



State of Arizona
Office
of the
Auditor General

ANNUAL EVALUATION

**FAMILY LITERACY
PILOT PROGRAM**

Report to the Arizona Legislature
By Douglas R. Norton
Auditor General
December 1996
Report 96-20



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OFFICE OF THE
AUDITOR GENERAL

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December 31, 1996

Members of the Arizona Legislature

The Honorable Fife Symington, Governor

The Honorable Lisa Graham Keegan
State Superintendent of Public Instruction

Transmitted herewith is a report of the Auditor General, an Annual Evaluation of the Family Literacy Pilot Program. This report is in response to the provisions of Session Laws 1994, Ninth S. S., Chapter 1, §9.

This is the second in a series of three reports. The final evaluation is scheduled to be released on or before December 31, 1997. Our evaluation finds that during the first year of program implementation, many contractors did not meet criteria required by Arizona's Family Literacy Pilot Program. Also, while ADE did close two sites due to their failure to meet contractual obligations, ADE's monitoring of most sites during the 1995-96 school year was inadequate. Continued inadequate monitoring may result in contractors' ongoing lack of compliance with program requirements. In addition, due to budgeting errors that were made in the past, some sites are operating with inadequate resources, which may result in programs not being able to produce the desired outcomes. Finally, the Program is having problems enrolling and retaining participants, which may limit the outcomes evaluation that is due in the final report.

My staff will be pleased to discuss or clarify items in the report.

This report will be released to the public on January 3, 1997.

Sincerely,

A handwritten signature in cursive script that reads "Douglas R. Norton".

Douglas R. Norton
Auditor General

SUMMARY

The Office of the Auditor General has completed the second year of a three-year evaluation of the Family Literacy Pilot Program. This evaluation was conducted pursuant to the provisions of Laws 1994, Ninth S. S., Ch. 1, §9. This second-year interim evaluation report provides information regarding the Program's first full year of implementation and recommendations regarding the Program. The final evaluation report will focus on the Program's impact and is to be released on or before December 31, 1997.

The Legislature established the Family Literacy Pilot Program through legislation known as the Children and Family Stability Act of 1994. The Program is administered by the State Board of Education through the Arizona Department of Education (ADE) Division of Adult Education. ADE contracts with local school districts and other community and educational organizations to provide program services.

Arizona's Family Literacy Pilot Program strives to end and prevent the intergenerational cycle of undereducation and poverty by improving the basic literacy skills of eligible parents and their preschool children. Arizona's Family Literacy Pilot Program uses a model that integrates components advocated by the National Center for Family Literacy (NCFL). Four components (adult literacy instruction, early childhood instruction, parent and child interaction time, and parent education discussion groups) are integrated to provide comprehensive literacy services.

Lack of Compliance with Program Criteria Threaten Potential for Success (See pages 5 through 11)

During the first year of implementation, many contractors did not meet criteria required by Arizona's Family Literacy Pilot Program. The framework in which Family Literacy Pilot Programs must operate is clearly defined by the 1994 legislation that created the Program. Under this legislation, contractors are required to enroll an established number of families who meet specific eligibility criteria, provide and integrate the four major components of a family literacy program, collaborate with other agencies, and provide for families' child care and transportation needs. Sites are also contractually required to provide a minimum number of service hours to families.

However, many sites did not meet statutory or contractual criteria. Only 7 of 26 family literacy sites met all requirements. Two of the 26 sites were closed in the second half of the 1995-96 school year due to their failure to provide contracted services. The other 17 sites did not fulfill between 1 and 4 requirements.

The Program was originally structured to comply with nationally recommended guidelines for service delivery, and sites must follow these national guidelines to achieve their full potential for success. Sites' noncompliance with the statutory and contractual requirements, and sites not complying with NCFL guidelines, increase the Program's cost per family and undermine its intent.

**ADE Should Conduct
Comprehensive
Program Monitoring
(See pages 13 through 15)**

Even though monitoring is critical to ensure sites are adhering to the program criteria, ADE does not do an adequate job in this area. Although ADE did close two sites due to their repeated failure to meet contractual obligations, ADE's monitoring of most sites during school year 1995-96 was inadequate. Most program sites received little monitoring by ADE. The few site visits ADE conducted were not formally structured, nor did it provide formal feedback to contractors regarding deficiencies. The monitoring process should involve on-site contact, structured classroom observation, budget and expenditure reviews, checks for compliance with legislated program requirements, program record and documentation reviews, and follow-up when specific deficiencies are identified.

If ADE continues to inadequately monitor the Program, compliance problems are likely to persist. ADE should improve its monitoring by committing more resources and increasing staff expertise by collaborating with other entities who have more experience with family literacy, such as the two Family Literacy model programs that are contractually responsible for providing technical assistance to the pilot sites and the federal Even Start Program, which is also administered by ADE.

**Past Budgeting Errors Continue
to Negatively Affect Sites
(See pages 17 through 19)**

In school years 1994-95 and 1995-96, ADE awarded more monies to contractors than were available. Those budget overallocations created the need for a mid-year budget cut for 1995-96 and an additional reduction for the 1996-97 school year. These cuts have severely threatened some contractors' ability to provide quality programs with adequate resources. While many of the sites have financial support from sources other than the State, sites without enough monies to provide all of the services included in the model may not produce the desired outcomes.

In addition, the programs were supported financially at lower levels than what is recommended by NCFL, and the 1996-97 and 1997-98 appropriations are able to support only 16 to 17 sites at recommended dollar levels, rather than the current 24. Since inadequate support of the sites is likely to reduce program effectiveness in achieving the outcomes and goals, if the Program is continued in the future ADE should require contractors to have program funding plans to ensure sites have adequate resources.

**Statutory Annual
Evaluation Components
(See pages 21 through 29)**

This report also contains information required to be included in each annual evaluation by Laws 1994, Ninth S.S., Ch. 1, §9. As part of this information, we note that due to the difficulty the Program is having enrolling and retaining participants, the outcomes evaluation due next year may be limited. Only a small number of families will have been assessed on the outcome measures at least two times.

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INTRODUCTION AND BACKGROUND

The Office of the Auditor General has completed the second year of a three-year evaluation of the Family Literacy Pilot Program. This evaluation was conducted pursuant to the provisions of Laws 1994, Ninth S. S., Ch. 1, §9. This second-year interim evaluation report provides information and recommendations regarding the Program. The final evaluation report will focus on the Program's impact and is to be released on or before December 31, 1997.

Family Literacy in Arizona

The Legislature established the Family Literacy Pilot Program with legislation known as the Children and Families Stability Act of 1994. The Program's intent is to increase the basic academic and literacy skills of undereducated parents of preschool children.

Appropriations for the Family Literacy Pilot Program were \$975,000 and \$1,000,600 for school years 1994-95 and 1995-1996, respectively. The Legislature appropriated \$1,000,000 for both the 1996-1997 and 1997-1998 school years.

Arizona is one of four states that currently support family literacy programs. The other three states are Kentucky, South Carolina, and Washington. Arizona began committing monies to support the Family Literacy Pilot Program in 1994. The Program is administered by the State Board of Education through the Division of Adult Education, Arizona Department of Education (ADE). ADE contracts with other organizations to provide program services.

Contractors for 1995-96 include 10 school districts, 3 community-based organizations, 1 college, and 1 adult education provider. Most sites serve urban areas, with 19 of the 26 sites serving metropolitan Phoenix, Tucson, and Yuma. Seven sites serve Arizona's rural population, with two sites in Cochise and Coconino Counties, and one site each in Apache, Navajo, and Yavapai Counties. Two model programs, Mesa Family Tree and Pima County Adult Education, provide technical assistance to all sites and training to family literacy staff. Because the Children and Families Stability Act did not become effective until after the start of the 1994-95 school year, and the need to award the Family Literacy grants through a Request for Proposal process, contractors generally did not begin to provide services to families until the 1995-96 school year.

As mandated by the Legislature, family literacy serves preschool-aged children and their parents in areas where many people live in poverty, and have low levels of education. Eligible parents include individuals who: 1) have a three- or four-year-old child; 2) lack sufficient mastery of basic educational or basic English language skills needed to function in society, or lack a high school diploma or its equivalent; and 3) are U.S. or legal residents, or are otherwise lawfully present in this country.

Program Goals and Services

Arizona's Family Literacy Pilot Program strives to end and prevent the intergenerational cycle of undereducation and poverty by improving the basic literacy skills of eligible parents and their preschool children. To accomplish these goals, the Legislature mandated that contractors provide the following basic services:

- Identify and recruit eligible parents and children.
- Screen and prepare parents and children for participation in the Program.
- Serve at least 10 but no more than 15 parents with children eligible for the Program.
- Provide instructional programs that promote academic and literacy skills and equip parents to provide needed support for their children's educational growth and success.

To encourage families to fully participate, contractors must have a plan for the following auxiliary services:

- Provision of food services for program participants.
- Provision of child care through either private or public providers.
- Transportation for participants.

Additionally, two requirements that structure the way the Program is offered are:

- Collaborate in organizational partnerships involving at a minimum a common school, a preschool provider, and an adult education program paid for by the Department of Education.
- Use a national family literacy model.

Program Model

Arizona's Family Literacy Pilot Program uses a model that integrates components advocated by the National Center for Family Literacy (NCFL). Adult literacy instruction, early childhood instruction, parent and child interaction time (PACT), and parent education discussion groups are integrated to provide comprehensive literacy services.

- **Adult literacy instruction** includes either adult basic education (ABE) and general educational development (GED), or English for Speakers of Other Languages (ESOL) instruction. Based on their individual needs, eligible parents receive *either* the ABE/GED or ESOL component.
- **Early childhood instruction** uses a developmentally appropriate curriculum to foster early literacy skills. Teachers focus on developing the cognitive, physical, social, and emotional skills critical to future academic success.
- **Parent and child interaction time (PACT)** allows parents and their children to work and play together as a functional family unit. Child-initiated activities allow parents to learn, teach, and communicate with their children, using positive parenting skills that are transferable to the home.
- **Parent education discussion and support groups** make it easier for parents to discuss issues or problems surrounding parenting. Participants learn from the experiences of their peers, receive encouragement from the group, and practice collective problem solving.
- **Component integration** is key to successful family literacy, and can occur when staff organize activities that involve all components and create links between them.

An example of component integration at one site related to safety. Because of the violence in the neighborhood, the parents felt anxiety about their preschoolers being on the playground. The parents talked about keeping the children inside all of the time because of the threat of violence. In Parent Time, the parents developed action plans to address the threat of violence. The action plans included finding a book on keeping children safe and reading it, meeting with the school principal about safety in the school, and inviting a speaker to their Parent Time to talk about gangs and how the parents could talk to their children about gangs. Sections of the book on children's safety were incorporated into the Adult Education time. Parents also took the book home and shared it with other family members. In parent time, the parents made up a song about keeping safe, especially around strangers, which they then taught their children in PACT. Parents made books for their children about situations that had caused the parents to be fearful. Also during PACT, parents would tell stories about how their children used a safety rule and the children received a safety award. In the Early Childhood class, the children were introduced to a new puppet, "Buzzy, the Safety Bee," who gave the children safety reminders.

Scope and Methodology

The Family Stability Act requires the Office of the Auditor General to conduct three annual evaluations on the Family Literacy Pilot Program. Methods used in this evaluation include interviews with family literacy administrators and program staff, structured observation of 25 of 26 program sites, 4 home visits, analysis of data on families enrolled in the Program, and

review of comparable programs. Appendix A (see page a-i), provides a discussion of the methods used to collect information on the Arizona Family Literacy Pilot Program.

Twenty-five of the 26 family literacy sites were visited for structured observation and to conduct staff surveys.¹ Observation forms were used to record information on each of the family literacy components. Interviews were conducted with staff to gather information on their qualifications, problems encountered, and plans for improving the Program's operation. Visits for program evaluation purposes were conducted after January 1, 1996, to allow contractors time to initiate activities. All visits were completed by June 30, 1996.

In the first year it was reported that the program model used by the Arizona Family Literacy Pilot Program followed nationally recommended standards. Budgeting errors that created a money shortage for second-year services were discussed, and it was recommended that family literacy administrators establish proper budgeting procedures and consider the availability of additional local, state, and federal dollars when making funding decisions. In addition, it was recommended that ADE expand and enhance program monitoring by family literacy administrators, and develop a structured and coordinated monitoring plan to ensure adequate expertise exists to provide program oversight.

In this second-year report, we again address problems identified in the first year, and

- Provide an overview of sites' failure to comply with state and national guidelines;
- Review ADE's failure to provide adequate monitoring for compliance with the program model; and
- Discuss continuing problems caused by the first-year budgeting error.

The Auditor General and staff express appreciation to the Superintendent of Public Instruction, Adult Education Division Director, Family Literacy Coordinator, and staff of the Arizona Department of Education's Adult Education Division, as well as the Family Literacy Program's staff and families for their cooperation and assistance during the second year of the Family Literacy Pilot Program evaluation.

¹ One site was not visited due to its failure to agree to a site visit time. This site has been subsequently closed by ADE and the DOA because it failed to provide contracted services.

FINDING I

LACK OF COMPLIANCE WITH PROGRAM CRITERIA THREATEN POTENTIAL FOR SUCCESS

Many of the Arizona Family Literacy Pilot Program sites did not comply with the program model, which threatens the Program's potential effectiveness. Although specific program criteria are clearly defined, most of the sites did not meet at least one of them. Sites' success in meeting the criteria depends directly on contractors' experience with operating family literacy programs. Programs not meeting criteria may decrease the Program's overall effect on families.

Background

As reported in the first evaluation report on the Family Literacy Pilot Program (Auditor General Report 95-20), sites have strong potential for success in achieving overall goals and objectives. Sites were originally structured to comply with nationally recommended guidelines for service delivery; however, they must continue to follow the national guidelines if they are to achieve their full potential for success. Contractors must comply with guidelines established by the National Center for Family Literacy (NCFL), a non-profit organization committed to the establishment of Family Literacy programs. The Program's enabling legislation specifically requires the model developed by NCFL be used by the contractor unless a model deemed superior by the contractor and the State Board of Education is used.

Programs Fail to Comply with Criteria

During the first year of program implementation many contractors did not meet criteria required by Arizona's Family Literacy Pilot Program. The framework in which family literacy programs must operate is clearly defined. The Children and Family Stability Act of 1994 established specific criteria for family literacy providers to meet. Contractors are required to enroll an established number of families, enroll only families who meet specific eligibility criteria, provide and integrate the four major components of a family literacy program, collaborate with other agencies, and meet families' child care and transportation needs. Sites are also contractually required to provide a minimum number of service hours to families.

However, many sites failed to comply with statutory or contractual criteria. Only 7 of 26 family literacy sites are in compliance with all requirements. Two of the 26 sites were closed in the

second half of the 1995-96 school year because they failed to provide contracted services, and the other 17 sites did not fulfill between 1 and 4 requirements. Table 1 (see pages 7 through 8), lists sites and their areas of noncompliance.

Enrollment—Only 12 sites served the statutorily required number of 10 to 15 families. Contractors are required to enroll at least 10 but no more than 15 parents with children eligible for the Program. Table 2 (see page 9), shows a distribution of the average number of families served per month and the total number of families served throughout the 1995-96 school year for each site. Sites that served 10 to 15 families for at least 7 months of the average 9-month school year met the enrollment criteria.

Eligibility—Two sites served ineligible participants. These two sites enrolled at least one family that either had a child older than four years at time of enrollment, the adult already had a GED, or the adult is not a legal resident of the U.S. At one site, several adults not only had a high school diploma or GED, but had also attended several semesters of college.

National Center for Family Literacy (NCFL) model—Five sites did not implement either the parent and child interaction time component or the parent discussion and support group component. All sites provided the adult literacy instruction and early childhood instruction. Some sites had parent time or parent and child interaction scheduled, but did not actually do the activities or the activities did not qualify as the component. Some sites may have added the components after receiving technical assistance from one of the model programs. The NCFL recommends that all four components be integrated, because each is essential for the Family Literacy Program's effectiveness.

Integrated components—Seven sites did not integrate the four family literacy program components well. As noted previously, it is the integration of the four components that is considered the key to the Program's success. Integration was determined by observations of program components and interviews with program staff. The extent to which sites integrated components may have improved as a result of technical assistance provided by the model program after the sites were first observed.

Collaboration—One of the sites had poor collaboration with other services.¹ Contractors are required to maintain an organizational partnership involving at a minimum a common school, a private preschool provider, and an adult education program paid for by the ADE. The site did not collaborate with an established preschool provider.

Child care—Four sites failed to meet the child care needs of younger siblings of children in the programs. Contractors are required to have a plan for child care through either a public or private provider. Lack of this service ultimately affects parents' attendance if they cannot afford a baby-sitter or do not have anyone to watch their infants while they are in class.

¹ Sites in remote areas that are unable to collaborate with other services because potential collaborators do not exist are not considered to be out of compliance.

Table 1 (con't)

**Arizona Family Literacy Pilot Program
Instances of Noncompliance by Site and Requirement
Year Ended June 30, 1996**

Site	Enrollment	Eligibility	NCFL Com- ponents	Components Integration	Collaboration	Child Care	Transportation	Service Hours	Total
Other									
Cochise Community College	X		X	X	X				4
Literacy Volunteers of Maricopa County	X		X	X		X			4
Phoenix Indian Center	X								<u>1</u>
Total	<u>12</u>	<u>2</u>	<u>5</u>	<u>7</u>	<u>2</u>	<u>4</u>	<u>2</u>	<u>5</u>	<u>38</u>

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Note: Chino Valley USD No. 51 and the Council for Family Concern in Wilcox were closed and are not included in the table.

Source: Auditor General staff analysis of data provided by the Arizona Department of Education and Family Literacy Program contractors.

Table 2
Arizona Family Literacy Pilot Program
Average and Total Number of Families Served
at Each Family Literacy Site
Year Ended June 30, 1996

Site	Average Number of Families Per Month	Total Number of Families Served
Crane ESD No. 13		
Crane Morning Session	7	12
Crane Afternoon Session	9	13
Flagstaff USD No. 1		
Killip	8	12
Leupp	5	25
Isaac ESD No. 5		
Isaac English for Speaker of Other Languages	10	14
Isaac GED preparation	10	12
Mesa USD No. 4		
Eisenhower	8	20
Lincoln	11	19
Longfellow	17	25
Pima County Adult Education		
Liberty	16	23
Nash	14	26
Ochoa	13	17
Tucson USD No. 1		
Lawrence	11	20
Meyers-Ganoung	9	15
Pueblo Gardens	12	20
Tucson High School	9	17
Wakefield	11	26
Contractors with single classroom sites		
Cochise Community College	7	33
Literacy Volunteers of Maricopa County	4	18
Phoenix Indian Center	7	25
Pinon USD No. 4	7	28
Red Mesa USD No. 27	10	30
Somerton ESD No. 11	11	15
Tempe ESD No. 3	7	28
Total	<u>233</u>	<u>493</u>

Note: Chino Valley USD No. 51 and Council for Family Concern in Willcox were closed and are not included in this table.

Source: Auditor General staff analysis of data provided by Family Literacy Program contractors.

Transportation— Two sites did not provide an adequate transportation plan for families to attend class, as they are required to do. For example, one site was in an isolated area that lacked public transportation. Site staff proposed transportation arrangements on an as-needed basis for families; however, as the school year progressed, solutions such as car pooling became an

unreliable source of transportation because of people dropping out of the Program or having car problems. Other transportation options were not available, which resulted in participants leaving the Program.

Service hours—Five sites failed to provide participants with the minimum number of 15 service hours per week. Parents received fewer than 10 hours of service at one site. Both children and parents attended 12 hours at another site. All sites counted breakfast or lunch as service hours. According to NCFL recommendations, these hours do not count as service hours unless adults participate in family-style meals with children and the families are supervised by an instructor. The meal hours can be counted as part of the adult curriculum only if supervised instruction (either formal or informal) is provided during this time.

Contractors' Experience Explains Variations in Program Quality

Contractors' prior experience with family literacy programs affect how well the individual sites implement program criteria. More experienced contractors provide higher-quality programs that typically meet the Program's criteria.

Sites with experienced staff—Sites with experienced staff are high in overall quality and are more likely to meet a higher number of program criteria. Contractors who have conducted family literacy programs such as Even Start for more than five years provided consistently good programs at their family literacy sites. These sites integrate core program components according to national standards to offer quality service to participants and establish strong collaborations with other available agencies. Experienced sites maintain high enrollment by implementing attendance contracts with consequences for failure to attend, and conducting home visits. At these sites, parents agree to attend on a regular basis. Certificates are given to those with perfect attendance and warnings are given to parents with irregular attendance that they will be terminated from the Program if poor attendance continues. Participants in such programs are aware that it is costly to operate the Program and regular attendance is important. Additionally, staff at experienced sites document and follow up on participants' literacy objectives to accomplish program goals.

New sites—Sites in their first year of providing family literacy programs show more variation and lower overall quality than more established sites. Sites operated by providers with no prior family literacy experience have trouble integrating family literacy components. These sites also have not yet been able to establish collaborative relationships with other agencies to provide specific family literacy components. For example, one site did not collaborate with an existing preschool provider. As a result, the newly created and independently run early childhood classroom provided poor-quality services and lacked the appropriate curriculum for children. These sites tend to focus on the instruction for individual family members and neglect the important family components, such as the parent and child activities, that make the literacy program unique.

Impact of Noncompliance

Sites not complying with the statutory and contractual requirements and NCFL standards affect the Program's cost per family and undermine its intent.

High cost per family—Contractors' lack of compliance with enrollment requirements increased the Program's costs per family. For school year 1995-96, the average cost per family was \$5,198. If all sites served the maximum number of 15 families throughout the year, this amount would be reduced, to \$3,229. Costs per family are further discussed in the Statutory Annual Evaluation Components section (see pages 21 through 29).

Lack of essential services jeopardize positive outcomes for families—Sites that do not provide child care, a viable transportation plan, or lack sufficient number of adult instruction service hours make it more difficult for participants to achieve the desired program outcomes. When these requirements are not met and site staff make minimal efforts to keep families in the Program, families' attendance is negatively affected. The NCFL recommends that site staff make efforts to maintain families' attendance on a regular basis for at least a year. Research suggests that regular attendance and participation is needed for programs to make lasting impacts on families.

Recommendations

1. ADE should work with its family literacy contractors to ensure they take the following actions to comply with the program model:
 - Implement and integrate the four family literacy components consistently
 - Increase retention efforts to maintain 10 to 15 families at all times
 - Collaborate with other organizations
 - Conduct regular home visits that are consistent and purposeful.

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FINDING II

ADE SHOULD CONDUCT COMPREHENSIVE PROGRAM MONITORING

ADE does not adequately monitor programs. Last year's report discussed inadequacies with ADE's monitoring processes and limited commitment of resources devoted to comprehensive oversight for Family Literacy Pilot Programs. Although ADE did close two sites because they repeatedly failed to meet contractual obligations, ADE's monitoring of most sites during school year 1995-96 was inadequate. Monitoring is critical to ensure sites are adhering to the program criteria. Without adequate monitoring, compliance problems will persist and poor-quality services will continue. ADE should improve its monitoring by committing more resources and increasing staff expertise by collaborating with other entities.

Background

Last year's report encouraged ADE to expand its monitoring of Arizona's Family Literacy Pilot Program to ensure that sites are providing quality services. The report also focused on how ADE's limited staff resources and expertise would jeopardize its ability to adequately monitor the Program. Recommendations to develop a monitoring plan in partnership with the model programs and coordinating site visits with the models and other ADE staff were also made.

ADE's Monitoring Process Continues to Be Inadequate

Although ADE closed two sites during 1995-96, its monitoring continues to be insufficient for program oversight. ADE has conducted few visits to family literacy sites and lacked a structured process to rate or document sites' quality. ADE did not commit sufficient resources to monitoring nor did it improve its in-house expertise.

ADE closed two sites for poor performance— ADE closed the sites operated by Chino Valley Unified School District and the Council for Family Concern in Willcox because the sites failed to provide contracted services. Both sites had severe problems that were detectable by even limited monitoring. These sites failed to submit program reports and data and were unable to demonstrate that they were providing services. Even when ADE scheduled visits to the sites, site staff failed to have parents and children in attendance during the visits. In addition, ADE used information that the Auditor General's Office and the model programs provided about problems observed during site visits in making the recommendation to close the sites.

Most program sites received little monitoring by ADE—The few site visits conducted by ADE were not formally structured, nor did the Department provide formal feedback to contractors regarding deficiencies. Site visits should involve on-site contact, structured classroom observation, budget and expenditure reviews, checks for compliance with legislated program requirements, program record and documentation reviews, and follow-up when specific deficiencies are identified.

ADE does not have adequate resources to monitor family literacy—ADE staff are unable to dedicate sufficient attention to the Program. Family Literacy Pilot Program monies no longer support the staff member overseeing the Program; instead, the Family Literacy Pilot Program coordinator is supported by other state and federal monies and now spends 40 percent of her time on other programs. While ADE originally devoted about 5 percent of the Family Literacy Pilot Program appropriation for agency administration, including monitoring, due to budgeting problems (see Finding III, pages 17 through 19), ADE now uses the entire appropriation to support direct program activities.

The Division needs to improve expertise in monitoring family literacy—Although our first-year report noted the need to enhance the program monitoring process by having Family Literacy administrators collaborate with model programs and other ADE divisions, the Division did not make efforts to collaborate with other resources to increase staff knowledge of family literacy and thus, improve monitoring. Since there were limited monies to support monitoring, collaboration with model programs or other ADE-administered early childhood programs would have improved the monitoring process.

Adult Education Division Should Collaborate with Model Programs and Even Start

ADE could address the need for improved monitoring by drawing upon resources and expertise available from other sources. Last year's report recommended that ADE collaborate with the model programs and programs such as Arizona's federally supported Even Start Program, which is also operated through ADE.¹ ADE could improve its program monitoring skills by collaborating with other programs.

Model sites could provide assistance in program monitoring—Currently, as part of the Family Literacy Pilot Program, two model programs, Mesa Unified School District's Family Tree Project and Pima County Adult Education, serve as models and training resources to pilot programs by providing technical assistance to sites and training to family literacy staff. Trainers from the model sites conduct visits to family literacy contractors to observe operations and to provide constructive feedback. While the model programs have frequent interaction with the pilot sites, both the model programs and ADE do not view monitoring for compliance with statutes as

¹ Even Start supports family literacy programs at eight school districts in Arizona.

part of the model programs' role. However, the frequency of the model sites' visits to the other sites and their knowledge of family literacy services qualifies them to report serious inadequacies in program delivery. At a minimum, informing ADE of these problems should be part of the model programs' responsibilities. ADE should then take responsibility for further investigating site problems.

ADE's federally supported Even Start can serve as an important resource—The Program could also draw on expertise already existing within ADE for help in monitoring. Even Start is a federally supported family literacy program administered by ADE's Title 1 Office. The Even Start Coordinator is active in monitoring districts for contract compliance and program quality using a process that includes activities such as conducting informal meetings once a month with program coordinators for problem solving and networking, and conducting one formal site visit per year to each site. The site visits use NCFL and federal Even Start guidelines and consist of observations and interviews with staff, parents, and collaborators. Sites are rated in the first-year evaluation with a structured evaluation form from NCFL. Evaluation for subsequent years focuses on following up specific program issues. Each visit also includes an exit meeting to provide feedback. If recommendations are made, the site is asked to provide a written plan describing changes that will be made to meet requirements. Finally, the site visit and recommendations are formally documented. Several days are scheduled for site visits at each district to allow for comprehensive program observations and staff interviews.

The Family Literacy Pilot Program could use Even Start materials and adapt their process to monitor Family Literacy Pilot Program sites. Additionally, the Even Start coordinator could train Family Literacy Pilot Program staff to conduct site visits. Such training could include joint visits of sites that operate both Even Start and Family Literacy Pilot Programs, or having the Family Literacy Pilot Program coordinator accompany the Even Start coordinator on a visit. The Even Start coordinator could also conduct site visits for the Family Literacy Pilot Program using the Even Start process.

Recommendation

1. ADE should actively monitor sites for compliance with program requirements and quality of services. Family literacy administrators should collaborate with model programs and other ADE divisions to develop a monitoring plan and conduct site visits. Collaboration with individuals from Even Start and early childhood education programs would provide for comprehensive oversight of all family literacy components.

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FINDING III

PAST BUDGETING ERRORS CONTINUE TO NEGATIVELY AFFECT SITES

In school years 1994-95 and 1995-96, ADE awarded more monies to contractors than were available. Those budget overallocations created the need for a mid-year budget cut for 1995-96 and an additional reduction for the 1996-97 school year. These cuts have severely threatened the ability of some contractors to provide quality programs with adequate resources; consequently, in the future ADE should require contractors to have a funding plan demonstrating adequate resources if sites are to receive state support.

Family Literacy Program Funding

Family literacy is based on the premise that a program incorporating adult, child, and parent education is more effective than dealing with these components independently. However, a minimum level of resources is needed to provide a quality program. Although budgets required to operate a family literacy program vary depending on the number of days per week the program operates, the program size, and cost of conducting the program in a particular community, NCFLE estimates one full-time program requires a budget of \$50,000 to \$90,000 per year. While many of the sites have financial support from sources other than the State, sites that do not have sufficient monies to provide all the services included in the model may not produce the desired outcomes.

ADE Reduced Contractors' Funding to Correct Budgeting Errors

As reported in our first-year evaluation, ADE awarded more monies to programs than were available in both school years 1994-95 and 1995-96. ADE later cut contractors' budgets by 12 percent midway through school year 1995-96 to correct the overallocations. Contractors that included established adult and/or early childhood education providers were able to operate with decreased budgets, and managed to reallocate their remaining monies to provide services for the rest of the school year. In contrast, the sites that depended almost exclusively on state Family Literacy dollars struggled to operate with the decreased amounts. These sites depended heavily on the state monies for teacher salaries and operating expenses.

In addition to the mid-year budget cuts programs suffered in school year 1995-96, ADE then reduced monies by 24.5 percent for all contractors for school year 1996-97. ADE needed to adjust awards to equal the \$1,000,000 appropriated for school year 1996-97. This resulted in some sites receiving as little as \$37,632 for 1995-96, and only \$28,412 for 1996-97. These amounts are well below the minimum needed to provide all the services called for in the program model.

Programs Affected by Budget Reductions

The budget decreases of the last two years forced sites to modify services. Modifications included contractors ending the program year early, reducing staff salaries, cutting budgets for national staff training, reducing the number of field trips scheduled, and canceling orders for educational supplies. Reducing staff salaries sometimes resulted in staff turnover that negatively affected participants' attendance.

The budget cuts affected components critical to the Program's success. For example, some sites not needing monies for child care at the time budgets were cut eliminated it from their budgets. However, when need for the monies arose later, they were not available. The lack of child care prevented parents who could not afford baby-sitters from attending class. Consequently, fewer participants attended and more dropped out, which caused sites to be in noncompliance with enrollment requirements when the budget was cut. Sites also eliminated efforts to recruit students so that they could maintain the required 10 to 15 families.

ADE Should Require Contractors to Have a Funding Plan

In any future awards of family literacy funds, ADE should require Family Literacy contractors to have a funding plan, clearly demonstrating a site will have adequate resources, in order to receive state support. At the time contractors initially submitted Family Literacy Pilot Program proposals in response to ADE's Request for Proposal, they were not required to show other sources or amounts of funding. As a result, ADE was unable to determine if programs had adequate resources to operate, and some grants were made to contractors that had insufficient support for their family literacy site. By requiring a funding plan, the ADE can move toward ensuring that state funds will only be used by sites that have adequate overall funding to support a program.

Recommendation

1. In any future awards of family literacy funds, the ADE should require contractors to have a funding plan demonstrating that each site has adequate overall funding that will allow it to operate at a level of quality that has the potential to produce the desired family learning outcomes.

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STATUTORY ANNUAL EVALUATION COMPONENTS

Pursuant to Laws 1994, Ninth S. S., Chapter 1, §9, the Office of the Auditor General is required to include the following information in the annual program evaluation.

1. Information on the number and characteristics of the program participants.

The participant information that follows is presented in composite from all 26 sites.

Program Families—Typically, the family members directly served by the Family Literacy Pilot Program include a mother and her three- or four-year-old child. Occasionally a mother may have more than one child in the preschool component (a three- and a four-year-old, or twins or triplets). In addition, there are some cases in which a grandparent, aunt, or father is served by the adult education component. There are also several cases of more than one adult from the family enrolled in the adult education component.

Program Parents—Most family literacy adult participants are mothers, though there are a few who are fathers, a grandparent, or an extended family member. Participants' ages ranged between 17 and 69. Over 80 percent of adult program participants are 35 years old or younger.

Program Children—The family literacy sites served 77 three-year-old and 244 four-year-old children. About 60 percent of the families have two or three children in the household.

Number of Enrolled Participants—Throughout the 1995-1996 school year, sites enrolled 326 participants. By statute, family literacy sites target between 10 and 15 families per site. Sites enrolled participants continuously throughout the year as enrollment fluctuated due to attrition and the fact that some class space did not become available until later in the year. The reported participants did not necessarily complete a full year in the Program. The data reflects participants' status at enrollment.

Family Ethnicity—The majority of families enrolled are Hispanic (76 percent). Other ethnicities represented are Native American (16 percent), White non-Hispanics (6 percent), African-American (1 percent), and Asian/Pacific Islanders (1 percent). English language literacy is low. Only 22 percent of the families reported English as the primary language spoken at home.

Family Status—Participants come from poor and undereducated backgrounds. Almost 60 percent of families have incomes less than \$10,000, and 81 percent of adult participants have less than a twelfth-grade education.

While 60 percent of participants' spouses (mostly males) work and provide the primary source of income for the family, only 12 percent of adult participants are employed. Most families subsist on one adult's income, while some others (29 percent), also receive some form of government assistance.

Sixty-four percent of families report their family status as couples with children. Only 23 percent of participants reported themselves as a single parent, while the remaining 13 percent are extended families caring for children. Overall, sites are serving structurally intact families who meet the eligibility criteria and aspire to improve their literacy skills and reduce poverty.

2. Information on contractors and program service providers.

Fifteen Pilot Program Contractors—The State Board of Education approved family literacy project monies for 15 contractors serving 26 sites in Arizona. Contractors include 10 school districts, 3 community-based organizations, 1 college, and 1 adult education provider. For 1997, there are 13 contractors serving 24 sites. ADE did not renew contracts for Chino Valley Unified School District's and Willcox's Council for Family Concern's sites for 1997. Contract award amounts are presented in Table 3 (see page 23).

Two Model and Training Resource Contractors—Mesa Unified School District's Family Tree Project and Pima County Adult Education served as model and training programs. Both models also serve as contractors for a total of 6 sites. The models provide technical assistance and training resources for the 26 sites. Mesa Unified School District serves 13 sites in Arizona's northern region (including Maricopa County), and Pima County Adult Education serves the remaining 13 southern Arizona sites.

The number of sites each model program will support for school year 1996-97 has been reduced by one each because the sites operated by the Council for Family Concern and Chino Valley Unified School District were closed for failure to fulfill their contracts. Their grants were not renewed for the 1996-97 school year.

Table 3

**Arizona Family Literacy Pilot Program
Contractors and Contract Amounts
Years Ended or Ending June 30, 1995, 1996, and 1997
(Unaudited)**

Contractor	1995	1996	1997
Apache County			
Red Mesa USD No. 27	\$ 73,178	\$ 87,930	\$ 66,387
Cochise County			
Cochise Community College	17,746	44,265	33,420
Council for Family Concern	18,875	43,500	
Coconino County			
Flagstaff USD No. 1 (2 sites)	157,794	74,888	56,541
Maricopa County			
Isaac ESD No. 5 (2 classes)	19,927	87,997	66,438
Literacy Volunteers of Maricopa County	16,420	40,064	30,248
Mesa USD No. 4 (3 sites)	56,341	110,543	83,460
Phoenix Indian Center	20,712	43,234	32,642
Tempe ESD No. 3	50,000	44,000	33,220
Navajo County			
Pinon USD No. 4	83,676	121,222	91,523
Pima County			
Pima County Adult Education (3 sites)	137,531	131,984	99,648
Tucson USD No. 1 (5 sites) ¹	80,000	220,000	166,100
Yavapai County			
Chino Valley USD No. 51	6,942	24,549	
Yuma County			
Crane ESD No. 13 (Morning Session)	21,400	37,632	28,412
Crane ESD No. 13 (Afternoon Session)	21,400	37,632	28,412
Somerton ESD No. 11	30,000	61,600	46,508
Model Programs			
Mesa USD No. 4	52,045	61,324	69,686
Pima County Adult Education	<u>69,915</u>	<u>61,560</u>	<u>67,355</u>
Total	<u>\$933,902</u>	<u>\$1,333,924</u>	<u>\$1,000,000</u>

¹ Tucson USD No. 1 has four sites for 1997.

Source: Auditor General staff analysis of data provided by the Arizona Department of Education.

Program service providers given extensive opportunities for family literacy training—Prior to beginning the 1996-97 school year, Arizona's Family Literacy Pilot Program staff received training in implementing a family literacy program. Staff of the Adult Education Division collaborated with the two model programs, and the Arizona Adult Literacy and Technology Resource Center, Inc., to provide a week-long summer institute in August. The comprehensive statewide training included Family Literacy Pilot Program staff, program coordinators and administrators, and individuals from other family literacy programs, such as Arizona's Even Start staff. The training was supported by federal adult education monies.

All sites were represented at the institute. About 200 individuals participated in the in-depth 5-day training, which focused on families' transfer of literacy experiences to the home. Sessions detailed the implementation and integration of the four critical family literacy components and other important components of family literacy, such as home visits. In addition, participants took part in interactive activities and discussions to practice and review training information.

The extensive statewide training was the fourth such activity sponsored by ADE for family literacy staff since the Program's inception. Previous training sessions were conducted in June, August, and December 1995, and January 1996.

3. Information on program revenues and expenditures.

Appropriation for the Family Literacy Pilot Program totaled \$975,000 in school year 1994-95 and \$1,000,600 in school year 1995-96. School years 1996-97 and 1997-98, respectively, have each been appropriated \$1,000,000. Family Literacy Pilot Program monies for 1994-95 were nonreverting, allowing ADE to carry over unspent monies.

ADE reduced 1995-96 contractors' budgets by 12 percent to correct budgeting errors made in school year 1994-95. Sites were forced to revise their budgets mid-year to operate on the reduced monies. Program budgets for 1996-97 have been cut an additional 24.5 percent from the 1995-96 levels.

4. Information on the number and characteristics of enrollment and disenrollment.

The legislation and contracts require each site to enroll no fewer than 10 and no more than 15 families. Enrollment numbers varied at sites due to attrition and efforts to retain students. Attendance records submitted by contractors showed 12 sites served an average of 10 or more families for the 1995-96 school year. The remaining sites were out of compliance with the legislation.

Enrollment information showed fluctuating attendance rates for programs. The total number of families enrolled at each site for the school year varied from 12 to 33. In addition, the average number of families sites served throughout the school year ranged from 4 to 17.

Due to the poor quality of the data submitted by the contractors, it is not yet possible to determine the causes of disenrollment.

5. Information on the average cost for each family in the program.

Family literacy is based on the premise that a program incorporating adult, child, and parent education is more effective than independent adult or early childhood components. The complexity and variety of services provided by a family literacy program requires multiple resources. In addition, budgets required to operate a family literacy program can vary depending on the number of days per week the program operated, the program size, and cost of conducting the program in a community. NCFL estimates a full-time program requires a budget of \$50,000 to \$90,000 per year.

Cost per family— Family Literacy Pilot Programs spent an average of \$5,198 of state monies per family for family literacy services.

Office of the Auditor General staff calculated the cost per family using state monies allocated to contractors for school year 1995-96, and the average number of families served by program contractors.

Costs vary substantially across programs— Cost per family varied by site for school year 1995-96. Some variation is attributed to the different amount of monies allocated to each site, the number of families served, and geographic locations of programs.

The cost per family ranged from \$2,168 to \$17,317. The most cost-effective site, which was Longfellow, in the Mesa Unified School District, also served the highest average number of families for the school year. The site's state monies were \$36,848, and the average number of families served was 17. The number served exceeds the maximum number stipulated by the Legislature. In contrast, the site with the least cost-efficient services, Pinon, served an average of 7 families for the school year. This site also received the highest amount of monies from ADE, \$121,222. Pinon Unified School District operates in an isolated area with few accessible resources. Table 4 (see page 26), provides the costs per family for the family literacy sites.

Table 4

**Arizona Family Literacy Pilot Program
State Cost per Family per Site
Year Ended June 30, 1996
(Unaudited)**

Site	State Monies	Calculated Cost per Family Based on 15 Families	Actual Cost per Family
Crane ESD No. 13			
Crane Morning Session	\$ 37,632	\$2,509	\$5,376
Crane Afternoon Session	37,632	2,509	4,181
Flagstaff USD No. 1			
Killip	37,444	2,496	4,680
Leupp	37,444	2,496	7,489
Isaac ESD No. 5			
Isaac English for Speaker of Other Languages	43,999	2,933	4,399
Isaac GED	43,999	2,933	4,399
Mesa USD No. 4			
Eisenhower	36,848	2,456	4,606
Lincoln	36,848	2,456	3,350
Longfellow	36,848	2,456	2,168
Pima County Adult Education			
Liberty	43,995	2,933	2,750
Nash	43,995	2,933	3,142
Ochoa	43,995	2,933	3,384
Tucson USD No. 1			
Lawrence	44,000	2,933	4,000
Meyers-Ganoung	44,000	2,933	4,889
Pueblo Gardens	44,000	2,933	3,667
Tucson High School	44,000	2,933	4,889
Wakefield	44,000	2,933	4,000
Contractors with single classroom sites			
Cochise Community College	44,265	2,951	6,324
Literacy Volunteers of Maricopa County	40,064	2,671	10,016
Phoenix Indian Center	43,234	2,882	6,176
Pinon USD No. 4	121,222	8,081	17,317
Red Mesa USD No. 27	87,930	5,862	8,793
Somerton USD No. 11	61,600	4,107	5,600
Tempe ESD No. 3	44,000	2,933	6,286
Chino Valley USD No. 51 ¹	24,549	1,637	
Council for Family Concern ¹	<u>43,500</u>	2,900	
Total	<u>\$1,211,041</u>		
Average		3,229	5,198

¹ Chino Valley USD No. 51 and Council for Family Concern in Willcox are included in the total state dollars, and their contract amounts are included in the total per family cost calculation, but no families are attributable to them.

Source: Auditor General Staff analysis of data provided by the Arizona Department of Education Family Literacy contractors.

Comparable programs' cost comparisons—Cost comparisons with other similar programs, such as Arizona Even Start, show those programs to be providing family literacy services at a lower cost per family than the Arizona Family Literacy Pilot Program sites. Arizona Family Literacy Pilot Programs and Even Start both deliver family literacy services to parents and their children. The differences between the two programs are their sources of financial support, and their age eligibility requirements for children. Even Start is a federally supported program that provides services to families with children ages 0 to 7, while the Arizona Family Literacy Pilot Program serves families with three- and four-year-old children. Additionally, Even Start has no class size limitation or citizenship eligibility requirement.

Arizona's eight federally supported Even Start programs closely resemble the Family Literacy Pilot Program sites; in fact, there is collaboration between Family Literacy Pilot Program and Even Start sites. Programs collaborate to reduce service costs and increase available resources, and both programs adhere to NCFL models. In comparison to Arizona's Family Literacy Pilot Program, Arizona Even Start sites have a lower cost per family.

Other comparable programs in the country, such as the federally supported Head Start Family Service Centers, privately supported Kenan Family Literacy Project, and PACE, provide similar services to families at lower costs. These programs are considered family support programs, and provide similar educational and parenting services to families. Cost comparisons show these programs to provide services at a lower cost, with the exception of the Kenan Family Literacy Project, which has a range of costs that may fall below or exceed Arizona Family Literacy Pilot Program's average cost. Table 5 lists these programs and their corresponding cost per family:

Table 5

**Arizona Family Literacy Pilot Program
Cost of Comparable Programs**

Program	Annual Cost per Family
Arizona Family Literacy Pilot Program	\$5,198
Arizona Even Start ¹	4,975
Head Start Family Service Centers	3,507
Kenan Family Literacy Project	4,000 to 6,060

¹ Even Start costs include local contributions.

Source: Auditor General staff analysis of data provided by the Arizona Department of Education, Family Literacy Program contractors, and information published on other programs.

6. Information concerning progress of program participants in achieving goals and objectives.

This report does not address the progress of participants in achieving program goals and objectives. Information measuring progress toward increased literacy, better parenting, and developmental progress for preschool children will be available in 1997, after programs deliver services for the second full program year. However, due to the difficulty the contractors have enrolling and retaining participants in the Program, the outcomes evaluation will be limited by the small numbers of families who have been in the Program long enough to have been assessed on the outcomes measures at least two times.

7. Recommendations regarding program administration.

In Finding I (see pages 5 through 11), it is recommended that:

Family Literacy Pilot Programs should address the following recommendations to correct for noncompliance and improve program services.

- Implement and integrate the four family literacy components consistently
- Increase retention efforts to maintain 10 to 15 families at all times
- Collaborate with other organizations
- Conduct regular home visits that are consistent and purposeful.

In Finding II (see pages 13 through 15), we recommend that:

ADE should actively monitor sites for compliance with requirements and service quality. Family literacy administrators should collaborate with model programs and other ADE divisions to develop a monitoring plan and conduct site visits. Collaboration with individuals from Even Start and early childhood education would improve comprehensive oversight of family literacy components.

ADE's Adult Education Division should collaborate with the model programs to determine their capacity to assist with the program monitoring process.

In Finding III (see pages 17 through 19), we recommend that:

ADE should provide monies for fewer sites for school year 1998 to ensure that all the sites can operate at a level of quality that has the potential to produce the desired family learning outcomes.

8. Recommendations for program expansion.

The Office of the Auditor General cannot address recommendations pertaining to program expansion until second-year outcome data is available. However, even after this data is available, the small numbers of families who have received family literacy services for a significant and sustained length of time may lessen the power of the outcome evaluation. Consequently, there may be limits to the extent to which generalizations about the Program can be drawn and recommendations made.

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Agency Response

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State of Arizona
Department of Education

Lisa Graham Keegan
Superintendent of
Public Instruction

December 23, 1996

Mr. Douglas R. Norton
Auditor General
2910 North 44th Street, Ste. 410
Phoenix, AZ 85018

The Family Literacy Pilot project completed the first full year of operation on June 30, 1996. During the year your agency has worked closely with Department of Education staff in conducting monitoring activities and on-site visitations.

Your report reflects some of the results of those evaluation exercises. Thank you for sharing the preliminary report draft with my office. We share your concerns for program improvement and agree with several of the reports recommendations.

The key words and understanding our agencies must embrace at this time is that the "pilot" is a program under development. Our concern and issues must be framed in the context of programs on a "pilot" basis moving toward, but having not yet reached, our desired program design and ultimate goal for an intergenerational educational initiative.

Your report will be of assistance to our continued efforts to provide children and adults with access to extraordinary education.

Please be assured that our contracts to local providers have not, nor will they exceed, the funds appropriated by the Arizona State Legislature.

Our meeting with Debra Davenport and your staff on December 13th was productive. As the "pilot" continues to improve we will be able to measure progress toward increased literacy, better parenting and developmental progression for preschool children. The second full program year will reveal program output measures.

We concur with your reports statement, "Overall, sites are serving structurally intact families who meet the eligibility criteria and aspire to improve their literacy skills and reduce poverty." This statement is supported by your data, if you show the reverse of Table 1 on page 7, which indicates eighty percent of the pilot sites are meeting the legislated program goals.

During the second full year of the "pilot" our agency in concert with your office will increase project evaluations, on-site visitations and staff development by the two model sites. We will not increase state staff positions to accomplish this. Our agency is assigning current staff to complete our technical assistance responsibilities.

The Arizona family literacy pilot program is a relatively new innovation in education. Many states are modeling our efforts to provide communities with the incentive and opportunity to evolve new programs from existing proven programs such as Family Literacy.

Our working together will help us document promising results in programs that are intensive, long term, and pay attention to quality in all components. Lessons are also being learned that let us know we are on the right track by creating a synergy through implementing our four components of family literacy. Value is added to our effort when learning occurs not only across generations but across disciplines as Arizona adult and child educators experience reciprocal learning and teaching.

Our agency looks forward to our continued work together and the submission of positive reports to those you are charged to inform.

Sincerely,

A handwritten signature in cursive script that reads "Lisa Graham Keegan". The signature is written in black ink and is positioned above the typed name and title.

Lisa Graham Keegan
Superintendent of Public Instruction

LGK/lmr

Appendix

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Appendix A

Family Literacy Data Collection Methodology

The Arizona Family Literacy Pilot Program evaluation process used various instruments and methods for data collecting. Two instruments were used to collect data during site visits, the site observation rating form and the adult and early childhood education interview rating form. An additional form, the contractor survey, was used to collect logistical data from contractors. Other information collected from contractors consists of daily class schedules and monthly attendance records.

Site Observation Rating Form

This form is a condensed version of the National Family Literacy Program Rating Scale. It is used for rating family literacy sites based on guidelines within the 4 family literacy components, and consists of 52 statements about model family literacy practices. The rating for each statement ranges from *not assessed* (0) to *fully implemented* (3).

Adult and Early Childhood Education Interview Rating Form

This form is used to interview family literacy program staff. Staff qualifications and opinions about program progress are recorded on this form. It contains 40 questions consisting of both closed- and open-ended questions. Twenty-nine of the questions are adapted from the National Family Literacy Program Rating Scale. These questions are rated as *NA* (*not assessed*), *Y* (*Yes*), and *N* (*No*) according to the response.

Contractor Survey

The Contractor Survey is a self-reporting instrument that reports information about program logistics. It consists of 21 questions about contractor procedures, services, qualifications, and funding.