC: Irene  
Buono  
#217

Irene -

This paper re:  
English language/civics.  
The redline sections  
on the 2/3 working  
draft are OMB's comments.  
I need to finalize this  
today or tomorrow.  
Can you help w/  
the 3rd bullet under  
rationale? And, any  
other thoughts you have  
are much appreciated.  
Andrea 6-5573

# ENGLISH LANGUAGE AND CIVICS EDUCATION INITIATIVE

Working Draft 02/03/99

## Purpose

Many people who are new to America need more than just our welcome: in order to succeed and become full participants in American life, they need to be able to speak and read in English and they need to understand how our American system works -- in the areas of school, work, and community life. The evidence from within immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for instruction in these areas far outweighs the current supply.

Our goal is to help states and communities provide expanded access to high quality English language proficiency instruction, linked to practical instruction in civics, history, and life skills including how to navigate the banking system, government institutions, the public education system, and/or the workplace. This initiative is designed both to help meet the extraordinary demand for English and civics instruction in immigrant communities as well as to demonstrate the commitment of both immigrants and the larger American society toward full integration of new Americans into our social and civic life.

## Rationale

- There is an increased demand for English language instruction in immigrant communities. English language instruction is the fastest growing component in adult education -- enrollment in ESL has increased 72% over the past ten years. Also, with the significant increases in immigration from Latin America and Asia there is an increased need for more practical instruction on life in America, including how to navigate school, work, public services, etc.
- Community-based [as opposed to what?] English language instruction more effectively serves limited English populations (particularly immigrant populations).
- The link to civic education promotes "One America" goals -- assisting new immigrants to become full participants in American life. [Does ED or INS have information on demand for civics and citizenship instruction?]
- Because each community has different needs and different populations of immigrants, we should encourage communities to develop English language / civic education projects tailored to these specific needs and populations.

[Can we cite something on immigrant/LEP parent involvement in the schools and their children's education? ED's 1993 "Descriptive Study of Services to LEP Students" found that "parents of LEP students are less involved in school activities than parents of non-LEP students. They volunteered less often in the classroom and school in general, and also attended school functions less often than other parents." Rep. Goodling went on record after the President's announcement of the adult literacy initiatives last week as being supportive, but he was disappointed about the

I will try to get for on this bullet.

lack of focus on the family as a whole.]

### Eligible Grantees

States will compete for \$30 million in grants to support English language/civics instruction on a state-wide basis. These grants would range in value from \$3 - \$5 million. States could then effectively leverage state-wide ESL funds in support of this initiative.

Community based organizations, local education agencies, tribally-controlled schools, institutions of higher education (including community colleges), public libraries, and other non-profits (such as unions, churches, and schools) would compete for \$40 million in funds. The non-state [local?] grants would range in value from \$150,000 to \$1.5 million.

### Total Funding Level

The initiative would be funded at \$70 million for FY 2000 -- \$30 million for the state competition; \$40 million for the competition that includes community based organization, etc..

### How does it work?

The competitive grant project would be run out of the Department of Education's Office of Vocational and Adult Education (OVAE).

Grants can be used for varied purposes related to the program including English language/civics instruction, staff materials, personnel training, and support services including child care and transportation costs for program participants (if not otherwise available).

We would require grant recipients to report quarterly to the Secretary of Education.

### Who can we serve?

With \$70 million, the initiative will be able to provide ESL/civics instruction to approximately 150,000 people. [Participants served seems much too small, considering the \$365 million in State grants currently reaches over 4 million adults. If number is correct, need to explain higher unit cost. Is it higher quality? More value added?]

### Grant application requirements:

(1) English language education should be linked to instruction on the rights and responsibilities of citizenship (including civics and U.S. history); the rights and responsibilities associated with being residents in their communities; and/or navigating various parts of American life, including how to use the banking system, accessing employment and improving work skills, navigating the public school system [including active parent involvement and family literacy], using the public transportation system, accessing child care, dealing with housing issues, [accessing health care and health insurance] voting, paying taxes, etc. Program should provide a contextualized basis

for the language instruction itself.

(2) Proposal should identify how the applicant plans to determine the impact of their program; we will expect applicants to have quality controls to assess the impact of their work [such as regular standardized testing? These projects should be accountable in the same way that States are, and they should track performance on the indicators in the Adult Education Act-- achievement gains, college-going, job placement, retention, advancement, etc.]. State applicants will need to demonstrate a clear need for increased funds for ESL services in their state. Ed?

(3) Applicants should consider ways to effectively link with state or local educational institutions.

(4) Proposals should recognize the unique needs of this population by incorporating flexible and non-traditional approaches, such as evening and week-end hours, technology as a tool to expand access, and workplace and/or community-based sites, etc.

(5) Encourage the use of volunteers, including Americorps and VISTA volunteers, mentors from the students' country of origin, and the Retired Senior Volunteer Corps.

(6) Encourage partnerships with employers and/or employer groups to help improve the employment and life skills of their workforce.

(7) Encourage strong links with existing programs at the state, local, and community level, including education, employment, refugee resettlement, housing, and transportation programs.

(8) Must demonstrate significant unmet need for these services.

[Programs should also meet the selection criteria identified for grantees under the State grant program, such as sufficient intensity and duration to produce measurable benefits, use of research-based instructional practices, etc.] Ed?

### Current Initiatives

The Department of Education currently funds a ~~\$361~~ \$365 million Adult Education basic grant program. Under this program, the states decide how much of their Adult Education money to devote to ESL. Last year, 46% of these dollars (\$166 million) went to ESL programs administered by states. However, in many areas there are long waiting lists.

In FY 99, the Department of Education received \$7 million for ESL demonstration programs. They have not yet decided precisely what to do with it. Some of this money could be used to provide research and evaluation of the various programs funded under this initiative.

For the last five years, the Department of Health and Human Services Office of Refugee Resettlement (ORR) has operated the Community and Family Strengthening Program which addresses the needs of refugees becoming part of the community as well as the community

learning about refugees. These projects are designed by the communities to respond to the priorities they determine. However, only about 10% of new immigrants are refugees, so these programs do not reach the vast majority of immigrants.

[Should verify and mention that INS does not have any programs currently that meet the needs addressed by this program.]



Ronald\_Pugsley @ ed.gov (Ronald Pugsley)  
02/16/99 01:01:35 PM

Record Type: Record

To: Andrea Kane/OPD/EOP

cc:

Subject: Re: English language/civics initiative

---

Andrea, with the holiday behind us we can now give more attention to this initiative -- the following are additional comments to the draft:

Under Rationale....

1. Regarding OMB's question, we do not know how many immigrants have children who are in the eligible age range for family literacy. Second, we have very limited information on scope or size of family literacy programs under the aegis of adult education.

Under Eligible Grantees....

1. add "discretionary" before grants. We do not want confusion with formula grants.
2. To maximize the impact of discretionary grants, I believe we should be advocating multi-year discretionary grants, with the first year appropriation, subsequent funding to depend on availability of funds.
3. I would recommend a 25% match by the provider. This provision will not settle well with CBOs...but "in-kind" support can be used to satisfy provision.

Under Who Can We Serve?....

1. The OMB question minimizes the state/local contribution which produces the 4 million results, i.e., an additional \$900,000 to \$1 billion. As I noted last week, we suggested a target of 233,000 with the \$70 million (@ \$300 per enrollee); the lower figure, however, is important given the capacity building thrust of this initiative.



"Pugsley, Ronald" <Ronald\_Pugsley @ ed.gov >  
02/12/99 05:02:00 PM

Record Type: Record

To: Andrea Kane/OPD/EOP  
cc: "Newcomb, Sarah" <Sarah\_Newcomb @ ed.gov >, "Campbell, Joyce" <Joyce\_Campbell @ ed.gov >  
Subject: RE: English language/civics initiative

---

Andrea, a few initial responses [not too heavy as I want you to have a good holiday]. We can discuss further on Tuesday if you wish.

Under rationale-- I would be inclined to delete the second bullet; if you have a need to include, then I would say, "Many community-based..." Under the third bullet, I would prefer to say "Common Ground" goals rather than "One America" goals.

We will develop some language for you re: immigrant/LEP parent. OMB's point is a good one.

Under who can we serve? The reason for the higher unit cost relates to  
1) improving the capacity to deliver ESL services, and 2) development  
and implementation of a high quality civics/life skills component that  
is contextualized to the instruction.

\_\_\_\_\_ Reply Separator

---

Subject: RE: English language/civics initiative  
Author: "Andrea\_Kane@opd.eop.gov" [SMTP:Andrea\_Kane@opd.eop.gov] at USDOED  
Date: 2/12/99 9:35 AM

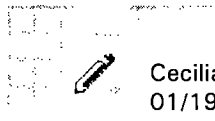
great - thanks

DRAFT

**English Literacy/Civics Outreach**

2/1

Cecilia Munoz	La Raza
Josh Bernstein	Immigration Law Center
Genie Cohen	IAJVS
Ann Morse	State/Local Immigration Project
Lavinia Limon	ORR
Charles Romeo	ConAgra
	Welfare-to-Work Partnership



Cecilia E. Rouse  
01/19/99 05:19:42 PM

Record Type: Record

To: Andrea Kane/OPD/EOP

cc:

Subject: Adult Literacy

Andrea,

Given that you'll be the one who's around this spring, would you please remind people of one thing: the adult literacy initiative is NOT about reducing adult "illiteracy"! Many of the people who lack basic skills are NOT illiterate (even though they lack basic skills!) This drives the folks at NIFL crazy and given the mix-up that occurred in the background paper, I think that it's a tendency that folks will have this spring.

Thanks.

-- Ceci

**CLOSING THE SKILLS GAP:  
PRESIDENT CLINTON'S ADULT EDUCATION AND  
FAMILY LITERACY, RE-EMPLOYMENT,  
AND YOUTH EMPLOYMENT INITIATIVES**

*January 28, 1999*

**Today, President Clinton Announces A \$965 Million Three-Part Initiative To Close America's Skills Gap.** In *Putting People First*, candidates Bill Clinton and Al Gore outlined a vision for lifelong learning, stating that workers should be "able to choose advanced skills training, the chance to earn a high school diploma, or the opportunity to learn to read. And we will streamline the confusing array of publicly funded training programs." Last year, President Clinton signed the Workforce Investment Act transforming the job training system by streamlining services and empowering workers with a simple skills grant so that they can choose the training they need. However, more work needs to be done. Today, President Clinton is announcing that his FY2000 budget includes a \$965 million three-part initiative to address the skills gap:

- (1) *A \$190 Million Increase for Adult Education And Family Literacy Initiative;*
- (2) *A \$368 Million Increase for Universal Re-employment Initiative; and*
- (3) *A \$405 Million Increase for Youth Employment Initiative.*

**America Faces A Skills Gap.** The evidence of a skills gap in America is pervasive. On average, employers report that one out of every five of their workers is not fully proficient in his or her job. In manufacturing, 88 percent of companies are having trouble finding qualified applicants for at least one job function. And according to one recent survey, more than 60 percent of corporate leaders say that the number one barrier to sustained economic growth is the lack of a skilled workforce. More than half -- 56 percent -- of establishments report that restructuring and the introduction of new technology has increased the skill requirements for non-managerial employees.

**The President's Budget Includes a Comprehensive Package to Help Us Educate and Train American Workers to Fill the Jobs of the 21st Century.** This comprehensive strategy has three parts:

1. **An Adult Education and Family Literacy Initiative.** Today, 44 million adults struggle with a job application, cannot read to their children, or cannot fully participate in our economic and civic life because they lack basic skills or English proficiency. Many have a learning disability and are not aware of it. Often, they do not know where to get help, are embarrassed to seek it, or cannot seek it because of family responsibilities. Others are immigrants who face long waiting lists in many places where they seek English-language instruction. For some individuals, these low basic skills present a challenge in moving off welfare and succeeding in the workforce.

The goal of the Adult Literacy initiative is to bring Presidential leadership and focus to a pressing national problem by demanding improvements in the quality of adult basic education programs and increasing funding to help States both meet the new quality goals and serve more people. This initiative includes:

- **\$95 Million Increase -- to \$468 Million -- to Expand Adult Education State Grants and Challenge State and Local Governments to Join Us in Dramatically Increasing Program Quality.** By the year 2005 the President's goal is for the Nation as a whole to: Increase the number of full-time teachers by 20%; Double the number of instructional hours per student; Triple the number of computer stations available at adult education centers; and more than double the amount of child care and counseling services offered in Federal, State, and local adult education programs.
  - **\$70 Million for an English Literacy/Civics Initiative.** This initiative provides competitive grants to States and communities for expanded access to high quality English language instruction linked to practical instruction in civics and life skills including how to navigate the workplace, public education system, and other essentials.
  - **\$23 Million for "America Learns Technology."** One of the important keys to higher quality adult education is effective use of advanced technology. This initiative will increase access to technology for adult learners by supporting high quality software, pilot projects in 40 communities, and advanced research and development.
  - **\$2 Million for a "High Skills Communities" Campaign.** The President's campaign will mobilize States and local communities to implement strategies to promote adult education and lifelong learning. Part of this initiative will provide up to 10 communities \$50,000 awards annually for achieving concrete results so that other communities know what works and what doesn't work.
  - **10% Workplace Education Tax Credit.** Employers who provide certain workplace literacy, English language instruction, and basic education programs will be allowed a 10 percent income tax credit for eligible educational expenses, with a maximum credit of \$525 per participating employee per year.
2. **A Universal Re-Employment Initiative.** The President's FY2000 budget makes a five-year commitment to our Nation's reformed job training system. Specifically, President Clinton proposes to put us on a path that ensures that within five years (1) all displaced workers will receive the job training they want and need; (2) all people who lose their jobs due to no fault of their own will get the re-employment services they need; and (3) all Americans will have access to One-Stop Career Centers. This initiative includes:
- **\$190 Million Increase In Dislocated Worker Program to Put Us On Track To**

**Ensure Every Dislocated Worker Gets The Training They Need.** Since 1993, dislocated worker funding has been expanded by 171 percent -- helping to serve 689,100 this year, well more than double the 306,300 workers served in 1993. The President's FY2000 budget increases funding for the dislocated worker program by \$190 million -- helping to serve an additional 169,400 workers this year. This would put us on path to ensuring *every* dislocated worker can get the job training he or she needs.

- **Expansion of Employment Service To Put Us on Path To Ensure Every Person Who Loses Their Job Due to No Fault of Their Own Gets the Re-Employment Services They Need.** Today, many workers do not get the job search assistance or other types of re-employment services they need. Therefore, the President's FY2000 budget expands the budget of the Employment Service (ES) to put us on a path to serve within five years the 1.4 million people who lost their job due to no fault of their own *and* do not receive the re-employment services they need.
- **Providing Every American Access To One-Stop Career Centers -- Helping Americans Informed Decisions About Their Futures.** As part of the Workforce Investment Act, every area of the country will have a One-Stop Career Center. Now, we must ensure every American has access to the information available at the One-Stops. The President's budget does just that -- providing \$65 million to take the following steps:
  - First, the President's budget will put in place a system so that the unemployed get job leads the moment they apply for Unemployment Insurance -- transforming our unemployment system into a re-employment system.
  - Second, the plan will create a nationwide toll-free telephone system so that *all* workers will be able to find out what services are available and where they can go to receive them. Every American will have universal access to the services and programs available through One-Stop Career Centers.
  - Third, the plan will ensure that workers will be able to get job search information at 4,000 Community-Based Organizations.
  - Fourth, the plan will create 100 new mobile One-Stop Career Centers -- designed to bring the information and services to rural residents and help the Labor Department's existing rapid response teams provide workers the information they need to get back to work.
  - Fifth, the plan will include funds to help the disabled and the blind benefit from One-Stop Career Centers, including a talking America's Job Bank (AJB), which will be developed in conjunction with the National Federation for the Blind.

3. **Disadvantaged Youth Initiatives.** Dealing with the problems of at-risk youth is one of

the major challenges facing the Nation. In December 1998, the national unemployment rate was just 4.3 percent -- the lowest peacetime level in 41 years. However, while the unemployment rate among African-American teens (aged 16-19) also reached its lowest peacetime level in four decades, it was still *6.5 times* higher than the national average and much higher than the rate for white youth. The goal of the youth employment initiative is to fund promising approaches to increase the educational attainment and employment rates of disadvantaged youth. In addition to an increase in JobCorps and another \$250 million investment in Youth Opportunity Areas, this initiative includes:

- **YouthBuild Expanded by More than 75 Percent.** The FY2000 budget expands YouthBuild by \$32.5 million -- more than 75 percent. This means that we will provide \$75 million for the YouthBuild program that provides disadvantaged young adults with education and employment skills by rehabilitating and building housing for low-income and homeless people.
- **New \$100 Million "Right-Track" Partnership To Reduce Drop-Out Rate.** The President's balanced budget provides \$100 million for "Right Track Partnerships" to promote partnerships between schools, employers, and community-based organizations that devise innovative community-wide approaches to increase the rate at which economically disadvantaged and limited-English proficient youth complete and excel in high school and subsequently increase the rate at which these youth go on to post-secondary education, training, and higher paying careers. This new proposal builds on last year's Hispanic Education Action Plan, which received nearly \$500 million for FY1999.
- **Doubles GEAR-UP for College Program.** President Clinton's balanced budget doubles funding -- from \$120 million in FY99 to \$240 million in FY2000 -- for the GEAR UP program that supports States and partnerships between high-poverty middle or junior high schools and colleges to help low-income children prepare for and enroll in college. In 2000, GEAR UP will reach 381,000 students.
- **New \$50 Million Regional Youth Employment Initiative.** The President's balanced budget provides \$50 million for a Regional Empowerment Zone Program to assist urban Empowerment Zones and Enterprise Communities (EZ/ECs) in linking their economic development strategies to their broader metropolitan regional economies in order to increase the employment of disadvantaged youth.
- **\$65 Million to Prepare Disadvantaged Youth for Success in College.** The President's budget will include a \$30 million increase in federal TRIO programs, including Upward Bound, to fund outreach, counseling, and educational support to help disadvantaged students prepare for academic success in college. The budget will also include \$35 million for a new initiative to help disadvantaged students stay in college and earn diplomas.

~~Q. 02/25/99~~ FRI  
Wagner Elliott 9:00  
Am  
11-1502

## ENGLISH LANGUAGE AND CIVICS EDUCATION

Working Draft 02/25/99

The President's FY 2000 budget includes \$70 million for an adult literacy initiative to help states and communities provide expanded access to high quality English language proficiency instruction, linked to practical instruction in civics and life skills including how to navigate the workplace, public education system, and other key institutions in American life. This initiative is designed both to help meet the extraordinary demand for English and civics instruction in immigrant communities and to demonstrate our shared commitment to fully integrate new Americans into our social and civic life. States, community-based organizations, local educational agencies, and other non-profits organizations will compete for grants to support English proficiency and civics instruction. With \$70 million, the initiative will be able to provide English language and civics instruction services to approximately 150,000 people adults in FY 2000. Overall, the President's FY 2000 budget contains a \$190 million increase for adult education and family literacy.

### Purpose and Rationale

Many people who are new to America need more than just our welcome: in order to succeed and become full participants in American life, they need to be able to speak and read and communicate in English and they need to understand how our American system works -- in the areas of school, work, and community life. The evidence from within immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for instruction in these areas far outweighs the current supply.

English as a Second Language (ESL) instruction is the fastest growing component in adult education -- enrollment in ESL has increased 72% over the past ten years. Also, with the significant increases in immigration from Latin America and Asia (and more recently Eastern Europe) there is an increased need for more practical instruction on life in America. There is evidence [from refugee resettlement initiatives?] that English language instruction provided in a community-based setting and in the context of practical instruction is particularly effective for immigrant populations [Ed -- do you have other evidence or should we just say there is high demand for? Lavinia, can we cite evidence from refugee projects?].

→ CTR funds several projects where maybe found that neighborhood based, daily competencies more effective  
San Diego - home based African women, daily animal skills  
flexible  
maybe drop specific  
at the work hours  
me + post train  
Spring instr.  
T. A. for  
ESL programs  
- with genl

Our goal is to help states and communities provide expanded access to high quality English language proficiency instruction, linked to practical instruction in civics, history, and life skills including how to navigate the workplace, banking system, public education system, and other public institutions. This initiative is designed both to help meet the extraordinary demand for English and civics instruction in immigrant communities as well as to demonstrate the commitment of both immigrants and the larger American society toward full integration of new Americans into our social and civic life.

The initiative will allow communities to develop English language / civic education projects

tailored to their unique needs and different populations of immigrants.

[Ron-- you said you were working on language to address this point. Can we cite something on immigrant/LEP parent involvement in the schools and their children's education? ED's 1993 "Descriptive Study of Services to LEP Students" found that "parents of LEP students are less involved in school activities than parents of non-LEP students.. They volunteered less often in the classroom and school in general, and also attended school functions less often than other parents." Rep. Goodling went on record after the President's announcement of the adult literacy initiatives last week as being supportive, but he was disappointed about the lack of focus on the family as a whole.]

*ED will work on this*

Eligible Grantees

States will compete for \$30 million in discretionary grants to support English language/civics instruction on a state-wide basis. These grants would range from \$3 - \$5 million. States could then use these grants to effectively leverage state-wide ESL funds in support of this initiative [Ron- I've changed sentence slightly--is this still what you had in mind re: state grants? What do we mean by leveraging statewide ESL funds?]

*funding ends*

*Julia will work on it*

*Should adjust to support*

Community based organizations, local education agencies, tribally-controlled schools, institutions of higher education (including community colleges), public libraries, and other non-profits (such as unions, churches, and schools) would compete for another \$40 million in funds. The non-state grants would range from \$150,000 to \$1.5 million.

How does it work?

The competitive grant project would be run out of the Department of Education's Office of Vocational and Adult Education (OVAE).

Grants could be used for varied purposes related to the program including English language/civics instruction, staff materials, personnel training, and support services including child care and transportation costs for program participants (if not otherwise available).

Grant recipients would be required to report quarterly to the Secretary of Education [Ron - what would we expect them to report quarterly? OMB would also like to know, too. Quarterly reports do seem excessively burdensome].

Who can we serve?

With \$70 million, the initiative will be able to provide ESL/civics instruction to approximately 150,000 people. [note to OMB - ED says the 4 million you cite includes the state/local contribution; the 150,000 here is just based on the federal amount. The 150,000 amounts to about \$470 per person, which is higher than typical adult ed to recognize capacity building, non-traditional providers, and the more comprehensive array of services here. I think it's fair to say this was a best estimate. NEW OMB COMMENT: Okay.]

*Advised high schools have discretionary to do this. OMB - no legislation needed - includes the ESL civics, techno grants, \$101 m for ntl leadership activities -*

Grant application requirements

Projects would be expected to address the following issues:

*demonstrated →*

*Anti + comm law  
+ immigration  
law*

(1) English language education should be linked to instruction on the rights and responsibilities of citizenship (including civics and U.S. history); the rights and responsibilities associated with being residents in their communities; and/or navigating various parts of American life, including how to use the banking system, accessing employment and improving work skills, navigating the public school system including active parent involvement and family literacy, using the public transportation system, accessing child care, dealing with housing issues, accessing health care and health insurance, voting, paying taxes, etc. Program should provide a contextualized basis for the language instruction itself.

*3 core indicators - demonstrated  
in WITA - do apply to Adult Ed  
+ other general ones*

*citizenship  
test  
technical  
don't  
have to  
be  
covered  
by WITA  
but  
we send  
wrong  
info  
no 7x*

*mean to  
achieve  
need to  
have  
further  
discussion*

(2) Proposal should identify how the applicant plans to determine the impact of their program; we will expect applicants to have quality controls and accountability measures to assess the impact of their work [OMB says: such as regular standardized testing? These projects should be accountable in the same way that States are, and they should track performance on the indicators in the Adult Education Act--achievement gains, college-going, job placement, retention, advancement, etc. I am not an education expert and I certainly agree there should be accountability, but are these appropriate measures for these services? I know we need to get this moving so perhaps we can have further discussions but could we agree just to add "accountability measures" for now as I have above?]. State applicants will need to demonstrate a clear need for increased funds for ESL services in their state.

*not supplant existing services*

*← these funds will augment  
a community*

(3) Applicants should consider ways to effectively link with state or local educational institutions.

(4) Proposals should recognize the unique needs of this population by incorporating flexible and non-traditional approaches, such as evening and week-end hours, technology as a tool to expand access, and workplace and/or community-based sites, etc.

(5) Encourage the use of volunteers, including Americorps and VISTA volunteers, mentors from the students' country of origin, and the Retired Senior Volunteer Corps.

(6) Encourage partnerships with employers and/or employer groups to help improve the employment and life skills of their workforce.

(7) Encourage strong links with existing programs at the state, local, and community level, including education, employment, refugee resettlement, housing, and transportation programs. Programs should build upon and improve existing resources (e.g., ESL programs and citizenship classes) in the community and avoid duplication.

*enhance*

*note II  
S  
WITA  
Adult Ed +  
family liter.*

(8) Must demonstrate significant unmet need for these services.

(9) Programs should also meet the selection criteria identified for grantees under the State grant program, such as sufficient intensity and duration to produce measurable benefits, use of research-

*work*

*need to make concerted effort to emphasize  
quality*

based instructional practices, etc. [I went ahead and incorporated OMB comment here - ED are you OK with this?]

*Program*  
Current Initiatives [note to all: I'm inclined to take this section out of the document to be used for public distribution -- it was really for our internal background. However, I do think a sentence or two in the purpose/rationale about how most there are no resources currently dedicated to meeting the needs for combined instruction in english and practical skills for the vast majority of immigrants who are not refugees would help make the case. What do you think? ED, do you know any more about the \$7million yet?]

The Department of Education currently funds a \$365 million Adult Education basic grant program. Under this program, the states decide how much of their Adult Education money to devote to ESL. Last year, 46% of these dollars (\$166 million) went to ESL programs administered by states. However, in many areas there are long waiting lists for ESL.

In FY 99, the Department of Education received \$7 million for ESL demonstration programs. They have not yet decided precisely what to do with it. Some of this money could be used to provide research and evaluation of the various programs funded under this initiative.

*Nia will check on language*

For the last five years, the Department of Health and Human Services Office of Refugee Resettlement (ORR) has operated the Community and Family Strengthening Program which addresses the needs of refugees becoming part of the community as well as the community learning about refugees. These projects are designed by the communities to respond to the priorities they determine. However, only about 10% of new immigrants are refugees, so these programs do not reach the vast majority of immigrants.

*probably not*

[Irene - I think this is right, but can you verify... INS does not have any programs currently that meet the needs addressed by this program. ]

*match:*  
State matching req. in adult ed grants - 25%  
not applied to locals  
wd we require new match \$ from states?  
for comm based, match cd be an issue?  
ORR community + family strengthening grants - has progressive grant requirement.  
if demo, do not need match initially  
cd give preference for match in application - ~~used~~  
Evaluation - no \$ specifically for evaluation



**Irene Bueno**

03/17/99 07:45:10 PM



Record Type: Record

To: See the distribution list at the bottom of this message

cc: Irene Bueno/OPD/EOP

Subject: ESL/Civics Fact Sheet



ESLCIV3.1

ESL/Civics Initiative Group:

As Andrea Kane mentioned during the last conference call, I will be working with her on this initiative. I have replaced Julie Fernandes at the DPC.

Attached is the updated ESL/Civics Initiative document . Based on our last conference call, I made changes and revised the document in other ways. There are still a few outstanding questions. Please review and let me know if you have the answers or ideas about how to approach the questions or if you have any other comments.

I would like to schedule a conference call on Tuesday, March 23 at 3:15 pm. During this conference call, I would like to finalize this document and to discuss legislative and outreach strategies. I understand that questions about this program were raised during a House Appropriations hearing last week but generally Subcommittee members were supportive. Please let me know if you are available at that time (Education - please invite someone from your Legislative office). I will send more information to confirm the conference call at a later time.

Please let me know if you have any questions or comments about the document, meetings, or anything related to this initiative.

Thanks.

Irene Bueno  
456-6558

Message Sent To: \_\_\_\_\_

Andrea Kane/OPD/EOP  
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Leslie S. Mustain/OMB/EOP  
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## ENGLISH LANGUAGE AND CIVICS EDUCATION INITIATIVE

The President's FY 2000 budget includes \$70 million for the **English Language and Civics Education Initiative** to help states and communities provide expanded access to high quality English language programs, linked to practical instruction in civics and life skills including how to navigate the workplace, public education system, and other key institutions in American life. This initiative is designed both to help meet the extraordinary demand for English and civics instruction in immigrant communities and to demonstrate our shared commitment to fully integrate new Americans into our social and civic life. States, community-based organizations, local educational agencies, and non-profit organizations are eligible to compete for grants to support English and civics instruction. With \$70 million, the **English Language and Civics Education Initiative** will provide services to approximately 150,000 adults in FY 2000. Overall, the President's FY 2000 budget contains a \$190 million increase for adult education and family literacy.

### Purpose and Rational

Many people who are new to America need more than just our welcome: in order to succeed and become full participants in American life, they need to be able to read and communicate in English and they need to understand the American system -- in the areas of school, work, and community life. The evidence from within immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for ESL instruction in these areas far outweighs the current supply.

English as a Second Language (ESL) instruction is the fastest growing component in adult education -- enrollment in ESL has increased 72 percent over the past ten years. And while there are existing federal programs that provide funding for ESL programs, they are limited and many more programs are needed to meet the overwhelming demand for ESL and civics instruction.<sup>1</sup> For example, the city of Los Angeles has a waiting list of 50,000 people for ESL classes and the state of New York has resorted to a lottery to select from the large number of individuals who wish to learn English. Also, with new immigrants coming to our country there is an increased need for more practical instruction on life in America.

Moreover, there is evidence that English language instruction provided in a community-based setting and in the context of practical instruction is particularly effective for immigrant populations. For

---

<sup>1</sup> The Department of Education currently funds a \$365 million Adult Education basic grant program. Last year, 46 percent of these dollars (\$166 million) funded ESL programs administered by states. In FY 99, the Department of Education received \$7 million for ESL demonstration programs to provide research and evaluation of the various programs funded under this initiative. (*ED - do we need to say anything more about the \$7 million program here?*) The Department of Health and Human Services (HHS) Office of Refugee Resettlement (ORR) has operated the Community and Family Strengthening Program which addresses the needs of refugees becoming part of the community as well as the community learning about refugees.

example, the Department of Health and Human Services' Office of Refugee Resettlement funds several neighborhood-based projects that have proven to be effective in helping refugees gain the knowledge and skills needed to navigate American society. However, only about 10 percent of new immigrants are refugees, so these programs do not reach the vast majority of immigrants. *(Lavinia - please elaborate further on this example if necessary).*

The **English Language and Civics Education Initiative** will address the shortage of ESL programs, link these ESL classes to practical instruction in civics and life skills, and allow communities to develop English language / civic education projects tailored to their unique needs and different populations of immigrants.

*[Ron -- you said you were working on language to address this point. Can we cite something on immigrant/LEP parent involvement in the schools and their children's education? ED's 1993 "Descriptive Study of Services to LEP Students" found that "parents of LEP students are less involved in school activities than parents of non-LEP students...They volunteered less often in the classroom and school in general, and also attended school functions less often than other parents." Rep. Goodling went on record after the President's announcement of the adult literacy initiatives last week as being supportive, but he was disappointed about the lack of focus on the family as a whole.]*

### **Eligible Grantees**

States will compete for \$30 million in discretionary grants to support English language/civics instruction on a state-wide basis. These grants would range from \$3 - \$5 million. States could then use these grants to enhance and expand effectively state-wide ESL funds. These funds would augment current state funding levels for English language/civics instruction. *[Ron- I've changed sentence slightly--is this still what you had in mind re: state grants? What do we mean by leveraging statewide ESL funds?]*

Community based organizations, local education agencies, tribally-controlled schools, institutions of higher education (including community colleges), public libraries, and other non-profits (such as unions, churches, and schools) would compete for another \$40 million in funds. These grants would range from \$150,000 to \$1.5 million.

### **How does it work?**

The competitive grant program would be run out of the Department of Education's Office of Vocational and Adult Education (OVAE).

Grants could be used for varied purposes related to the program including English language/civics instruction, staff materials, personnel training, and support services including child care and transportation costs for program participants (if not otherwise available).

Grant recipients would be required to report periodically to the Secretary of Education.

## How many people will we serve?

With \$70 million, the initiative will be able to provide ESL/civics instruction to approximately 150,000 people.

## Grant application requirements

Projects would be expected to address the following issues:

- (1) English language education should be linked to: instruction on the rights and responsibilities of citizenship (including civics and U.S. history) and being residents in their communities; navigating various parts of American life including the banking and public school system and the importance of parent involvement and family literacy; accessing employment and improving work skills; using the public transportation system; dealing with housing issues; accessing child care and health care services; understanding their legal rights; participating in voting, paying taxes, and other aspects of American system. Programs should provide a contextual basis for the language instruction itself.
- (2) Proposals should include some performance accountability system to assess the effectiveness of the program as required by the *Workforce Investment Act* state grant program. The state grant program includes core indicators of performance such as demonstrated improvements in literacy skill levels in reading, writing, and speaking the English language. *[We had some discussion in this area during our last conference call. Ed sent over language from the Workforce Investment Act that I added here. We should discuss this section during our conference call].*
- (3) Applicants must demonstrate a significant unmet need for these services and a clear need for increased funds for ESL services in their state or community.
- (4) Applicants should consider ways to effectively link with existing programs at the state or local educational and community levels including education, employment, refugee resettlement, housing, and transportation programs. Programs should enhance existing resources (e.g., ESL programs and citizenship classes) in the community and avoid duplication.
- (5) Proposals should recognize the unique needs of this population by incorporating flexible and non-traditional approaches, such as evening and weekend hours, technology as a tool to expand access, and providing instruction at the workplace and/or community-based sites.
- (6) Encourage the use of volunteers, including Americorps and VISTA volunteers, mentors from the students' country of origin, and the Retired Senior Volunteer Corps.
- (7) Encourage partnerships with employers and/or employer groups to help improve the employment and life skills of their workforce.
- (8) Programs should also meet the selection criteria identified for grantees under the State grant program. Selection criteria include the whether the program provides sufficient intensity and duration for participants to achieve substantial learning gains and whether the activities provide learning in real life contexts to ensure that an individual has the skills necessary to compete in the workplace and exercise the rights and responsibilities of citizenship. *(I added sections from the WIA. Do we need to*

*list other state grant criteria in this document or include it in the RFP?)*

c:\word\eslciv3.17b  
Updated 3/17/99

Andrea Kane

Andrea -  
Attached are my suggested edits. I will let you know as soon I hear back from INS.  
Jen

Record Type: Record  
To: See the distribution list at the bottom of this message  
cc:  
Subject: English language/civics initiative

At long last, here is a somewhat revised version of the paper on this initiative. It incorporates most of OMB and ED's comments so far, though I've bracketed those where there are questions/issues still. I've reformatted a bit and added a summary paragraph at the beginning. ED has suggested 25% match from providers (including in-kind). I need to go back to see if we discussed this before. What is the standard practice for adult ed discretionary grants? Irene has recently joined DPC in Julie Fernandes' position. I had hoped to get at least some version of this finalized by the end of the week so we can begin giving it out to interested parties as early as Monday. Would folks be available for a quick conference call at 3:30 Friday to go through this?



esl0225.wp

Message Sent To:

- Ronald Pugsley @ ed.gov
- Wei-Min C. Wang/OMB/EOP
- Wayne Upshaw/OMB/EOP
- Leslie S. Mustain/OMB/EOP
- Irene Bueno/OPD/EOP
- Jonathan H. Schnur/OPD/EOP

monica\_franzer@ed.gov  
Kathleen  
Sara Nwame

Conf Call 3/1/99

- INS got calls after POTUS announced.
- Budget process underway
- No legislation needed, under ~~Adult Edu + Nat'l~~ leadership demo project \$101 million
- Need approvals.
- Outstanding issues
  - o Reporting
  - o QC + Accountability Measure
  - o matching
- Matching irrelevant due to state oversight - think about later
  - Local + entity =
  - Other options
    - o Give points for local spend
    - o match
- Evaluation - need \$ sum? 205 54511
- Next week of call.

# ENGLISH LANGUAGE AND CIVICS EDUCATION INITIATIVE ✓

Working Draft 02/25/99

*English Language and Civics Education Initiative*

The President's FY 2000 includes \$70 million for an ~~adult literacy initiative~~ to help states and communities provide expanded access to high quality English language proficiency instruction, linked to practical instruction in civics and life skills including how to navigate the workplace, public education system, and other key institutions in American life. This initiative is designed both to help meet the extraordinary demand for English and civics instruction in immigrant communities and to demonstrate our shared commitment to fully integrate new Americans into our social and civic life. States, community-based organizations, local education agencies, and other non-profits will compete for grants to support English proficiency and civics instruction. With \$70 million, the initiative will ~~be able to~~ provide English language and civics instruction to approximately 150,000 people in FY 2000. Overall, the President's FY 2000 budget contains a \$190 million increase for adult education and family literacy. ✓

## Purpose and Rationale

Many people who are new to America need more than just our welcome: in order to succeed and become full participants in American life, they need to ~~be able to~~ speak and read in English and they need to understand ~~how~~ our American system ~~works~~ -- in the areas of school, work, and community life. The evidence from within immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for instruction in these areas far outweighs the current supply of ~~classes offered to teach~~ these programs. ✓

Language instruction is the fastest growing component in adult education -- enrollment in (ESL) ~~English~~ has increased 72% over the past ten years. Also, ~~with the significant increases in immigration from Latin America and Asia there is an increased need for more practical instruction on life in America.~~ There is evidence [from refugee resettlement initiatives?] that English language instruction provided in a community-based setting and in the context of practical instruction is particularly effective for immigrant populations [Ed -- do you have other evidence or should we just say there is high demand for? Lavinia, can we cite evidence from refugee projects?] ✓

*States don't collect the collect data or unreliable - DC, LA, NY - well email info (from Kearney, Fran @ Cal. 05) 362 0200*

Our goal is to help states and communities provide expanded access to high quality English language proficiency instruction, linked to practical instruction in civics, history, and life skills including ~~how~~ <sup>ways</sup> to navigate the workplace, banking system, public education system, and other public institutions. This initiative is designed both to help meet the extraordinary demand for English and civics instruction in immigrant communities as well as to demonstrate the commitment of both ~~the~~ <sup>the</sup> immigrant and the larger American ~~society~~ <sup>community</sup> toward full integration of new Americans into ~~our social and civic life.~~ <sup>community</sup> ✓

The initiative will allow communities to develop English language / civic education projects tailored to their unique needs and different populations of immigrants.

*English as a Second Language courses*

*flexibility in hours*

[Ron -- you said you were working on language to address this point. Can we cite something on immigrant/LEP parent involvement in the schools and their children's education? ED's 1993 "Descriptive Study of Services to LEP Students" found that "parents of LEP students are less involved in school activities than parents of non-LEP students. They volunteered less often in the classroom and school in general, and also attended school functions less often than other parents." Rep. Goodling went on record after the President's announcement of the adult literacy initiatives last week as being supportive, but he was disappointed about the lack of focus on the family as a whole.]

*Sultana  
Wen  
Lavin*

Eligible Grantees

States will compete for \$30 million in discretionary grants to support English language/civics instruction on a state-wide basis. These grants would range from \$3 - \$5 million. States could then use these grants to effectively leverage state-wide ESL funds in support of this initiative [Ron- I've changed sentence slightly--is this still what you had in mind re: state grants? What do we mean by leveraging statewide ESL funds?]

*Example Supplemental to August - current funding levels.*  
Community based organizations, local education agencies, tribally-controlled schools, institutions of higher education (including community colleges), public libraries, and other non-profits (such as unions, churches, and schools) would compete for another \$40 million in funds. The non-state grants would range from \$150,000 to \$1.5 million.

How does it work?

The competitive grant project would be run out of the Department of Education's Office of Vocational and Adult Education (OVAE).

Grants could be used for varied purposes related to the program including English language/civics instruction, staff materials, personnel training, and support services including child care and transportation costs for program participants (if not otherwise available).

Grant recipients would be required to report quarterly to the Secretary of Education [Ron - what would we expect them to report quarterly?]

*Ed may say no burden  
further discuss if need be - Ed think  
about it.*

Who can we serve?

With \$70 million, the initiative will be able to provide ESL/civics instruction to approximately 150,000 people. [note to OMB - ED says the 4 million you cite includes the state/local contribution; the 150,000 here is just based on the federal amount. The 150,000 amounts to about \$470 per person, which is higher than typical adult ed to recognize capacity building, non-traditional providers, and the more comprehensive array of services here. I think it's fair to say this was a best estimate]

Grant application requirements

Projects would be expected to address the following issues:

(1) English language education should be linked to instruction on the rights and responsibilities of citizenship (including civics and U.S. history); the rights and responsibilities associated with being residents in their communities; and/or navigating various parts of American life, including how to use the banking system, accessing employment and improving work skills, navigating the public school system including active parent involvement and family literacy, using the public transportation system, accessing child care, dealing with housing issues, accessing health care and health insurance, voting, paying taxes, etc. Program should provide a contextualized basis for the language instruction itself.

Ⓢ  
legal issues  
criminal,  
and other  
issues

(2) Proposal should identify how the applicant plans to determine the impact of their program; we will expect applicants to have quality controls and accountability measures to assess the impact of their work. [OMB says: such as regular standardized testing? These projects should be accountable in the same way that States are, and they should track performance on the indicators in the Adult Education Act--achievement gains, college-going, job placement, retention, advancement, etc. I am not an education expert and I certainly agree there should be accountability, but are these appropriate measures for these services? I know we need to get this moving so perhaps we can have further discussions but could we agree just to add "accountability measures" for now as I have above?]. State applicants will need to demonstrate a clear need for increased funds for ESL services in their state or community.

Pick out appropriate factors

augment funds.  
Test competency of that subject  
need further discussion

(3) Applicants should consider ways to effectively link with state or local educational institutions.

(4) Proposals should recognize the unique needs of this population by incorporating flexible and non-traditional approaches, such as evening and week-end hours, technology as a tool to expand access, and workplace and/or community-based sites, etc.

(5) Encourage the use of volunteers, including Americorps and VISTA volunteers, mentors from the students' country of origin, and the Retired Senior Volunteer Corps.

(6) Encourage partnerships with employers and/or employer groups to help improve the employment and life skills of their workforce.

(7) Encourage strong links with existing programs at the state, local, and community level, including education, employment, refugee resettlement, housing, and transportation programs.

Enhance existing program.

(8) Must demonstrate significant unmet need for these services.

5231c  
Work on this a lot in the last

(9) Programs should also meet the selection criteria identified for grantees under the State grant program, such as sufficient intensity and duration to produce measurable benefits, use of research-based instructional practices, etc. [I went ahead and incorporated OMB comment here - ED are you OK with this?]

- HOLD or more general topics

need to address later

Current Initiatives [note to all: I'm inclined to take this section out of the document to be used for public distribution -- it was really for our internal background. However, I do think a

sentence or two in the purpose/rationale about how most there are no resources currently dedicated to meeting the needs for combined instruction in english and practical skills for the vast majority of immigrants who are not refugees would help make the case. What do you think? ED, do you know any more about the \$7million yet?

The Department of Education currently funds a \$365 million Adult Education basic grant program. Under this program, the states decide how much of their Adult Education money to devote to ESL. Last year, 46% of these dollars (\$166 million) went to ESL programs administered by states. However, in many areas there are long waiting lists for ESL.

In FY 99, the Department of Education received \$7 million for ESL demonstration programs. They have not yet decided precisely what to do with it. Some of this money could be used to provide research and evaluation of the various programs funded under this initiative.

For the last five years, the Department of Health and Human Services Office of Refugee Resettlement (ORR) has operated the Community and Family Strengthening Program which addresses the needs of refugees becoming part of the community as well as the community learning about refugees. These projects are designed by the communities to respond to the priorities they determine. However, only about 10% of new immigrants are refugees, so these programs do not reach the vast majority of immigrants.

Irene - I think this is right, but can you verify...INS does not have any programs currently that meet the needs addressed by this program.

HHS  
- Citizenship  
work.  
Future to  
INS Rep



- Cmde concerned about evaluation. Advocate with WPA:  
WPA linked to performance <sup>core</sup> indicators

- match?

257)

States are match

Some preference to those who can match

## **ENGLISH LANGUAGE AND CIVICS EDUCATION INITIATIVE**

The President's FY 2000 budget includes \$70 million for the **English Language and Civics Education Initiative** to help states and communities provide expanded access to high quality English language programs, linked to practical instruction in civics and life skills including how to navigate the workplace, public education system, and other key institutions in American life. This initiative is designed both to help meet the extraordinary demand for English and civics instruction in immigrant communities and to demonstrate our shared commitment to integrate fully new Americans into our social and civic life. States, community-based organizations, local educational agencies, and non-profit organizations will compete for grants to support English and civics instruction. With \$70 million, the **English Language and Civics Education Initiative** will provide services to approximately 150,000 adults in FY 2000. Overall, the President's FY 2000 budget contains a \$190 million increase for adult education and family literacy.

### **Purpose and Rational**

The goal of the **English Language and Civics Education Initiative** is to help states and communities provide expanded access to high quality English language instruction, linked to practical instruction in civics, history, and life skills including ways to navigate the workplace, banking system, public education system, and other public and legal institutions. This initiative is designed both to help meet the extraordinary demand for English and civics instruction in immigrant communities as well as to demonstrate the commitment of both immigrants and the larger American society toward full integration of new Americans into our social and civic life.

Many people who are new to America need more than just our welcome: in order to succeed and become full participants in American life, they need to be able to read and communicate in English and they need to understand the way our American system works -- in the areas of school, work, and community life. The evidence from within immigrant communities demonstrates high levels of enthusiasm for learning English and participating in civic life; however, the demand for instruction in these areas far outweighs the current supply.

English as a Second Language (ESL) instruction is the fastest growing component in adult education -- enrollment in ESL has increased 72 percent over the past ten years. For example, the city of Los Angeles has a waiting list of 50,000 people for ESL classes and the state of New York has resorted to a lottery to select from the large number of individuals who wish to learn English. Also, with new immigrants coming to our country there is an increased need for more practical instruction on life in America.

Moreover, there is evidence that English language instruction provided in a community-based setting and in the context of practical instruction is particularly effective for immigrant populations. For example, the Department of Health and Human Services' (HHS) Office of Refugee Resettlement (ORR) funds several neighborhood-based projects that have proven to be effective in helping refugees gain the knowledge and skills needed to navigate American society, *(Lavinia - please elaborate further on this example if necessary).*

While there are current federal programs that provide funds for ESL and civics programs, many more programs are needed to meet the overwhelming demand for ESL and Civics instruction. The Department of Education currently funds a \$365 million Adult Education basic grant program. Last year, 46 percent of these dollars (\$166 million) went to ESL programs administered by states. In FY 99, the Department of Education received \$7 million for ESL demonstration programs. ~~Some of this money could be used to provide research and evaluation of the various programs funded under this initiative.~~ *(ED - do we do anything more about the \$7 million?)* Despite these programs, long waiting lists exist for ESL classes. The Department of Health and Human Services Office of Refugee Resettlement (ORR) has operated the Community and Family Strengthening Program which addresses the needs of refugees becoming part of the community as well as the community learning about refugees. However, only about 10 percent of new immigrants are refugees, so these programs do not reach the vast majority of immigrants.

*- in demand*  
*who be do only last?*  
*? subject*

The **English Language and Civics Education Initiative** will address the shortage of ESL programs, link these ESL classes to practical instruction in civics and life skills, and allow communities to develop English language / civic education projects tailored to their unique needs and different populations of immigrants.

*[Ron -- you said you were working on language to address this point. Can we cite something on immigrant/LEP parent involvement in the schools and their children's education? ED's 1993 "Descriptive Study of Services to LEP Students" found that "parents of LEP students are less involved in school activities than parents of non-LEP students... They volunteered less often in the classroom and school in general, and also attended school functions less often than other parents." Rep. Goodling went on record after the President's announcement of the adult literacy initiatives last week as being supportive, but he was disappointed about the lack of focus on the family as a whole.]*

### Eligible Grantees

States will compete for \$30 million in discretionary grants to support English language/civics instruction on a state-wide basis. These grants would range from \$3 - \$5 million. States could then use these grants to leverage effectively state-wide ESL funds ~~in support of this initiative.~~ These funds would augment current state funding levels for English language/civics instruction.

*[Ron- I've changed sentence slightly--is this still what you had in mind re: state grants? What do we mean by leveraging statewide ESL funds?]*

Community based organizations, local education agencies, tribally-controlled schools, institutions of higher education (including community colleges), public libraries, and other non-profits (such as unions, churches, and schools) would compete for another \$40 million in funds. These grants would range from \$150,000 to \$1.5 million.

### How does it work?

The competitive grant project would be run out of the Department of Education's Office of Vocational and Adult Education (OVAE).

Grants could be used for varied purposes related to the program including English language/civics instruction, staff materials, personnel training, and support services including child care and transportation costs for program participants (if not otherwise available).

Grant recipients would be required to report <sup>periodically</sup> ~~quarterly~~ to the Secretary of Education [**Ron - what would we expect them to report quarterly? OMB would also like to know, too. Quarterly reports do seem excessively burdensome. Do we need to indicate the frequency of the reporting requirement in this document?**].

### How many people will we serve?

With \$70 million, the initiative will be able to provide ESL/civics instruction to approximately 150,000 people.

### Grant application requirements

Projects would be expected to address the following issues:

(1) English language education should be linked to instruction on the rights and responsibilities of citizenship (including civics and U.S. history); the rights and responsibilities associated with being residents in their communities; and/or navigating various parts of American life, including using the banking system, accessing employment and improving work skills, navigating the public school system including active parent involvement and family literacy, using the public transportation system, dealing with housing issues, accessing child care and health care services, understanding their legal rights, participating in voting, paying taxes, and much more. Programs should provide a contextual basis for the language instruction itself.

(2) Proposal should identify the way the applicant will determine the impact of their program; we will expect applicants to have quality controls and accountability measures to assess the impact of their work. *[We had some discussion in this area during our last conference call. Does anyone have any further thoughts about accountability measure? Can we agree just to add "accountability measures" for now and list more specifics in the RFP?]* Applicants must demonstrate a clear need for increased funds for ESL services in their state or community. These funds would augment current state funding levels for English language/civics instruction.

*some  
attribution*

*moment in living skills*

*being recalled*



*Conclude A 8*

(3) Applicants should consider ways to effectively link with state or local educational institutions.

(4) Proposals should recognize the unique needs of this population by incorporating flexible and non-traditional approaches, such as evening and week-end hours, technology as a tool to expand access, and workplace and/or community-based sites, etc.

(5) Encourage the use of volunteers, including Americorps and VISTA volunteers, mentors from the students' country of origin, and the Retired Senior Volunteer Corps.

(6) Encourage partnerships with employers and/or employer groups to help improve the employment and life skills of their workforce.

(7) ~~Encourage strong links with existing programs~~<sup>under</sup> at the state, local, and community level, including education, employment, refugee resettlement, housing, and transportation programs. Programs should build upon and to enhance existing resources (e.g., ESL programs and citizenship classes) in the community and avoid duplication.

(8) Must demonstrate significant unmet need for these services in their community.

(9) Programs should also meet the selection criteria identified for grantees under the State grant program, such as ~~sufficient intensity and duration to produce measurable benefits, use of research-based instructional practices, etc.~~ *(During the last conference call we decided to insert more generic language for this section - any ideas? Does this program need to meet the State grant program selection criteria? If yes, do we need to list them in this document or left to the RFP?)*

Adult Education 2

Law

Irene Bueno  
03/09/99 12:05:56 PM

Record Type: Record

To: Andrea Kane/OPD/EOP, Jonathan H. Schnur/OPD/EOP

cc:

Subject: ESL/Civics Initiative- update

FYI - I have called Trish McNeil to introduce myself and to schedule a meeting with Ed staff to discuss the ESL/Civics Initiative - policy and legislative strategy. Trish has been busy and will be on travel later this week but I left a detailed message with her staff and plan to speak Trish in the next week to discuss scheduling this meeting.

In the meantime, I will make the edits to the latest document and send it around for review.

Let me know if you have any questions, comments, etc.

Thanks.



**Julia\_Shepherd @ ed.gov (Julia Shepherd)**

03/01/99 05:56:39 PM

Record Type: Record

To: Andrea Kane/OPD/EOP, Irene Bueno/OPD/EOP

cc:

Subject: waiting lists

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Andrea, as requested. Fran Keenan's contact information: phone, 202-362-0700; e-mail, Fran@cal.org

---

Forward Header

Subject: waiting lists

Author: "Fran Keenan" [SMTP:fran@cal.org] at USDOED

Date: 2/26/99 4:35 PM

Julia, Hope you got the two things I faxed. Here's one more from the Internet:

Lifelong Learning and Leadership  
(IDRA Newsletter, September 1996)

More people are seeking literacy and English as a second language classes than served by local centers:

During the 1994 school year, 5,000 immigrants in Washington, D.C., were turned away from English classes.

The city of Los Angeles has a waiting list of about 50,000 people for classes in English.

The state of New York has resorted to a lottery to select from the large number of individuals who wish to learn English.

House Judiciary Committee Report for H.R. 351, Bilingual Voting Requirements Repeal Act of 1996,

Report 104-728, July 31, 1996

Fran Keenan  
National Clearinghouse for ESL Literacy Education (NCLE)  
Center for Applied Linguistics

fran@cal.org

For adult ESL resources, visit NCLE on the Web at [www.cal.org/ncle](http://www.cal.org/ncle).

Fran Keenan  
National Clearinghouse for ESL Literacy Education (NCLE)  
Center for Applied Linguistics

fran@cal.org

For adult ESL resources, visit NCLE on the Web at [www.cal.org/ncl](http://www.cal.org/ncl).



**Irene Bueno**

03/19/99 05:57:17 PM



Record Type: Record

To: See the distribution list at the bottom of this message

cc:

Subject: ESL/Civics Conference Call Information

The ESL/Civics Initiative conference call is confirmed for Tuesday, 3/23 at 3:15 pm. The conference call number is 456-6755 or 456-6766 Code 8251.

Please let me know if you have any questions. Thanks

Message Sent To:

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Andrea Kane/OPD/EOP  
Jonathan H. Schnur/OPD/EOP  
Leslie S. Mustain/OMB/EOP  
Wayne Upshaw/OMB/EOP  
Ronald\_Pugsley @ ed.gov  
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