

GOVERNOR'S TASK FORCE
ON ADULT LITERACY IN MINNESOTA
REPORT
DECEMBER 1984

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GOVERNOR'S TASK FORCE ON ADULT LITERACY IN MINNESOTA

EXECUTIVE SUMMARY

Illiteracy is a hidden problem in Minnesota. Expansion of services is critically needed. The National Literacy Awareness Campaign gives us the opportunity to significantly address this issue. To reach Minnesota's stated goal of social and economic growth, concentrating on high technology industries, we must win the war on illiteracy.

- ° Today, more than 800,000 Minnesota adults are functionally illiterate, reading below the eighth grade level.
- ° Illiteracy impacts Minnesotans on all fronts -- as family members, community residents, citizens, wage earners, customers and taxpayers.
- ° Growth jobs in Minnesota require an eighth to eleventh grade reading level.
- ° Future service and high tech jobs will require an even higher basic skill level.
- ° Lost productivity and limited job mobility are often a direct result of illiteracy.
- ° There are relationships between illiteracy and welfare, illiteracy and unemployment, and illiteracy and incarceration.
- ° Only 32,000, or four percent of those in need, currently receive direct literacy services.

Clearly, illiteracy is a fundamental barrier to achieving the State's objectives. The Governor's Task Force on Literacy in Minnesota recommends the Governor initiate the MINNESOTA ADULT READING CAMPAIGN (MARC) with the stated goals of increasing from 32,000 to 200,000 people being served each year by 1990 and having the highest state literacy level in the nation. This would give Minnesota a "competitive edge" by to an economy which is growing as a result of a literate workforce -- all of which requires a statewide crusade led by the Governor.

The general public does not know that one out of five people in our State has difficulty reading. Adult nonreaders do not speak up at public meetings. They are not knocking on doors, writing letters or passing out petitions demanding services. Yet illiteracy is a problem which impacts every aspect of society. Successfully executing the MINNESOTA ADULT READING CAMPAIGN will require creative, visionary thinking and action, as well as the active involvement by state government, business, labor service organizations, foundations, religious groups, non-profit agencies and public office holders.

To achieve the goals of the MINNESOTA ADULT READING CAMPAIGN (MARC), expansion of literacy services is an absolute necessity. Local adult basic and continuing education programs and local volunteer literacy programs are primary deliverers of literacy services in Minnesota. The Task Force recommends a two-strategy approach to expansion: 1) greater capacity of the AB/CE and volunteer literacy programs; 2) mobilization of agencies, organizations and institutions not now directly involved in providing literacy services.

In addition to the need to expand services, we have a responsibility in Minnesota to prepare for the National Literacy Awareness Campaign, initiated December 1984. The Ad Council and the National Coalition for Literacy's national media awareness campaign is extensive. It will raise awareness on the problem of adult illiteracy and opportunities for involvement through extensive radio and television public service announcements and newspaper ads. We must be prepared to provide services to potential students who respond to the campaign. Additionally, we must be prepared to offer opportunities and avenues of involvement to individuals, corporations, agencies and groups who want to join us in fighting Minnesota's illiteracy problem.

Meeting the MINNESOTA ADULT READING CAMPAIGN goals will require the development of a state literacy plan. The Task Force recommends the following actions:

IMMEDIATE ACTION

Initiate the MINNESOTA ADULT READING CAMPAIGN and lead a crusade to establish adult literacy as a priority in the state.

Expand immediately the capacity of existing literacy programs to train and use the volunteers resulting from the National Literacy Awareness Campaign.

By February 1, institute a state 800# information and referral system to respond to the National Literacy Awareness Campaign.

Compile and analyze all existing data available through the Department of Education and the State Planning Agency by April 1.

Increase the Adult Education allocation in the Governor's budget for 1986 and 1987.

Make literacy a priority for existing Job Training Partnership Act and State College Work Study funds.

Raise from the private sector and/or allocate \$175,000 by February 1 for immediate action and an additional \$410,000 from the private sector by July 1, 1985.

LONGER TERM ACTION

Link economic development and literacy in activities that result in direct impact on both.

Solicit active participation of all state departments and agencies in reaching solutions to the literacy issue.

Support local campaigns to significantly expand literacy services through the resources of the whole community.

Develop a long term strategy to be reaching 200,000 people a year with literacy services by 1990.

Mandate appropriate representatives to develop strategies and recommendations to prevent adult illiteracy.

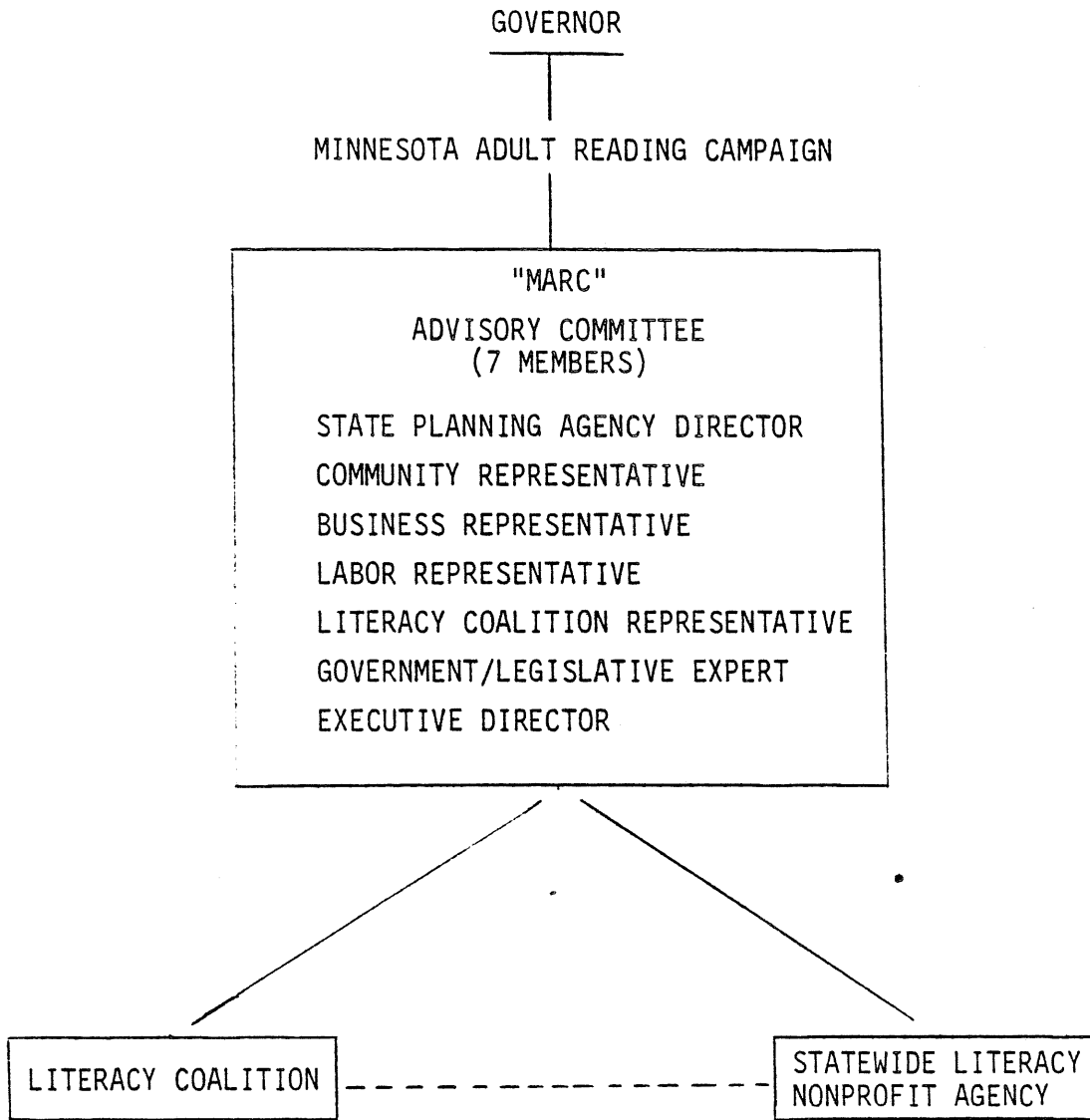
To insure these actions are addressed, the Task Force recommends three primary entities work together. The first is a MARC Advisory Committee appointed by the Governor. The appointments by the Governor are important to make this issue a state priority. Solutions to the problem of adult illiteracy cross state department lines. The Advisory Committee must report directly to the Governor.

Second, a Literacy Coalition of programs providing literacy services or those who could be, plus representation from client/student populations must be created. Increasing the number of people receiving services by 84 percent demands a strong working relationship among those providing the services.

Third, a statewide non-profit agency must be established to do many of the functions recommended by this Task Force, provide staffing to the Coalition and be responsive to the MARC Advisory Committee.

The Task Force believes that to meet the MARC goals of dramatically expanding services and having the highest state literacy level in the nation, the action steps and structure recommended are absolutely necessary. Immediate and significant action by the Governor is needed. If we do not act now, the problem will only become worse.

GOVERNOR'S TASK FORCE ON ADULT LITERACY IN MINNESOTA
ORGANIZATION CHART



ADULT BASIC AND CONTINUING EDUCATION
MINNESOTA LITERACY COUNCIL, INC.
LIBRARIES
STATE INTERAGENCIES
VOCATIONAL EDUCATION
COMMUNITY COLLEGES
LITERACY 85
CLIENT GROUP REPRESENTATION
eLDA READING & MATH CLINIC
OTHERS

GOVERNOR'S TASK FORCE ON ADULT LITERACY IN MINNESOTA
ACTION NEEDED

GOVERNOR	LITERACY COALITION	STATEWIDE NON-PROFIT AGENCY
1. Appoint an Advisory Committee of seven members to direct the MINNESOTA ADULT READING CAMPAIGN.	1. Disburse, oversee and coordinate immediate expansion funds. (State AB/CE and MLCI)	1. Establish and run a statewide information and referral, 800#, clearinghouse.
2. Allocate or raise \$175,000** by Feb. 1 for immediate expansion of services, state information and referral system, and initiating the campaign.	2. Oversee data compilation. (State AB/CE)	2. Oversee the communications/public relations plan.
3. Mandate support from the Dept. of Ed. and State Plan. Agency for data compilation.	3. Use data compilation and develop plan for 1986/1987 AB/CE increased allocation.	3. Provide resources and referrals in response to the Governor's campaign for involvement.
4. Include increase and legislative change of Adult Ed. Act in budget plan; \$956,000 FY 1986, \$1.2 million FY 1987.	4. Develop legislative package for 1987-1989.	4. Develop literacy and economic development linkage.
5. Make basic skills and literacy a greater priority for State JTPA and College Work Study funds.	5. Link state College Work Study and JTPA possibilities with literacy programs.	5. Plan and staff the kick-off conference.
6. Include literacy as an agenda item in department head meetings at least quarterly.	6. Coordinate volunteer recruitment and integrate into programs from state crusade. (MLCI)	6. Provide training and assistance to local coalitions and campaigns.
7. Set up a system of ongoing private sector support for literacy raising \$410,000** by July 1, 1985.	7. Work together with local constituents in the development of community coalitions.	7. Work with the Advisory Committee and Literacy Coalition in developing long-term strategy to serve 200,000 students annually by 1990.
8. Lead a crusade to enlist involvement of the general public: <ul style="list-style-type: none"> ◦ press conference ◦ proclamation ◦ letter to business, social, religious, service leaders ◦ letter to all Minnesota media encouraging use of National Ad Campaign ◦ PSA's with Governor asking for involvement ◦ conference ◦ literacy check-off option on state tax return 		
9. Write letter to mayors and county commissioners encouraging local campaigns.	** Includes a possible \$77,000 contribution from St. Paul Foundation/Literacy 85	

GOVERNOR'S TASK FORCE ON ADULT LITERACY IN MINNESOTA

RECOMMENDATIONS

- A. Initiate the MINNESOTA ADULT READING CAMPAIGN and lead a crusade to establish adult literacy as a priority in Minnesota.

The goals of MINNESOTA ADULT READING CAMPAIGN are to increase from 32,000 to 200,000 people being served each year by 1990 and to have the highest state literacy level in the nation. To accomplish the goals, the Governor's leadership is needed; a comprehensive state literacy movement and structure is needed.

A structure to implement the MINNESOTA ADULT READING CAMPAIGN must be able to expand the numbers of illiterate persons currently served by existing programs; develop a long-term plan and evolve into a "long-term" structure; obtain a realistic "fit" with government structure -- both existing and future; and coordinate both public and private organization efforts, and lead a crusade in local communities. The implementing structure must be kept simple; obtain maximum visibility for MARC, and have a strong Executive Director.

The Task Force recommends that the Governor provide the leadership needed to make adult literacy a top priority for the State. The Governor would allocate and reprioritize public funds, solicit private funds, encourage statewide involvement, lead the crusade through public awareness activities.

A MARC Advisory Committee would be appointed by the Governor to coordinate literacy activities between the legislature, the business community and the literacy providers to insure that the goals of MARC are met. The Committee would advise the Governor on literacy matters and work with him on raising public and private sector funds. The Committee would monitor the activities of the Literacy Coalition and the statewide non-profit agency, assist state agencies and departments in addressing the issue, develop long-range plans and do fund-raising for local programs.

The Task Force recommends a Literacy Coalition be established to represent literacy programs and literacy constituents to the Advisory Committee and oversee the expansion of the literacy services delivery system to meet the MARC goals. The Coalition would meet regularly and cooperatively develop and act on strategy that best utilizes resources, and work directly with constituents on local literacy coalition development.

In addition to the Literacy Coalition, the Task Force recommends a statewide non-profit agency be evolved out of the existing metro Literacy 85 model -- a special project of the St. Paul Foundation. The non-profit agency would provide the professional expertise and staff to do the specific functions outlined to meet the goals of the MINNESOTA ADULT READING CAMPAIGN: statewide information and referral,

the communications plan, literacy and economic development, and the conference, plus work directly with the Literacy Coalition

An Executive Director of MARC would carry out the advice and direction of the Advisory Committee by working directly with and between the Governor's office, the legislature, business, the Literacy Coalition and the statewide non-profit agency. The Executive Director would also assist in raising funds, staff the MARC Advisory Committee, chair the Literacy Coalition and oversee the statewide non-profit agency.

- B. Expand the capacity of literacy programs to train and utilize additional volunteers who respond to the National Literacy Awareness Campaign by raising from the private sector or allocating \$50,000 from Governor's FY '85 budget by February 1, '85.

The National Literacy Awareness Campaign, beginning in December 1984, will result in increased awareness of the literacy problem. It will also produce hundreds of potential volunteers in need of training on how to help adults learn to read. Research shows Minnesota has a large percentage of functionally illiterate people whose needs are not served by the state's present range of services. Most programs have waiting lists. The increased awareness resulting from the awareness campaign will create additional demand.

Additional resources are needed immediately as a result of the awareness campaign to meet this demand. The proposed \$50,000 would be used to expand literacy delivery services by training and integrating volunteers into existing literacy programs.

The Task Force recommends three areas of immediate expansion: the capacity of local literacy programs to serve students and support volunteers; the capacity to train larger numbers of volunteers; and the capacity of Minnesota Literacy Council, the statewide volunteer network, to give needed direction.

The funds for local expansion will be directed to programs in 15 geographic areas of the State where the estimated response to the awareness campaign will be the greatest:

Alexandria	Mankato	Rochester
Arrowhead	Marshall	St. Cloud
Bemidji	Metro North	St. Paul
Carver/Scott County	Minneapolis	South St. Paul
Duluth	Moorhead	Westonka

Upon submission of a brief written request and expansion plan from the volunteer literacy programs in these areas, grants will be issued: 1) \$6,000 to the Minneapolis and St. Paul programs; and 2) \$2,000 to each of the others. To qualify for funds, volunteer literacy programs must be closely aligned with the Community and Adult Education Section of the State Department of Education and the Minnesota Literacy Council, Inc.

Upon submission of a request and action plan, the remaining \$12,000 will go directly to the Minnesota Literacy Council to hold a volunteer trainers' workshop, provide stipends for volunteer literacy trainers, and expand their communications and support services to trainers and local volunteer literacy programs.

- C. Institute a statewide information and referral clearinghouse (utilizing a statewide 800 number) to refer students and volunteers, and to provide information to business and other groups working with literacy programs, community groups, public policy makers and interested individuals.

According to projections from the developers of the National Ad Campaign, Minnesota can expect 4,000 calls in the first year from volunteers, students and corporate supporters. Other public awareness efforts may increase this estimate to 8,000, or 700 calls per month.

The National Awareness Campaign includes a national toll-free number. All calls will be kept under two minutes in length, and referrals will be made to three different programs in the caller's area. It's doubtful that a person needing reading help will get all the information he/she needs in less than two minutes, and potential volunteers and students may not know how to respond to three agencies. We fear that people may be easily discouraged and choose not to participate at all. An in-state provider will offer more information and better follow-up.

No statewide system of referral and information exists to effectively use the human and corporate resources generated by this campaign. Clearly, we need to localize the National Awareness Campaign to stimulate a strong Minnesota response.

The Task Force recommends developing a statewide referral system, including a toll-free 800 number, by February 1, 1985 to respond to the immediate needs of the awareness campaign. We expect requests for student referral, volunteer tutor referral, names of Minnesota providers, corporate referral information, print materials as follow-up, and statistical data gathering.

The newly formed statewide non-profit literacy organization, will run the information and referral system. The system could build on the Basic Skills Hotline, developed by Literacy 85 for the metro area.

The \$125,000 needed for the first 18 months of operation will be private funds and public funds.

- D. Compile and analyze existing statewide data by the Department of Education by April '85, to geographically match need for existing programs with the populations with the greatest need for literacy services (including ethnic/racial, low education skills, low socio-economic status, age, sex and incarceration).

The Task Force found the greatest gaps in the delivery of literacy services for those persons "most at risk of illiteracy." Additional data must be compiled on the three "most at risk" groups: ethnic/racial minorities, (identified by existing organizations or councils), Indian, Black, Hispanic, Indochinese (handicapped, seniors); persons with low educational skills attainment, (identified by census by county); and persons with low socio-economic status (again identified by census).

Further documentation must be done on the numbers of persons needing literacy services in these groups and their geographic locations. And finally, information must be documented, covering existing services, both public and private; disbursement of existing AB/CE funds by amount and location; and identifying potential organizations, agencies and businesses for providing literacy service.

The Task Force recommends the Governor require participation from the Department of Education and the State Planning Agency for data collection. The State Demographer, the Land Management Information Center and the Adult Basic and Continuing Education program of the Department of Education would provide information from their current data base and outside sources. This compilation would correspond to the development of the state plan for Adult Basic Education being prepared for the U.S. Department of Education. Therefore, the Adult Basic and Continuing Education Section would coordinate the effort. To achieve the compilation and analysis in the short timeframe, an additional state Department of Education staff member must be directed to work with the AB/CE section.

- E. Include in the Governor's budget, the State Department of Education's recommended increase of \$956,000 for the state Adult Education Act in fiscal '86 and \$1.2 million in fiscal '87 with the stipulation that the state legislation be in response to the need for expansion of literacy services.

There are not enough funds from public and private sources allocated to basic skills and literacy programs. At present, nearly 32,000 adults are enrolled in some form of basic skill program; yet estimates show these programs serve only four percent of the functionally illiterate population. Programs are already stretched to capacity. Significant expansion of local services is needed to increase numbers of those receiving help from 32,000 to 200,000 each year.

The Task Force recommends increasing state funds allocated to adult basic education and literacy. The initial budget request from the State Department of Education included an increase of \$956,000 for FY '86 and \$1.2 million for FY '87. We recommend this increase be part of the Governor's FY '86 and '87 budget plan with funds directed to the Adult Basic and Continuing Education section of the Department of Education.

In response to the need for expansion of literacy services, the state Adult Education legislation would be changed in the following ways:

1. Raise aid formula limit from current \$800 per teacher;
2. Allow state aids for non-profit agencies;
3. Encourage collaboration of programs with business, community resources and services to increase options and lower costs;
4. Allow state dollars to be spent on program costs in addition to instructional salaries.

The Literacy Coalition would have input into the disbursement plan for this increased allocation. The disbursement plan must focus on the MARC goals with strong emphasis on increasing the capacity of local efforts to serve more people.

F. Reassign priorities of the Job Training Partnership Act (JTPA) program, and of the state College Work Study program in order to directly support the delivery of literacy basic skills training.

The JTPA program reaches a sizeable number of people through training programs aimed at preparing recipients to find jobs. Some of these programs may or may not include basic skills training depending on the priorities of the local Private Industry Council (PIC).

This recommendation is based on three issues related to JTPA. First, not all local PIC's have basic skills training as a top priority. Recipients may need basic skills training before they can be trained for specific jobs. Second, the teaching of basic skills is a long process which is not necessarily completed within a rigid funding period. This may lead to service providers choosing clients only if they are most likely to show results within a specified time. Lastly, literacy and basic skills programs need to be given high priority in the allocation of the eight percent discretionary funds of the JTPA program.

The Task Force also recommends the Governor encourage the use of state College Work Study funds for literacy programs. The objective of the Work Study program is to assist students in meeting their financial needs by providing them with valuable work experience. Students could easily participate in literacy programs as tutors, coordinators of volunteers or in other support roles. There is currently a pilot project -- using federal Work Study funds and a corporate contribution -- between the colleges of St. Thomas, Augsburg and Macalester. The colleges recruit students and place them in literacy programs in conjunction with the Minnesota Literacy Council, Inc. Similar efforts could be encouraged by prioritizing state College Work Study funds for literacy program use. Implicit in this recommendation is the belief that supplemental funds and cooperation are needed for successful implementation.

Direction and coordination of these efforts would be the responsibility of the Literacy Coalition and the statewide non-profit agency. There is not a direct budget item for this recommendation. It instead requires the Governor's influence in reprioritizing these funds.

- G. Reach literacy solutions through state departments and agencies by the Governor insisting that literacy be included as an agenda item at the regular Department head meetings at least quarterly to examine: the use of referral systems for clients; budget reallocations or reprioritizations; identification of in-kind resources; coordination across agencies; separate agency plans to respond to the proposals of the state-wide data compilation.

There appears to be little coordination or communication between state agencies concerning each other's literacy efforts. At times, agency goals conflict. Further complications arise with guidelines that restrict the use of public funds by private programs -- even if the combination offers creative solutions. There are other guidelines that force agencies to be highly selective of clients if the program is to show success and receive additional funding. This practice (commonly referred to as "creaming") leads providers to choose clients who are most likely to show literacy success within a short time period.

The Governor can play an active role in encouraging networking between various state agencies including, but not limited to, Corrections, Human Services, Health, Economic Security, Education, systems of higher education; plus the Office of Volunteer Services, and Labor and Private Industry Councils. Enhanced communication between these agencies will help define and fight the State's illiteracy problem, as well as prevent duplication of effort and promote collaboration. Sharing resources and innovative programs would become the rule -- not the exception.

The Task Force recommends the Governor include literacy as a topic at regular Department head meetings at least quarterly. This would help determine how various agencies could be responsive to the literacy issue. [The use of referral systems, the designation of in-kind resources, the provision of reprioritization of direct budget allocations and the coordination across agencies in response to the problem would be examined.] A state agency plan would be designed to: assign staff to train in-take or case workers of all agencies to refer clients to literacy programs, when appropriate; facilitate the use of state employees to work as literacy tutors, and/or allow the use of state facilities for tutoring; and assess employee's literacy needs, and refer when appropriate.

Long range, the Departments would recommend a budget, preferably a reallocation of funds from their own agencies, to respond to the expansion of services and to the statewide data compilation. A representative from a non-education state department would serve on the Literacy Coalition to represent State Department potential in developing a strategy to provide services to 200,000 a year by 1990.

- H. Raise funds from the Private Sector to respond to the immediate need resulting from the National Literacy Awareness Campaign and the long-term effort to increase the number of adults receiving literacy services in the state to 200,000 a year by 1990.

Illiteracy impacts all aspects of our society: economical, political, educational and social. Public funds alone are not sufficient to meet the short-term and long-term literacy needs in the state. Solutions to this issue demand partnerships with active involvement and significant contributions from Minnesota corporations and foundations.

The Task Force recommends in January '85, the Governor call a meeting of major corporate and foundation representatives. The meeting would outline the magnitude of the problem, its affect on Minnesota business and society, the resources and needs of the Minnesota literacy network, the recommendations of the Task Force, the Governor's commitment to the issues and of funds, and the critical need for private sector resources. The Governor would challenge representatives to raise \$175,000 by February 1 to be supplemented by available state funds and an additional \$410,000 by July 1, 1985. These representatives will work with the Governor to develop a system for private and public funds so that 200,000 people a year will be receiving services by 1990.

Encouragement by the Governor and the MARC Advisory Committee should be given to the Minnesota philanthropic community to review its support of literacy efforts, in light of the current need. The Minnesota Council of Foundations should be actively solicited to convene a symposium on funding literacy projects.

The MARC Advisory Committee and Executive Director would play a primary role in working with the Governor to raise private sector funds.

- I. Create a link between economic development and literacy skills through assessing of employee literacy needs, referring employees to literacy programs, brokering of literacy services on-site, and researching the effects of literacy on employability performance and productivity.

While illiteracy has many far-reaching implications for the state of Minnesota, it ultimately impacts the social and economic health of our state. Workers without the skills to do their current jobs are only part of the problem. Increasingly, even competent entry-level employees lack the skills to move up. Unemployed people constitute a large part of the illiterate population. As service and high technology jobs increase, even higher basic skill levels will be required.

The Task Force recommends directing both private and public employers and job placement programs to refer all job applicants denied employment due to literacy deficiencies to literacy training programs through the state 800 number. We would also ask employers to assess the literacy needs within their own companies and initiate inhouse training programs if appropriate.

The process falls into three major focus areas: inhouse literacy awareness, inhouse teaching programs and literacy research.

The process for building inhouse awareness and programs includes:

- o Communicating with corporate executives responsible for hiring, training and human resource development, asking them to assess the extent of literacy among their employees and initiate internal programs to correct deficiencies.
- o Encouraging businesses to provide guarantees of improved job opportunities to individuals taking part in self-improvement programs.
- o Encouraging industry to support literacy training with skills training and job placement.
- o Building an awareness and sensitivity to literacy needs among higher-level personnel -- an awareness that most often stops at the supervisory level.

The process for developing literacy research includes:

- o Encouraging corporations to support research on the effects of inadequate literacy on employability, performance, productivity and the effectiveness of existing delivery systems.

- Encouraging corporate research departments to seek out solutions, studying the problem as a practical business challenge and planning implementation as if it were a business opportunity.
- Cooperating with the State Department of Education and institutions of higher learning in researching the effects of illiteracy on the economic development of the state.

The statewide literacy non-profit agency would have responsibility for developing the linkage between literacy and economic development, working with the business and labor representatives on the MARC Advisory Committee. The 18-month budget for this activity is \$43,000.

- J. Embark on a campaign led by the Governor to enlist the support of the private corporate and non-profit sectors, including businesses, churches, service organizations and individuals, to become involved in solving the literacy problem.

Building partnerships with the public and private sectors will be a critical part of attacking the illiteracy problem in Minnesota. It will take everyone's involvement. A campaign directed by the Governor's office would enlist the support of businesses, churches, service organizations and individuals, asking them to become involved. Involvement would include, but not be limited to contributions of money, space, products and materials; volunteering for tutoring or support; market and promotion of activities and events.

The process the Task Force proposes begins with a letter from the Governor to Minnesota business, social, religious and service leaders outlining the magnitude of the literacy problem, its effect on Minnesota, the resources of the Minnesota literacy network, and the need for involvement and volunteer services. These state leaders would be encouraged to communicate the information through their local communities and to provide support in establishing local literacy coalitions.

Individuals, churches and associations would be encouraged to increase volunteer and other resources in support of current and new adult literacy programs. Steps include:

- Asking the Corporate Volunteer Council, Business Action Resources Council and the Community Affairs Roundtable to take the "literacy" issue under advisement to ensure the need will become a business community challenge.
- Seeking the assistance of the Minnesota Office on Volunteer Services, the Minnesota Association of Volunteer Directors and the Voluntary Action Centers throughout the state.
- Requesting that the Minneapolis Junior League, currently completing a survey of its membership to determine its "focus group" areas, to consider becoming a moving force in volunteerism and/or funding of adult literacy.
- Developing ongoing communications with churches, parishes and synagogues, using religious organization as a conduit for the literacy message -- especially in inter-urban churches working with the poor.
- Developing and maintaining ongoing contact with business and industry associations, governmental organizations and labor unions to promote literacy awareness opportunities.

- Asking assistance from business associations, including the Minnesota Association of Commerce and Industry, Minnesota Project on Corporate Responsibility, Minnesota Business Partnership, Minnesota High Technology Council, Minnesota Wellspring, and the Chamber of Commerce.
- Communicating with corporate executives responsible for external and internal communications to request that special attention be given to the problem of adult illiteracy, both in internal publications and through external publicity.
- And finally, recognizing successful efforts currently being made by private corporations to advance adult literacy among their employees and the public, as well.

Representatives of these groups and activities would be invited to attend the Conference announcing the State's literacy plan. Working with the Literacy Coalition, the state non-profit agency will direct and coordinate participation in the MINNESOTA ADULT READING CAMPAIGN and the development of local community coalitions and partnerships.

To provide the opportunity for supporting local literacy programs financially, the Governor would include literacy as a contribution check-off on the state income tax returns.

Promoting this crusade for involvement will be part of the Advisory Committee's role. The response will be the responsibility of the statewide non-profit agency working with the Literacy Coalition.

- K. Develop a short- and long-range communications plan to build awareness through the media, including news releases accompanied by a letter and strong endorsement from the Governor announcing the MINNESOTA ADULT READING CAMPAIGN (MARC) and urging the media to help build awareness of the problem and make literacy a state priority with the Governor's endorsement.

The greatest limitation in impacting illiteracy is that people don't know it's a problem. Employers, human service agencies, professional service providers, religious leaders, large corporations, and public policy makers are not aware that 20 percent of our adult population -- 800,000 -- have difficulty functioning in their lives because of limited literacy skills. Many have no awareness of how this problem is impacting not only the individuals but all of us.

The short-range communication plan builds on the National Awareness Campaign between January 1 and June 30, 1985. It would directly involve the Governor in the following ways:

- A press conference announcing the MINNESOTA ADULT READING CAMPAIGN, the Task Force recommendations, and the Governor's commitment;
- The signing of a proclamation declaring literacy as a state issue and the initiation of the crusade;
- A letter to all Minnesota media which received the National Ad Campaign material urging them to use it;
- The production of a Public Service Announcement with the Governor informing Minnesotans of the literacy issue, the state campaign and urging their involvement.

The long-term communications plan (July 1985 and beyond) would maximize initial awareness gains resulting from the National Ad Campaign and then broaden the awareness effort throughout business, labor and government. The primary focus of the campaign would be to reach 200,000 adults needing help per year as opposed to 32,000 per year currently served. The long-term plan will emphasize student recruitment as well as general public involvement.

Key messages of the campaign include:

- Establishing a link between employability and literacy;
- Establishing a strong relationship between high quality of the Minnesota work force and economic development goals;
- Stating that the literacy effort will result in superior educational levels of Minnesota residents -- a major consideration for the state's economic development efforts;

- ° Emphasizing the experience of how illiteracy affects a person's life, as opposed to communicating illiteracy as a statistic.

Plans include broad-based approaches to the media, such as sending media press kits to newspapers, local magazines and news departments of all broadcast media. The Governor and his office will continue urging the press to help build awareness of the problem. Local programs and coalitions will be provided with training and assistance in designing and carrying through on local public relations plans.

The statewide non-profit agency will have the responsibility for coordinating the campaign, working with a public relations firm. A public service effort by a voluntary local public relations/advertising agency will provide consistency in campaign execution as well as maximum creative opportunity for high awareness levels. All media coverage will be a public service and much of the design and production costs will be donated. Therefore, the 18-month budget for these communication plans is only \$35,000.

- L. Announce the MINNESOTA ADULT READING CAMPAIGN (MARC) through sponsoring a conference to direct state attention to the new literacy initiatives and to plan for local community literacy initiatives. Public agency heads, public policy makers, literacy program representatives, related human service councils, boards and agencies, foundations, corporations, businesses, religious leaders, the media, and others will be invited to participate.

State leaders from business, public office, religious groups, state departments and agencies, the giving community and others need to see how the illiteracy problem and the solutions are inter-related. An opportunity to inform them of the issue: discuss each sector's role and involvement is needed. An excitement and commitment to the MARC must be generated.

The Governor and the Legislative Advisory Committee should designate \$5,000 of state funds by January 1, 1985, to conduct a Governor's Conference on Literacy. While the conference serves several purposes, its primary purpose would be to initiate the MINNESOTA ADULT READING CAMPAIGN. Additional goals would be to provide a framework for ongoing, sustained effort to achieve the Governor's stated goal of high state literacy levels, creating awareness of the magnitude of the problem, making participants knowledgeable about existing services, encouraging them to provide financial support for existing efforts as well as the development of new programs, define and plan for avenues of involvement by all groups attending.

Conference planning could be conducted by the statewide non-profit agency with the newly appointed MARC Advisory Committee and the Literacy Coalition. The Governor will announce the conference and appoint a member of the MARC Advisory Committee, to chair the conference. The budget allocation for the conference is \$5,000.

This conference would initiate the campaign and set the stage for local initiatives and coalitions.

- M. Support local communities in setting up their own literacy campaign to cooperatively plan for significant expansion of awareness, services, resources, and participation. Local campaigns should include local chambers of commerce, literacy and basic skills providers, community education, libraries, private industry, institutions of post-secondary education and labor unions.

The process of learning to read and gaining skills to meet the demands of people's lives, happens in neighborhoods, communities, towns and cities. The success of this state literacy crusade depends on the success local programs and groups have in reaching and providing services to those in need. Therefore, the state model of involving all sectors in the MINNESOTA ADULT READING CAMPAIGN must be developed locally.

These local literacy coalitions, with representatives from business, libraries, education, government, social services and others, will strengthen grassroots support for the literacy programs. In order to encourage participation at the local level, the Task Force recommends the Governor send a letter to mayors and county commissioners to support and provide leadership for local literacy coalitions. In addition, all state agencies and organizations participating in the Governor's Conference would contact their constituents to encourage local coalition building.

To maximize the National Literacy Awareness Campaign, public relations suggestions and materials for these new local literacy coalitions will be developed. Possible vehicles include radio, television and newspaper public service announcements, as well as the Minnesota 800 number. Direct support for local campaigns, coalitions, and expansion will be provided by the statewide non-profit agency and the Literacy Coalition.

GOVERNOR'S TASK FORCE ON ADULT IN MINNESOTA

BUDGET FOR LITERACY EXPANSION

February - June 1985	<u>USE</u>	<u>SOURCE</u>
Immediate Program Expansion Services	\$50,000	Public funds, if available; otherwise private sector funds
Assessment		
1/2 time person to assist AB/CE; time of State Planning Agency staff		Dept. of Education and State Planning Agency In Kind
Conference	\$ 5,000	Public funds, if available
Information and referral clearinghouse, 800#	\$40,000	Public funds, if available; plus private sector funds
Public Awareness Campaign	\$ 5,000	Private sector funds
Literacy and Economic Development	\$ 3,000	Private sector funds
Statewide Non-profit Organization Staff and operations	\$72,000	Private sector funds or In Kind; (\$22,00 St. Paul Foundation
TOTALS	\$175,000	Public \$ 75,000 Private \$100,000

*The Task Force respectfully requests the support and assistance of the Governor in fundraising efforts in the private sector.

July 1985 - June 1986

Program services expansion and coordination	\$916,000	Increase in AB/CE allocation
Local development	\$100,000	Private Sector funds
Information and referral 800# clearinghouse	\$ 80,000	AB/CE increase \$40,000 Private Sector \$40,000
Literacy and Economic Development	\$ 40,000	Private Sector funds
Conferences and Meetings	\$ 15,000	Private Sector funds
Public Awareness Campaign	\$ 30,000	Private Sector funds
JTPA, Work Study		Reprioritize existing funds
Statewide Non-profit Organization Staff and operations	\$185,000	Private Sector funds or In Kind; \$55,000 St. Paul Foundation
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TOTALS	\$1,366,000	Public \$956,000 Private \$410,000

*The Task Force respectfully requests the support and assistance of the Governor in fundraising efforts in the private sector.

GOVERNOR'S TASK FORCE ON ADULT LITERACY IN MINNESOTA

BACKGROUND

THE PROBLEM

Illiteracy has far reaching implications for the state of Minnesota. It impacts Minnesotans personally, as family members, community residents, citizens, wage earners, customers, taxpayers and church members. It impacts Minnesota's communities, institutions and businesses. Ultimately, illiteracy impacts the social and economic health of our state.

Functional literacy is an essential ingredient in human development; it's a basic right of people to obtain information and then use it to enhance their own well-being, to solve problems and to deal with societal demands. Illiteracy, therefore, limits choices in one's personal and work-related life. For most people who lack literacy skills, illiteracy is simply one factor among many -- including class, race, sex discrimination, welfare dependency, unemployment, poor housing and a general sense of powerlessness.

While the impact illiteracy has on the corporate bottom line is hard to calculate, it's generally agreed productivity and profit suffer significantly. Workers without the skills to do their current jobs are only part of the problem. Increasingly, even competent entry-level employees lack the skills to move up. Unemployed people constitute a large part of the illiterate population; U.S. Labor Department statistics estimate between 50-75 percent of the eight million unemployed in 1982 lacked basic communication skills -- skills that would enable them to be trained for new jobs.

Today, jobs in Minnesota, such as janitors, nurses' aids and clerical employees, require an eighth to eleventh grade reading level. And, as service and high technology jobs become more complex, they will require even higher basic skill levels.

The literacy levels of Minnesotans will have great impact on the State's future economic growth and development. In addition to direct costs, such as unemployment and productivity, there are relationships between illiteracy and welfare, illiteracy and unemployment, and illiteracy and incarceration. The State feels the impact of tax dollars spent to support illiterate persons, many of whom with proper training could be contributing taxpayers.

In Minnesota, 27 percent of adults have no high school diploma, and 10 percent of today's high school seniors lack reading and writing skills. Given these figures, a minimum of 20 percent of Minnesotans lack functional literacy skills. In 1983/84, 32,000 adults received direct literacy services. Only four percent of those in need currently receive services through existing programs and agencies.

THE TASK FORCE

In May, 1984, four Minnesota business leaders and three representatives of literacy programs were invited to have lunch with Governor Perpich to discuss

the adult illiteracy problem in Minnesota. The luncheon meeting was initiated by Harold McGraw, Jr., Chairman of the Board of McGraw Hill Publishing. Early in 1984, Mr. McGraw demonstrated his personal interest and commitment to adult literacy in this nation by establishing an agency called the Business Council for Effective Literacy. In support of that effort, he committed \$1 million of his own money to initiate the organization.

As a result of the meeting, Governor Perpich asked for recommendations on the role he could play in addressing the problem of adult illiteracy in Minnesota. Six of the representatives at the luncheon met with Lani Kawamura from the Minnesota State Planning Agency to begin developing recommendations. At the same time, a group representing state agencies or organizations providing literacy services had been meeting to develop plans on responding to the National Ad Campaign to be initiated in the Fall of 1984. These two groups joined forces to respond to the Governor's request. The response included two action steps: 1) documenting the literacy problem and services in Minnesota; 2) the Governor appointing a task force on adult literacy in Minnesota with representatives from state education, government departments and agencies, state minority population councils, state literacy programs, adult education, professional organizations, business, foundations and rural interest groups.

In late August, 1984, the Governor officially appointed a 30-member Task Force on Adult Literacy in Minnesota. The Task Force was charged with defining the problem of adult illiteracy in the state and arriving at recommendations on how to deal with it. It was the particular hope of the Governor that the recommendations would promote increased awareness and involvement among individuals, agencies, organizations, policy makers and business leaders. The Task Force was given a three-month timeline to formulate the recommendations for the 1985 legislative program. Stephen Hansen, Senior Vice President at B. Dalton Bookseller, was named Chair of the Task Force by the Governor.

The first meeting of the full Task Force was held September 16. In preparation for the meeting, the literacy programs in the state, working with Dr. Rosemarie Park of the University of Minnesota, prepared a document on the literacy problem and literacy services in the state.

Three full Task Force meetings were scheduled with the group divided into four committees to finish the work in the short timeframe. Each committee met at least once between the larger Task Force meetings. The four Chairs of the committees met with Steve Hansen, Chair of the Task Force, as the Steering Committee to coordinate the committee activities and the development of the recommendations. The four committees and Chairs are:

- Program Resources - Carolyn Schworer, Minnesota Literacy Council, Inc.
- Public Resources - Rose Herrera Hamerlinck, Community Representative
- Private Resources - Don Imsland, Minnesota Project on Corp. Responsibility
- Public Awareness - Ray Sachs and Tom Swanson, Campbell-Mithun Advertising

Jean Hammink, Literacy Specialist with B. Dalton, staffed the Task Force and Steering Committee. A fourth meeting of the full Task Force was scheduled for December 7 to review the final draft of the report.

THE TASK FORCE MEMBERSHIP:

B. DALTON BOOKSELLER

Stephen Hansen - Chair
Jean Hammink
Bette Fenton

BREMER FOUNDATION

John Kostishack

COMMUNITY REPRESENTATIVE

Gary Suddeth
Minneapolis Urban League

COMMUNITY REPRESENTATIVE

Rose Herrera Hamerlinck
Minnesota Higher Education Coordinating Board
Urban Coalition of Minneapolis

CONTROL DATA

Eric Peper

GOVERNOR'S REPRESENTATIVE

Lani Kawamura
Minnesota State Planning Agency

IBM

Irv Laddin

LITERACY 85

Greta Ploetz

LITERACY INSTRUCTION

Dawn Newton
Northwest Regional Corrections

LITERACY STUDENT

Charles Wieben

LITERACY VOLUNTEER TUTOR

Leslie Garner

MINNESOTA ADVERTISING COUNCIL

Ray Sachs
Tom Swanson
Campbell-Mithun

MINNESOTA ASSOCIATION OF CONTINUING ADULT EDUCATION

Lorilee Sandmann

MINNESOTA COMMUNITY EDUCATION ASSOCIATION

Martha Stanley

MINNESOTA DEPT. OF ED. - ADULT BASIC & CONTINUING ED. SECTION
Brian Kanas

MINNESOTA DEPT. OF ED. - LIBRARY DEVELOPMENT & SERVICES OFFICE
Bill Asp

MINNESOTA INDIAN AFFAIRS COUNCIL
Roger Head

MINNESOTA LITERACY COUNCIL, INC.
Carolyn Schworer

MINNESOTA PROJECT ON CORPORATE RESPONSIBILITY
Don Imsland

MINNESOTA RURAL DEVELOPMENT COUNCIL
Peg Michels

MINNESOTA STATE BOARD FOR COMMUNITY COLLEGES
Toyse A. Kyle
Minnesota Academic Excellence Foundation

MINNESOTA STATE BOARD OF EDUCATION
Ruth Myers

MINNESOTA STATE BOARD OF VOCATIONAL EDUCATION
Allen Olson

MINNESOTA STATE PRIVATE INDUSTRY COUNCIL
Vincent Gentilini
Paul Carlson
Arrowhead Economic Opportunity Agency

ST. PAUL COMPANIES
David Lemon

UNIVERSITY OF MINNESOTA
Rosemarie Park

WTCN - CHANNEL 11
Joseph Franzgrote
Stuart A. Lindman