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Californians for Literacy: A Historical Study of the Development of the California Library

Literacy Services from 1984-2004

Thesis submitted in partial satisfaction of the requirements for the Master of Library and

Information Science

By

Marissa Noel Chamberlain

2012

ABSTRACT OF THESIS

Californians for Literacy: A Historical Study of the Development of the California Library

Literacy Services from 1984-2004

By

Marissa Noel Chamberlain

Master of Library and Information Science

University of California, Los Angeles, 2012

Professor Mary Niles Maack, Chair

This thesis presents a history of the California Library Literacy Service from its founding in 1984 to its twentieth anniversary in 2004. The California Library Literacy Service is a statewide library-based literacy instruction program funded with grant support from the California State Library that provides technical assistance and funding to California Public Libraries who offer tutoring to illiterate English-speaking adults. This program helps 80,000-100,000 Californians every year who lack the functional literacy skills needed to complete daily literacy tasks. The California Library Literacy Service views literacy is a partnership between adult learners and their community. The program has fostered many such literacy-centric partnerships across the state. The story of the California Library Literacy Services is the story of many Californians who have worked to improve their own lives, the lives of others, and bring positive change to California.

The thesis of Marissa Noel Chamberlain is approved

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University of California, Los Angeles

2012

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ACRONYMS AND ABBREVIATIONS RELATING TO THE CALIFORNIA LIBRARY LITERACY SERVICE

A Note on Acronyms: Since CLLS is a large, state run program there are many acronyms that describe different parts of the program, bills and funding acts, and even the historical actors and staff members. New acronyms will be introduced with the first usage of the term. Two of the most important acronyms are the two names of the program. CLC stands for California Literacy Campaign and refers to the program from 1983-1990. When CLC was codified into law by AB 3381, it became the California Library Literacy Service or CLLS. When CLLS is used, it either refers to history from 1990 on or to the whole program as it exists now. To avoid more acronym confusion, the California State Library will either have the full name spelled out, or will be referred to as the State Library. Many of the primary documents about CLC and CLLS refer to the State Library with the acronym “CSL.” I have chosen not to follow this convention as “CSL” has similar letters to many of the other acronyms and could be easily conflated. Additionally, using the full name designates the State Library as a player in the history of CLLS. Departments of the California State Library or the State government will have their full department name spelled out. The U.S. Department of Education will also be spelled out. Other State Libraries or Library Systems not in California will retain their proper geographic names.

<u>Acronym</u>	<u>Full Phrase</u>
AB	Assembly Bill
ABE	Adult Basic Education
ALA	American Library Association
ALS	Adult Literacy Services
CACS	California Adult Competency Survey, conducted by the Nomos Institute for the California Department of Education in 1979
CLLS	California Library Literacy Campaign
CLC	California Literacy Campaign
CLSA	California Library Services Act
CSL	California State Library
ELLI	English Language Literacy Intensive
ESL	English-as-a-Second-Language
FFL	Families for Literacy

LARP	Library Adult Reader Project, Los Angeles Public Library's CLC/CLLS program
LSCA	Library Services and Construction Act, now known as the Library Services and Technology Act
LSTA	Library Services and Technology Act
MLLS	Mobile Library Literacy Services
NAAL	National Assessment of Adult Literacy, completed in 2003 by the US Department of Education National Center for Education Statistics as a follow up to the 2003 survey
NALS	National Adult Literacy Survey, completed in 1992 by the US Department of Education National Center for Education Statistics
OLOS	Office of Library Outreach Services, the division of ALA that Manages ALA's library literacy efforts.
UNESCO	United Nations Educational, Scientific and Cultural Organization

PREFACE

I came to literacy long before I started my library school career. I was a tutor for the Back 2 Basics elementary school tutoring program at the Rancho Cucamonga Public Library. It was there that I witnessed the power of libraries in literacy promotion. One of my students rose two levels in her school's reading program simply because people who loved reading helped her and she had ready access to books at her level. When I started at UCLA, I started researching library literacy programs and discovered CLLS. I also learned that stories like these are common in library literacy programs. These learners, tutors, librarians, administrators are changing California and proving the value of libraries in a technologically-driven age. I hope you join me as a Californian for literacy.

Normally in academic writing, errors in primary sources are indicated with the "[sic]" notation or corrected in brackets. I have followed this standard for official CLC/CLLS documents. However, I have not used it when transcribing adult learner or tutor statements or writing. The CLLS learners now possess the power to use words to satisfy their needs and express their opinions. The heart of CLLS is comprised of the learner stories, and I want to maintain the power of their words

ACKNOWLEDGEMENTS

Several people have made this thesis possible and I would like to take the time to thank them. First of all, this study would not have happened without the support of the Library Development Bureau of the California State Library. I am grateful for the help of current coordinators Jacquie Brinkley and Carla Lehn. They enthusiastically provided me with sources, gave me a space to work and free copies, and answered my every question. They told me Al Bennett had foretold that someday a library school student would want to study CLLS; if they kept the documents, she would come. I also am grateful to Al Bennett for making time for a phone interview with me. I hope I have served them and the literacy program well.

I have also received much support for this study from the department of Information Studies at UCLA. Dr. Mary Niles Maack served as my chair; she believed this topic would make a good thesis during her historical methodology class in Summer 2011. She has guided me through the process and carefully edited each chapter. My other committee members, Dr. Johanna Drucker and Dr. Virginia Walter have also helped tremendously. Dr. Drucker was my program advisor and has supported me for the past two years. Dr. Walter has been a resource for both public libraries and children's services. Additionally, the encouragement and editing of Dr. Cynthia Mediavilla has been invaluable.

Finally, my parents Mary and Rex Chamberlain have been my ardent supporters through this whole process and provided the means for my research. As my Northern California family, Kate Monteith offered me a second home for my time in Sacramento. Geoffrey Colman and Whitney Losh-Johnson helped me get through the long writing process. Sherry Sue and Sarah Luster always listened while I worked out my ideas. I am grateful for all the help and support I've received.

CHAPTER 1 – INTRODUCTION

California is a state of dreams. In both myth and reality, our “Golden” state has been perceived as a place of opportunity and new beginnings. However, many adults do not have the opportunity to seize their dreams because of their inability to read. Almost twenty-three percent of California adults do not have the basic literacy skills needed to fill out job applications, read product directions and warnings or vote. For these individuals, day to day survival and hiding their illiteracy becomes the top priority. These adults are largely invisible; they are English speakers and can imitate the behaviors and appearances of literacy. Many were born in the United States; however, regardless of their background, they are Californian and deserve a chance at their dreams. As safe and accepting institutions, many California libraries have taken up the challenge of helping these adults.

In 1984, the State Library, under the direction of State Librarian Gary E. Strong started the California Literacy Campaign (CLC) to enrich the lives of ordinary Californians, revitalize the role of libraries in their communities and improve the state as a whole. The California Library Literacy Services (CLLS) project, as CLC is known today, has supported literacy programs in libraries across the state for the last 27 years through technical support, funding, curriculum development, tutor and staff instruction, promotional marketing tools, and dedication to literacy promotion. CLLS has succeeded because it is based on the view that literacy is a partnership that improves the lives of learners as well as the communities from which they come. Learners cannot become literate on their own; they need the support and assistance of teachers, tutors, librarians, administrators, and law-makers. It takes the commitment of an entire community to achieve and maintain literacy.

CLLS supports learners by fostering many such literacy-centric communities across the state of California. Library literacy programs provide reciprocal benefits for librarians and tutors including expanding the influence and relevancy of the library, creating a cycle of positive change for their neighborhoods, and affording an opportunity to learn from the learners. Library literacy programs are about people, thus the story of CLLS is the story of many Californians who wanted to follow their dreams, change their own lives and change the world for the better. It is a story of innovative state library leaders, local librarians, tutors, support staff, educators, families, legislators, and most importantly, determined learners. Over the past 27 years, CLLS has been a positive program for California because of the impact it has had on learners' lives. Its success and challenges must be documented so that the program can continue to positively influence learners and California as a state.

Introduction to CLLS Services

The original goal of the California Literacy Campaign was to “lay the groundwork for a statewide, long-term structure that will reach and help adults in California attain an English-language ability they want and need.”¹ CLLS’s values support this mission and shape library literacy programs throughout the state. CLLS’s programs are learner goal oriented, always free to the learner, volunteer based for both the tutors and the adult learners, dedicated to empowerment and well placed for learning because of the library setting and being family-oriented. CLLS programs are also committed to diversity and inclusivity as “the strongest library literacy services are those that value the various learning styles, ethnicities, ages, and abilities of the learners, volunteers, staff, and communities.”² While the program does not have the resources to sustain English as a Second Language instruction in addition to Adult Literacy instruction, it supports English as a Second Language adult learners with resources and

referrals.³ Diversity is a necessary part of communities and partnerships. Literacy should always unite and never divide. Given the program's belief in the power of literacy, the State Library hopes that CLLS, at the state level, and the local library programs will serve as advocates for literacy and agents of positive, life-impacting change. Finally, CLLS is meant to be a part of regular library services and sustained through state and local partnerships. Dedication to literacy at both levels is necessary to program success:

“Because literacy is viewed as a core library service, both the state and local levels strive to ensure continuity of programming. The state funding process provides a continual baseline of support based on achievement of minimum standards and reporting requirements. In addition, a strong healthy library literacy service is funded in large measure by its local jurisdiction, and the state funding process rewards that commitment.”⁴

Funding of the program is based on partnerships. There must be demand within the community and a commitment to fund the program in the future. The state then provides support as long as a baseline standard is met. However, the State Library does not dictate how programs are to be structured at the local level. Libraries are guaranteed autonomy to craft the program to best fit the needs of their adult learners, tutors, and the larger community. Autonomy also affords local libraries the freedom to uphold CLLS's mission and values in different ways.

Today CLLS has four components dedicated to the eradication of Adult illiteracy:

1. Adult Literacy Services, 2. Families for Literacy, 3. English Language & Literacy Intensive, and 4. Mobile Library Literacy Services. The original component, Adult Literacy Services, offers one-on-one or small group literacy instruction by trained tutors. This small setting allows for individualized courses and learning plans tailored to the needs and goals, learning style, desired speed and background of the adult learners⁵. In order to qualify as an Adult Learner Services Library, local programs must

- serve adults who are not concurrently enrolled in high school
- assign a staff member to the program
- provide literacy instruction in English by trained volunteer tutors
- offer literacy instruction in a library, or through an organization closely connected to the library
- always be free to the “end user,” the adult learner
- require tutors to meet regularly with Adult learners to assess progress

The library must also use a CLLS-approved method of data collection, and conduct periodical evaluations and reporting of outcomes. In addition, the library must have a plan for local support. Its literacy staff must also participate in their regional literacy network, and participate with or establish a local adult literacy coalition⁶.

All of the above specifications must be met by all participating ALS libraries. Every CLLS library participates in the Adult Literacy Services component,⁷ therefore these standards also apply to every CLLS Library. Libraries may have separate literacy programs, but they will not qualify for CLLS funding. These standards are very broad to allow the local libraries room to implement and grow their program in a way that suits their library and community. Again, CLLS emphasizes the need for partnerships around literacy as education requires the talents, work, and funding of a multitude of people.

Founded in 1988, Families for Literacy (FFL) is CLLS’ second component. Families for Literacy targets the generational cycle of illiteracy by including the young children of participating adult learners. This component includes programs that encourage literacy for the whole family, children’s books to take home, parenting education, parent and child time together at the library and a library orientation in addition to literacy services for the parent. The point of

Families for Literacy is to help Adult Learner parents become confident enough to accept their role as their child's first teacher and jumpstart both their literacy training and their child's education.⁸ Families for Literacy involves many early literacy activities and storytime services that libraries already provide. By including children, CLLS has adopted a two-fold approach to Adult literacy: the program performs preventative action with the children to ensure they learn how to read before adulthood and helps the parents practice their literacy skills. Parent and child overcome illiteracy together.

Both the final two components, English Language & Literacy Intensive and Mobile Library Literacy Services both target harder to reach populations. Founded in 2000, the English Language & Literacy Intensive is meant to complement existing public school English as a Second Language (ESL) instruction. The service includes library programs to expose students to English and partnerships with existing public school ESL instruction programs, but does not provide tutoring within the library.⁹ Although CLLS supports all literacy instruction, it focuses on English instruction because most libraries are already equipped to provide English instruction. Mobile Library Literacy Services is a fleet of bookmobiles that brings literacy services to people who cannot get to a library. The bookmobiles provide puppet shows, programing, books, and computers to families in low-income housing developments, migrant communities, day care centers, Head Start programs, recreation centers, and health clinics.¹⁰

Together, the four components of CLLS represent a multi-tiered strategy for fighting illiteracy in the state of California. The overlap in services was purposely designed to maximize the number of learners reached by each component. Table 1.2 below summarizes the key feature of each section of CLLS.

Table 1.1: The Four Components of CLLS

Component	Acronym	Target Population	Key Services
Adult Literacy Services	ALS	Adults who cannot read and are not enrolled in a formal education program	One-on-One or small group tutoring where the learner sets his own goals
Families for Literacy	FFL	Young children at risk of becoming illiterate and their illiterate parents	Early literacy training, programming, books for families to take home
Mobile Library Literacy Services	MLLS	At-risk families in underserved areas	Bookmobiles equipped with books, computers, and programming tools
English Language Literacy Intensive	ELLI	Primary school children learning English	Exposure to English with programming, partnerships with public schools to support literacy

Table 1.1: The Four Components of California Library Literacy Services broken down by key service. This table summarizes information from California State Library, *CLLS Website*.

Through these components CLLS reaches adults, young children, English learners, and families without access to the library and does so without regard to age, ability or cultural background.

CLLS only considers that they are Californians who need the help of California's libraries.

Short Summary of the Legislative History of CLLS

In 1983, State Librarian Gary E. Strong set aside 2.5 million dollars of federal Library Services and Construction Act money to create a statewide library literacy structure.¹¹ Many libraries were still reeling from the cuts caused by the passage of Proposition 13 in 1978. As illiteracy had become a national issue in the late 1970s and early 1980s, Strong felt that the time was right for California public libraries to help adult learners while helping libraries to become more visible in their communities. From the beginning the California Literacy Campaign was

dedicated to creating partnerships and communities dedicated to literacy. Libraries that received grants from the original 2.5 million dollars were expected to find community partners that would support and sustain the program for the long term. Tutoring started in 1984 at 27 library systems statewide. In that first year, they reached 3500 adult learners.¹² The program was codified into California law in 1990 by a unanimous vote of both the State Assembly and the State Senate. Codification ensured the existence of the program in the long term both at the state and local levels. Additionally, the program's funding formula was solidified and allowed for state funding of programs beyond their fifth year of operation. In 1990, the California Literacy Campaign officially became the California Library Literacy Services we know today. The program celebrated its tenth anniversary in 1994, and continued to grow in terms of participating libraries and learners served. This growth corresponded to an increased push for funding. The program was reevaluated and added to the state education code in 2003. CLLS celebrated its twenty-fifth anniversary by helping over 20,000 adult learners in 105 library systems in 46 counties across the state. The numbers of learners helped in 2009-2010 had increased to over 42,000; additionally almost 90,000 Californians of all ages were helped by CLLS services.¹³ When participants in all four branches of CLLS are included. These numbers are inspiring. Through CLLS, 90,000 people had a chance to improve their reading skills. For some of these 90,000, their library literacy program helped them reach their goals. For others, their program was a stepping stone in their path to literacy. However, all are Californians working to change their lives. Cooperation and partnerships were essential at every step of CLLS's development, and it took the determination of many people to make the program happen. CLLS has been strong because of the foundations laid by Californians dedicated to literacy.

Assumptions of this Study

There are several underlying assumptions within this paper. *Firstly, literacy is regarded as a basic right.* CLLS and CLC were volunteer-based for both the learner and the tutors.

Learners choose to get help, but they should not be denied a chance to learn because of their age, race, or existing educational background. Choice is vital to the success of both the learner and the CLLS program as a whole, as choice allows learners to set their own stakes and limits. The voluntary atmosphere also helps to create a safe, welcoming space for learners.

Secondly, literacy improves lives and is something worth promoting. This assumption is generally taken for granted; however, it needs to be stated explicitly. Harvard professor Jeanne Chall explains that there are people who believe literacy programs to be elitist. She answers this critique by saying people who believe literacy to be elitist take their own literacy so for granted they are not aware of the benefits it confers.¹⁴ Once we learn to read well, reading becomes a part of who we are. We exercise our right to read often and without much thought. For those who cannot read, they are not free to do as they choose. Simple tasks become huge obstacles, creating a literal wall of words. Literacy scholar Jonathan Kozol explains that illiteracy causes a constant state of fear and uncertainty: “*Not knowing*. This is a familiar theme. Not knowing the right word for the right thing at the right time is one form of subjugation. Not knowing the word that lies concealed behind those words is a more terrifying feeling. The longitude and latitude of one's existence are beyond all easy apprehension.”¹⁵ Literacy then, counters these fears as it helps people know and understand. CLC also promoted adult literacy as a means of improving employment prospects and economic status.¹⁶ Literacy empowers individuals to be in control of their own lives.

These sentiments are idealistic, however idealism does not make these goals unattainable or less valid. *This assertion makes up the basis of my Third assumption: idealistic goals and positive change are possible for libraries to achieve with practical planning and administrative support.* I have spoken about achieving dreams and changing the world. Often these sentiments are regarded as hollow and frivolous but such ideals are in line with the library mission of equitable access to information.¹⁷ “Changing the world” often connotes large, sweeping actions that revolutionize society. The reality is that change starts on the individual level and spreads through partnerships and cooperation. For example, an adult learner goes to a library literacy program and wants to learn to read well enough to vote. She goes on to obtain their GED. Since the library helped her so much, she returns and becomes a tutor. In turn, she helps someone else reach his literacy goals. In this way, the influence of the library literacy program grows and the library helps more and more people. This too, is change, and it is driven largely by idealism.

Fourth and finally, library literacy programs do create positive change and are a valid use of funds. This final assumption may be taken for granted or not considered at all. However, it must be stated clearly in the face of the current California budget crisis. Over the last 27 years, library literacy programs all across California have helped thousands of learners gain necessary skills. These learners should not be ignored. Funding CLLS supports adult learners and libraries. Table 1.2 below summarizes the four assumptions of my study.

Table 1.2: Assumptions of this Thesis

Assumption #1:	Literacy is a basic right.
Assumption #2:	Literacy improves lives and is worth promoting.
Assumption #3:	Idealistic goals and positive change are possible for libraries to achieve with practical planning and administrative support.
Assumption #4	Library literacy programs do change lives and are a valid use of funds

Scope and Direction of this Study

Currently, there are 104 CLLS libraries across the state helping 20,000 adults.¹⁸ CLLS is a case study in how library literacy programs can succeed. This program has also innovated library literacy instruction by being the first library literacy program to allow learners to choose how they learn. Despite the success of the program, it is currently unfunded for the 2012-2013 fiscal year. This study will cover the history of CLLS from its beginnings in 1983-1984, focusing in particular on the founding years and the work required in 1989 and 1990 to get CLC codified into California law. Emphasis will also be placed on funding drives in the 1990s and the 2003 renewal of the program. This study covers the history of the program through the twentieth anniversary of the program in 2004. However, the twenty-fifth anniversary and recent history of CLLS will be covered briefly in the epilogue. Given that the literacy services were part of the “trigger cuts” of January 2012, background on recent California library budget cuts will also be discussed.

While CLLS today has four components dedicated to different aspects of literacy instruction, this study will focus mainly on the original adult literacy section. Families for Literacy will also be covered as an example of how the program has expanded with legislature support and how the three branches support adult literacy. The histories of the Mobile Library Literacy Services and the English Language & Literacy Intensive will be included when they support the history of CLLS as a whole. Within these parameters, the study will examine: the motivations for creating the program; the logistics of implementing the program statewide; an overview of the funding formula and sources; the goals of the program; and the number of participating libraries and learners over time.

I will conclude with a discussion of the successes and challenges of the program. Success of a literacy program can be measured in many different ways. The first way measures the quantitative growth of the program: number of participating libraries, number and density of represented counties, and number of enrolled learners. The second way evaluates the goals of the learners and how many learners achieved their goals. This approach is more outcomes-based than the statistical method and shows the value of library literacy programs. A third method is to compare the experiences of local libraries to discover what has worked best within the libraries. I will be addressing how these techniques have been used by CLLS. Above all CLLS is the story of librarians and learners. Therefore, the best way to measure success is to tell the stories of the individual learners and the librarians and tutors who helped the learners help themselves. These stories are powerful testimonials about the power of literacy and the value of libraries. Where possible I have quoted directly from the primary account, as I want the learners to speak for themselves. All of these methods are important for evaluating the success of the program, however it is the learner stories that are the most meaningful. It is the triumphs of the learners

that make CLLS worthwhile and strengthen our resolve and commitment to library literacy programs.

Methodology & Choice of Sources

My research for this paper began in Summer 2011 in Information Studies 281: Historical Research Methodology under Dr. Mary Niles Maack. Although library-based literacy is a fairly well documented and researched subject within the Library and Information Science world, very few of these sources are histories of library-based literacy programs. Publications about library-based literacy programs can be described by four types: instruction manuals; annual reports, statistics, and analytical works; and articles published by working librarians and literacy coordinators about their experiences with library literacy and adult learners. The instruction manuals, the first category, are publications meant to guide the creation and implementation of library-based literacy programs. Several good examples of this type have been published by ALA and university presses and referenced throughout this study: *Creating Literacy Programs in Small and Medium-Sized Libraries* by Shelley Quezada, *The Library as Literacy Classroom: A Program for Teaching* by Marguerite Crowley Weibel, and *Libraries: Partners in Adult Literacy* by Debra Wilcox Johnson, Jane B. Robbins, and Douglas L. Zweizig¹⁹. These type of sources are useful for understanding the logistics of a library-based literacy program, but they mention very little about the history of Library Literacy Services. The second type of source, program reports, is often published in conjunction with a specific local library, library system, or state library. These reports both evaluate the success of a program and capture a snapshot of that program in one or two years. However, these reports only briefly touch on the history of a program. The third source, experience articles, can vary from discussing a particular method of

literacy instruction to sharing learner progress and breakthroughs. The history of library literacy programs is most well represented in these articles. California-specific examples of history-based articles include “Project READ: Redwood City Public Library” by Kathy Endaya and “Public Library Literacy Programs: A Blueprint for The Future” by Martín Gómez.²⁰ The California Library Association also had a special issue devoted to literacy for the program’s twenty-fifth anniversary in 2009.²¹ There are a few short articles about the history of library literacy services in California and the history of CLC and CLLS, but no comprehensive overviews. I started my research intent on reconstructing the history of CLLS to fill this research need.

I started my research with the sources above. I also consulted secondary sources to better grasp the definitions of literacy and existing practices within adult literacy instruction as a whole. From there, I searched for primary sources documenting library literacy in California. I found many articles about the founding years, written by Gary E. Strong, Al Bennett, Carole Talan, and other key players in the foundation of CLC, as well as more recent annual reports, learner stories and program evaluations. All of these sources suggested that CLLS has been able to positively impact the lives of thousands of learners, tutors, and library staff and that CLLS relied heavily on community support and outside partnerships. I hypothesized that CLLS has succeeded because the campaign, the State Library, and local participating libraries embrace the idea that literacy is a partnership. The State Library created and oversaw the program logistics; however, it took the work of many Californians to make CLLS a success. My next step was to gather all the material I could about CLLS to demonstrate why CLLS is an example of a well-functioning library literacy program and to tell the story of those Californians through the CLLS partnerships.

I needed more primary sources, as well as more information on CLLS in the 1990s. I was ready to visit the State Library and State Archive to gather primary sources to assess how well their documentation supported my hypothesis. The State Archive does not catalog at the item level, and as a result, their catalog did not find anything on CLLS. I did find some useful documents within *The Administrative Files of Gary E. Strong*. I visited the State Library three times in the course of this study: July 27-28, 2011, November 30th-December 1st, 2011, and December 27th-29th, 2011. I spent a total of 7 days or 36 total hours culling sources plus 8 hours of indexing. I copied hundreds of library applications, news articles, library profiles, library newsletters, *California Library Foundation Bureau (CLFB) Bulletins*, and internal State Library documents. California Literacy Campaign and California Library Literacy Services were required to document and keep almost everything as a government program, so I faced the challenge of overabundance of information. As of December 29th, 2011, The Library Development Bureau, the State Library department in charge of CLLS, has seven archival boxes, 2 shipping boxes, 14 periodical boxes, and several loose training binders and reports. I was grateful for the help of Carla Lehn and Jacquie Brinkley, current CLLS coordinators, for finding this material for me, allowing me full access, and keeping the material safe while I completed my research. Given the large amount of material Ms. Lehn and Ms. Brinkley found for me, I had to prioritize my selections. I selected documents that met one or more of the following criteria:

- 1.Explained the logistics or background of the program;
2. Clarified an area that I had not found in my previous research;
3. Highlighted the partnerships or people involved in the program;
4. Summarized legislative history
5. Discussed successes, challenges or critiques of the program

6. Held vital statistics about the program

7. Featured Learner & Tutor stories

I felt these criteria would find documents that would support my hypothesis and research questions while presenting a balanced account of the history of CLLS in the time and space allotted. However, I did not see the whole collection; the documents I utilized and studied were held in the Library Development Bureau. Ms. Brinkley speculated that there were more boxes in storage elsewhere in the State Library, and that some may have been sent to the State Archive. I picked the best quality sources out of the ones I had available to me. I also had the pleasure of interviewing Al Bennett during my time in Professor Maack's summer class. He clarified many of the sources and provided needed background.

I am relying heavily on the sources pulled from the State Library because they provide an insider point of view to the history of CLLS. However, some material was missing or out of order or did not have context provided. I focused largely on the foundation of CLC and the codification of CLLS from the State Library perspective because of the considerable difficulty of implementing a statewide service and more of the sources spoke about the founding of the program. I have covered the history of the 1990s and the early 2000s as well; the nature and quantity of the sources changed to reflect continuing program. My official end date is the 20th anniversary of the program in 2004 due to space restrictions. With the exception of the 20th anniversary celebration, there was a dearth of sources from 2002-2005. Many sources from 2006 forward were found online or in a digital format.

Definitions of Literacy

CLLS was founded under the premise that libraries could provide an alternative educational space for adult learners who may not have succeeded or do not have access to traditional learning environments. The library is a neutral place; it is free and welcoming to all who seek some form of information. Literacy skills are types of information that turn into information-seeking tools. State Librarian Gary E. Strong realized that California public libraries could serve the information needs of adult learners with existing library resources. The founding goal of CLC was to create a long-term statewide library literacy network promoting Adult English literacy instruction.²² CLLS's main focus is lowering the amount of adult illiteracy, and each of the four branches has a different approach to fighting illiteracy. The original component founded by CLC, Adult Literacy Services, focuses on one-on-one tutoring with adults who want to improve their literacy skills, and offers many resources for training tutors.²³ An understanding of CLLS starts with an understanding of literacy as a term in the library field and how CLLS uses literacy within the program. There are many varying definitions of literacy, and there are no universal standards on what being literate should entail. Generally, literacy is measured in levels: total illiteracy is the inability to comprehend any written words; functional literacy is the ability to read some words and extract meaning; limited literacy or higher is the ability to perform simple written tasks; and literacy is the ability to understand most text.²⁴ Literacy can also be measured in grade-level equivalencies based on the tasks that a student should master after completing the grade. Measuring literacy through grade-level equivalencies also demonstrates the level of education society demands: "It requires ninth grade competence to understand the antidote instructions on a bottle of corrosive kitchen lye, tenth grade competence to understand the instructions on a federal income tax return, twelfth grade

competence to understand instructions on a federal income tax return.”²⁵ While many of these tasks require higher level literacy, grade-level equivalency does not work well for measuring adult literacy. In California, grade levels are based on the achievement of education standards tied to the curriculum²⁶. Adult literacy is connected to the completion of daily tasks, which may or may not correspond to the California State Standards or grade level accomplishments.²⁷ Furthermore, using grade level equivalencies demeans adult learners. They are adults with adult experiences. Comparing them to primary and secondary students ignores their experience and reduces them to the age associated with the grade-level.

Most library-based literacy programs use the level definition of literacy and want their students to achieve functional literacy. Literacy is a dynamic field of study; the definition has changed dramatically over time. Literacy as a necessity is a more modern concept; today it has become a necessity for most employment and even social participation. However, literacy was not always expected of individuals. Up until the 1930, the Census Bureau definition of “literate” was someone at least 10 years old who could read and write in any language. The Census question was a “yes” or “no” question; therefore literacy was determined by individual perception and literates included people who could only sign their name. This definition was reused by the Census on and off till 1980. Census definitions also used completed grade levels to determine literacy, and counted anyone who completed five or more years of school as literate.

These definitions produced literacy rates of 95% or higher for the entire United States.²⁸ These definitions and percentages did not reflect the reality in the United States, and a better term was needed to describe the range of literacy abilities found in the American and greater world populations. In the 1960s and 1970s, UNESCO worked to change the definition of literacy

to better include life demands and social needs. The UNESCO 1962 definition sounds more similar to the definition used by CLLS today: Literacy is the use of essential skills and knowledge that enable a person “to engage in all those activities required for effective functioning in his or her group and community whose attainments in reading, writing and arithmetic make it possible for him or her to use these skills toward his or her to use these skills toward his or her own and the community’s development.”²⁹ This definition acknowledged the multitude uses of literacy as well as the social aspect of literacy.³⁰ UNESCO’s definition foreshadowed the wider acceptance of a tiered definition of literacy.

The definition of literacy in the 1960s was based on ascending steps and skills. H.A. Robinson, a librarian advocate for Adult literacy devised a five step “Stairway of Literacy” that spanned from complete illiteracy to complete literacy. Table 1.1 below explains the steps and the differences between them.

Table 1.3: Steps of Literacy Levels

Step	Level	Grade Level Equivalency	Ability
Step 1	Complete Illiteracy	n/a	Unable to read English
Step 2	Low-Level Literacy	Reads between grades 1 and 4	Barely Able to Contend with Adult Material
Step 3	Partial Literacy (This level would evolve into Functional Literacy)	Reads on a 5 th or 6 th grade level	Can read essential information
Step 4	Variable Literacy	Reads materials at a number of reading levels	Has specific problems that prevent full literacy
Step 5	Complete Literacy	Can read effectively all levels required	Can evaluate and draw concepts from them.

Table 1:3 1963 Stairway of Literacy devised by H.A. Robinson. Adapted from Newman and Beverstock, 36.

These steps are similar to the steps used by librarian Shelly Quesada in her 1993 guide to Library Literacy programs³¹. However, the emphasis has changed from grade levels to the functional

ability of the individual. “Functional literacy” as a term was popularized by the 1975 Texas Adult Performance Study. This study measured how well adults read everyday documents such as transportation schedules, product packaging, job applications, rental and lease contracts, tax forms, and checkbooks. In response to this study, adult education programs focused on these skills but may not have addressed other tasks that require reading.³²

The definition of functional literacy depends on the ability to complete a rote task; it is therefore easier to teach and measure functional literacy. Indeed, increasing the number of “functionally literates” across the state was one of the goals stated in the California Literacy Campaign's first effectiveness review.³³ CLLS programs push for literacy levels beyond functional literacy. Functional literacy may not be enough. Individuals may change jobs or need to learn new tasks that were not included in their functional literacy training. Being literate means more than being able to complete certain tasks, therefore literacy is a skill that should allow individuals to adapt to change and give them more self-confidence and power to control their own lives.³⁴ Functional Literacy should be more than workplace skills and rote tasks. Individuals need to function at their jobs as well as in the greater world. Functional literacy should be the literacy skills needed for individuals to excel at their lives.³⁵ This idea is consistent with CLLS’ primary goal to have learners acquire and use literacy in ways that they desire. The original literacy specialist for the program, Al Bennett, explained in my interview³⁶ that he and state librarian Gary Strong wanted a better way to measure literacy that allowed for learner self-determination and did not rely on grade equivalencies that were inappropriate for adults. Literacy, as it is used by both the California Literacy Campaign and California Library Literacy Services, focuses on adults and requires being able to complete the tasks that their lives require. This definition is based on situational criteria decided by the learner; no other literacy program

before CLC gave learners so much choice in their own education.³⁷ It also sought to reach individuals of all backgrounds and ages who could not succeed in or attend traditional schools. In order to reach this audience, an adult was defined as a Californian who was not in another educational program but was ready to accept the challenges and responsibilities of adulthood.³⁸ Adults are not defined by their age, so the program can serve high school dropouts as well as older adults who want to change their situation.

Finally, CLLS promotes adult literacy through public libraries and is not aimed at individuals who speak other languages. This focus allows the program to use library resources in the way that would most effectively help learners and the libraries themselves.³⁹ Adult Literacy and English as a Second Language⁴⁰ are two distinct, though related, concepts. In the CLLS context, adult literacy focuses on helping English-speaking adults learn to read in English. English as a Second Language involves teaching English to people of all ages who speak other languages. There is a wide range of English as a Second Language learners; some may be highly literate in their native language while others may not be able to read at all. ESL learners have different needs than Adult Literacy students. There are similarities and overlaps between the two groups; however Adult Literacy and English as a Second Language both need to be addressed in order to make California a more equal and just place. Between these two groups of learners, English as a Second Language is the more visible issue. It is much easier for someone who is illiterate in English to conceal their lack of reading skills when they already speak English. The ability to read is taken for granted in this country; it is assumed that someone who speaks conversational English well enough will also be able to read. Adults who cannot read can learn behaviors that belie the fact they cannot read: they can forget their glasses, ask for clarification, or rely on routine and memorization.⁴¹ People who do not speak English can only hide if they do

not have to speak. English as a Second Language is also the more politically charged issue as it is deeply entwined with illegal immigration and race. Adult literacy and English as a Second Language are often confused because of the visibility of Second Language issues in the current political atmosphere. However, each issue is equally important and needs to be addressed on its own in a way that encourages individual development and social justice. Promoting adult literacy does not harm or diminish English as a Second language education efforts. English as a Second Language education and adult literacy promotion complement each other as both seek to help all individuals improve their lives and empower themselves through increased access to resources and opportunity. CLLS recognizes that English as a Second Language and adult literacy are connected, and provides materials and referrals through their English Language Literacy Intensive branch.

The State Library supports literacy in all forms and languages but has built CLLS to utilize existing English language resources in California public libraries. Being largely English-only does not make the program less diverse and inclusive. Diversity is one of the core values of CLLS; people of varying backgrounds who come from varying cultures all have something to contribute to the program⁴². Having diverse learners, tutors and staff makes the program stronger. CLLS creates a partnership between public libraries across the state to promote adult literacy. This partnership allows libraries to serve as advocates in the larger cause of literacy for all regardless of race, age, socioeconomic status, class or background. Every individual has the right to read and be educated. CLLS' focus on adult literacy is a step toward achieving this goal and a better California.

CHAPTER 2 – LITERACY INSTRUCTION AS A LIBRARY SERVICE

Literacy Levels in the United States through the 1970s

Given that the definition of literacy is dynamic and becoming more complex, it is difficult to trace the levels of literacy in the United States historically. The Census has taken illiteracy statistics since 1840. In these early years of data collection, individuals were considered literate if they could write a simple phrase. However, the Census bureau did not require that they write as part of the census, only that they indicate if they could.⁴³ The original Census definition did not record the percentage of literates as literacy was self-reported. Based on census data, illiteracy in the United States remained at about 20 percent of the adult population until 1870⁴⁴. In 1900 the rate fell to about 11 percent. In 1930, 4.3 percent of adults were illiterate, and the rate had fallen even further to 2.9 percent in the 1940 census.⁴⁵ Due to the problems of definition and measurement, Census data is not an accurate metric for measuring literacy as it is defined today historically in the United States. However, it is the best measurement available for the years before wide scale literacy assessments. Census data also presents historical attitudes about literacy as the simple ability to read and write phrases.

World War II signaled a shift in views and approaches to literacy measurement. The Army considered anyone with a fourth-grade education suitable for enlistment; men had to be able to complete the more technical tasks required by modern mechanized warfare. However, this requirement was loosened as the war went on to meet the increasing demand for soldiers.⁴⁶ Additionally, the military's attempts to educate their soldiers were exclusive to military recruits; widespread efforts to raise literacy rates among general citizens had not yet begun.⁴⁷ The postwar years and the beginning of the Cold War further highlighted the need for literacy. The

Cold War was an ideological war fought both by proxy battles on the ground and through advances in science and technology. The nation appeared literate through census statistics: the illiteracy rate was estimated at about 2.5 percent of adults during the 1950s. Reversing the statistics, these Census estimates assumed that 97 percent of the American adult population was literate. This assertion was widely touted as a sign of the superiority of the United States. However, the census was still measuring literacy through completed years of school, and an individual only needed to complete 5-6 years of school to be considered literate.⁴⁸ The jobs needed to win the Cold War required more than a fifth- or sixth-grade education. The United States might look literate to the outside world, but it was questionable if the country as a whole was literate enough to succeed.

The history of literacy and literacy instruction in the United States corresponds to more than the history of war and geopolitical struggle. Literacy rates over time are also indicative of injustices and discrimination. Throughout our history, literacy or the lack thereof, has been used by those in power as a way to coerce or deny rights to groups of individuals. The most well-known example in American History was the use of literacy tests to disenfranchise African-Americans in the Jim Crow era. The decrease in illiteracy in the twentieth Century was based on an impractically broad definition of literacy and also belied the literacy status of minorities. In 1900, the Census estimated 10.7 percent of the adult population to be illiterate; however, 44.5 percent of adults of color were estimated to be illiterate. In 1959, census data estimated 2.2 percent of adults as illiterate, but 7.5 percent of the adults of color were illiterate.⁴⁹ The 1950s and 1960s began to change this disparity with the Civil Rights Movement. Schools began to be integrated under the provisions of *Brown V. Board of Education* and other crusaders pushed for

equal rights in higher education, employment and voting rights.⁵⁰ Literacy became a vital component of equality.

Efforts to identify and reach adult illiterates were the first step in rectifying the social injustice associated with low literacy. The first studies of literacy beyond high school graduation or grade-level equivalencies were published in the late 1970s. In 1975, the University of North Texas carried out a study called the Adult Performance Level to find out how many American adults were unable to deal with the written tasks associated with life in the United States. The test involved 65 daily tasks such as reading job listings and filling out applications.⁵¹ Using this data, the U.S. Office of Education estimated that 57 million adults could not perform these basic tasks.⁵² Considering the 1973 adult population was 142 million,⁵³ this means over 40% of American adults lacked functional literacy skills. Other scholars have estimated the numbers of illiterate persons to be between 60 million and 78 million. In an updated study, the Adult Performance Level recalculated their statistics and found that 30 million adults are “functionally incompetent.” Another 54 million adults “just get by,” for a total of 84 million American adults who struggled with literacy issues.⁵⁴ Carman St. John Hunter with the help David Harman published a literacy study funded by the Ford Foundation in 1979.⁵⁵ Entitled *Adult Literacy in the United States*, their study estimated that 54 million to 64 million American adults who were 16 years or older and had not completed high school could be considered illiterate and one in five Americans could not complete the tasks required to be functionally literate. Hunter and Harman concluded that a significant policy shift was required to meet the needs of these adults, and recommended that “... the establishment of new, pluralistic community-based initiatives whose specific objective will be to serve to most disadvantaged hard-core poor, the bulk of whom never enroll in any existing program.” Communities were to build their own programs

based on the needs and cooperation of the targeted adults; the programs should use the method that would be most conducive to success in the specific program.⁵⁶ They also included 11 specific recommendations including a need for conferences and increased research, the creation of a better database of those with literacy needs, pilot programs started by educational agencies and other organizations, resource materials, a national task force, and national literacy planning on the level of economic planning.⁵⁷ Hunter and Harman's work and the Adult Performance Level more accurately presented the need for adult literacy instruction in the United States, and pushed for community action.

National Responses to Illiteracy in the 1970s and 1980s

The studies brought more visibility to literacy rates, and literacy became a national issue in the late 1970s and early 1980s. UNESCO declared September 8th, 1978, to be International Literacy Day and held a conference at the U.S. State Department in Washington D.C. The conference focused on the eradication of illiteracy across the globe as suggested by the Declaration of Human Rights. Amadou-Mahtar M'Bow, Director-General of UNESCO, commented that illiteracy could only be eradicated in a country with sufficient political will, appropriate technology, and funding.⁵⁸ The American presence and hosting of the conference reaffirmed the nation's dedication to eliminating illiteracy both at home and abroad. Vice President Walter Mondale presented hopeful news about funding for literacy in the United States: "We also believe our dollars in education are endlessly repaid. Illiteracy breeds unemployment. Dropouts fall prey to dependency and despair. To help fight this, we've asked Congress to adopt the biggest budget increases in elementary and secondary education in the history of this nation. And most of the money will go to the educationally disadvantaged through Title I and through Head

Start where we're emphasizing the need for basic skills.”⁵⁹ Mondale's words indicated that the United States had recognized literacy as a serious problem that needed attention; the government was putting money where their ideals were, so to speak. Support for Adult Basic Education (ABE) would come in the years following the conference.

In 1981, educator Jonathan Kozol published his bestseller *Illiterate America* with the tagline “One out of every three adult Americans *cannot* read this book.”⁶⁰ Republished in 1985, it serves as a call to arms about the growing levels of illiteracy in the United States and the problems it creates at the social and individual levels. Kozol advocated an “all-out literacy war” started by those who could not read.⁶¹ Illiteracy for Kozol was injustice:

“Literacy, so conceived, is civil disobedience in pedagogic clothes: a cognitive denunciation of dynastic power, an ethical affront to an imperial injustice. Critical and analytic competence on such a scale is more than 'functional.' It is literacy for human liberation. It is cultural action: an event, not an idea. It is political; it is endowed with anger; it is not neutral.”⁶²

Kozol's words were meant to incite, and suggest literacy as not only a right but a means to independence and empowerment. His words reflected many of the ideas in literacy studies at the time. In fact, he did influence the creators of the California Literacy Campaign, and was hired as a consultant in 1983.⁶³

Literacy partnerships also grew in 1981. Eleven volunteer organizations joined together to form the National Coalition for Literacy (NCL). The mission of this organization was and remains “to advance adult education, family literacy, and English language acquisition in the U.S. by increasing public awareness for the need to increase funding and programs; promoting effective public policy; and serving as an authoritative resource for the field on national adult education issues.”⁶⁴ The National Coalition for Literacy was going to lead by example, creating an example partnership for other literacy organizations to follow. They epitomized several key

literacy ideals: public awareness is the first step in reducing illiteracy; public sector participation, volunteers, networks, collaborations, coalitions, and state literacy commissions are all important in literacy promotion, and learning should be convenient for the learner to attend.⁶⁵ The National Coalition for Literacy has worked with both ALA and California Library Literacy Service libraries several times as partnerships and combined efforts make the literacy cause stronger. CLC was influenced by the same literacy ideals that spurred the creation of the Coalition.

In 1982, the United States Department of Education created the Adult Literacy Initiative to expand educational opportunities for those 16 years and older who lack functional literacy and other basic skills. The Adult Literacy Initiative was supported by the Adult Education Act, which sought to enable all adults to gain functional literacy skills, assist those adults who wanted to complete their secondary education, and help adults secure training and education to make them more successful and productive citizens.⁶⁶

The California Picture

California as a state also began to address illiteracy in the late 1970s and early 1980s. The number of California adults without functional literacy skills was higher than the national average. It also had large urban and rural populations spread across a large amount of territory. Given the diversity of the state, planning a comprehensive literacy program that would meet the needs of the majority of potential adult learners posed many challenges. Before any statewide program could be implemented, it was imperative to have an accurate needs assessment. In 1979, The Nomos Institute published *The California Adult Competency Survey (CACS)*. The study was a joint effort of the Nomos Institute and the California Department of Education. CACS was designed to estimate the percentage of California adults that had the functional competencies that were required for life in California and the United States. Nomos defined “competency” as an

attribute of individuals that could potentially help the individual meet their needs. The functionality of the competency was situational and subjective based on the individual's circumstances.⁶⁷ This definition of functional competency does not lend itself to sociological testing because of the subjectivity of functionality. Skills that allow one individual to live sufficiently and successfully may not be adequate for another individual. Nomos solved this problem by creating competency questions based on the required competency responses of pre-survey study groups. This generated a list of 576 competencies that Nomos culled into 130 competency statements to create a best fit list of skills commonly needed for life in California. The competencies tested for knowledge in five categories: Cultural, Economic, Health and Safety, Interpersonal, and Socio-Political.⁶⁸ While many of these are not directly related to literacy, literacy skills are needed to complete tasks in these areas. For example, one of the Economic Competencies involved budget and record-keeping, which requires enough literacy to read a bank statement or bill, balance a checkbook, and write out financial records. The test itself also had written multiple-choice components, so some degree of literacy was required to participate. A sample of 2,829 adults participated, representing the various genders, ages, regions, and ethnicities of California. Of the sample, 75% received a competent performance level.⁶⁹ If these statistics are reversed, 25% of the sample did not meet the requirements for competent performance. The study found a correlation between lacking functional competency and access to educational resources. Nomos suggested these adults needed more than traditional education: "To establish educational contact with elderly or infirm adults who may be without transportation, former drop-outs who have negative feelings about educational institutions, and parents without child care, it seems likely that adult educators will be compelled to invent new

delivery techniques.” The CACS results were used as the basis for future literacy projections, as well as a basis and influence of several literacy efforts, including CLC.

The Role of The Public Library in Adult Literacy

It was evident to policy makers in the early 1980s that the needs of adult learners could not be met by the educational system alone. Communities and institutions had to participate in literacy efforts if illiteracy was to truly be eradicated in the United States. Even President Reagan addressed the need for alternative literacy instruction in 1983. Reagan called for volunteers to work with the government and the private sector to eliminate functional illiteracy: “Let the lights burn late in our classrooms, our churches, our libraries and around our kitchen tables, wherever we can gather to help others help themselves to the American dream.”⁷⁰ Despite the implication in Reagan's statement that libraries should be involved in literacy promotion, libraries had not yet carved a place for themselves in literacy instruction. In fact, many libraries were reluctant to offer literacy instruction programs. Some felt that it was not the library's responsibility to instruct adults, and others worried it would take funding and staff from other services. Libraries supported literacy in other ways through reference assistance, providing job search and educational resources, promoting a love of reading, and making spaces available for tutoring. Some libraries even maintained directories of local literacy programs. An example of one of these directories was entitled *Literacy Programs in Alameda and Contra Costa Counties*. Compiled in 1980 by Anita Garey and Marcia Burnham, the directory was divided by city and provided the contact information and brief descriptions of literacy programs and private tutors. The compilers meant it to be used by libraries in the bay area in an attempt to better meet the information needs of their patrons.⁷¹ Providing information about literacy was a traditional

library service, and which libraries could provide without stretching their resources. However, librarians were also not usually trained to provide literacy instruction, and so would need outside support and education to implement programs in their libraries.

Creating library-based literacy programs required convincing librarians that their libraries should have an active role in adult literacy instruction. Library literacy programs would change the traditional view of the library as a passive information repository to a more active information classroom. California state librarian Gary Strong felt the intrinsic nature of libraries as community service organizations made them well placed to help adult learners. His 1986 explanation of this important role foreshadowed the sentiments expressed in current library and literacy literature:

“Public libraries have a vested interest in a reading and informed public, and public libraries want to take a larger role in forming and strengthening that kind of community. Many of the problems that illiterate adults face involve the inability to understand and interpret it. This limits their ability to meet the demands that family and society place upon them. These adults have the right to widespread access to programs that will help them where they live and that respond to their particular situations. Libraries are the perfect vehicle to provide assistance in this area of need.”⁷²

It is taken for granted today that libraries have a place in literacy promotion; literacy promotion is now a key component of our professional dedication to service to the underserved. Libraries already have the materials needed for literacy, they have the space for tutoring sessions, they provide safe non-judgmental places for learning, and they can serve as advocates for literacy causes.⁷³ However, at the time of the founding of CLC in the early 1980s, library-based literacy instruction was still in its nascent stages. Much of the impetus for the change came from national library leaders like Strong.

ALA Literacy Initiatives

Many library leaders agreed with Strong and felt that libraries needed to be active participants in the raising literacy rates. ALA founded the division now known as the Office of Library Outreach Services (OLOS)⁷⁴ in 1973 to represent the growing number of librarians who wanted public libraries to take an active role in literacy instruction. OLOS created handbooks for librarians, training for developing library literacy programs, bibliographies of appropriate material for adult learners as well as a marketing campaign.⁷⁵ In 1976, one year after the publication of the Adult Performance Level survey, 30 library systems across the nation provided reports to ALA on their library literacy instruction programs. ALA used these profiles to publish their 1977 training manual, *Literacy and the Nation's Libraries*.⁷⁶ Literacy was a focus of the 1977 ALA annual conference with several workshops and panels arranged by several divisions of ALA including Young Adult Services, Reference and Adult Services, and the Public Library Association.⁷⁷ By 1979, 71 library systems in 22 states, the District of Columbia, and Canada were reporting literacy programs to ALA.⁷⁸

In order to help library literacy programs grow, ALA started the Literacy Training Project with funding from the Lilly Endowment Foundation. Three training workshops were held in Indiana, Colorado, and New York to teach librarians how to start and manage library literacy programs, coordinate interagency literacy efforts, and handle the public relations of the programs. Librarians who participated in these sessions took their new knowledge and started training programs for other librarians and staff members at other libraries. Librarians took responsibility for literacy training this way, and were able to spread library literacy ideals. Robert Wedgeworth, then ALA Executive Director, estimated that for every library professional who attended the Literacy Project Training, 10 more professionals would become interested in

literacy.⁷⁹ ALA helped to foster interest in library literacy through this training, but the growing participation of libraries strengthened the literacy effort. Library Literacy still works largely through this “ripple effect” of positive change. One individual is touched by literacy and influences several others to join the cause. They may help with literacy at their library, thus encouraging literacy growth in other places. These formal and informal literacy networks recreated literacy instruction as a library service.

Literacy was also the theme of the 1979 White House Conference on Library and Information Services and where delegates from ALA and other organizations insisted that the demand for literacy instruction was real and that libraries could help adult learners. The delegates to the White House conference created several recommendations that would increase the role of libraries in literacy instruction. The US Department of Education was to implement or expand community educational programs and encourage cooperative efforts between education, libraries and non-governmental organizations. State governments needed to identify adults in need of functional literacy skills, coordinate existing educational and library efforts, and plan and implement adult education programs in communities that lacked programs with the help of libraries.⁸⁰

The 1979 White House conference signaled a change in library literacy thought. Librarians asserted that libraries should have an active role in literacy instruction, and created a plan that involved governments and concerned institutions. It legitimized ALA’s position that library literacy should be a community effort. In 1981, ALA organized the Coalition for Literacy of eleven member organizations representing education, libraries, volunteers, and supporting organizations and businesses.⁸¹ Members included such different interests as the American Association for Adult and Continuing Education, the American Association of

Advertising Agencies, B. Dalton Booksellers, Laubach Literacy International, Literacy Volunteers of America, Inc., and the National Commission on Libraries and Information Science. The Coalition for Literacy launched a three-year awareness campaign in 1982, including the establishment of an 800 phone number to connect services with learners and volunteers.⁸² ALA and the Coalition for Literacy would continue to push for the expansion of library literacy programs and public awareness of the need for literacy instruction. The work of ALA set the tone for the founding and eventual success of CLC.

Library Literacy Across the Country in the 1980s

California was not alone in addressing illiteracy in the early 1980s. Several other libraries had heeded Ronald Reagan's and ALA's calls to action. The earliest library-based literacy instruction programs were started in the late 1950s and 1960s by the Brooklyn Public Library and the Free Library of Philadelphia.⁸³ By the 1980s, these programs were the examples that new programs tried to emulate. More libraries were participating in library literacy programs, and more State Libraries were coordinating unified efforts to fight illiteracy in their state. A 1981 US Department of Education survey, *Libraries in Literacy*, by Esther Gottlieb Smith of Contract Research Corporation Education and Human Development, Inc. found literacy was a rapidly developing library service.⁸⁴ There were 544 libraries included in the survey, and 142 provided literacy support. Public libraries were most likely to participate in literacy instruction, but state institutional libraries, community college libraries, and public school libraries also offered services. Nine conclusions described the status of library literacy instruction:

1. Libraries' involvement in literacy education is productive
2. Involvement is reactive in response to literacy providers and community groups
3. Incentives to involvement were awareness and funds

4. Most library literacy services were traditional passive activities such as referrals, literacy-oriented collections or usable space for tutoring. Only a few libraries had outreach, training, and tutoring.
5. The populations being served were diverse
6. Involved libraries were likely to be in urban and suburban communities with diverse populations, have directors or library boards interested in literacy, libraries that had resources for new services, or libraries that were connected to their communities
7. Cooperation of other agencies and institutions was vital
8. Federal funding was only a small part of literacy budgets
9. Federal funds provided start-up funds and some continuation resources.⁸⁵

Libraries and Literacy demonstrated that though many libraries had gotten involved in literacy promotion, supporting a literacy instruction program required substantial financial and administrative support. Many more libraries may have wanted to participate in literacy promotion, but were prevented from doing so by a lack of funding. Startup costs of new services such as literacy instruction could be high and it was often difficult to convince administrators of the benefit of literacy programs. While library literacy programs often provide value and use far beyond the initial cost of startup; library literacy programs were still in their nascent stages in the early 1980s. Support from the State Libraries and federal funding allowed more programs to overcome startup costs.

In 1985, Jean Hammink of B. Dalton Bookseller compiled a survey report of state governments that provided some kind of support for literacy instruction. She found that 30 states had interest in adult literacy and that 20 of those states had a formal structure for adult literacy coordination. Nine states had taken steps to introduce legislation supporting adult literacy.

California was one of the states with both a formal structure and literacy legislation.⁸⁶ State Library literacy efforts often went in tandem with state department of education actions or legislation.

To provide context and contrast for CLC, Strong conducted his own survey of State Library literacy efforts in 1985-1986. He found that 20 State Libraries⁸⁷ had provided some level of support for literacy efforts. The New Hampshire State Library used LSCA money to hold a workshop and survey the literacy need and Colorado had held a conference and created a clearinghouse on literacy. In Louisiana, Maryland, and Minnesota, the State Library either chaired or participated in a literacy coalition. The State Libraries of Connecticut, Delaware, Florida, Illinois, Kentucky, Massachusetts, Michigan, Mississippi, New Jersey, New York, Ohio, Texas, and Wisconsin provided LSCA or other funding to literacy programs in public libraries or programs run by literacy organizations. The Oklahoma and South Carolina State Libraries ran statewide programs.⁸⁸ CLC started in good company; many public library systems and state libraries had recognized the critical and active role that libraries should play in literacy instruction. While CLC was not the first statewide literacy effort, it would be a trailblazer in learner-lead instruction and creating community partnerships.

CHAPTER 3 – FOUNDING OF THE CALIFORNIA LITERACY CAMPAIGN (1983-1986)

Proposition 13: Tough Times for California Public Libraries

Despite the promise of literacy as a new and dynamic library service, the late 1970s and early 1980s were not a promising time for libraries in the United States. Funding did not always come with the legislative support of libraries. In California, Librarians and staff were stretched thin by effects of Proposition 13.⁸⁹ In June 1978, California voters passed the Jarvis-Gann Tax Limitation Initiative, also known as Proposition 13, by a three-to-one margin. It limited the property tax rate on private homes, commercial property, and industrial real estate to one percent of the market value. The statute also changed the California law to require a two-thirds majority in both the State Senate and Assembly to create new state taxes and a two-thirds majority of voters to create local taxes.⁹⁰ Proposition 13 posed two problems to public libraries, public schools, parks and other government institutions that relied on property taxes as their main revenue stream. Revenue was cut immediately for the 1978-1979 fiscal year due to reduced property tax payments. In the long run, it became harder to maintain or restore tax revenue because of the need for a two-thirds majority. A reduction in property tax revenue meant a reduction in library hours and services and the loss of thousands of librarians and library staff. A joint survey from the California Library Association and the State Library in December 1978 found a 62% reduction in library funds between 1977-1978 and 1978-1979. These cuts led to a 22% reduction of library hours (10,877 hours lost), 20% cut to new material funds, and a 21% reduction in staffing.

Los Angeles Public Library had a \$1,000,000 cut and lost 129 full time positions. The County of Los Angeles Public Library⁹¹ operated at 75% of their previous budget in 1978-1979;

they reduced the library staff by 27%, closed two branches, and cut Mondays as a day of service at all library branches. San Mateo County had a budget reduction of 41.6% and had to close three branches and reduce the staff by half. Alameda County Library was hit the hardest. Despite making cuts before the passage of Proposition 13, the Alameda County Board had to cut all non-mandated programs to balance the budget. The Alameda County Library laid off all staff, stopped circulation on all materials, and closed the entire system. The only money budgeted to the library was to pay for the security systems on the branches in the hopes the system would reopen. All Alameda County Libraries were closed for two weeks until the State Legislature passed emergency support.⁹²

The above listed libraries were just a few examples of the devastation of Proposition 13; similar cuts happened all over the state. In 1978, 171 public library systems existed in California; 141 of these libraries reported statistics to the California Library Association and State Library survey. Only 28 reporting libraries saw increases in funding after Proposition 13, and most of these were city libraries that relied on other funding sources. The rest of the reporting libraries were operating below their previous budget levels; 67 of the 141 libraries had budget cuts of 15% or more.⁹³ The future of California libraries after 1978 and into the 1980s was uncertain; most systems sought to keep their doors open and minimize staff layoffs.

After ALA's assessment of the initial damage of Proposition 13, then Executive Secretary Robert Wedgeworth recommended that California libraries turn to their communities for help: "Perhaps the salvation of what may be the finest statewide system of county libraries in the country will be in the developing of a closer relationship with the local public which these libraries have been serving, although unnoticed, these many years."⁹⁴ Public libraries had to raise their visibility so that the communities themselves would defend their libraries in the face

of deficits. Most California public libraries now faced a service paradox. In order to survive and remain relevant, libraries had to engage their populations and introduce new services that would make the library vital to their communities. However, new services required funding and staff support. Libraries either had to try to maintain existing circulation and reference services (but risk being seen as irrelevant and unnecessary) or cut services in favor of new programs that would integrate the library into the community but could potentially alienate existing users by cutting established services. Libraries worked to find a balance between both sides of the paradox, but this left librarians with a greater number of duties and little job security. By the 1982-1983 fiscal year, most libraries stabilized as they adapted to lower budgets, but librarian and staff morale remained low. Many library systems had barely survived the initial cuts and there was little hope for increased funding in the near future. The situation looked bleak for public libraries in California.

Gary Strong's Vision for the California Literacy Campaign

Despite the difficulties caused by Proposition 13, many California Librarians still wanted to address literacy in the early 1980s. In 1982, the Sacramento Public Library was planning a literacy program that would serve all of Sacramento County; the project was of interest to the State Library as a feasibility study. Janet Larson, Deputy Library Director of Sacramento Public Library, explained in a letter to State Librarian Gary E. Strong that the costs of the marketing essential to attract learners and volunteers was beyond Sacramento Public Library's means. She suggested a statewide publicity campaign would be more effective.⁹⁵

The State Library had wanted to start a statewide program dedicated to helping Californians and extending library services for many years. Strong felt that literacy would

provide the boost that so many California public libraries desperately needed. Strong was an early advocate for library literacy; his library career had been steeped in literacy. Strong was a native of Idaho, and received his bachelor's degree from the University of Idaho in 1966. He received his Masters in library science from the University of Michigan in 1967. Before becoming State Librarian in 1980, Strong had served as the director of several library systems in Oregon and Washington and finally as the Washington State Associate Director for Services and Deputy State Librarian from 1976-1980.⁹⁶ At the Lake Oswego Public Library in Oregon, Strong provided a retired schoolteacher space to hold literacy tutor trainings and instruction. As director of the Everett Public Library in Washington, Strong wanted to add literacy services to the library to help adults who had been laid off from local companies Boeing and Scott Paper and could not find other jobs because of low literacy skills.⁹⁷ As State Librarian, Strong meant to dramatically increase the library's role in literacy promotion in California.

While Gary Strong felt that there was a literacy need in California, the idea of creating a statewide literacy campaign originally came from Carmela Ruby, a consultant for the State Library. Ruby was impressed with the work of Paulo Friere, a Brazilian literacy scholar and activist. Friere is most associated with the ideas of "liberation literacy" and "popular education," a process by which the marginalized members of a community hold a dialogue to reexamine cultural assumptions. This dialogue challenges traditional power relationships between students and teachers.⁹⁸ Carmela Ruby had been impressed with Friere's work on literacy programs in Nicaragua.⁹⁹ Ruby felt that a similar program was needed in California to fight illiteracy and the injustice that comes with it. Ruby wanted the State Library to take up literacy advocacy by making the public aware of two issues: first, "individuals suffer damage if obstructed from participating as fully as they wish in society on the personal, cultural, socioeconomic and

political levels because they are illiterate” and second, “the whole community and our society suffer damage from their illiteracy.”¹⁰⁰ Ruby wanted the campaign to be a platform for dramatic social change; Strong agreed that it was time for the State Library and public libraries to become involved in literacy promotion. CLC would be about individual empowerment: adults would learn the skills their lives demanded because of the library.

Additionally, Strong saw CLC as a program that would help libraries find their niche in literacy promotion: libraries would provide services to English-speaking California residents who could not read or write in English. Such services were not reproduced within the public school system, and the CLC was meant to complement existing public education and adult school efforts.¹⁰¹ Strong wanted libraries to be a partner in adult literacy promotion and not a competitor with public education or existing ESL efforts. Learners would be able to guide their own studies and decide what was relevant or meaningful to them.¹⁰² Libraries had the freedom to permit learners to choose their own curriculum because they were not bound by regulations and standards as public schools were. This freedom afforded by the library setting remains an integral part of CLLS today.¹⁰³ This aspect of the program has also allowed for many varied though equally poignant learner success stories, as the learners have defined success on their own terms. Finally, Strong believed that libraries should be involved in adult literacy promotion because it would benefit the libraries themselves. Al Bennett believes that without Gary Strong's dedication and innovation, CLC would never have come to fruition. Strong was quite an adept political strategist, and he saw CLC as a chance for libraries to launch a counteroffensive against the devastation and negative public attitudes that stemmed from Proposition 13. Literacy was a cause that ordinary people could latch onto and support and by working to promote literacy

training, public libraries would become a more vital force in the state.¹⁰⁴ Libraries had to be purposeful in including literacy as part of their services, and they had to be political about it.¹⁰⁵

Initial Funding from the Library Services and Construction Act

Such an ambitious program needed a dedicated source of funding to get it up and running. In December 1982 and April 1983, librarians from across the country testified in front of the House of Representatives Postsecondary Education Subcommittee encouraging legislation that would support library literacy programs. As a result, authorization for funding of library literacy programs was included in the bill to amend and extend the Library Services and Construction Act (LSCA). Title IV of LSCA, Library Literacy Programs, would offer grants to State libraries and local library systems that wanted to coordinate library literacy programs, train librarians and staff, recruit literacy volunteers, acquire literacy materials, and find or build literacy centers.¹⁰⁶ For the 1983-1984 fiscal year, the State Libraries received extra Library Services and Construction Act funds in advance of the 1984 renewal; this extra LSCA money allowed for the creation of the California Literacy Campaign. California received over \$4,145,000 in LSCA funds to award to various statewide library programs. Of this almost 4.2 million, Strong set aside 2.5 million dollars, over half of the LSCA funding, to develop and coordinate CLC.¹⁰⁷ This distribution of the extra funds demonstrated the State Library's prioritization of adult literacy. Five other programs also received money. The second largest distribution went to the Ethnic Collection Development Project, with \$750,000 in LSCA funds. The other programs that received the funds were Microcomputer Literacy, the Youth Services Program, the Sutro Mexican Catalog Conversion, and the Information Needs Survey. Some of these projects had been ongoing and the State Library wanted to maintain support for existing

projects and updates while dedicating themselves to creating a statewide library literacy support network. Literacy was the State Library's top priority in 1983; they began to promote and prepare application criteria in the summer for the official announcement in the fall.

Application Process & Building the Program

On September 2, 1983, Strong issued a formal call for applications for grant money to start programs that would "combat adult illiteracy to the maximum degree."¹⁰⁸ In the call, Strong stressed that community involvement with the program was necessary:

"The community for a project may be equal to or smaller than your jurisdiction and a project description would be developed for each community literacy program. Consideration must be given to both proven and innovative approaches and methods. Coalitions and partnerships with existing and/or potential providers, interested groups, and others who can participate in the effort and help reach the adult illiterate are essential."¹⁰⁹

The community needed to be well defined, and have the support of local individuals, companies, and organizations. They did not have to follow a rote plan for literacy instruction as long as there was community involvement. Learners would achieve the literacy they wanted while communities built programs for themselves that best fit their needs. In addition to community organizations, libraries could also partner with existing literacy organizations like California Literacy, Inc., Literacy Volunteers of America, Laubach Literacy, the California adult education program, California Youth Authority, educational institutions and even bookseller B. Dalton.¹¹⁰ The State Library drew on the expertise of Jean Hammink, B. Dalton's literacy specialist, who offered training workshops in October 1983; B. Dalton also became an important source for additional funding for local programs.¹¹¹ Thus, Partnerships were built into CLC from the very beginning. Improving the literacy rate was going to take the work of many Californians; and libraries would not have succeeded in their literacy efforts without community involvement.

Libraries also had to have specific roles for their community partners in mind: “In completing their applications, libraries were asked to identify, target, and involve each of the communities the program would serve; describe why each of the communities chosen meets the needs of illiterate adults that have been identified; and describe the process by which each community will design its own service program to meet local needs.”¹¹² This requirement ensured that communities would have a defined role through which they could support their local library literacy program.

In addition to the requirements placed on the community, there was also a very specific timeline for enacting the program in the local libraries. The application for the funds was a two-step process. In the first step, preliminary proposals were due to the State Library by September 30th, 1983. After getting feedback on their proposals, librarians had to submit their application for LSCA funds by November 15th, 1983.¹¹³ The state library would award grants through CLC in December 1983.¹¹⁴ The program and work by local coalitions had to begin by February 1, 1984. For every \$10,000 in LSCA funds granted, fifty adult learners had to be identified for tutoring that was to begin by October 1, 1984.¹¹⁵

After local libraries started the application process, the State Library needed additional staff to support the program. On September 12, 1983, Assistant State Librarian Nancy Percy requested an exception from the hiring freeze¹¹⁶ from the Department of Finance to hire a literacy coordinator with experience in community-based literacy programs. The role of the coordinator would be to provide training to librarians in those libraries currently receiving grants. The State Library staff did not have a background in adult literacy concepts, instructional program implementation, or creating community literacy partnerships. The literacy specialist would bring this expertise to the State Library, and facilitate the implementation of the program.

In this hiring freeze exemption request, Percy emphasized the benefits CLC would bring to the state as a whole. The benefits of CLC to Californians would be five-fold:

1. Unemployment would be reduced
2. The burden on the correctional system would be eased
3. Learners would break the generational cycle of illiteracy¹¹⁷ and be better able to guide their children's education,
4. Encouraging a climate of education would lower the dropout rate
5. The rate of community participation would be increased.¹¹⁸

However, Percy needed staff to achieve these benefits because most librarians had not been trained in the community organizing skills needed to create literacy programs. This request for an exception from the state hiring freeze enforces the idea that CLC wanted to fight adult illiteracy through partnerships; literacy promotion requires the talents of many different people. Percy's request was granted, and Al Bennett was hired guide to the campaign in the end of October.¹¹⁹ Bennett was originally hired for six months to ensure that CLC would be well-established in public libraries by the end of the first year.

Bennett would become one of the driving forces behind the program and worked for the State Library for eighteen years, from 1983 until 2001. He had extensive experience building and running literacy programs in Pennsylvania. He had also met Paolo Friere and advocated Friere's approach.¹²⁰ Ruby felt that Bennett was the right man to shape California's literacy programs when she heard of his association with Friere. Bennett was practical though idealistic; he realized that Friere's literacy program was too political for California, and set out to build a program that would last. He had worked with Laubach Literacy and Literacy Volunteers of America Programs in Pennsylvania, and felt similar programs could work in California.

However, he saw CLC as a great opportunity to change the pedagogy of literacy instruction. Bennett explained his ideas about the potential of CLC: “I’m a very idealistic type person. I could see that with the money [set aside for the literacy campaign] we could do things that hadn’t been dreamed of in modern literacy.”¹²¹ Both Strong and Bennett felt that the campaign had to be innovative to become a permanent program and carve out a library niche in literacy instruction. Bennett’s idealism helped shape CLC as one of the first literacy programs to give learners self-determination in their course of instruction. This notion of learner freedom and choice would be difficult to implement,¹²² however Bennett provided extensive guidance to local programs so they could follow CLC’s mission in a way that suited their local population and community needs.

Bennett was also under a time crunch to make CLC successful. The libraries had just seven months between February and October 1984 to create their programs, with little remaining time to identify adult learners. Bennett pushed the campaign to be proactive from the very start; CLC survived through the first six months because of Bennett’s work of getting volunteers and adult learners involved and invested with the program.¹²³ With the leadership of Strong, Bennett, and Ruby, CLC was a partnership based on community involvement, cooperation, and reciprocity. Libraries helped the learners, and in turn, the learners helped garner support for libraries and CLC.

By October 1983, the State Library had received 39 proposals from public library systems seeking \$4,390,000 to start literacy programs of various types in their libraries. Not all applying libraries would be able to participate due to the limited funding, but the number of applicants was encouraging for literacy as a statewide library service. The applications went through a review and resubmit process to ensure that they would be able to maximize funding in

reaching the most adult illiterates in the method that was best for their communities. The State Library wanted CLC to have the best chance at success possible. Ruby and other state library staff organized the applications into four groups: proposals that were ready for final submission, proposals that needed higher or lower amounts of funding, proposals that needed special attention from Strong, and proposals that could not be funded due to not relating to adult literacy.

Table 3.1 below shows the composition of each group.

Table 3.1: Original California Literacy Campaign Application Groups

Group 1 – Ready for Final Submission	Group 2 – Editing needed on grant amount	Group 3 – Special attention from Strong	Group 4 – Not relating to adult literacy
Alameda County Free Library, Commerce, Contra Costa County, Fresno County, Hemet, LA County, Modoc County, Monterey Park, Napa City-County, Oakland, Pasadena, Richmond, Sacramento, Salinas, San Bernardino County, San Diego County, San Diego, Shasta County, Sonoma County, Watsonville	Colusa County, Escondido, Imperial County Free, Kern County, Kings County, Hayward, Los Angeles (LAPL), Merced, San Francisco, San Luis Obispo City-County, Santa Cruz, Ventura County Library service agency	Carlsbad City Chula Vista Placentia Siskiyou Country Upland	Calexico
Total: 21	Total: 12	Total: 5	Total: 1

Table 3.1: Preliminary Proposals for CLC. Carmela Ruby and Cy Silver, "Memo to Gary Strong," October 4, 1983, California State Library, Sacramento, California.

Most of the proposals were in Groups 1 and 2, meaning that those programs could finalize their applications with little to no editing. Group 3 received letters from Gary Strong addressing the issues in their proposals and suggesting changes to be made before final submission. For example, Placentia Library District had come up with a proposal for a joint literacy program with neighboring libraries, but Strong asked for plans for each community to be developed. However, he wanted them to investigate the advantages of interlibrary partnerships and mention them on the final application as such cooperatives would become literacy communities as per the main goal of CLC.¹²⁴ Another example of Strong's intervention was Upland, whose proposal was built around using computers to encourage self-learning. Strong felt this approach was too narrow for

the campaign but he thought it might work for other LSCA grants.¹²⁵ Calexico Public Library was the only library told that their application was insufficient for a literacy grant. Calexico's program was targeted toward teenaged students not adult illiterates, and was not based in the library.¹²⁶ Regardless of the degree of revision needed, Strong was excited about the enthusiastic responses found in the local library proposals.¹²⁷ Many libraries and communities were eagerly taking their place in the literacy partnership. Applications for all libraries had to be finalized and submitted to LSCA by November 15, 1983.

Founding Programs

The program started with the endorsement of the California government. Following President Reagan's lead in encouraging literacy, Governor George Deukmejian issued a proclamation with his support of CLC and the work of the State Library in November 1983. In this proclamation, Deukmejian recognized the illiteracy problem in California and encouraged regular Californians to take action:

“WHEREAS, it is the best interests of our society to help stop the spread of illiteracy in California; and WHEREAS, existing public and volunteer services cannot entirely address this situation, and there is a need for greater efforts to eradicate this most distressing problem; and WHEREAS, the California State Library is taking a significant step to combat adult illiteracy by initiating the California Literacy Campaign; NOW, THEREFORE, I GEORGE DEUKMEJIAN, Governor of the State of California, do hereby urge the citizens and leaders of our state to join me in supporting this important program.”¹²⁸

While Deukmejian's support for CLC might have been based on political motivations, it did help CLC in the founding phase. Gubernatorial support legitimized the program and gave the State Library another chance for promotion. The State Library mentioned the proclamation on much of the early promotional material for CLC as it illustrated that CLC was meant to be a Californian

program not just a library program. It also put the program on legislative radar for future funding.

On December 22, 1983, Strong awarded LSCA grants to 27 libraries to start literacy programs. These 27 libraries were then able to reach over 100 different communities statewide.¹²⁹ The original 27 programs were located in 19 counties. Most projects were run by county library systems, though a few city and special district libraries were also involved. The 19 counties were located across the state from Siskiyou in the north to San Diego County in the south. The programs were concentrated in the urban areas in Southern California and The Bay Area, though there were programs in rural counties. This distribution reflects the population of California. They served a wide variety of Californians from diverse cultural, socioeconomic, and political backgrounds. Table 3.2 below lists the original participating libraries and their award amount.

Table 3.2: Founding CLC Libraries

Library System	Type of Library	Location & County	1984 Award
Alameda County Free Library	County	Northern – Alameda County	\$64,000
Carlsbad City Library	City	Southern – San Diego	\$73,000
Commerce Public Library	City	Southern – Los Angeles	\$66,000
Contra Costa County Library	County	Northern – Contra Costa	\$62,000
Escondido Public Library	City	Southern – San Diego	\$29,000
Fresno County Free Library	County	Central – Fresno	\$60,000
Imperial County Free Library	County	Southern – Imperial	\$85,000
Kern County Library	County	Central – Kern	\$120,000
Los Angeles County Public Library	County	Southern – Los Angeles	\$225,000
Los Angeles Public Library	City	Southern – Los Angeles	\$220,000
Merced County Library	County	Central – Merced	\$85,000
Modoc County Library	County	Northern – Modoc	\$68,000
Monterey Park Library	City	Southern – Los Angeles	\$90,000
Napa City-County Library	Joint	Northern – Napa	\$100,000
Oakland Public Library	City	Northern – Alameda	\$136,000
Pasadena Public Library	City	Southern – Los Angeles	\$57,000
Placentia Library District	Special District	Southern – Orange	\$90,000
Richmond Public Library	City	Northern – Contra Costa	\$94,000
Sacramento Public Library	City	Northern – Sacramento	\$70,000
Salinas Public Library	City	Central – Monterey	\$40,000
San Bernardino County Library	County	Southern – San Bernardino	\$60,000
San Diego County Library	County	Southern – San Diego	\$150,000
San Francisco Public Library	Joint	Northern – San Francisco	\$180,000
Santa Ana Public Library	City	Southern – Orange	\$55,000
Shasta County Library	County	Northern – Shasta	\$68,000
Siskiyou County Public Library	County	Northern – Siskiyou	\$47,000
Ventura County Library Services Agency	Special District	Southern – Ventura	\$120,000
Watsonville Public Library	City	Northern – Santa Cruz	\$30,000
Total funds:			\$2,544,000

Table 3.2: Awards and Locations of the original participating local libraries. From Carmela Ruby, “California State Library Awards Two and a Half Million Dollars to Public Libraries and Their Communities to Help Combat Adult Illiteracy,” *California State Library News* no. 83-08 (December 22, 1983), 3.

Award amounts were based on the purported need of the library as per their applications. Some libraries were merging existing volunteer and partnership programs into the CLC framework, other libraries were starting adult literacy instruction from scratch.

The nature and application of the program varied from county to county and library to library. However all libraries involved in the first year of CLC shared a dedication to adult literacy and were tasked with eight projected goals:

1. Fighting adult illiteracy through learner self-determination
2. Increasing public awareness of illiteracy
3. Encouraging public libraries to take a leading role in addressing literacy issues
4. Developing community partnerships,
5. Establishing permanent structures to ensure the continuation of literacy services
6. Recruiting and training tutors
7. Utilizing innovative and creative teaching methods
8. Keeping the community in mind while planning and implementing projects.¹³⁰

The local libraries had these eight very specific goals to attain, but no proscribed path to achieve them. The State Library allowed each local community to decide what teaching method was appropriate for their program and their constituents' needs.¹³¹ Facilitating a service like CLC that allowed for such varied participation took more work on the part of the State Library to build a flexible support structure. Prescribing a rote course of study and curriculum for each library would have been easier from a logistical standpoint, but it would not have allowed for the literacy program that would best serve the needs of Californian learners, tutors, and libraries. The authors of the first program effectiveness review note the disparate nature of the local programs, but add that the differences between the programs did not hinder their success in reaching adult learner.¹³² Many libraries, such as Modoc County and the Tri-City Literacy Coalition in San Diego, used pre-designed literacy curriculum from Laubach or Literacy

Volunteers of America. Others, like Ventura County and Project Pasadena Reads, designed their own materials, and one or more programs applied techniques from Paolo Friere.¹³³

First Program Evaluation and Continued Funding

The first months of the program started strong as Bennett had hoped. However, the LSCA grant funds were set to expire by October 1984. In order to continue the campaign, the state library would have to secure more funding. Luckily, CLC found an early legislative ally in Thomas Bates, a Democrat from the Bay Area. Bates contacted the State Library in May 1984, five months into the program, to collaborate on ways to help the program survive. Bates worked quickly to submit an augmentation request into the budget before the end of legislature budget debates in June. The legislature approved the augmentation with the stipulation from Governor Duekmejian that the program undergo an effectiveness review for 1984-1985 before more funding would be granted.

The program received \$2,635,000 in California Library Services Act (CLSA) funds.¹³⁴ This marked a shift in the funding base of the program from federal LSCA funds to California state funds; CLSA funds are administered by the California Library Services Board (CLSB). The state chose Martha Lane, the national coordinator of the Volunteer Reading Aides Program of Lutheran Church Women, to conduct an independent audit of the program from the review. She was supported by Jean Flatley McGuire, Christine H. Yeannakis, and Mark F. Wurzbacher from Wurzbacher and Associates, a Human Services Consulting firm from Maryland.¹³⁵ Despite the program existing for less than a year when the report was submitted in October 1984, the program review found the CLC to be effective and successful at their primary goals of reaching adult learners and forging a place for libraries in literacy instruction. The report even praised the

efforts of the State Library: “The early accomplishments of the Campaign... have been truly amazing. Indeed, the California Literacy Campaign has accomplished in eight months what many community-based adult literacy programs would have needed at least two years to do.”¹³⁶ The first year had served as a test program, and Bennett was correct in asserting that CLC had to succeed in the first few months if it was to become a permanent program. The success of CLC in the first year also helped to better integrate libraries into their communities and prove their worth, just as Strong had hoped. Lane and her coauthors further recommended an expansion of the amount of assistance provided by the State Library to participating libraries, while working to refine the mission, guidelines, definition of student success, and formula for evaluation of the programs.¹³⁷ The review was great news for CLC as it validated the efforts of the first year and brought legitimacy to the program and its core ideals of learner self-determination and community partnership driven literacy instruction.

When the first program effectiveness review was published in October 1984, there were 3500 learners enrolled in the program.¹³⁸ These 3500 learners were one of the measures of success for the program though they also had a large role in forging the success of the first year of CLC. Their stories represent not only the story of CLC but also the stories of their tutors, the library staff who coordinated the program, and the communities from which they came. The first review by Lane and her team provided a clearer picture of who these first 3500 learners were. Library program enrollment statistics were included in the study, and approximately 10 learners were interviewed. From these sources, Lane et.al found that there were equal numbers of male and female learners, 53% of learners were employed, and 51% were their family's primary wage earners. It can be implied that many had problems with formal schooling or never had the opportunity to attend, as only 24% had completed eight years or less of education.¹³⁹ The

learners were very enthusiastic about participating in the program; 94% of the interviewed learners felt that the tutoring was helping them and that their tutors were doing a good job. The early success of CLC is best illustrated through learner responses to the question asking if they felt they were being helped; the responses included:

“Yes, I can read what I couldn't read before,”

“Oh yes! In my work, in my home. I talk English a lot more,”

“Yes. In my work. I feel better about myself. I have a lot more self-confidence,”

“I can read street signs and can understand more of what is said on TV,” and

“I can handle my life better.”¹⁴⁰

These responses illustrate the empowering nature of literacy as well as how vital literacy is to modern life. Through their participation with CLC, these learners no longer feared words as an obstacle. The learners were at different points in their tutoring at the time of the report, and had thus reached different literacy milestones such as reading street signs or reading more or being able to write paragraphs. Regardless of the progress of their study, the learners were able to overcome their fears about reading. It should be stressed that the learners took control of their illiteracy by joining CLC, and helped decide their own course of study through CLC's learner-centered program. These learners were able to redefine their perceptions of literacy to meet their own needs.

Growth Between 1984 and 1986 leads to Second Program Evaluation

In December 1984, the California Library Services Board granted \$831,800 in CLSA funds to seventeen new libraries to start literacy programs. These new programs expanded service to Placer, Humboldt, Riverside, Marin, Mendocino, San Luis Obispo, San Mateo, Santa Clara and Yolo counties. Additional programs were added in Alameda, Los Angeles, San Diego,

and Ventura counties.¹⁴¹ The January 1985 budget included 3.5 million dollars to expand CLC.¹⁴² By July of 1985, there were 46 CLC libraries reaching 5,657 learners across the state.¹⁴³ The program kept expanding through 1985-1986 and 1986-1987, despite Governor Duekmejian vetoing several measures meant to augment funding. CLC leadership was able to build partnerships for the program and add 15 additional libraries.¹⁴⁴ In July of 1986, the same 46 libraries were serving 8,114 learners.¹⁴⁵

In September 1986, Mark F. Wurzbacher and Christine H. Yeannakis of Wurzbacher and Associates submitted the second program effectiveness review to ensure future funding and assess how well the campaign was meeting their mission statement and goals. The report found that many learners had increased their functional literacy skills and felt that this improvement had caused positive change in their lives. CLC programs themselves had the support and participation of community leadership, but had not totally drawn on local community resources:

“Based on final reports of the local library literacy programs, CLC exceeded its FY86 goals for in-kind resources and volunteer instructional hours. However, programs have inadequately addressed the need to develop local funding sources, such that at this time it appears unlikely that many will reach the CLC goal of programmatic financial independence from the State by the sixth year of program operations.”¹⁴⁶

State funding was for a five year period in 1986; funding would decrease by twenty percent with each successive year of the program. In order to assure continued community support for the program, the community was expected to contribute the remaining funds for each year until the program was completely locally funded by the end of the fifth year of operation. Local funding would provide the programs with more stability and prevent the programs from being a casualty of the politics of the State budget in tight years.¹⁴⁷ The second effectiveness report showed that the CLC programs enjoyed local success, but risked being dissolved because of a dearth of local funding.

CHAPTER 4 – MAKING LIBRARY LITERACY INTO LAW (1987-1990)

Celebrating the “Year of the Reader”

Given the campaign’s strong start in 1984-1986, the future of CLC looked promising. In the fall of 1986, President Reagan signed public law 99-494 which declared 1987 to be the “Year of the Reader.” In celebration of both the “Year of the Reader” and the third year of operation of CLC, The California State Library Foundation planned to run a special segment in every 1987 issue of the *California State Library Foundation Bulletin* about the importance of reading to Californians. State Librarian Gary E. Strong and the State Library Foundation invited California leaders from across in education, libraries, and politics to contribute stories and commentary on the importance of reading. The State Library used these articles as a morale-building tool to remind the library community of the simple pleasure of reading and encourage them to reaffirm their commitment to helping adults learn to read. Any partnerships promoting literacy had to be formed first and foremost by lovers of books and the written word. The first issue had an introduction from Strong followed by an article from eight contributors who supported the CLC. Regina U. Minudri, director of the Berkeley Public Library and president of ALA, felt that the ability to read was a necessary life skill that brought both professional success and personal growth:

“It is a pity and a shame that reading is taught as a utilitarian skill, one that helps in studying and business. That is an undeniable fact. You can hardly get ahead today without skills at reading and writing. I think it is equally important for us to stress the enjoyment and mental recreation that reading provides. Reading helps us learn, it helps us escape, we see how others survive, how they love and live their lives.”

David Roberti, President Pro Tempore of the California Senate, spoke to his research on adult literacy in California that revealed five million California adults were illiterate; he strongly felt that literacy lead to the educated citizenry that was “an essential component of democracy.”

Roberti had been an avid supporter of CLC since its founding in 1984, and would help to secure the legislative future of the program. Elizabeth Martinez Smith, Orange County Librarian, stressed that “Leer es poder” – reading is power especially in multicultural or disadvantaged communities as reading provides an escape from prejudice, injustice, and economic struggles. Carma Leigh, former California State Librarian¹⁴⁸, affirmed the work of CLC to reduce illiteracy:

“Without ability and opportunity to read, there is an incalculable loss of awareness of so much around one, stunting of ability to communicate and receive thoughts and ideas... With the numbers of such deprived, for whatever reason, growing so large as now known, there is cause for alarm, as it is clear democracy depends on education and reading. Yes, librarians and libraries are right when, in addition to already heavy responsibilities, they also work with others to teach those who cannot read.”¹⁴⁹

The “Year of the Reader” series illustrated the widespread recognition of the importance of adult literacy instruction and validated literacy instruction as a library service. It also helped to validate the campaign and its community-oriented goals. The words of the various state leaders represented the voices of literacy supporters around the state. The ability to read was meant to be shared, and supporters lent their time to help their fellow Californians gain this skill. While the *California State Library Foundation Bulletin* was not widely circulated, it catered to the library community and could serve as a representation of California library and legislative views about reading and literacy in 1987. It also served as a marketing tool to reinforce positive views of the program. The *Bulletin* relied on the words of California leaders to enumerate the goals of the literacy program in a positive manner.

By the “Year of the Reader,” the young CLC had seen quite a bit of success starting with a rapid expansion. The program started with 27 libraries and 3500 learners in 1984. The program’s second year of operation, 1985, saw 46 libraries were helping 5,657 learners. By

1987, 63 libraries were serving 9,727 learners.¹⁵⁰ These statistics show the growth of the program. CLC added 36 libraries between 1985 and 1987 thus increasing their reach across the counties of California. The program was also helping three times the amount of learners. CLC had gotten increased funding, forged many community level and statewide partnerships, and increased awareness of California literacy needs. The State Library, with the help of Palm Springs Public Library, printed eye catching promotional materials to send to the participating libraries and partner organizations to raise public awareness. These included *The California Literacy Campaign: What We Can Do...*, a folder packet that included information on how to help the literacy cause and *Who is the California Literacy Campaign?*, a pamphlet that shared stories from campaign participants. The figure to the right is the cover of the pamphlet. The pamphlet especially stressed that CLC was built on the efforts

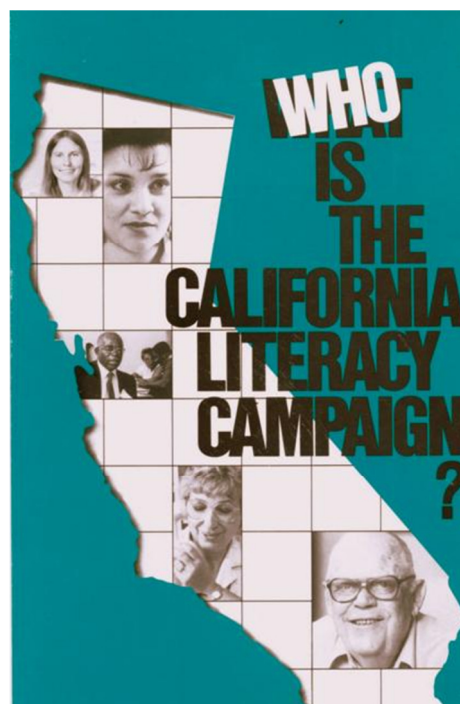


Figure 4.1 - Who is the California Literacy Campaign Promotional Flyer.
Credit: California State Library

and talents of adults, parents, families, tutors, business supporters, librarians, coordinators, volunteers and community leaders. The answer to the question “who is the California Literacy Campaign?” was clear: the participation of Californians of diverse backgrounds made CLC.

The campaign had much to celebrate in 1987. Early in the year, the State Library took a bit of time to reflect on their successes and continuing challenges. From February 25th to 27th, 1987, the State Library hosted the California Literacy Campaign Retreat at Asilomar Conference Center in Asilomar on the Monterey Peninsula on the central coast. The point of the conference

was assessment: first, to determine what parts of the program were working and what program goals were being met and which goals needed revision; second, to “develop a shared, agreed-upon vision of the direction and purpose of the Campaign over the next five years, and ... consider some processes to accomplish this goal.”¹⁵¹ In addition to reaffirming the vision of the program, sharing experiences, and presenting solutions for the future, the State Library had two additional goals. They hoped to better identify how literacy instruction could be integrated into library service and strengthen the roles of the state library and the participating local libraries in literacy promotion. Many library directors and literacy coordinators had requested a conference dedicated solely to CLC and the issues facing the participating libraries. The Asilomar conference was the first formal CLC gathering; it was designed to be a “think tank” that would utilize the experience and knowledge of all CLC staff to improve the program for the future¹⁵². It also helped to solidify the literacy community found within CLC by forging beneficial statewide connections.

Despite being connected by CLC, programs were geographically dispersed and served the communities in their own jurisdictions. There had not been much connection and communication between the programs. All programs had been invited. Most programs sent either the literacy coordinator or the library director, although some programs sent a librarian or other administrator in their place. Only three programs were not in attendance. Directors & coordinators became united through shared experiences in implementing and tutoring. The conference reaffirmed that California librarians and libraries were committed to reducing adult illiteracy together in an effort that went far beyond the local community levels.

From the point of view of the directors and coordinators summarized by evaluator Martha A. Lane, CLC was largely succeeding though they had encountered a few issues. Library

participants felt that the learner-centered approach was worth the extra tutor training resources because it enabled the students to achieve the kinds of literacy skills they needed. Every program had engaged in some level of coalition-building; most programs had gotten small donations or pledgers from multiple community partners instead of large grants secured with the help of the whole coalition. Most programs adapted curriculum from Laubach Literacy or the Literacy Volunteers of America although some programs were concerned that these methods would not work for disabled learners. Conference participants had learned that securing funding was a highly political endeavor and that the literacy program had to be fully integrated into the library to be successful. The participants felt that CLC had succeeded because of the statewide effort, outstanding media cooperation, and dedicated volunteers. They asserted that libraries do have a place in education and that people who needed tutoring came forward based on the reputation of the library as a “safe place.” Despite the positive nature of the program, the conference participants were concerned that their programs could not do enough as the breadth of the problem was larger than expected and more than libraries alone could deal with. Directors were concerned about growth of their program in both their communities as well as underserved nearby areas. Coordinators were concerned about the creation of effective evaluation measures and long term plans. The biggest issue for all libraries and participants was funding. Stable funding was exceedingly difficult to secure and decided the fate of all programs.¹⁵³

Strong spoke about the continued need for funding in his closing remarks to the Asilomar Conference. He stated that he would support an attempt at longer state funding but not at the 100 percent level provided during the first few years of the five-year program cycle. Strong felt that

local flexibility and autonomy could not be maintained under total state support. He stressed that local monetary support was vital to the survival of the individual programs:

“If all funding for the California Literacy Campaign comes from the State, the entire program is subject to changing political and economic circumstances as perceived in Sacramento. This means the whole program is at risk each and every year. It is much stronger if local commitments are won; if sources of support are diversified. Success at getting local funding is [persuasive] to legislators as well.”¹⁵⁴

Local funding would ensure both the program continuation and the autonomy to shape the program to best fit community needs. Strong’s remarks were prophetic; funding (or the lack thereof) would define the program’s operation. Funding remains the biggest concern to the operation of CLLS.

Families for Literacy: Halting the Generational Cycle of illiteracy

In 1987-1988, CLC expanded even further by adding another component to the campaign to fight illiteracy on a different front. Shortly after the Asilomar Conference, State Senator David Roberti, a Democrat from Los Angeles introduced SB 482¹⁵⁵ to add a family-focused component to CLC. Roberti had been a longtime supporter of literacy and education, and had commissioned a study on illiteracy in California in early 1987. Families for Literacy (FFL) taught early literacy skills to low-literacy parents and guardians to help them prepare their children for school and lower the generational transmission of illiteracy. The adults would also improve their own literacy skills as reading aloud and discussing concepts with their children gave them a chance to practice their skills. The theory underlining the program was based on sociological and educational research that showed that the key factor in determining the life chances of children is the education level of their parents; illiterate parents may pass their illiteracy to their children because they do not have the tools to acquire education for their children.

Cognitive psychologist Tom Sticht found that a child's social environment was the primary source of cognitive ability. California experienced a 25% growth in the population of children under age six between 1980-1985; additionally an estimated 80,000 families with children under six were near or below the poverty line.¹⁵⁶ These families did not have the resources needed to promote early literacy in their homes. Many did not have books or other reading material. Some parents needed help finding and arranging transportation to preschools and elementary schools. The children of these families would start out disadvantaged because they were simply not exposed to literacy at a young age. FFL was a preventative attempt to change the social situation of this generation before they became illiterate.

The program was started in July 1988 with an appropriation of \$600,000 for CLSA grants. Libraries already had to be offering adult literacy services to qualify for an FFL grant. The new program had four objectives:

1. Address the literacy needs of the adult
2. Provide for the emerging literacy needs of the children
3. Provide interactive, intergenerational activities around language, reading, writing, drawing, science, math and music
4. Provide training in parenting concepts and access to information on parenting.¹⁵⁷

Services offered by the participating libraries included early literacy¹⁵⁸ collections, storytelling, word-based programing, use of children's books in adult literacy sessions, instruction for adult learners in selecting children's books and reading aloud, and helping children and parents to acquire their own books through recommendations and donations¹⁵⁹.

Roberti felt FFL was a necessary next step in addressing illiteracy in California: "These legislative programs were a thoughtful and economical approach to solving the literacy problem.

By focusing programs at young children we hope to reach them when they have the most to gain. In addition, the Families for Literacy program was a response to the most often cited reason why people enroll in reading classes, which is to read to their children.”¹⁶⁰ Roberti addressed the needs of all his constituents, adult and child alike with his introduction of the bill. The State Library hired Carole Talan as a Family Literacy Coordinator to better support the program. Talan had been the director of Contra Costa County Public Library’s Project Second Chance and held a doctorate in education; she had both the library and education background necessary to implement statewide early literacy practices. Talan’s passion for both early education and literacy would become a guiding force within the literacy campaign.

In 1988-1989, 21 libraries started Families for Literacy programs that reached 870 families including 452 families of CLC adult learners.¹⁶¹ The biggest issue in FFL’s first year was convincing the adult learners to participate; many felt unqualified to help their children learn to read because of their own difficulties with literacy. Not all tutors and adult learners understood the need for early literacy. In response to these concerns, curriculum was changed to include training on the importance of early literacy and confidence building techniques. Participating FFL libraries also had a few additional burdens beyond their CLC responsibilities: FFL was very labor intensive, and libraries had to provide or recommend affordable childcare options for the adult’s tutoring session. The 1988-1989 year was a trial for FFL, and it was felt that the program would be able to expand successfully with continued support and funding. Despite the difficulties, participating FFL libraries felt that it was a necessary and rewarding program because it demonstrated the transformative and shared positive effects of literacy¹⁶². FFL did not just help the adult learners; it helped their families as well. Through helping one learner and one child, participating libraries could help many other Californians. The addition of FFL grew the

literacy partnerships started by State Library and allowed libraries to better adapt to the needs of California adult learners and communities.

The need for a CLC Law: Sixth Year Funding and Funding Cuts Despite Public Support

In June 1988, CLC began using a new method for evaluation of learner progress called the California Adult Learner Progress Evaluation Process (CALPEP). Although both program evaluations presented to the legislature had been positive, they called for a standardized way to measure how the adult learners were gaining literacy skills. Designed with the assistance of the Pasadena field office of the Educational Testing Service, CALPEP was meant to measure if CLC was meeting their stated goals and desired outcomes. CLC's core strategies of learner self-determination and local autonomy over the program made measurement more complicated and subjective. CALPEP sought to track the program's success by measuring factors that would be endemic in all programs:

- literacy habits
- accomplishment of learner goals
- reading and writing levels measured by CLC
- learners own perception of literacy progress

These categories were assessed by looking at the length of stay with the program, the change in reading and writing habits, progress toward the reading and writing goals, changes in the CLC reading and writing levels both independently and related to the specific goals, the impact of the program on job status, and the reason for leaving.

For the reporting cycle between July 1988 and August 1989, CALPEP and ETS analyzed data from 86% of the participating libraries (66 of 77 total). During that time, more than 20% of

learners increasing their frequency of reading books, mail, instructions, T.V. listings, newspapers and magazines. Over 16% of learners said they wrote applications, letters and cards more often. More learners felt they were improving and reaching their goals than those who felt they were falling behind or remaining static.¹⁶³ CALPEP put the achievements of learners and programs in comparable analytical terms. Such statistics would make it easier to justify the value of CLC in regards to funding.

The need for continued funding of the local programs led the State Library and other library literacy supporters to push for the codification of the California Literacy Campaign into California State Law in the late 1980s. The original funding plan for participating libraries included partially funding literacy programs up until their fifth year of operation. All of the original programs would come to the end of their funding in the program's fifth year of operation in 1989. Programs that joined in the second year of operation would stop receiving funding in 1990. This meant that over half the CLC programs were at risk of being lost if local funding did not match the level of state funding. As the fifth year of the program approached, it became ever more imperative for the state government to take action to continue the current funding for existing programs and ensure funding for CLC in the future. In August 1988, the California State Library Board authorized an additional 1.1 million dollars to "stabilize" funding for programs entering their 6th year of funding.¹⁶⁴ This was a stopgap measure to keep the program operating through 1990 as the state library perused other funding options. In early 1989, both the state legislature and senate passed a budget augmentation for CLC for the 1989-1990 fiscal year that would have also changed the state policy for CLC funding to allow the state to match local available funds for programs beyond the sixth year¹⁶⁵.

However the augmentation needed to stabilize the programs was not enacted as Governor Duekmejian vetoed it.¹⁶⁶ The 24 programs that had reached sixth year in 1989-1990 were able to continue services, though many had to cut back their literacy activities to fit within their budgets. Strong insisted that there must be continued state support and funding if CLC was to succeed: “For California to continue to lead the nation in adult literacy development there must be an ongoing partnership between state and local government in support of the CLC.”¹⁶⁷ Strong knew that it was imperative to secure funding for CLC. The Governor’s veto was a double blow to CLC staff and partners. In the more immediate term, programs were in jeopardy due lack of financial support. The veto could foreshadow a difficult legislative future for CLC in the long term. The governor’s veto was unexpected because the augmentation had passed with a large majority in both houses of the California Legislature. It became clear that if the program lost support of either the legislature or the governor the program might lose funding entirely. The problems of the sixth year libraries highlighted the need for a stable CLC law that would shelter the program from capitol politics. Not only were the sixth year libraries reaching the end of their funding, the State Library had to petition the legislature every year for budget approval. Despite the fact the veto might affect future CLC legislation, the State Library felt an actual CLC law was necessary for the survival of the program.

California Literacy Campaign’s Legislative Allies

However much the State Library wanted to protect CLC with a formal law, the agency could not propose bills in the legislature. They had to rely on their partnerships and networks for support and promotion and recruit legislative allies to introduce and secure passage of a CLC bill. David Roberti, author of the FFL initiative was the first obvious choice. Roberti had also authored other bills supporting literacy and California Libraries. In December 1989, Strong

wrote to Roberti on behalf of the California Library Services Board thanking him for his continuing support while explaining the potential for a CLC law:

“It may be that separate legislation specifically establishing the CLC as an ongoing program will be necessary to secure the long-term support necessary for library literacy services. I am interested in exploring avenues for preparation of a comprehensive bill that would delineate a structure for the full development of adult literacy in California, including clear specification of the ongoing role of CLC.”

Strong added that such a bill could be done in conjunction with the Task Force on Workplace Literacy, Adult Basic Education Programs as well as being complimentary to federal literacy programs and contemporary congressional literacy legislation. Al Bennett was assigned to work with Roberti and his staff on studying legislative options and drafting such a bill.¹⁶⁸

CLC also found a legislative ally in William Baker, a Republican assembly member. Roberti was a Democrat and a state senator. Support from both Roberti and Baker meant that CLC would be represented in both houses of the California Legislature. Their partnership also demonstrated that literacy and CLC could receive bipartisan endorsement. Baker was an unexpected ally for CLC. He had joined the literacy cause reluctantly. One of his top campaign contributors strongly believed in the need to raise California literacy rates and was encouraged by the work of the State Library. Baker initially contributed to the codification effort as a favor to the contributor but he soon became one of CLC's biggest advocates.¹⁶⁹ In a letter to Strong, Bennett explained that Baker became an enthusiastic supporter because of the positive change that CLC was creating for California's adult learners. The campaign showed Baker that idealism could have political power: “Here the new reader¹⁷⁰ movement has enabled us to gain support from conservative politicians like Baker because they can see wonderful results of the most idealistic kind. That is why most became politicians in the first place, even though the realities of political survival and opportunity have crowded out most of that idealism from their lives.”¹⁷¹

The idealism of the program inspired the new readers to be their own advocates and gained the support of vital political advocates like Baker. CLC was the result of the cooperation of Californians. The addition of Baker to the CLC team boosted the campaign's chances of codification.

AB 3381 presented to the California Assembly

On February 27, 1990 Baker introduced AB 3381 in the Assembly with Roberti as his principal coauthor. AB 3381 would add CLC to the Education Code as the California Library Literacy Service, and would authorize the State Librarian to apportion state funds to public libraries annually for adult literacy programs.¹⁷² Giving the State Librarian power over the funds would give the State Library more autonomy in how the program was operated and reduce the chance of the program losing funding because of political budget machinations. It is important to note that codification would not shield CLC from all legislative budget cuts as the legislature still controlled some of the CSLA Act funds. It would, however, strengthen the program by stabilizing funding which would make the program more resistant to budget cuts. The bill also codified the State Library's five year funding formula with a provision for funding in the sixth year. The funding formula in the bill explicitly enumerated the funding percentages each library would receive. For the first year of operation, the state through the state librarian would provide 75 percent of the base operating budget. The base budget would be approved by the California Library Services Board before the first year of operation. The second and third years would be fully funded by the state. The Fourth Year apportion would return to 75 percent of the base operating budget. By the fifth year, local sources were expected to fund the bulk of the program, and the state apportion dropped to 50 percent of the base budget. In the sixth and subsequent years, a formula based on the amount of state funds remaining from the first five years and the

amount of money provided by local and private funding sources. Libraries would be eligible for state funding as long as they met the application criteria set forth by the State Library discussed in chapter 3, maintained community literacy coalitions, and provided literacy instruction services consistent with the CALPEP Standards.¹⁷³ The funding formula was the most important part of the bill. It allowed for consistent funding of programs as well as setting expectations for new libraries on the funding they would receive. With consistent (although not guaranteed) funding, libraries had more incentive to join the program. The funding formula also would allow existing programs to use remaining funds from the first five years so they would not lose any unused state money. Participating libraries could also plan on some state funding for their sixth year and beyond.



Figure 4.2 - Sample Checks from the Bank of America Quotes Program

On February 28, 1990, the day after AB 3381 was introduced in the California Assembly, Bank of America announced their new “Quotes” series of checks in support of CLC. For every set of Quotes checks purchased, Bank of America would donate fifty cents to the California State Library Foundation to be used for CLC. Each set included five different checks with a quotes celebrating reading and a different scenic landscape

background. Additionally, Bank of America branches would distribute 350,000 bookmarks promoting the Quotes checks and CLC services. The Quotes program was scheduled to last for two years; Bank of America estimated the total donation would be over \$80,000¹⁷⁴. The announcement of the check program corresponded with the campaign for codification.. The

Quotes program was featured in the April 1990 Bank of America Customer Newsletter. At the time of printing, Bank of America had donated \$28,000 for CLC.¹⁷⁵ The Quotes check campaign brought more awareness to California literacy issues at the time when the campaign needed exposure and public support. It also provided the campaign with clout and legitimacy because it had earned the sponsorship of a large and respected financial organization. While the Bank of America materials did not mention the codification campaign, the Quotes program complimented codification efforts by raising the public visibility of CLC. Every customer that purchased the checks became a literacy supporter; the bookmarks advertised the program to audiences outside the library world. The Quotes program provided timely marketing for CLC.

The State Library promoted AB 3381 aggressively in order to ensure its passage. Strong sent letters to Assembly members with program impact statistics to show the effect on diverse Californians.¹⁷⁶ Promotional flyers were created and sent to state leaders, including a map of the 81 1988-1989 California Literacy Campaign locations in 43 counties. Twelve counties had two or more programs: Alameda, Contra Costa, Los Angeles, Marin, Monterey, Orange, Riverside, San Bernardino, San Diego, Santa Barbara, and Ventura. The map provided visual reinforcement of the expansive coverage of CLC; CLC was well represented in Southern California, the Central Coast, the Central Valley, the Bay Area and Sacramento environs, the Northern California Coast and along the Oregon border. The 43 counties represented a majority of the state; only 15 counties were not represented by a CLC program. The figure to the right is the original map that has been colored to show participating counties. The counties in teal have one program while the counties in blue had two or more programs. The original map is included in Appendix C. The 81 participating libraries served 10,692 adult learners; that number increased to 18,000 adults with the inclusion of FFL and referral programs.¹⁷⁷ Out of those 10,692 adult

CALIFORNIA LITERACY CAMPAIGN PROGRAM LOCATIONS

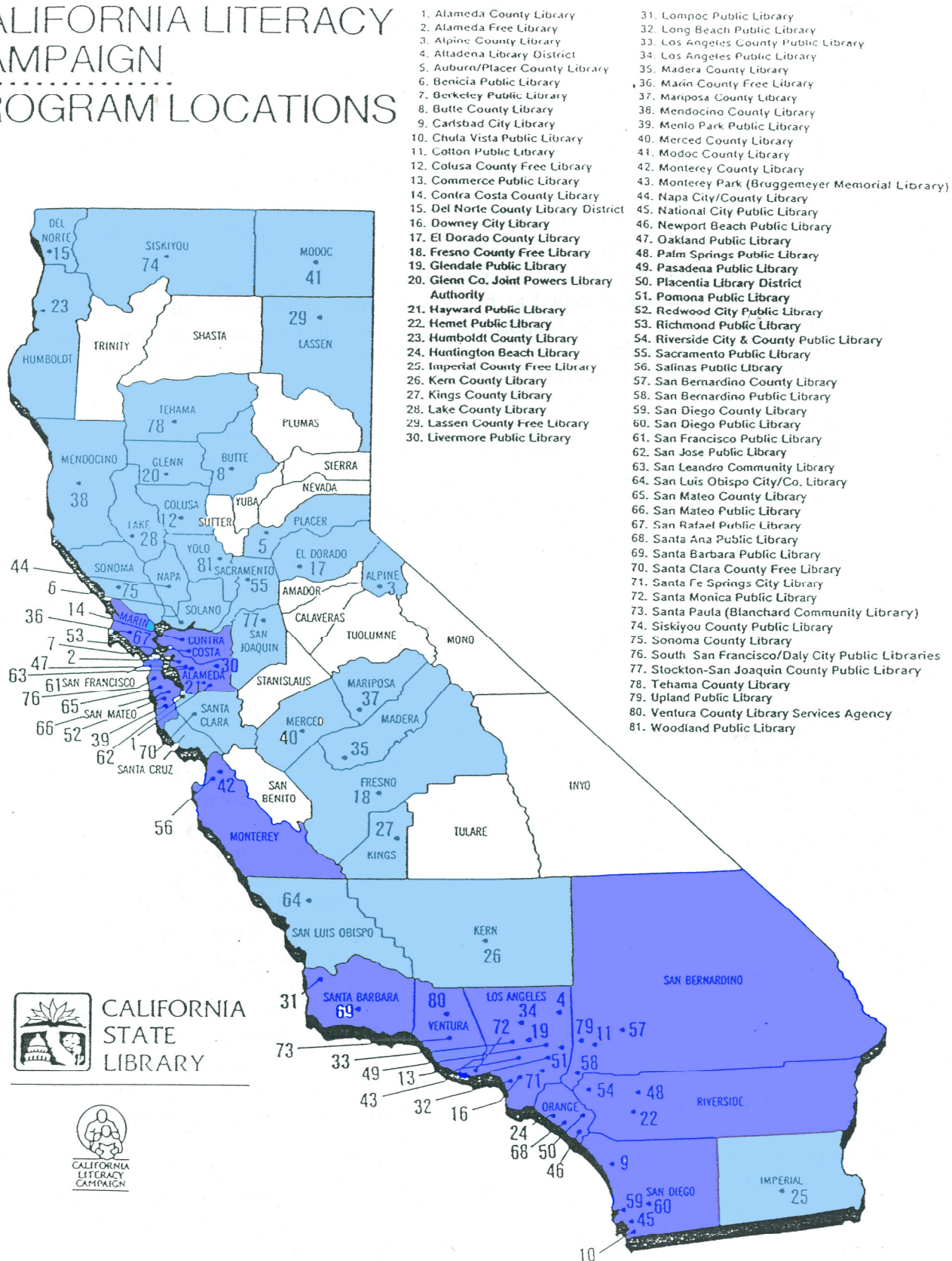


Figure 4.3 – This map was produced and distributed as part of the codification campaign. Map colored to represent county density of programs in 1988-1989. Light counties have one program while dark counties have two or more programs. Map credit: *Administrative Files of State Librarian Gary E. Strong, California State Archives*

learners, participating libraries served an average of 132 learners per library. This average of 132 learners also represented thousands of volunteer and staff hours dedicated to literacy instruction. The map was an effective visual representation of where CLC was serving the constituents of the legislators. Literacy partners also worked extensively for AB 3381's passage. Several prominent literacy supporters and partners joined in Strong's letter writing campaign. The California Library Association promoted AB 3381 as part of their annual Legislative Day in May 1990. They arranged for adult learners to demonstrate in support of CLC on the capitol steps and scheduled both Democratic and Republican Legislators to give speeches in favor of the bill.¹⁷⁸

AB 3381 Goes to Governor Duekmejian

The bill was amended in the assembly on April 16 and May 22, 1990. It was sent to the California Senate in June 1990. The promotion efforts of the State Library, participating libraries, and the community partners had been effective in convincing legislators of the value of CLC. The bill passed unanimously through both houses of the legislature in August 1990¹⁷⁹. The last thing required to codify CLC was the signature of Governor Duekmejian. CLC supporters were afraid that the governor would veto the bill like he had the budget stabilization a year prior. Library leaders and CLC supporters started a letter writing campaign to encourage him to sign the bill. San Francisco City Librarian Kenneth Dowlin implored Duekmejian to consider the needs of all Californians:

“In considering this bill, please remember that those millions of residents who depend on their free public library do not speak with a powerful political voice. They are the young and the aged, the students, the poor and the members of racial and ethnic minorities. In a society that requires awareness and information for successful; survival, the public library is often their only resource.”¹⁸⁰

Finally, on September 19, 1990, Governor Deukmejian signed AB 3381 into law. AB 3381: Adult Illiteracy became Chapter 1095 of the Statutes of 1990 and was added to Chapter 4 of the California Education Code.¹⁸¹ CLC was also formally recognized as the California Library Literacy Services. Deukmejian's support of codification was ambiguous. He had formally endorsed CLC during the program's founding and throughout the "Year of the Reader." However, he vetoed the 1989 budget augmentation and waited over a month to sign AB 3381. His motivation for signing the bill was at least partly influenced by political strategy. He could not veto a bill that had passed unanimously through the legislature without losing credibility and public support. Deukmejian's political move did make the newly renamed CLLS a formal state program. Deukmejian himself had been an unreliable ally, but had still made a necessary contribution to the growth of CLLS. Deukmejian was one of many who made codification possible. After the passage, California State Library Board President Nancy King acknowledged the contribution of all the CLC partners:

"I am excited the prospect of continuing to expand and enhance library literacy services. Tens of thousands of Californians will benefit from this legislation. I particularly want to thank Governor Deukmejian, Assembly Member Baker, State Senator Roberti, the California Library Association, and the hundreds of new readers, volunteer tutors, and literacy supporters whose letters, calls, and testimony were instrumental in gaining support for this bill."¹⁸²

Codification was a victory for California Literacy supporters. CLLS could continue to provide literacy services to communities with stable funding. In addition, codification made literacy instruction a firmly entrenched, government-endorsed library service.

CHAPTER 5 – EXPANSION OF THE PROGRAM (1991-1994)

Snapshot of Participating Libraries from 1991-1994

The passage of AB 3381 was a success for all supporters of CLLS. The law went into effect immediately, and all participating CLC libraries became CLLS programs. In 1991, the year after CLLS became part of the California Code, there were 78 participating libraries serving over 11,804 learners.¹⁸³ In the previous chapters, most of the focus was concentrated on the founding and operation of library literacy programs from the California State Library perspective. However, CLLS survives based on the active and enthusiastic participation of the local libraries. In order to provide a more comprehensive history of CLLS as a library program, the first three sections of this chapter will consider the operation of the program from the perspective of selected local programs. Participating local libraries had varied experiences managing a CLLS program. Some were embraced by their communities and were able to forge vibrant and enthusiastic literacy-based partnerships. Other programs were accepted by the community but unable to secure consistent local funding. Some libraries struggled to even establish a place for literacy within their existing library services. A few others even dropped their literacy services during the period. Lake County Library had problems with both funding and tutor recruitment. Lassen County did leave the program in 1993. Kings County left CLLS but turned their literacy program over to a volunteer-based local literacy council. Their program was still being funded through state funds, however the County decided to close the entire library. While it is not profiled here, Colusa County had problems keeping learners in their program.¹⁸⁴

The documents that were the basis for this section come from a collection of quarterly reports, learner and tutor activity reports, program newsletters, flyers and newspaper articles

from the 78 participating libraries from 1991-1994. The collection of documents was held in a large shipping box by the Library Development Services Bureau at the State Library. The box was entitled “Literacy Local Activity from 1991-94,” Materials were grouped together in folders by library and the folders were arranged alphabetically by library name but not all 78 libraries were represented in these documents. The box only held the materials for libraries whose names began with the letters “G” through “M.” However, the materials in this collection did provide a sample of the differing conditions at the local level up to 1994. From these materials I selected several libraries to profile to better illustrate local perspectives and logistics.

The libraries profiled here were selected to provide the best snapshot of the operation of CLLS in the early 1990s. Knowing that it would be impossible to profile all of the represented libraries in the space allotted for a Master’s Thesis, I chose the libraries based on four criteria – success, lack of success, location and amount of material. I judged the success or non-success of the program largely by how they perceived themselves; I also considered number of learners and tutors, growth, local partnerships and funding, listed goals, and challenges. Successful libraries had dedicated staff members and an administration that believed in the value of library literacy. As a result, the programs were able to constantly recruit new tutors and learners. They also had enthusiastic support of their local communities and had secured local funding. Success of the program was not related to the size of the program as urban programs were necessarily larger than rural programs. Instead, successful programs integrated themselves fully into their core services and community. Non-successful programs could not support full-time staff and administrators were apathetic or hostile to library literacy as a service. These programs could not find tutors or were not able to train them and could not meet the demand of the learners. Such programs also received minimal community funding or volunteer support.

The amount of material also presented a problem as some libraries only had reports for one year while others had a plethora of reports, flyers, newsletters, and articles for all four years. The amount of materials depended on how detailed the libraries were with their reports, how many documents they attached, and if they sent their newsletters to Al Bennett. While each library had to send annual reports to the State Library, each coordinator had different styles of reporting. I tried to select libraries that had materials spanning several years to get the widest and most consistent picture possible of their operation. However, I did select a few libraries with less materials because they had experienced extraordinary circumstances or had interesting stories. These libraries have been included to give a more comprehensive picture of the entire program, but will not have full statistical profiles.

Local Operations in Southern California from 1991 to 1994

Glendale Public Library

Glendale Public Library became a participating library in 1987. Glendale is located northeast of Los Angeles at the edge of the San Fernando Valley. In 1991, Glendale had a population of 182,600 and the library had 180,531 borrowers.¹⁸⁵ As an urban library, Glendale serves the surrounding areas as well as their own population. In 1990-1991, they were in their fourth year of operation. They received a budget of \$60,562 from CSLA and acquired \$21,764 from local funding sources and donations.¹⁸⁶ In that year, Glendale had 203 adult learners and referred 26 learners to other programs. Of the learners they served, the majority were Hispanic-American, followed by white, African-American, Asian-American, and a small variety of other races. While the ages of learners ranged from 16-79, most learners were between 30 and 59 years old.¹⁸⁷ There were 186 tutors offering services during the year. The tutors were evenly distributed between ages 20 and 70. They were not as diverse as the learners; most tutors were

white.¹⁸⁸ Glendale's main challenges in 1990-1991 were training tutors, matching tutors and students, continued tutor support, and marketing and distribution of promotional materials. They created a tutor training packet so that training tutors in the future would be more standardized and easier for the literacy coordinator and the library staff. They also increased the availability of one on one tutor support including reflection and problem solving, assistance in finding new materials, and success sharing. Glendale's experience demonstrates that a program continuously train and help their tutors as well as working to make sure the tutors feel heard and appreciated. CLLS could not exist within any library without the efforts of the volunteer tutors. Tutors are one of the crucial partners in a literacy process, and it is important to treat them as such and celebrate their successes.

Huntington Beach Public Library

Huntington Beach Public Library also joined the program in July of 1987. Huntington Beach is located in Orange County on the coast south of Long Beach. In 1991, Huntington Beach had a population of 182,800 and the library had 176,915 borrowers,¹⁸⁹ As a beach city, Huntington Beach attracts more people with economic means, but still has a diverse community. By the fourth year of funding in 1991, the program had been enthusiastically adopted by library staff, the library board, and the community. Tutors and Learners both felt that they belonged in the program and were therefore invested in its success. Despite the success, funding was a continuing issue. The library wanted to make the program a regular part of the library budget so the program would be city supported.¹⁹⁰ For the 1990-1991 fiscal year, Huntington Beach received \$31,400 in CSLA funds in addition to \$13,248 in local funding.¹⁹¹ When Gary E. Strong issued this money in August 1990, he stressed that Huntington Beach staff work to ensure local funding as the state funding would be reduced in the successive years of the program.

While library staff worked on securing permanent local funding, the program was able to help many adult learners. A total of 198 learners, mostly Asian-American and white adults from ages 20 to 60, participated in the program.¹⁹² They were taught by 194 tutors of varying ages¹⁹³

Huntington Beach had achieved an almost one-to-one ratio of learners to tutors. Their success undoubtedly helped them garner more local funding and support in the city council. In 1991-1992, the Huntington Beach Library received \$20,933 in CSLA funding with \$27,925 in local budget.¹⁹⁴ By 1992-1993, the sixth year of operation, the Huntington Beach program was almost fully locally funded. They received only \$10,442 in state funding but had a local budget of \$48,247.¹⁹⁵ The program also grew in size, serving 243 learners¹⁹⁶ and utilizing the services of 282 tutors in 1992/1993.¹⁹⁷ Huntington Beach Public Library improved their funding situation dramatically between 1990 and 1993 because of their community support. In 1993/1994, their funding status was the ideal for participating CLLS libraries. They received \$15,896 matching funds from the state because they had a local budget of \$71,634.¹⁹⁸ Although not the full match specified in the CLLS act, Huntington Beach did ensure continued state support because the majority of their program was community funded.

Los Angeles Public Library

Los Angeles Public Library was a founding member of CLC. Los Angeles Public Library is the city library of Los Angeles. In 1991, Los Angeles had a population of 3,536,800 and LAPL had 710,683 borrowers.¹⁹⁹ Their program, the Library Adult Reading Project (LARP), was implemented at many Los Angeles Public Library branches. LARP enjoyed firm support from librarians and library staff and developed a corps of literacy volunteers. LARP was also supported by the LARP Literacy Council, a coalition of professionals and literacy who secured funding, promoted and marketed the program, and served as legislative advocates.²⁰⁰

The program was in their sixth year of operation in 1991/1992, and received \$38,273 in matching CSLA funds for their local budget of \$297,418.²⁰¹ The matching funds were going to be used for tutor training, new computers for LARP branches, and staffing for reading centers.²⁰² In this year, LARP reached 1155 adult learners the majority of whom were white, African American, and Hispanic spread between the ages of 16 to 69.²⁰³ Instruction was provided by 1083 tutors who were largely white and African American with a spread of ages.²⁰⁴ The diversity of the program was more reflective of the city of Los Angeles than other programs. LARP had high visibility within the city of Los Angeles partially because of the efforts of the LARP Council and partially because of the widespread reach of Los Angeles Public itself. LARP published a monthly newsletter called *Tutor Times*. The newsletter reported on program funding, events, and celebrated both newly trained tutors and learners who had hit certain literacy milestones. In response to the needs of multicultural Los Angeles, the newsletter had a section on ESL efforts. *Tutor Times* also featured adult learner writings and stories so all LARP participants and supporters could share in the success of the program. The *Tutor Times* Newsletters give the impression that the LARP-based partnership was improving the Los Angeles literacy situation through success on the individual level.

Local Operations in Central California from 1991-1994

Kings County Public Library

Kings County Public Library joined CLLS in 1987. Kings County is located in the Central Valley just north of San Luis Obispo and Kern County and East of Monterey. The population of Kings County was 104,400 people; the library had 48,436 borrowers.²⁰⁵ Kings County is largely agricultural; the California Department of Corrections also maintains three prisons within the county. In 1990-1991, Kings County Public library received \$92,630 in state

funding for their literacy program which was matched by \$30,000 in local funding.²⁰⁶ Kings County was one of the programs that failed to establish itself within the first five years of guaranteed funding from the state. The program had struggled to find local funding but had been successful in recruiting tutors and learners. The problems began in January 1991 after literacy coordinator Bill Woolley unexpectedly resigned. The Kings County Board of Supervisors decided not to fill his position; Reference Librarian Jonathan Buckley assumed the duties of coordinator in addition to his librarian assignment. This change came at a critical time: Kings was in the middle of the initial five year grant when they needed to secure funding in time for the decrease in funding starting in the fourth year.²⁰⁷ The loss of a full time coordinator was a big setback for the literacy program and the library.

In April 1991, the library hired a new library assistant to help Buckley in running the program.²⁰⁸ However, two non-full time staff members were not enough for the literacy program. In the Summer of 1991, Buckley created a Literacy Council to help with the daily operation of the program including monitoring hours, learner diagnostics, tutor matching, training, fund raising, and the *Alphabetical Soup Newsletter*. The Council was made up of learners, tutors, library supporters and other Kings County residents interested in literacy.²⁰⁹ The Literacy Council was a contingency plan; if the library could not find local funding, the Literacy Council would take over all operation of the program making it fully volunteer supported. Unfortunately, Buckley informed Al Bennett that the Kings Program would not be able to continue past the fifth year in June 1992 as the program would not be funded by the County. The Literacy Council took over operation of the program, so luckily the literacy services were not completely lost.²¹⁰ Both dedicated staff and funding were critical to the operation of the local CLLS programs.

Mariposa County Public Library

Mariposa County Public Library joined the program in 1988. Mariposa County is located in the Central Valley in the western foothills of the Sierras north of Fresno. Mariposa County includes part of Yosemite National Park. Mariposa was a very small county; in 1990, it had a population of 14,400.²¹¹ Mariposa's program, *Mariposa County Learn to Read*, was unique in that it was one of the few programs that was not located in the library. The program met in a local hotel until an office could be secured in downtown Mariposa in July of 1992. The office had their own literacy collection, and the library provided support through a larger collection, literacy programming and training. The program also started their *Read On! Newsletter* in 1992 to celebrate the program's accomplishments and promote library collections and events.²¹² In 1992/1993, the fifth year of funding, the program received \$57,485 in State Library Funding. Lynda Campbell, the program's coordinator, published this amount in the *Read On! Newsletter* and explained that the money would be used for salaries, rent, office expenses, travel, materials, and training. She also asked for suggestions on materials. The program made every effort to be transparent while meeting the needs of the community. They also built visibility within the community by having a booth at the local fair and holding an open house for their new office. However they did put out a call for learners in their October 1992 newsletter.²¹³ In 1993, they applied for a U.S. Department of Education Title VI Grant for 1993-94.²¹⁴ Local funding had been uncertain, so Mariposa sought other means of funding. They were able to secure funding as they celebrated the tenth anniversary of CLLS in 1994. They served 30 adult learners and 5 families in 1994.²¹⁵ Although Mariposa was a small program, they were able to find success by actively seeking the involvement of their community.

Local Operations in Northern California from 1991 to 1994

Hayward Public Library

Hayward Public Library began their program, Literacy Plus in late 1985 but did not start receiving funding until 1987²¹⁶. Hayward is located on the Southeastern part of San Francisco Bay. In 1991, the city of Hayward had a population of 115,200 ; Hayward Public Library had 74,287 borrowers.²¹⁷ Hayward is an urban area and home to CSU Hayward. Literacy Plus was one of the most successful programs in CLC because they enjoyed a “strong commitment to local support of the library in general and the literacy program in particular” from the city administration including funding. Library staff also worked to integrate the literacy program into the library. The Hayward Public Library Mission statement was rewritten to include the literacy project; the Library became “the individual’s door to learning.” Literacy Plus was located in the library and the program received a part of the library’s collection budget. The program also relied heavily on the support of the Literacy Plus Council which included several community organizations, CSU Hayward, the local adult school, the city council, and the local senator.²¹⁸ All of these factors gave Literacy Plus the stability needed to expand. Table 5.1 below shows the growth of the program in tutors and learners with the increase in local funding from 1990 to 1994.

Table 5.1: Literacy Plus Statistics for 1990-1994

Fiscal Year	# of years in program	CLSA funding	Local funding	total learners participating during year	total tutors instructing during year
1990-1991	5	\$63,106	\$43,414	153	145
1992-1993	6	\$22,078	\$98,802	183	153
1993-1994	7	\$21,874	\$103,886	127	107

Table 5.1: Budget and Tutor/Learner numbers for the Hayward Public Library for 1990/91-1993/1994. This table comes from the Quarterly Financial Reports, Learner Activity Reports, and Tutor Activity Reports for the above years found in *Hayward – Local Literacy Activity*. Data for 1993/1994 is for the second quarter while the other reports come from the fourth quarter. Reports for the fourth quarter of 1993/1994 were not available.

The data for 1993/1994 shows a decline in tutors and learners because it is from the second quarter and therefore collected mid-year. Numbers would be higher in the fourth quarter than in the second. These numbers are included to show the continuation of growth in this fiscal year. As the chart shows, local funding supported the bulk of the program budget by 1992/1993. The CSLA funds for 1992/1993 and 1993/1994 were matching funds. Hayward was a model for how programs needed to be integrated into library and city services.

Literacy Plus also published a bimonthly newsletter entitled *Literacy Plus News*. The newsletter included updates from the coordinator, tutoring strategies, games and contests, calendar of events and lists congratulating newly trained tutors and successful learners. *Literacy Plus News* also highlighted special events from community partners, such as Literacy Night at the Oakland Coliseum ballpark on July 16 and August 7, 1990. The Oakland Athletics gave free tickets to Bay Area literacy programs including Hayward and recognized the programs during the game as a way to spotlight literacy.²¹⁹ The most important part of the news letter were the learner and tutor stories. Learner stories were presented in two forms in the newsletters: in the “Tutor Talk” section written by the tutors and in the words of the learners themselves. The tutors were encouraged to share their experiences with their learners so that all participants could celebrate milestones or encourage each other. Many tutor notes involved successes, as in this example from November/December 1992:

“Dawa took and passed his citizenship test. This was one of his primary goals. He is very excited because now he will be able to go to Pakistan and return with his wife and their newborn son, who was born in August and he has never seen.”²²⁰

Other tutor notes spoke about learner challenges and how the learner and tutor worked through them as in this example from Spring 1994:

“Cheryl had some problems near the end of 1993 so we got together this month to start over. We started in the Challenger²²¹ series. I think this is working much better for her.

She is working very hard at her homework and seems to be very dedicated now. She doesn't seem to mind the hard work. She really likes doing the puzzles that go along with the lessons. She is doing well with understanding the stories."²²²

All of the tutor notes were positive in tone even if they discussed challenges the learners had faced. These notes demonstrate how much work and time both learners and tutors dedicated to literacy while underscoring the fact that the tutors and learners were at the core of CLLS efforts.

Learner writings were published in almost every issue *Literacy Plus News*. Publishing the writing gave learners an opportunity to take pride in their literacy accomplishments and inspire others with their successes. The learner stories in *Literacy Plus News* also illustrated the successes of the Hayward Public Library program as a whole. One success was Fred Sanchez. He had only attended Kindergarten and spent his whole life trying to hide his illiteracy. At 63, he joined Literacy Plus. In his story, he remembered the desperation he felt and how his life had changed because of literacy:

"I didn't learn to write my name until I was 17 and got my draft notice in World War II. I copied the letters off the draft notice until I could write them without looking. Before that, I signed with an X. I wasn't accepted in the army because I couldn't read. At one time, I was so desperate to learn that I thought about doing something to be sent to Juvenile Hall. I had heard that you were taught to read there.

Now I can read street signs and notices and some things in the newspaper. My tutor and I are reading stories, too. It's a challenge for me to read. It's as if I want to see the other side of the rainbow. I've broken through a lot in life, but I'm not finished yet."²²³

Literacy brought Fred hope and opened up the world to him. He was courageous and determined; these traits helped both him cope with illiteracy and gain the literacy skills he needed. Fred stayed with Literacy Plus for over two years. In an update on his progress in the *Literacy Plus News* from Spring 1994, Fred asserted that "Education is the key to success."²²⁴ Literacy Plus' success was measured through stories like Fred Sanchez.

Lassen County Free Library

Lassen County Free Library joined CLC in 1988. Lassen County is located in the Sierras on the Nevada Border and is separated from the Oregon border by Modoc County. When AB 3381 passed, it was one of the northern most programs. In 1991, Lassen County had a population of 28,000; Lassen County Free Library had 23,342 borrowers.²²⁵ The county is very rural; traveling around the county is difficult because of the mountainous terrain. State programs such as CLLS were logistically difficult to operate in Lassen because of their remote location. In the early 1990s, the Lassen program and the Lassen County Free Library were threatened by budget issues. In 1990, the Lassen Read Library Literacy Program enjoyed relative success. They received \$65,741 in CSLA money and had \$7,632 in local funding.²²⁶ In that year, 117 adult learners received instruction from 71 tutors. Learners were largely white and Hispanic from the ages of 20-39 and tutors were mostly white from the ages of 30-49.²²⁷ Lassen Read hoped to forge a partnership with the Lassen County Adult Correctional Facility as well as start a book discussion club for new learners.²²⁸ Lassen also participated in FFL.

Lassen Read was able to do so well in 1990/1991 because of the funding provided by the State Library. The Lassen County Free Library itself did not fare so well. In June 1990, the Lassen County Administrator notified the director of the library that he was going to close the library as part of budget cuts for the next year. The State Library sent Kathryn Wright from the Library Development Services office to survey the situation. She found that the Lassen County Free Library in Susanville served as a school and community college library. The nearest library service was in Washoe County, Nevada, over 100 miles away. The Susanville community fought for the library, and the Board of Supervisors granted the library a \$50,000 to keep the main Susanville library open. The Westwood and Bieber branches had to close.²²⁹ In late

September, Governor Duekmejian signed SB 2876 to allow the Lassen County Free Library to annex the empty prison; library costs would be underwritten by the City of Susanville with minimal county support.²³⁰ The Lassen County Free Library existed in this diminished state for a few years. Lassen Read continued to receive CSLA funding in 1991/1992 and 1992/1993, but the program and the funding would stop if the library were closed. Lassen Read was only able to serve 29 adult learners in 1992/1993 because of the library funding issues.²³¹

In June 1993, Al Bennett visited Lassen County Library to assess the continuing budget issues as they related to Lassen Read. He found that the Library had the funds to stay open till December 1993. The literacy program had assured funds through September, and Bennett believed there were many opportunities for local funding of the program.²³² Unfortunately, the Lassen County Board of Supervisors decided to stop supporting the library in 1994. The citizens of Susanville voted to create a special library district to restore services. However it would take several years to set up the library district, and Lassen Read was forced to stop instruction in 1994.²³³ Lassen County was the most extreme case of the funding difficulties faced by participating CLLS libraries. The dedication of the library staff to both literacy and keeping the library open is admirable. While the library could not persist as a county library, it was able to survive because of Susanville's ownership and advocacy of their library. In an ideal situation, literacy programs help libraries become vital community organizations. However, libraries and their literacy programs can only survive with the active support of their communities. Lassen's experience demonstrates that libraries and their partners need to provide reciprocal service and aid for the betterment of both groups.

Lake County Library

There were other CLLS libraries that struggled to maintain their programs. Lake County started participating in 1988. Lake County had a 1991 population of 52,000 and the library had 25,598 borrowers.²³⁴ By 1991, the library was concerned about being able to continue the program beyond the first five years of guaranteed funding. The Lake County program was small: it had a dedicated director, a part time coordinator, and their volunteer tutors. Despite an estimated 8,000 adults in need of literacy services in Lake County, the library could not meet the need because of the dearth of local funding and low tutor recruitment. Lake County was located in Northern California just north of Napa and east of Mendocino. It was and remains part of the agricultural communities in the Central Valley. Lake County Library only had a few branches, and it was difficult for tutors associated with northern branches to get to the southern parts of the county where learners were located²³⁵. Lake County held on through the 1990s, but relied heavily on state and federal support.²³⁶

Lake and Lassen were largely exceptions. While many libraries faced reduced budgets, most CLLS participating libraries were able to expand their literacy programs and establish themselves as literacy providers. Literacy instruction as a library service had been welcomed by Californians and had become almost required. California library communities not only supported CLLS, but had begun to defend the literacy cause with time, energy and some funding. Even in troubled Lassen, community support kept the program and the library afloat for three years. The program as a whole grew despite budget restrictions because Californians had decided to support literacy in their libraries.

CLLS After Ten years: the Legacy of Gary Strong

The tenth anniversary of CLLS was in 1994. The program had grown from 27 libraries helping 3500 learners to 82 libraries helping over 18,000 learners. Much of the success of the program had come from the stewardship of Gary Strong. Strong was an ardent champion of both libraries and literacy and believed in the power of locally-based positive change at the individual level. In ten years, Strong had solidified the program as a vital and effective part of California's literacy promotion efforts. 1994 also brought a significant change to the leadership of CLLS as Gary Strong decided to step down as State Librarian. He had served the state's libraries faithfully from August of 1980 to August of 1994 and had seen them through the difficult years after Proposition 13.²³⁷ Strong had in fact achieved his goal of fighting back against Proposition 13 through literacy. California libraries had forged a place for themselves in literacy instruction. Strong would continue to advocate for library literacy as the director of the Queens Library in New York. In an article about the Queens Library's Adult Learning Centers, Strong explained his philosophy about libraries and literacy that inspired both his work in Queens and the California Literacy Campaign: "I have always believed in the public library as 'the people's university.' The public library, with its nonjudgmental mission, is a tremendous source of support and encouragement. Public Libraries are guardians, not only of collections of books but of the right to read."²³⁸ Strong pushed California libraries to embrace their role as guardians. At the basic level, CLC/CLLS helped Californians learn how to exercise the right to read. Strong asserted that literacy was at the core of the public library mission. Strong was proud of his work in California but wanted to see literacy become a priority in all public libraries:

“We have always said that public libraries have the responsibility to serve the *whole* community. If that’s the case, literacy is an area in which public libraries are uniquely qualified to provide such service, since, while the focus of other institutions may change over time, libraries are all about literacy. They always will be, whether that literacy is applied to paper, to electronic formats, or to some other medium we haven’t yet dreamt of.”²³⁹

CLLS owes its existence and its guiding mission to Strong; he left CLLS with a enduring foundation and a legacy of dedication and advocacy to change California for the better. Although Strong was no longer State Librarian, he remained a significant literacy partner.

CHAPTER 6 – COMMUNITY PARTNERS OF CLLS (1995-1999)

Kevin Starr succeeds Gary Strong as State Librarian

Gary Strong was succeeded by University of Southern California history professor Kevin Starr. Unlike Strong and other previous state librarians, Starr had not made his career in libraries. Starr was a scholar and had become one of the foremost experts on California History. A native of San Francisco, Starr graduated from the University of San Francisco in 1962. After two years of military service, he earned his masters and PhD in American Literature from Harvard in 1965 and 1969 respectively. He was named City Librarian of San Francisco in 1973. Starr was not a librarian at that point so his appointment as City Librarian was unconventional. He earned his Masters of Library Science from UC Berkeley while serving as City Librarian. Starr stepped down as City Librarian in 1976 and resumed his scholarly career at various universities till 1994.²⁴⁰

While Starr believed in the value of the literacy program, he focused on other State Library interests and programs including the Braille and Talking Book Center. By the time he took office, California Library Literacy Services was well established through legislation and funding. Strong and Starr had different roles in regards to CLLS. Strong served as the program's advocate and founder, and provided the vision that would guide and shape the campaign. Starr served as the program's guardian to ensure its future. He supported the literacy program although he was much less active than Strong. Starr did not publish any articles on the program while Strong was quite prolific in writing library literacy articles.

With the retirement of Strong, both literacy specialist Al Bennett and family literacy specialist Carole Talan took a more central role in implementing and overseeing CLLS. Their continued involvement with the program allowed for a smooth transition from Strong to Starr. In

fact, both had been working to expand the cooperative networks within the program. In 1995, the State Library helped found the State Literacy Resource Center of California in conjunction with six other state agencies using federal funds. There were seven regional literacy centers with a headquarters in Sacramento. The State Literacy Resource Center would provide literacy training support and staff development to libraries and other literacy-promoting organizations and departments. Libraries could also forge new community partnerships through the resource center. Talan served as the executive director of the center.²⁴¹

1996 Funding Campaign

The goal of the cooperation was to share resources to help the participating libraries weather underfunded years. As evidenced by the library snapshots in the previous chapter, the biggest issue facing CLLS in the 1990s was funding. The passage of the CLLS act had stabilized funding and made provisions for funding beyond the fifth year of operation. However, the budget for CLLS still depended on the overall California budget. The budget of CLLS had not been expanded since the passage of AB 3381. The program was still operating on the base budget approved in 1990, but the program had expanded from 81 libraries in 1990 to 99 libraries in 1996²⁴². Families for Literacy participation had also increased from 22 libraries in 1990 to 38 libraries in 1995²⁴³. This meant that more libraries were operating with lessened state budgets. CLLS needed an increased budget so they could properly support current operating libraries and better support future program.

This need for funding led to the 1996 Budget Augmentation campaign. The augmentation for CLLS was added in the state senate to the 1996-1997 California Budget to be approved by both houses of the state legislature. The first part of the campaign involved

increasing the visibility of the learners. On April 30th, 1996, Adult learners gathered in Sacramento from across California for a literacy rally on the Capitol steps. They came with a positive message: they wanted to share their stories and thank California Libraries and legislators for a “second chance” through literacy.²⁴⁴

Participating libraries and their community supporters also began a letter writing campaign asking legislators and Governor Pete Wilson²⁴⁵ to support the budget augmentation. Irene Yarrow, Literacy Coordinator at Hayward Public Library, explained the motivations for the letter writing campaign in a newsletter to the Hayward Literacy Plus supporters: “As more and more students ask us to help them learn to read, we need increased funding so we can keep doing a good job of fighting illiteracy. More money would also fund literacy programs in areas where there are none, and it could help us offer more services, such as a Families for Literacy program to help break the intergenerational cycle of illiteracy. Letters from literacy supporters to the decision makers will *greatly* increase the chances of the funding being improved.”²⁴⁶ The letters were meant to show legislators that CLLS was making a difference in California Communities and that the program deserved the augmentation. The best advocates of the program were the ones who benefited the most from it.

One of the most touching learner stories came out of the 1996 letter writing campaign encouraging Governor Pete Wilson to support the budget augmentation for the 1996-1997 fiscal year. It was written by Tanya Sue Vimini, a member of the Amador County Library Literacy Program. She suffered discrimination while in school because of her cerebral palsy and felt worthless and hopeless because of this cruelty. Though she completed high school, her inability to read made her feel imprisoned. In 1987, she received treatment at UC San Francisco’s

Epileptic Center, which gave her the courage to improve her life in other ways. In 1995, she joined the library literacy program. Literacy freed her:

“I have broken out of the chains that held me back for so many years. I am now beginning to READ and I am starting to live a new life, and this year I VOTED FOR THE FIRST TIME! ... My goal is to become a reading tutor myself and be able to teach people the tools that I have learned and bring awareness into their lives as it was brought to mine.”²⁴⁷

Tanya's words highlight the power of literacy and the way literacy can change lives. Tanya was able to empower herself through her participation in the literacy program and went from being stigmatized in schools to writing a letter to the Governor to stand up for her own needs. Tanya's letter was especially effective because she reminded the Governor the necessity of literacy for democracy. The budget augmentation was passed by the Legislature and Governor Wilson thanks to letters like Tanya's and the work of all CLLS learners, tutors, and librarians. In July 1996, the augmentation added a total of \$900,000 to the literacy budget: \$600,000 for CLLS adult literacy and \$300,000 for FFL.²⁴⁸

Dinosaurs support Literacy: Cartoonists Across America contribute to CLLS

In 1997, CLLS gained an unconventional ally. A stegosaurus named Theo pledged his support and the support of his dinosaur friends to fighting illiteracy in California. Theo and his friends were characters in cartoonist Phil Yeh's picture book *Theo the Dinosaur*. Yeh had written the book specifically to promote literacy among children. The eponymous Theo lived happily with his friends in the prehistoric era until he discovered that dinosaurs will go extinct! Theo became literate in an attempt to avoid extinction and educates his friends as well. Literacy lead the dinosaurs to gain an understanding of history, science and engineering. The dinosaurs built a time machine with their newfound skills and traveled to contemporary America to teach people

the value of literacy.²⁴⁹ Yeh was an active member of Cartoonists Across America. The group was a coalition of artists that had been advocating for various literacy and environmental causes throughout the 1990s; Theo the Dinosaur served as the mascot for their literacy promotion efforts. Theo's motto, "Read – Avoid Extinction," was used on Cartoonists Across America advocacy material as well as in pro-literacy murals painted by the organization in 48 states and several Canadian provinces.²⁵⁰

Cartoonists Across America teamed up with CLLS in the Spring of 1997. Cartoonists and artists including Phil Yeh came to Sacramento on April 2, 1997 to paint a Theo mural on a Yolo

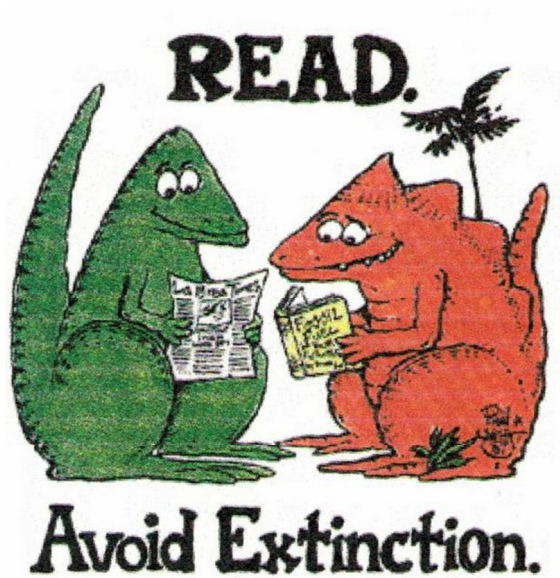


Figure 6.1- Theo the Dinosaur by Phil Yeh. Credit: Vince Jenkins, "Celebrate literacy! Join Cartoonists Across America ... paint a literacy mural on a Yolo County Library bookmobile," unpublished program flyer,, 1997.

County Bookmobile parked in front of the Capitol building. The event was sponsored by the State Library, the State Literacy Resource Center of California and the Sacramento Area Literacy Coalition in celebration of International Children's Book day. Flyers promoting the event were distributed throughout the area inviting local residents to celebrate literacy with Cartoonists Across America. Theo and the "Read – Avoid Extinction" motto featured prominently on the flyer.²⁵¹ The figure to the left is a sample of Yeh's art from the flyer. Visitors to the event were

encouraged to join in painting the pre-sketched mural. The mural featured Theo & his friends reading books with the slogan "Building a Nation of Readers." The event was well attended and received positive media coverage.²⁵² The bookmobile itself would then serve as mobile

advertising for CLLS, the Yolo County Libraries, as well as the surrounding library literacy programs.

Cartoonists are not the most obvious literacy advocates because they work primarily in pictures and art. However, CLLS was happy to have their support as literacy activists came from a wide array of backgrounds and thus contributed a variety of skills to the campaign. The cartoonists provided CLLS with much needed visibility. Their participation also strengthened the literacy partnership as a whole because they could effectively use humor and hyperbole as an advocacy method. “Read – Avoid Extinction” sounded extreme and comical at first. However such a slogan causes observers to reconsider the power of literacy and the need for literacy services precisely because of its seemingly outlandish nature. The Sacramento Area Literacy Coalition provided literacy information to event attendees to contextualize the bookmobile painting.²⁵³ When reconsidered in terms of the literacy need in California where 20% of adults could not complete daily literacy tasks, Theo’s warning became more apropos.

Famous Supporters of Literacy

Families for Literacy attracted some California celebrities to the literacy cause in the 1990s. Huell Howser, host and producer of the PBS show *California’s Gold* supported FFF for many years. In 1994, Huell Howser Productions helped to establish the California State Library Foundation’s Families for Literacy Fund. The fund also had support from Wells Fargo and KPBS, San Diego. Five dollars from each *California’s Gold* cassette tape sold by KPBS went to the FFL fund.²⁵⁴ Huell Howser Productions received a report about the distribution of the funds with comments by the participating libraries. These reports served to create transparency with the program as well as keep Howser, as an important literacy partner, informed of the progress. Libraries used the money to buy books, supplement their early literacy collections, hold more

storytimes and trainings for adult learner families and extra programs.²⁵⁵ By 1997, the money from the *California's Gold* sales had bought 11,000 books for Families for Literacy children.

Howser was recognized for his literacy promotion at the November 1997

California Library Association conference in Pasadena. At the conference, he was presented with a handmade quilt featuring squares made by children at the participating libraries. The quilt was presented to Howser by Carole Talan. She was assisted by several FFL children who wanted to show their books to Howser.²⁵⁶

Howser continued to support FFL after the

1997 conference and was one of the most reliable and enthusiastic literacy

supporters. In the first part of 1998, Huell Howser Productions donated \$8,290.00 to FFL to be distributed to the 60 participating FFL libraries.²⁵⁷

In August of 1999, baseball player Mark McGwire through the Starbucks Foundation donated \$7,500 to Bay Area FFL programs. McGwire played for the Oakland Athletics till 1997, so he was supporting his local libraries. Seven Bay Area FLL programs received \$1000 each: South San Francisco, San Rafael Public Library, San Mateo Public Library, Redwood City Public Library, Berkeley Public Library, Menlo Park Public Library, and Oakland Public Library. The money was earmarked specifically for the purchase of children's books.²⁵⁸ One of

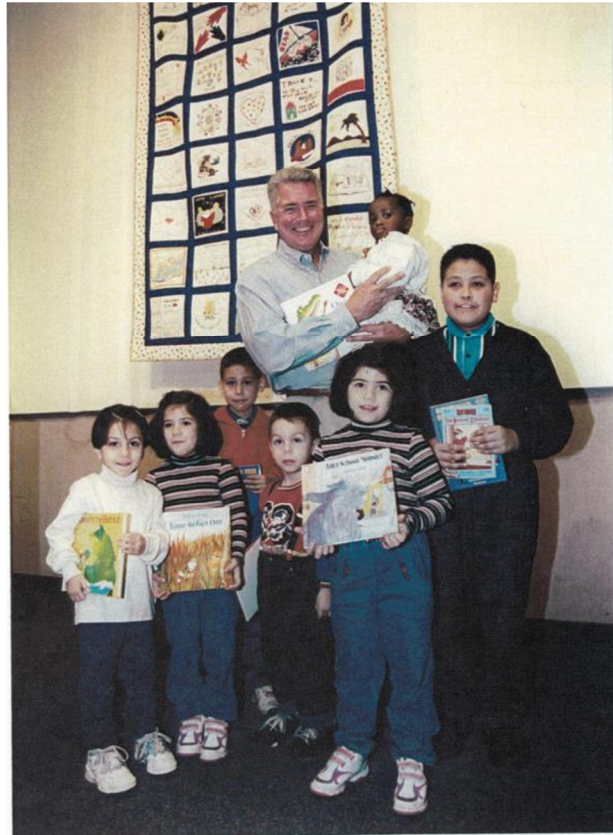


Figure 6.2 - Huell Howser with FFL children in front of his thank you quilt. Credit: California State Library

the major goals of FFL was to provide children and the families of adult learners with books to read and have in their homes. While \$1000 per library does not sound like a significant contribution, it goes quite far when buying children's books. The McGwire and Starbucks donation provided books for thousands of children in the Bay Area. Starbucks and the State Library thanked McGwire with oversized cards including the pictures of children who benefited from the book purchases.²⁵⁹ Donations like these kept the program operating smoothly as they covered books and services that regular budgets. Big name donations such as McGwire's also brought media attention and awareness to the program.

CLLS after 15 years

CLLS celebrated their 15th anniversary in 1999. In fifteen years, the program had tripled in size, added an early literacy branch, solidified its status in California law, and helped thousands of adult learners gain empowerment through literacy. The growth of the program alone was remarkable; the majority of California counties were represented by at least one program. Table 6.1 below shows the growth of the program during selected years from 1984-1999.

Table 6.1: Participating CLLS Libraries from 1984-1999

Year	Number of learners served during the year	Number of Participating Libraries
1984	3500	27
1986	8114	46
1988-1989	10692	81
1992	12733	78
1994	18128	82
1999	~30000	100

Table 6.1: This table shows the expansion of the program over the first 15 years. This chart was made from data from several sources: Strong, "Adult Illiteracy – State Library Responses"; Bennett, "The California Literacy Campaign: An Outline for the California Library Services Board"; California State Library, "Information: AB 3381 (Baker/Roberti) and California Literacy Campaign Program Locations"; *Profiles: Library Literacy Programs in the California Literacy Campaign*; *The California Literacy Campaign's CLC Convocation 1999*. The 1999 figure is an estimation from Carole Talan combining Adult Learners and FFL.

While CLLS had seen a drop in participating libraries in 1991-1992 due to incomplete reporting and an economic downturn in California, the growth of the program was largely positive. More library systems had joined the program than those who had stopped participating. Additionally, each program had been able to increase the number of learners they reached with each successive year of participation. In 1984, the founding 27 libraries served an average of 129-130 learners per library system. In 1994, the 82 participating libraries served an average of 221 learners per libraries. Using Carole Talan's estimate for 1999, the 100 participating libraries served an average of about 300 people per library system. These figures are the average learners per library and are meant to show the distribution of learners in a more understandable manner. The actual enrollment numbers varied per library based on the size of the program, the size of the library system, and the size of the literacy need in the local area. The large urban systems tended to serve more learners than the small rural systems. However, each program was tailored to best serve the needs of their community and had the autonomy from the State Library to grow as the program and local partners saw fit. Each participating library worked to fight illiteracy in its

own community, therefore fighting illiteracy in California as a whole. All continuing programs were able to increase the number of learners between their starting year and 1999. All of the programs made a contribution to the positive work of CLLS.

To celebrate the work of the participating libraries, the State Library published *Patterns for a More Literate California: Celebrating 15 Years of Service in Libraries*. The book included profiles of 85 of the participating 100 including learner & tutor statistics, missions, community partners, workshops, funding, websites, contact information and learner and tutor stories. The book was meant to publicize the accomplishments of each program and serve as a guide for California library systems considering joining CLLS. State Librarian Kevin Starr also felt that CLLS should serve as a model for libraries in other parts of the country that wanted to create literacy programs. In his message opening *Patterns for a more Literate California*, Starr explained why CLLS should be emulated:

“We are proud that we have the first statewide literacy initiative based in public libraries. Our libraries’ innovative, learner-centered programs address the personal literacy needs and goals of English-speaking adults in almost every community in our state. Local library literacy staff work effectively to help the diverse adults of our state to identify and achieve goals in their major life roles of parents/family members, citizens/community members, workers, lifelong learners. They introduce them to the wonderful, free resources of their local public library and help to make them comfortable accessing these for themselves and for their children.”²⁶⁰

At the fifteenth anniversary, Starr’s words emphasized the two aspects of CLLS that provided the program with success since the beginning. CLLS was a model for library literacy programs because it was first and foremost learner and community centered. Learners had the freedom to choose the literacy skills that mattered to them. Libraries forged programs with the assistance of community partners for the benefit of the community. CLLS also helped libraries become active community participants. A bookmark from a literacy rally reprinted in the Imperial County Free Library explained the basic importance of CLLS best: “Reading is like breathing. You can’t live

without it.”²⁶¹ For fifteen years, CLLS had given adult learners “fresh air” through a second chance at literacy.

Looking to the Future: The 1999 CLC Convocation

Following CLC tradition, the State Library hosted a meeting of participating library staff and community partners as part of their fifteenth anniversary to pinpoint the strengths of their service and find solutions to issues that had arisen. The CLC Convocation 1999 was held at the Stanford Sierra Camp on Fallen Leaf Lake near Lake Tahoe from May 16-19. A majority of the 100 participating libraries were represented: 170 people from 80 programs attended at no cost to the local program. Representatives from the rest of the programs could unfortunately not attend. Participants also received a copy of *Patterns for a More Literate California* in celebration of their accomplishments. Local libraries also had a greater role in planning the convocation than previous campaign events as local staff could contribute valuable experience to the convocations as well.²⁶² Carole Talan, Family Literacy Specialist & Director of the State Literacy Resource Center, stressed that the convocation was not just a conference or professional development session. The convocation was an opportunity to “...re-examine who and what we are as the CLC and to reaffirm the unique niche that libraries fill in the world of literacy.”²⁶³

Like former CLC meetings, the convocation meant to reunite CLLS providers and bolster the statewide literacy community. However, the 1999 convocation focused more on the future of library literacy in California rather than the past achievements. The State Library and the representatives of the participating libraries wanted to craft a service plan that would allow CLLS to persist and succeed in the 2000s and beyond. The program had established itself and expanded throughout the 1990s, but questions still remained about the viability of library literacy

as a long-term solution to the illiteracy problem in California. CLLS participants wanted to be the ones to answer those questions and the 1999 Convocation was where they planned to craft those answers. Talan emphasized the need for strategic planning in her speech on the history of CLC/CLLS:

“One score, less 5 five years ago, the State Library brought forth upon California a new initiative, conceived in public libraries and dedicated to the proposition that ‘all adults should be literate.’ Now we are engaged in a great debate on literacy, testing whether public libraries, or any organization so dedicated to volunteer literacy services, can long endure

We are met here to strategize for that battle.

This meeting at Fallen Leaf Lake may not be an occasion as remembered in history as the one memorialized by Lincoln in his Gettysburg address of a different war. (And my apologies to Mr. Lincoln for paraphrasing his great speech) But, it can be an event that forever affects the course of the California Literacy Campaign and the future of library literacy in our state.”²⁶⁴

Since the retirement of Gary Strong as State Librarian, Talan had largely stepped into the role of the inspirational public voice. Her words carried the echo of Strong’s ardent support for library literacy. Talan and many other literacy program participants could see that many challenges still faced the program and library literacy as a whole. The establishment and expansion of the literacy program was a battle of a different sort. Literacy supporters had fought well for 15 years, but needed to be inspired to keep fighting and forge ahead.

The first thing the convocation participants did was re-evaluate the original CLC principals. Five goals of the program were summarized for the convocation participants who analyzed which parts of each goal worked and which parts needed to be changed. The convocation planners explained that this was a chance to design the ideal program for both the local and statewide levels.

The first original principal stated “Programs are designed to meet local community needs. There will be a decentralized structure with partial funding, coordination and technical assistance

provided by the State Library.” Participants felt that this principle worked well and that decentralization allowed the local programs to meet local needs while still receiving state library support. However, the local programs wanted more stable state funding, more technical support and more marketing. Rural programs were also noted to need more support than urban programs because rural areas generally had less money and fewer opportunities for community support.²⁶⁵ Rural programs also tended to be less large and harder to reach populations.

The second original principal stated “Programs are intended to serve adults needing basic English language literacy skills (vs. ESL²⁶⁶) in a non-judgmental fashion.” Convocation participants felt they still wanted to meet the original intent of the program and that the non-judgmental space was key to their success. However, participants wanted to expand services into English as a Second Language instruction because California populations need services in other languages. They also wanted to collaborate with other organizations such as Head Start to meet literacy goals.²⁶⁷ These sentiments were an acknowledgement that libraries could not solve illiteracy in California alone. Adult Literacy services should complement English as a Second Language services. All literacy supporters needed to join together for stronger educational efforts and advocacy.

The third original CLC principle stated that “Programs will serve adults at basic literacy levels whose needs are not being met by traditional adult education service providers.” Support for this principal was still very strong; many participants felt that the program was the only place many of the students could turn for literacy instruction. Additionally, they felt CLC’s learner self-determination policy created a more personal program. The convocation participants actually felt that the program needed to expand services and look at the needs of other underserved populations such as adolescents and those with learning disabilities.²⁶⁸

The fourth original CLC principle stated that “Programs are not bound by a single instructional method or approach; instead, instruction is student-centered.” Participants asserted that this principle was the core mission of the campaign and the factor that led many learners to choose a library-based program over a traditional adult education program. However, the participants wanted more staff development and more training material on different methods. This would allow the programs to help learners in a more expert way. Interestingly, the convocation participants also wanted to get rid of CALPEP and design their own evaluation tools.²⁶⁹ CALPEP had aided in the standardization of learner evaluation and outcomes thereby securing more stabilized funding and legislative support. However, CALPEP’s standardized measures did not necessarily fit each local program.

The fifth original CLC principle stated that “Literacy Services will become a regular library service.” This principle was viewed as the least successful. Some libraries were still starting programs and a majority continued beyond the initial five-year funding. Successful programs were included in the local library’s budget. However, other programs had not been integrated; literacy was only “tolerated” as a library service or budgets were not provided to support the literacy program. Lack of space and community backing were also issues. Convocation participants called for more education about the need for literacy instruction for libraries and library staff as well as within library schools and professional organizations. Participants also felt there needed to be greater advocacy at the state level.²⁷⁰ Programs struggling against the lack of knowledge about the literacy problem found it more difficult to justify their existence.

With this re-evaluation of the original goals in mind, convocation participants came up with nine key subjects that needed to be addressed in order to build a better future for CLLS.

These subjects included:

1. Accountability and Assessment
2. Clarifying Whom We Serve
3. Diversity
4. Family Literacy
5. Funding
6. Integrating Literacy into Libraries
7. Marketing CLC
8. Networking and Collaboration Within the CLC
9. Staff Development.²⁷¹

Martha Lane, evaluator of the convocation, listed the subjects alphabetically and not in order of priority. Committees were formed to develop strategic plans to deal with each of the subjects. The plans were due in November 1999, but the implementation would be an ongoing process based on a timeline of achievable goals. For example, the Networking and Collaboration committee was formed to rectify the fact that there were no methods of communicating with all participating programs and that the regional literacy networks did not cooperate with one another. Their goals were to build an internet-based communication tool through the CLLS website and connect the regional literacy networks.²⁷² The overall strategic plan was then compiled and presented to all participating libraries so that the local programs would have a consistent vision for CLLS. The 1999 Convocation was a success because of the positive attitude the state library staff and local libraries had used in working together to form these strategic plans.²⁷³ The Convocation had reinforced the libraries' support for literacy and each other as CLLS faced the 21st century.

CHAPTER 7 – LIBRARY LITERACY FOR THE 21ST CENTURY (2000-2004)

Mobile Library Literacy Services

CLLS started the new millennium by creating two additional components devoted to eradicating illiteracy in California: Mobile Library Literacy Services (MLLS) and English Language and Literacy Intensive (ELLI). Much like Families for Literacy, these two components sought to address a different aspect of illiteracy while serving a population that had not been reached through existing library literacy services. Both programs also served children and families as both a complimentary service to adult literacy instruction and as a preventative measure.

Mobile Library Literacy Services had been planned for a few years prior to its debut in 2000. In 1998, California voters approved Proposition 10 to add a 50-cent tax to each pack of cigarettes. The funds raised by the tax would be specifically earmarked for education and children's health services. The passage of Proposition 10 created the California Children and Families Commission, commonly known as First5 California, would allocate the cigarette tax funds to qualifying programs and provide advocacy for early development issues.²⁷⁴ In 2000, The State Library received a \$2.1 million grant from the Children and Families Commission to buy 11 vehicles to be used in conjunction with existing library literacy programs. The grant was for 2000-2002; the vehicles were to be locally funded after that. The idea behind MLLS was to put an early literacy program into a bookmobile, thus reaching patrons in remote areas or those without transportation to the public library. If California families who needed literacy and library services could not go to the library, the library would come to them. The Mobile Literacy buses would travel to low-income housing complexes, migrant camps, family resource centers, and health clinics on a set schedule. Each 32 foot vehicle was equipped with materials for literacy

programing like storytelling, computers with early literacy software, and circulating and gift books.²⁷⁵

As a preventative branch of CLLS, Mobile Library Literacy promoted First5 California's mission of ensuring all children would be ready to start school by age 5. Children received an experience similar to what they would have experienced in a children's section of a library. They heard stories, saw puppet shows, were allowed to play with literacy promoting books and toys, and interacted with other small children. Parents learned about the importance of reading to their children and were provided with information on parenting, health, nutrition, safety, and children's community organizations. Adults were also offered resources that would allow them to improve their own literacy levels.²⁷⁶ MLLS helped the adult learners by helping their children. The vehicles also offered some non-traditional library services to better meet the needs of their audiences. Carole Talan, Family and Adult literacy coordinator, felt that MLLS reinforced the mission of the literacy program and libraries in general: "Libraries have always been about much more than just providing books. They have always been about providing resources to the community, regardless of age or income."²⁷⁷

The MLLS buses hit the ground rolling. In the first few years, they were able to reach thousands of Californians without libraries. Table 7.1 below shows how many parents and children the 11 vehicles were able to reach between January and June 2002.

Table 7.1: Number of People served by MLLS from January 2002 to June 2002

Type of patron	Total number served	Average served per library
Children ages 0-5	19,360	1760
Parents	3,830	348
Caregivers	1,796	163
Total	24,986	2271

Table 7.1: Total numbers of children, parents, and caregivers served over a six month period in 2002. Statistics from “Mobile Library Literacy Services (MLLS): Amazing Service Statistics,” *California Library Literacy Services*, updated 2004, accessed April 29, 2012, <http://www.literacyworks.org/cills/archive/mls.about.html>. Averages are rounded as to avoid fractional patrons.

As the table shows, over three times as many children were served as adults. The program was targeted as a preventative measure for children. This statistic can also be explained by the fact that parents or caregivers may have more than one child each. Additionally, the 11 programs distributed 16,054 children’s books on their neighborhood visits. These statistics only represent two quarters of 2002. The MLLS vehicles would have helped many more over the two years since the program’s establishment.

Similar to local bookmobiles, the outcomes-based success of the Mobile Literacy vehicles was difficult to measure. The easiest statistics to collect were the attendance figures mentioned above. These statistics show how well utilized the MLLS buses were but not if they were effective in achieving their stated goals. In the second year (2001-2002), The State Library began to administer surveys to parents and caregivers²⁷⁸ when they enrolled in the program and when they left it to measure outcomes in five areas:

1. “Parental and caregiver involvement in promoting reading with children
2. Access to parent education information on nutrition, child development, smoking and children’s health
3. Standard child development skills in areas of cognitive, physical, speech, hand/eye and sensory development of preschool children
4. School readiness skills of 4 year olds listed as benchmarks with the California Department of Education’s Pre-Kindergarten Grade-Level Expectations and as a preliminary Head Start Child Outcomes and Indicators for children’s emergent literacy skills.
5. Use of the public library as a resource for lifelong learning”²⁷⁹

The first four outcomes are associated with early literacy needs and the joint goals of First5 California and MLLS. At the end of the second year, the State Library found a 66% increase in the number of parents and caregivers who read to their children more often. This showed the Mobile Literacy bus visits were at least raising awareness of the importance of reading to early literacy. The fifth goal relates to one of the overarching goals of CLLS: to promote California libraries through literacy. The library had to be seen as an active partner in the bookmobile stops and as an accessible community resource. Literacy partnerships benefited the library by attracting new users regardless of if the literacy services were held in the library or not. The second year survey saw a 72% increase in the number of parents and caregivers who reported taking their children to the library to borrow books. By bringing literacy out to the community, MLLS raised the visibility of the library itself.

English Language and Literacy Intensive

Up until 2000, CLLS had two official strategies for addressing illiteracy in California: one-on-one instruction with volunteer tutors for adult learners and the more preventative measures used to reach adult illiterates through their children in the Family and Mobile Literacy components. There was no branch of CLLS dedicated to English as a Second Language. The State Library wanted to have the library literacy efforts fill a unique niche while having their services complement existing public education and literacy promotion efforts. Many adult schools, community colleges, and community organizations offered English as a Second Language instruction while there were few programs for English-speaking adults who could not read. Founding State Librarian Gary Strong especially had expressed his support for English as a Second Language instruction programs but felt that California Public Libraries were better

equipped to handle the needs of English-speaking illiterates.²⁸⁰ However, in the local libraries themselves, there was overlap between the two groups. Many of the adult learners were fluent in languages other than English but were learning to read for the first time through their library's literacy program. Libraries included these adults in their program in an attempt to best serve their respective communities. Additionally, libraries that had the resources and multilingual volunteer tutors offered ESL tutoring in addition to their adult literacy programs. These extra learners were not included in yearly statistics, so it is difficult to know how many were being served by the participating libraries. California needed services for both English as a Second Language and English-speaking adult learners.

English Language and Literacy Intensive (ELLI), the fourth component of CLLS, was founded in response to this need. Local libraries had been suggesting CLLS-based support for English as a Second Language for many years. The State Library began to investigate the feasibility of these services after the 1999 CLC Convocation Diversity task force had found many of the participating libraries wanted to offer English as a Second Language services. The impetus for these services was reinforced by Governor Gray Davis' call for increased attention on educational issues. Davis was concerned about California's perennially low standardized test scores. Since most California public libraries are not equipped for English as a Second Language instruction, ELLI was formulated as a library outreach program for elementary school English Language Learners. No literacy instruction for children was to be done in the library; the participating libraries would support the efforts of their local schools and rely on the strengths of their volunteers and community partners. Instead, libraries would create collections for use in the schools and plan programming with English learners in mind. The description on

the ELLI section of CLLS' current website explains the mission and function of the program best:

“ELLI programs seek to supplement – rather than duplicate – the work of the schools. This is not a curricular approach; instead these programs incorporate educational games, field-trips, guest speakers, story-time, after-school homework help, arts and crafts, music and other activities which gently immerse children in English.”²⁸¹

This approach would allow the participating libraries to tailor existing and well-established library services like collection development and programming to ESL students. The libraries would also become places of language exploration and play to support the instruction students received from the public schools. Ideally, the English Language Intensive incorporated the strengths of both the public schools and participating libraries to help California's English as a Second Language students. The program also relied on the existing CLLS literacy networks and provided libraries with some funding for their ESL patrons.

In 2001-2001, the State Library gave \$8 million dollars in grants to 22 libraries to start ELLI programs.²⁸² Libraries had 6 goals and outcomes their program was supposed to address:

1. Children in ELLI will increase their English language literacy skills
2. Children in ELLI will improve their STAR test²⁸³ scores at a higher rate than comparable non-ELLI children attending the same school
3. Children in ELLI will improve their self-esteem, especially as it relates to their literacy skills
4. Parents of ELLI children will participate in the ELLI program
5. Parents of ELLI children will increase their English language skills
6. Parents of ELLI children will increase their understanding of the public school system and their comfort level with participating in their child's school experience²⁸⁴

These were difficult goals for any educational program to achieve and measure, especially for a library outreach program that is not providing instruction. The main goal of ELLI was to help students and parents become more comfortable with English. ELLI also reached adult learners through their children in a similar manner to FFL and MLLS.

This simplification of the ELLI goals was easier for public libraries to achieve but still difficult to measure. The first year was a learning process with both successes and challenges because of the above issues. At the end of the first year, the State Library compiled the experiences of the 22 participating libraries to evaluate the program and serve as a guide for starting libraries. The document was made available on the CLLS website, then hosted by the consulting firm LiteracyWorks. According to this document, the program was successful in increasing the number of applications for library cards, creating connections between school and public librarians, winning the support of other city/county resources, and providing employment and training services to parents. Additionally, the Intensive allowed the participating libraries to officially serve and empower English as a Second Language adults and children through the literacy program while creating good publicity for the library. While the program was loved by the students and the library staff, it was not without its difficulties. The challenges the program faced included the difficulty of convincing school staff to enthusiastically support ELLI, not having consistent attendance from students and parents, and navigating the liability forms required by the school for participation during school hours. Teachers were also reluctant to share their test score data with the libraries so it was problematic to measure if the participating children's scores had changed. If the data was available, it was impossible to know if the participation in ELLI had affected the scores or if outside factors had changed them. Language also served as a barrier in some cases; bilingual library staff were sparse and translated materials were needed. Libraries also were not able to integrate ELLI services with their adult programs. Many participants felt these issues could be addressed through better communication and relationship building with the schools, advanced planning, and flexibility about the programs and the grant itself.²⁸⁵

In 2001-2002, ELLI doubled in size. The State Library awarded over \$3.2 million to 44 libraries to continue or implement ELLI programs. The libraries had identified 10,967 children who were eligible for participation in the program. The largest programs were National City Public Library with 1,100 children and Richmond Public Library with 1,000 children. National City's program was entitled "FaST: Family Study Teams." Pairs of parents and children were matched with a coach hired by the library who met with them at school. Children met with the coach to practice their English three times a week; parents join them on Fridays for word games and activities. Richmond's program offered English as a Second Language classes for parents at the elementary schools, afterschool tutoring for ELLI students at the library, a library card drive, and other library events targeted to the participating students. Most of the programs had 80-120 children. Services were diverse, however language or conversation classes for the parents and homework assistance for the students were commonly offered. Some libraries even incorporated information & computer literacy into their ELLI programs. South San Francisco's Family Computer and English Language Literacy Project utilized the computers in the local Community Learning Center for software-based English language practice. This allowed the students and parents to learn how to use a computer while becoming literate.²⁸⁶ Like the adult literacy instruction, each program was allowed and encouraged to tailor the ELLI programs to their own community needs. Programs also had the freedom to shape their services in a way that would best fit the available resources of both the libraries and schools. These factors accounted for the differences in services as the programs needed to be community-centric above all else. ELLI tested the strength of the community partnerships. Regardless of the number of students served, the programs that were able to meet the Intensive's goals were the ones that had fostered solidly positive connections with their local schools and community organizations.

ELLI was created to compliment and serve the other components of CLLS and not be an independent service on its own. It should be noted that participating libraries had to offer the Adult Literacy Services (ALS) component of CLLS before they could participate in Families for Literacy, Mobile Literacy, or the English Language Literacy Intensive. ELLI was able to grow so quickly because of the existing CLLS structure on which it built. Conversely, the addition of ELLI was an example of State Library attempts to structure CLLS to better fit the needs of the participating libraries. These services provided by this component struck a compromise between the demand for ESL instruction in libraries and the libraries' ability to provide that instruction.

Reassessment of National Literacy Needs: 2003 NAAL Survey

While CLLS was expanding to meet the needs of underserved populations, literacy needs were being reassessed nationwide. Since the Adult Performance Level in 1978, only one nationally-based literacy survey had been conducted. In 1992, the US Department of Education's National Center for Education Statistics and the Educational Testing Service administered the National Adult Literacy Survey (NALS) using a sample 13,600 adults to measure literacy levels. This survey found that over 21 percent of American adults have low functional literacy skills²⁸⁷. In 2003, the National Assessment of Adult Literacy was administered as a follow up the 1992 survey. Policy makers, educators and literacy proponents wanted to measure if literacy rates had changed in the eleven years since the 1992 survey. These results needed to be updated because of demographic and population shifts. The political climate had also changed in regards to literacy. At the time of the NALS survey in 1992, President George H. Bush had just signed the National Literacy Act that provided funds for adult education. Literacy was also championed by the First Lady, Barbara Bush. Literacy remained an

issue in the United States in the years following the 1992 survey, however it fell out of prominence in favor of other political priorities. Literacy advocates hoped that the 2003 NAAL survey would bring adult literacy back to the fore. The passage of the No Child Left Behind Act in 2001 had brought attention to the need for consistent primary education, but the needs of the Adult illiterates were ignored.²⁸⁸

In order to provide the most accurate assessment of the large number of American adult illiterates, The National Center for Education Statistics used a sample of 18,500 adults 16 and older from a variety of different backgrounds. Each adult was interviewed about their reading and writing abilities and asked to perform daily tasks related to literacy. The results were then used to create estimates of literacy by county and state. The survey measured prose, document and quantitative literacy at below basic, basic, intermediate, and proficient.²⁸⁹ Below basic in the NAAL survey equates to being functionally literate. NAAL estimated that 14 percent of the population age 16 and older (30 million adults) were performing at below basic levels and could not perform simple daily literacy tasks. Another 29 percent (63 million adults) were at the basic level, meaning they could perform simple literacy tasks but still struggled with more complicated but necessary skills. The adults in the below basic level needed more immediate attention however adults at the basic levels needed help as well.

California did not fare well in the 2003 survey. In 1992, 15 percent of California adults were found to have below basic functional literacy levels. In 2003, that number increased significantly: 23 percent of California adults were at below basic levels of functional literacy.²⁹⁰ The increase in illiteracy could be explained by an increase in population. This increase was not a statement on the effectiveness of CLLS since it is estimate-based; adults who participated in the survey may or may not have been served by CLLS or another literacy program. However, it

did demonstrate that the need for literacy services was even more pressing in the early 2000s. The literacy problem in California was not going to be solved without concentrated statewide efforts and policy changes.

Push for Reevaluation of the CLLS law

With the NAAL survey in mind, the State Library began to push for an amendment to the CLLS Act in 2002-2003. Although the survey was being conducted at the same time as the re-evaluation of the CLLS legislation, State Library Staff expected the NAAL survey to confirm the significant size of the California adult illiterate population. State Library publications and promotional materials had been estimating that 1 in 5 Californian adults were not literate enough to fill out basic forms and read instructions since the 1990 codification effort. Literacy promotion was just as relevant and necessary as it had been in 1984 as so many Californians were still excluded from the opportunities and security that literacy affords. The State Library wanted to reshape the program as a comprehensive literacy instruction and advocacy service that would fight illiteracy at all needed levels within California.

Like the 1990 effort, funding once again provided the impetus for new legislation. Demand for the service had increased while libraries had reduced budgets due to State and local budget issues. Many literacy coordinators had to take time away from helping adult learners to fundraise to cover budget deficiencies. In response to this problem, the State Library wanted to change the law to give local programs more freedom in how they used their literacy grants.²⁹¹ The 1990 CLLS Act created by the passage of AB 3381 had affirmed the program's adult literacy services. The other three branches of CLLS were managed under different mandates and each had distinct funding. FFL was governed by the legislation that had created the program in

1988. MLLS libraries started with a grant from the Children and Families Commission and continued with combined funding from State and Local sources. The funding of ELLI had corresponded with Governor Davis' emphasis on education. While the services of each branch were designed to complement each other, each funding allocation could only be used for the specific branch. This did not reflect the needs of the participating libraries, as they might need more money for one of the services but could not reallocate funding from another of their literacy grants. Changing the CLLS law so that it covered all four services would make the funding process more consistent.

The first step toward a consolidation amendment was clarifying the name of the program. The program's official name in the 1990 law was California Library Literacy Services, and it was governed by the California Library Literacy Services Act. Since the passage, the program had been known as both the California Literacy Campaign and California Library Literacy Services. State Library documents referred to the program as CLC till at least 1999. These documents included published and widely distributed material such as the 1994 *Profiles: Library Literacy Programs in the California Literacy Campaign*, *Patterns for a More Literate California*, and the 1999 Convocation Report by Martha Lane. However, many participating libraries utilized CLLS instead of CLC. The program's website also referred to the program as CLLS.²⁹² In 2002, Starr officially changed the program's name to CLLS. In a speech to library literacy providers in Sacramento, State Librarian Kevin Starr emphasized that "literacy is at the very core, at the very heart of library services."²⁹³ The official name change signified that literacy instruction had been solidified as a library service in California.²⁹⁴

The second step toward consolidation involved implementing a new evaluation method. CALPEP had been designed to measure the success of the entire program, but could not be

distilled down to display success at a local or individual level. It had also been problematic to collect statistics of the number of learners who had learned the alphabet, gotten a driver's license, read a book to their children, became voters or other similar daily literacy tasks. The *Roles & Goals Form* was developed in 2003 to capture these statistics. Having concrete numbers of learners who gained these skills or reached these milestones would better convince local library boards, city or county administrators, and state legislatures of the validity of literacy funding. *Roles & Goals* incorporated methodology from *Equipped for the Future*, a national education assessment tool, as well as United Way's reporting system.²⁹⁵

This new evaluation method had the adult learners set literacy goals in conjunction with their tutors and library literacy staff based on their roles as life-long learners, family members, workers, and community members/citizens. The form listed the most common reasons that adult learners sought literacy services; this list had been created by 50 local library literacy staff in 40 focus groups. Since many learners possessed the goal of learning to read better, literacy staff would perform a reference interview with the learner to determine what specific goals and skills they wanted to achieve. Tutors and staff would then meet with learner and tutor twice a year to track the progress to the goal. These goals were aggregated and submitted to the State Library.²⁹⁶ The goals demonstrated the success of the program in terms that were more understandable to the general public. These goals would make it easier to promote the program, and easier to secure funding²⁹⁷.

CLLS is affirmed in the California Education Code

Since the State Library wanted to officially combine their existing services in one piece of legislation, the change was largely a budgetary matter. The bill that would institute the change was introduced in the legislature in early 2003 as AB 1266. It passed in September 2003 shortly

after the start of the 2003-2004 fiscal year. Given the dearth of promotional materials about this bill, this renewal of the California Library Literacy Services Act was presumably not as challenging as the push for codification in 1990. While the State Library had maintained an almost constant letter writing and promotional campaign in favor of CLLS in the 2000, no available letters were specifically about the 2003 legislation. Additionally, nothing about the campaign was mentioned in the 2003 Annual Report or on the archived website. Both sources only speak of the bill's passage. AB 1266 repealed both the 1990 CLLS Act and the Families for Literacy Legislation in Chapter 4 of the California Education code and established the literacy service as the California Library Literacy and English Acquisition Services Program. The program was now governed by Title 1, Division 1, Part 11, Chapter 4.6 of the California Education code. The four CLLS components were now consolidated with participating libraries would receiving one grant for all services. The summary of Chapter 4.6 is reproduced below:

Section 18880.

- (a) The California Library Literacy and English Acquisition Services Program is hereby established within the California State Library as a public library program designed to reduce illiteracy among children and adults by providing English language literacy instruction and related services to native and nonnative English speaking youth and adults residing in California. For purposes of this article, "English language literacy instruction" means the development of basic skills of speaking, reading, and writing in the English language.
- (b) The California State Library shall allocate funds appropriated in the Budget Act for the California Library Literacy and English Acquisition Services Program to local library jurisdictions that are effectively providing literacy services.
- (c) At local discretion, jurisdictions may use their allocation from the State Literacy Program for any of the services described in Section 18881.
- (d) The California State Library shall provide local jurisdictions with technical assistance to the extent that resources are available for this purpose.²⁹⁸

Section 18881 described all of the services provided by CLLS that would be covered by State funding. Not only would local libraries get one funding allocation for all their literacy services, they would be able to distribute that money to their literacy services as they saw fit.

A new funding formula was developed in conjunction with the bill. The State Library would now award a baseline of funds to help smaller programs maintain a dedicated literacy staff, a match for local funds, and a per capita amount based on the number of learners. Programs would receive these funds as long as they met minimum requirements for the services and could certify local expenditures, number of adult learners served, and an intent to continue services. Local funding had to exceed the State baseline amount for the library to receive the State match and per capita funds.²⁹⁹ The new law and funding formula meant that participating libraries had more opportunity for stable state funding. This provision would help ensure the continuation of small or struggling programs while still rewarding programs that had garnered significant local funding. The State Library hoped the new law would allow programs to continue beyond the first five years.

Twenty Years of Success in Library Literacy

CLLS celebrated its twentieth anniversary in 2004. For over twenty years, the program had served as the “people’s university” by assisting thousands of adult learners to improve their literacy skills and the overall quality of their lives. Adult Learners selected goals that allowed them to gain literacy skills that best fit the needs of their lives. The triumph of the program was that the learners were supported by the literacy partnerships local libraries had forged with the community and other literacy providers across the state. The program was able to operate for twenty years because of the learners, tutors, coordinators, support staff, librarians, administrators, community advocates, legislators, and State Library leaders who had made it work. In 2002-03³⁰⁰ alone, a total 25,492 adult learners received literacy instruction in 106 library systems. These learners were tutored by 12,148 volunteers who gave a total 591,960

hours. Tutors gave an average of 49 hours each. These statistics are just for the Adult Literacy Services. When the other three branches are included, CLLS served 75,652 Californian adults and children.³⁰¹ Table 7.2 below illustrates the funding for the program and the learners for each branch.

Table 7.2: CLLS participation in 2002-2003

State Funding	Local Funding	Total Libraries	ALS participants	FFL participants	ELLI participants	MLLS participants
\$3.9 Million	\$16.8 Million	106	25,492 adults	13,534 children	13,253 children 4,013 adults	19,360 adults

Table 7.2: Funding and break down of participants for 2002-2003. Statistics from the *2004 Report to the State Legislature* by Kevin Starr.

Given that the CLSA funding for 2002-03 was \$3.9 million, the State paid about \$51 for each participating learner. Local funding made up the rest of the cost. This amount was low considering the amount of instruction and hours put into the program. It is important to note that the volunteer tutors are unpaid. CLLS depended on the generosity and volunteerism of their literacy supporters. The State gets a much higher return on their investment in CLLS because of the time contributed by the volunteers. CLLS libraries had been making the most of their budgets since 1984. The program had quadrupled from 27 libraries in 1984 to 106 libraries in 2004. Despite not having enough funding, CLLS had also increased the number of learners from 3500 in 1984 to over 25,000 in 2003³⁰².

The success of CLLS allowed the State Library to secure the help of AmeriCorps. CLLS won an AmeriCorps³⁰³ grant through a partnership with National City Public Library, LiteracyWorks, and chain retailer Wal*Mart. The grant was administered by the Governor's Office on Service and Volunteerism and the Corporation for National Service. The grant placed 43 AmeriCorps members in 17 CLLS libraries. The grant was for three years and had a budget

of \$850,000.³⁰⁴ The AmeriCorps staff then recruited an additional 1,200 tutors. All members had tutoring duties; some served as a coordinator or volunteer trainer.³⁰⁵ AmeriCorps members served as the dedicated literacy staff that some of the libraries had trouble supporting, thus giving a boost to the programs. AmeriCorps help had been secured thanks to the community partnerships and sponsorship.

Several original participating libraries were also celebrating their twentieth anniversaries. These libraries celebrated by holding literacy parties and publishing documents about their programs. Huntington Beach Library published an anthology of learner writings entitled *A Good Reader Lives a Thousand Lives*. Local literacy advocate Linda Light had founded a Literacy

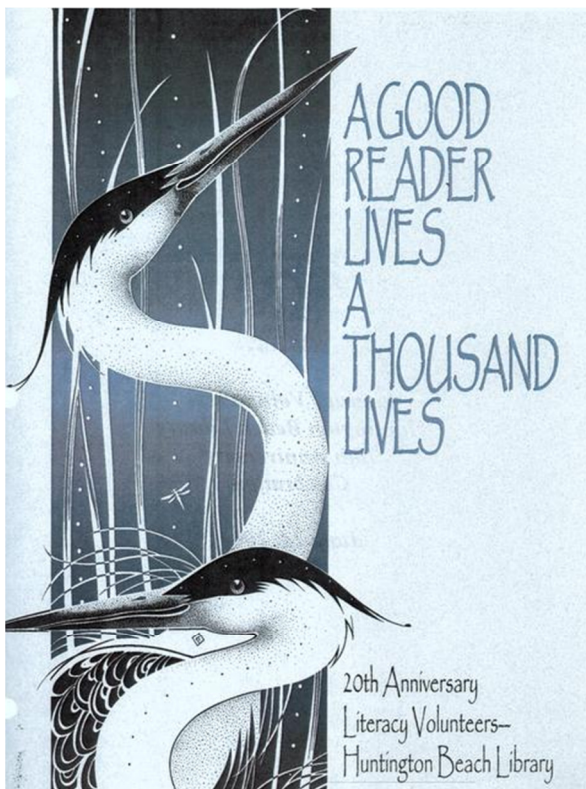


Figure 7.1 - Cover of *A Good Reader Lives a Thousand Lives*. Credit: California State Library

Volunteers of America based program in 1984 for Huntington Beach. In 1987, Library Director Ron Hayden brought the program to the library as a formal CLC program. They helped over 4000 adults between 1984 and 2004. The book started by honoring all of the literacy tutors, many of whom had been tutoring for five years or more. The rest of the book was filled with learner experiences, stories, poems, letters and dedications.

The stories let the learners express how literacy changed their lives. Many found their place in their communities because of literacy. Nayoung Kim came to Southern California from Vietnam in 2001. She was nervous about her English skills and was hesitant to speak in public. She joined the Huntington Beach program in 2002. She joined the library's English conversation class while waiting for a tutor, and loved learning about the cultures and backgrounds of the other people. When she was placed with a tutor, she liked being able to set her own goals and work on the skills she felt needed improvement:

“The best thing about the one-to-one learning was that we could focus on the skill that I was not good at. Since I was not confident in speaking, we focused on conversation and writing to express myself better. Through it, I realized that I felt comfortable when I spoke any sentences that I'd written and then read. As time went by, I got more confidence in speaking and writing.”

As she continued in the program, she gained more confidence and decided she wanted to help others learn English. After a year in the program, she was accepted into the Teaching English as a Second Language Certificate Program at UC Irvine. She finished her certificate and was hired at a computer company.³⁰⁶ Learners also told how they developed friendships with their tutors.

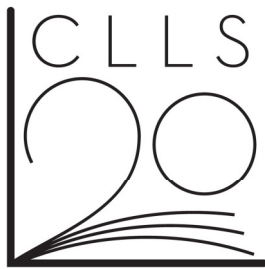
Samantha Zaccarelli came to California for a summer vacation in 2002. She went to the Huntington Beach Public Library for English lessons. Her tutor, Mary De Sloover, wanted to help her because they were both of Italian decent. Samantha describes how the literacy instructions sessions helped them both:

“So I started my English lessons, and Mary started her ‘Italian lessons,’ because in the three weeks we spent together, my English got better and better and her knowledge about Italy and Italian also improved....

The time that we spent together was not just only about English but a real exchange of cultures: Italian and American. But the most important thing is that since August 2002, a friendship started. She came to Italy last year to visit me, and I came back this year to Huntington Beach, where one more time, I'm living an unforgettable experience.”³⁰⁷

Literacy had the power to connect people and give them more confidence. The Huntington Beach Public Library had made these experiences possible.

Librarians, literacy staff, tutors, learners and community supporters came together to celebrate the success of CLLS at the annual California Library Association conference in San Jose on November 12, 2004. Kevin Starr had just retired as State Librarian in August 2004, so



Twenty Years of
California Library Literacy Services
1984-2004

**Figure 7.2 - 20th Anniversary
Logo Credit: California State
Library**

the event was hosted by the new State Librarian, Susan Hildreth.

Hildreth had served as the President of the Public Library

Association before becoming State Librarian. The celebration

was also Hildreth's introduction to the CLLS community. CLLS'

old friend Huell Howser served as the Honorary Event

Chairperson. Award-winning author Isabel Allende was the

special guest speaker³⁰⁸. The gala was meant to thank all of

CLLS's many supporters. As a farewell to Starr, Oakland Public Library adult learner Rosonia Willoughby presented the State Librarian Emeritus with a Champion of Literacy award for his stewardship of the program. Al Bennett and Carole Talan, who had both recently retired from the State Library, were recognized along with Carmela Ruby, original CLC press secretary Paul Kiley, and longtime evaluator and advocate Martha Lane.³⁰⁹

The highlight of the event was the screening of a new documentary entitled *Literacy* about the experience of adult learners who entered the program in 1994. The video was 10 minutes long and told the stories of seventeen learners whose lives were changed through their participation in CLLS. The learners attended the conference and were given a standing ovation by event participants³¹⁰. Their success represented the success of the program as a whole. The learners' progress had inspired and motivated every literacy provider and partner. The CLLS

event attendees clapped to thank the learners for their determination and courage. Four of the learners from the video were selected for posters that would serve as promotional material for the program. The posters simply stated “A library changed my life.” Through CLLS and literacy promotion, libraries had changed California for the better

CHAPTER 8 – CONCLUSION & EPILOGUE

Participating Libraries from 1984-2003

The easiest way to measure the success of the CLLS is to consider the number of participating libraries and learners over the twenty year operation covered by this study. When the program started in 1984, 3500 learners were reached through 27 libraries. Ten years later, the program had expanded to serve 18,128 adult learners in 82 libraries. By 2003, 106 libraries served over 25,000 adult learners. Table 8.1 below shows the growth of the program over 20 years:

Table 8.1: CLLS After 20 Years

Year	Number of adult learners served during the year	Number of Participating Libraries
1984	3500	27
1985	5657	46
1986	8114	46
1987	9727	63
1988-1989	10692	81
1990	7129	72
1991	11804	78
1992	12733	78
1994	18128	82
1999	*30000	100
2003	25492	106

Table 8.1: This table shows the expansion of the program over 20 years. This chart was made from data from several sources: Strong, “Adult Illiteracy – State Library Responses”; Bennett, “The California Literacy Campaign: An Outline for the California Library Services Board”; California State Library, “Information: AB 3381 (Baker/Roberti) and California Literacy Campaign Program Locations”; *Profiles: Library Literacy Programs in the California Literacy Campaign*; *The California Literacy Campaign’s CLC Convocation 1999*, and Starr, *2004 Report to the Legislature*. *The 1999 figure is an estimation from Carole Talan combining Adult Learners and FFL.

The program did see a drop in participating libraries and learners after 1989. I found conflicting data for 1988 and 1989. The data listed for 1988-1989 came from “Information: AB 3381 (Baker/Roberti) and California Literacy Campaign Program Locations” a California State

Library flyer sent out to potential supporters of AB 3381. Al Bennett's timeline, found in "The California Literacy Campaign: An outline for the California Library Services Board" states that there are 10,692 learners in July 1988, but only 7,792 learners in July 1989 due to diminished services and incomplete reporting. The number from the promotional flyer has been cited above and in other parts of this paper as it was published and sent out to legislators as CLC's representation for the year. Bennett's lower numbers do correspond with the drop seen in 1990. California experienced an economic recession at the beginning of the 1990s which can account for the loss of programs and the incomplete reporting. Although there were only 72 participating libraries in 1990, the CLLS program reached 78 libraries the following year, and had grown to 106 by 2003. Overall, more libraries joined the program than those who left it. By 2003, the number of CLLS libraries accounted for 59% of all library jurisdictions in the state.³¹¹ Additionally, Most of the major urban libraries were enrolled in the program. Urban areas also tended to be represented by multiple participating libraries.

Even though the number of learners did not increase every year, the overall increase during these two decades (from 3,500 to nearly 25,500) is a tribute to the efforts of many librarians, literacy coordinators and dedicated volunteers. Nonetheless, it should be noted there was overlap from year to year in the learner community as the number of learners who stayed in the program varied, based on the needs and situation of each individual learner. Even with the overlap, hundreds of thousands of learners have benefited from library literacy services the twenty years of the program. Some learners joined the program with a simple goal in mind, such as reading a book or the mail. Others had more long term goals such as earning their GED, being accepted to a higher education program, or changing careers. These literacy goals became attainable for the thousands of participants in the program.

Successes of California Library Literacy Campaign

In 1984, the California Literacy Campaign was embarking on new territory for library services. Other public libraries offered literacy services but the reach was limited to their local constituency. Other state libraries offered funding to library literacy programs, however California was the first to allow adult learners to choose their own literacy goals and to require that participating libraries enlist community support and engage in partnerships with other organizations and with corporate sponsors. In building the statewide library literacy structure between 1984 and 2004, librarians worked with state library staff to develop policies, curriculum, and evaluation methods from scratch because they were developing a completely new model for library literacy programs. California Library Literacy Services had to shape library literacy in a way that would be workable throughout California and could provide effective one-on-one instruction through the use of trained volunteers. CLLS has been largely successful at creating learner-centered literacy-based partnerships. Running a large state-supported program has had its challenges; those challenges will be discussed in the following section.

The first major success of CLLS was securing legislation to support the growth of the program. There were three major pieces of legislation passed between 1984 and 2004 regarding CLC/CLLS. Families for Literacy was created by an act of the legislature in 1988, however the program was unfunded for the first few years of operation.³¹² AB 3381 passed in 1990 through the extensive coordinated effort of diverse literacy supporters. It created the California Library Literacy Services Act, which made provisions for continued state funding of programs. The passage of AB 3381 also signified the State government support for the work of the State Library

as it is rare that a bill passes unanimously through both houses of the state legislature. The program was amended and expanded with AB 1266 in 2003, giving local libraries the power to use their CLLS funds in the way that best suited their programs. Remarkably that the State Library and its literacy partners were able get three pieces of legislation passed when many programs were not supported by legislation at all.

CLLS promoted the idea of learner self-determination. Local libraries did not set goals for the learners or make them follow a rote course of instruction. Learners were encouraged to pursue the literacy goals they needed and wanted in their lives. This core ideal of CLLS attracted many learners to the program as traditional methods often had not worked for them. While learner self-determination was simultaneously idealistic and practical, it complemented library missions and enhanced the library's status as a safe space. This tenet did encourage the growth of the program. Learner needs also guided the addition of Families for Literacy, Mobile Library Literacy Services, and English Language Intensive. This growth has proven the learner-centered method to be a legitimate means of literacy instruction.

One of the other core tenet of CLLS was literacy promotion through community partnerships. CLLS has been very effective in getting support from various levels of the Community from legislators down to volunteers. At the tutor and volunteer level, the state received an enormous amount of support from volunteers. In 2004-2005, 11,664 tutors contributed 535,327 hours of instructional time. In 2005, the average hourly wage for a tutor was \$20.64; if the tutors were paid it would have cost an additional \$11 million – a sum which was far greater than the total amount budgeted by the state for its yearly support of the program.³¹³ This figure does not include the amount of time given by other advocates or community partners. CLLS has encouraged libraries to build partnerships around literacy, and

recruit community members as volunteers. Additionally, participation in the program was inspiring for librarians as well as for tutors and learners. Many learners who had reached their goals later contributed to CLLS as tutors or program staff members. Other learners served as the voice of the program at conferences, events and rallies. Both learners and tutors have brought new people to the program by sharing their positive experiences.

Fund raising for the CLLS programs has been a mixed success. Securing local funds has been difficult overall; programs have tended to find more volunteerism and advocacy support and less financial sponsorship. Originally, the programs were meant to be entirely supported by local funds by the end of their fifth year of operation. The State Library has since changed the program so libraries can continue to receive state funds and be rewarded for securing local funds. Programs that are more visible in their communities often have an easier time securing local funding than smaller, less publicized programs.

Challenges of a State Wide Literacy Campaign

Even with all this success, CLLS still faced many challenges from 1984 until 2004. The largest and most enduring challenge has obviously been funding. State funding of the program has always been contingent on the state budget as determined by the legislature and governor. The California Library Literacy Services Act stabilized funding but did not guarantee funding from the state. Local funding comes from a combination of donations, library foundation funds, other types of grants, city or county funds, or sponsorship from community or educational organizations. Local library participants have not been able to secure much funding from other sources and CLLS as a whole has not received much corporate or national sponsorship. In 1984, CLLS began with support from B. Dalton Bookseller, but there have not been many other corporate partnerships. Mark McGuire and Starbucks only supported a few programs in the bay

area. The partnership with Wal*Mart helped CLLS secure the AmeriCorps grant. Not many other corporate or large organizations have provided financial backing to CLLS.³¹⁴ The original vision of the campaign included a place for businesses as community partners. Seeking more diverse sources of support may help CLLS find more guaranteed funding.

Learner self-determination defined the program but posed logistical challenges as well. Individual goals were fairly easy to measure on the learner-tutor level. It was clear when a learner reached a goal such as being able to read a book to a child or passing the driver's permit test. However, it was more difficult to measure the progress of the learners within a local library or across the whole of CLLS. Allowing the learners to set their own goals created so many differences in desired outcomes that it was difficult to find a baseline on which to measure the effectiveness of the program. Both CALPEP and the Roles & Goals method were designed to solve this problem. CALPEP used regular assessments of reading milestones and comprehension to try to standardize results. As a result, CLLS was able to show statistical results to administrators and legislators. However, some local programs felt that CALPEP did not fit the design or needs of their instruction. Roles and Goals measured the rate of accomplishment of common goals in an attempt to measure how learner's lives were changed. In 2004-2005, 72% of learners who wanted to read with their children were able to share a book by the end of the year. Another common goal was becoming literate enough to hold a job: 44% of those who set this goal were able to fill out a job application or resume, 48% interviewed for a job, and 30% found a new job.³¹⁵ This data does show how the program has helped learners, but does not easily allow for comparisons across learners and goals. Learners who wanted to read books with their children did not necessarily also want to obtain a job. The 44% of learners who were able to fill out job applications did not represent 44% of all learners. The difficulty of

measurement came in part from the difficulty of measuring literacy levels generally. Learner self-determination complicated the measurement process because there was no precise standard for learning.

Evaluation of tutor and learner participation was also difficult to track. The statistics for adult literacy, family literacy, mobile literacy, and English language intensive overlap because the programs were meant to complement each other. Learners may have also stopped attending the program when they reached an important goal thus preventing the program from observing their progress over time. As volunteers, tutors were often hard to recruit and maintain. These facts make it difficult to determine the number of distinct participants in each program and the number of participants overall.

Despite the best efforts of the State Library, not all libraries are equally able to support literacy programs. Rural libraries are at a disadvantage against urban libraries because they were often remote and located farther away from their patrons. Transportation to the library can be a barrier for many adult learners in rural areas. Mobile Library Literacy Services has filled this need somewhat, but many California counties have terrain that prevents the wide operation of a bookmobile. Urban libraries have a greater opportunity to reach their adult learners because they tend to have more branches and more literacy centers. Los Angeles Public Library had over 70 branches and LARP literacy centers were spread throughout the city's many regions. Rural libraries also rely more heavily on state support than their urban counterparts because they have fewer opportunities for local funding. The need for literacy services in rural areas is great, however some rural libraries lacked adequate funding for their own operational needs and despite grant funding, they were not able to sustain a literacy program. The problems facing rural libraries were acutely illustrated by the cases of Lake and Lassen. Lake struggled for many

years because of a dearth of local funding. Lassen County only had three libraries when the system was defunded by the county in 1994. When the city of Susanville took over library services, they did not have enough staff to restart the literacy program.

Finally, CLLS was never meant to be a total solution to illiteracy in California. Libraries have limited resources, volunteers and staff; they have worked to maximize literacy services while maintaining other services. Many libraries are stretched thin trying to help all underserved groups. Libraries can help many illiterate adults, but they cannot help all of them. Library literacy programs are good for English-speaking adults who need one-on-one instruction. Other adults may have different literacy needs. CLLS cannot solve the California literacy problem alone. Before illiteracy can be eradicated, there needs to be a concentrated and coordinated effort to reduce illiteracy from all sectors of California society. This effort must coincide with social changes that promote opportunity, equality, and positive growth. Everyone must be a partner in literacy promotion.

Areas for Future Research

This study presented a history of the California Literacy Campaign and the California Library Literacy Service as a case study of a statewide library literacy program. There are many possibilities for future studies of CLLS. I have focused on the state library level. Another study might reverse the perspective and do in-depth case studies of individual library literacy programs. The studies could compare the experiences of the libraries across regional, size, or age-based categories. A study could also compare the different funding and coalition-building strategies used by the local libraries. The largest disparity in funding has been between the rural and urban libraries, so there is potential to analyze the differences between the two types. The literacy program could also be approached from a library management and political advocacy

perspective; this study would analyze how management decisions were made at the state library and the local level as well as how libraries approached promoting their programs. It would also be interesting to do a study of the libraries that stopped their participation with CLLS. Finally, CLLS presents many opportunities for oral histories. One potential oral history would interview state library leaders about their experiences with the literacy program. Other oral histories could focus on the experiences of the adult learners and their tutors, and the local coordinators at a single library or within one of the regional literacy networks.

Epilogue: Participating Libraries 2005-2009

CLLS faced many challenges since 2005. California libraries have been doubly strained because the state budget for libraries has been cut for several years and local budgets have been reduced as well. The program relied on the strength of their literacy partnerships to continue operating at only minimally diminished levels. For the 2003-2004 fiscal year, the state library allocated funds to 106 participating libraries.³¹⁶ The twentieth anniversary year was the pinnacle of library and learner participation. Participants started to decline starting in 2004-2005. Table 8.2 below illustrates the participation of California libraries in the program between the twentieth and twenty-fifth anniversaries.

Table 8.2: Participating Libraries and Learners 2005-2009

Year	Number of Adult Learners Served During the Year	Participating Library Systems
2002-2003	25492	106
2004-2005	20014	101
2006-2007	19023	103
2007-2008	20318	105
2008-2009	21590	105

Table 8.2: CLLS Statistics for 2005-2009. This chart was made using the *2004 Annual report by Kevin Starr*, the *2006 and 2007 Annual Reports* by Susan Hildreth, and the *2009 and 2010 Annual reports* by Stacey Aldrich.

As the table above shows, the program lost five libraries between 2002-2003 and 2004-2005. This loss of participating libraries meant that program served 5000 fewer adults in 2004-2005 than in the two years prior. In the 2005-2006 Annual Report to the Legislature³¹⁷, State Librarian Susan Hildreth alluded to the state's continuing budget issues as a cause of the libraries' decision to stop participating in CLLS. As a consequence of the budget issues, Hildreth explained that local library literacy staff were spending more time fundraising to cover budget shortfalls and therefore had less time to recruit and train tutors.³¹⁸ In order to address the budget problems many libraries were facing, the State Library published the Funding Sources Directory in 2005. The directory listed 24 potential community funding sources compiled from participating library reports of their funding partners. In a time of limited resources, the participating libraries used shared knowledge and cooperation to help each other find funding.³¹⁹

CLLS had two more libraries join in 2006-2007 bringing the total up to 103, although the learner count continued to fall. The continued drop can be explained by the fact that the established libraries continued to struggle with budget problems while the new programs were still working to develop their services. Two more programs joined in 2007-2008, and the participating libraries remained stable through 2009. Learner counts also began to finally recover, although there were nearly four thousand fewer learners than in 2003. The decline in learners and the loss of participating libraries demonstrates how devastating budget cuts can be to public library programs. One year of funding loss led to a 20% decline in the number of adult learners that received services. During these years it was clear that funding, or the lack thereof, was the biggest obstacle to the continued success of CLLS.

Twenty-Five Years of Library Literacy Services

Despite the funding issues, 2009 was a milestone year for CLLS. The program celebrated twenty-five years of helping Californians getting the literacy skills they wanted and needed through public libraries. In honor of the twenty-fifth anniversary, the California Library Association published a special issue of *Clarion*, their newsletter. The special issue featured learner stories, examples of successful or innovative local programs, and provided an updated on the AmeriCorps partnership project. In her opening message, California Library Association president Barbara L. Roberts praised the work of the participating libraries while underscoring the need for continued literacy advocacy:

“As we all deal with our budgets this year, let’s remember that literacy programs should be considered basic core services and not partially or underfunded “extra” programs. Some of us, I know, need to fight for that core funding and are particularly grateful to the state library’s literacy grant programs that allow us to provide these essential services.

To all who work with literacy in all its forms, thank you for your enthusiasm and commitment. Thank you for being the champions of providing people with the opportunity to be not only literate, but smarter and better informed in their lives. In these times of economic upheaval and information overload it is more important than ever for libraries to let their constituents, their politicians, and their stakeholders know how our literacy efforts impact the lives of those we serve.”³²⁰

In CLLS’s twenty-five years, participating libraries had accomplished much and had much in which to take pride. However, Roberts stressed that the work was not finished. California had to know the impact of library literacy and be convinced of the need to prioritize literacy funding.

The stories in the special issue of *Clarion* speak to the core value of the program of Californians helping themselves and others. Susan Hildreth, who had just stepped down as State Librarian to become the Director of the Seattle Public Library, told the story of Michael who could not pass naval entrance exams and instead worked at Burger King. He hid his illiteracy from his family, but finally gathered the courage to call a local CLLS library. He was able to

read to his children, and enrolled in community college.³²¹ John Gildersleeve from Project Read at San Francisco Public Library told the story of the Wednesday Night Readers, a book club of adult learners where many have read their first full book and expanded their imaginations and perceptions of the world through book discussions.³²² Ann Cousineau, the director of the Solano County Library, told the story of Martha, an adult learner who at first was shy and unwilling to participate but developed confidence through literacy and became a member of the Learner Council.³²³ These stories are powerful because of their touching nature, and when put together they show the positive change that CLLS has made for Californians. In light of the years of budget problems CLLS has faced since 2005, it is imperative that all library literacy providers broadcast these successes to their partners, their communities, their local governance bodies and state legislators. These stories effectively document the value of the program. They show how CLLS has helped California; even more poignantly, they show who will be harmed by a loss of services. These stories must be publicized and promoted if CLLS is to continue providing literacy services.

Recession Budget Cuts

In 2007-2008, the United States was declared to be in a recession. At the federal level, this led to widespread cuts including cuts to education and library services. California, however, was in a much more dire situation as they had been facing budget shortfalls for several years prior to the recession. The economic crisis only worsened California's problems. State funding for libraries had steadily been declining since 2000. In the 1999-2000 fiscal year, libraries received \$56.8 million in state funding.³²⁴ By 2010, that amount had been cut to \$30.4 million³²⁵. Almost 15%, or \$4.558 million dollars, of that amount went to CLLS³²⁶. Given the many library systems across the state, \$30.4 million was not enough funding to go around. At

the CLLS level, \$4.558 for 105 libraries is an average of about \$43,000 per participating library. This amount of funding would not be enough to even support dedicated staff. Programs had to rely on their local funding sources more and more; however local budgets were also stretched thin.

As a volunteer-based program, CLLS could keep operating with less-than-optimal funding; however services were still affected by the cuts. CLLS libraries used their funding for staff salaries, curriculum and evaluation, programming, technology, and tutor training. Decreased funding hindered the ability of the local programs to conduct these necessary components of their literacy programs. Furthermore, many libraries had to deprioritize services like literacy in favor of maintaining service hours and keeping staff at the reference and circulation desks. The 105 CLLS libraries held on, although the program's existence became more tenuous.

The Future of the Program and Governor Brown's Trigger Cuts

In 2011, the outlook for CLLS and California libraries became even more dire. In his original state budget for the 2011-2012 fiscal year, Governor Jerry Brown cut all funding to California public libraries. The \$30.4 million dollar cut would have affected the Public Library Fund and the Transaction Based Reimbursement as well as CLLS. Together, these three programs make up the bulk of California public library services and allow for the cooperative library systems throughout the state. The cut was part of a larger measure to reduce state spending by \$12.5 billion to help cover a \$25.4 billion budget shortfall.³²⁷ The California Library Association, The California Library Foundation, and other library advocacy groups were able to convince the legislature to only cut funding by half in the final 2011-2012 budget so that libraries would receive \$15.2 million to keep the three programs going. However, the budget

came with an amendment that allowed for mid-year “trigger” cuts if the state did not meet their projected income goals.³²⁸ In December 2011, the Governor’s office announced that the state was \$2.2 billion short of the \$86.2 billion income goal and the trigger was going to be pulled. There was a \$1 billion cut to all state programs which included withdrawing library funding for the remainder of the fiscal year. As of the completion of this study in May 2012, public library funding has not been restored for 2012-2013.

The trigger cuts have already caused changes and consequences for the operation of CLLS. The participation status of many local library programs has become uncertain. Programs where the majority of funding comes from local sources and other grants are expected to survive at least in the short term. Programs that rely heavily on state funding will probably not be able to continue. Libraries may lose federal funding because they will not be able to demonstrate state matching funds. CLLS itself has been restructured so that there are now only three service branches instead of four. Families for Literacy, the second oldest CLLS service, has been eliminated as a distinct component. Elements of the program have been folded into the Adult Literacy Services. This change was evident on the CLLS website as of March 2012; Family Literacy resources can now be found under the Adult Literacy Services section of the website. More restructuring may be required in the next few years to keep the program operational. However, if CLLS continues to be unfunded in the coming fiscal years, the statewide support structure and the literacy partnerships it creates will dissolve.

A Case for Library Literacy

The core of CLLS rests on two goals: Californians help themselves and others become literate through partnerships and positive social change, and California libraries become an active member of their communities through their ardent literacy promotion. Both goals have

been a driving force behind the program. However, in the face of economic problems, both goals have become even more imperative. Californians are still being excluded from the opportunities literacy affords and therefore there is still a great need for library literacy services. If library funds are eliminated, over 100,000 California adults and children may lose their literacy services. Thousands more will lose the opportunity to attend in the future. The cost of losing valuable programs like CLLS is far greater than the value of any expenditures saved.

In terms of the second goal, CLLS has come full circle from its founding in 1984. Then State Librarian Gary Strong wanted to rebuild California libraries after the devastation wrought by Proposition 13; moreover he wanted to provide libraries with a tool that would allow them to fight back and become stronger than they were before Proposition 13. Adult literacy instruction was a need that could be met by public libraries and would enhance and solidify the library's position within the community. Now, in 2012, California libraries are in danger once again. Strong's concept of library-based literacy programs could still bolster California's libraries. His vision has taken on a renewed sense of urgency. While literacy instruction helps adult learners, their families and their communities, literacy also promotes libraries. Prioritizing library literacy will allow California public libraries to continue serving the underserved while forging a future for libraries as active educational centers. Helping adult learners reach their potential through literacy strengthens individuals, communities, libraries, and California as a whole.

¹ Gary E. Strong, "Public Libraries and Literacy: A New Role to Play," *Wilson Library Bulletin* 59 (November 1984): 179-182. *Education Full Text, Wilson Web*, <http://vnweb.hwwilsonweb.com/>.

² California State Library, "Mission & Values," *California Library Literacy Services: A Program of the California State Library*, updated 2012, accessed May 10, 2012, <http://libraryliteracy.org/index.html>

³ Ibid.

⁴ Ibid.

⁵ California State Library, "Adult Literacy Services," CLLS Website.

⁶ California State Library, "Program Essentials for California Library Literacy Services: Adult Literacy Services (ALS)," *CLLS Website*.

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- ⁷ Stacy A. Aldrich, "2011 Report to the Legislature on the California Library Literacy and English Acquisition Services Program of the California State Library," *California Library Literacy Services*, California State Library, March 21, 2011, <http://libraryliteracy.org/docs/ReportToLeg-2011.pdf>.
- ⁸ (California State Library, "Families for Literacy," *CLLS Website*.
- ⁹ California State Library, "English Language & Literacy Intensive," *CLLS Website*.
- ¹⁰ California State Library, "Mobile Library Literacy Services," *CLLS Website*.
- ¹¹ Strong, "Public Libraries and Literacy"
- ¹² Strong, "Adult Illiteracy – State Library Responses;"
- ¹³ This 90,000 includes both adults and children. Children are helped by both Families for Literacy and English Language Literacy Intensive. In the 2011 Annual Report, State Librarian Stacey Aldrich reported that CLLS helped 42,497 adults and 46,983 children. This adds up to 89,480.
- ¹⁴ Qtd. in Jonathan Kozol, *Illiterate America* (Garden City, New York: Anchor Press / Doubleday, 1985), 11.
- ¹⁵ Ibid, 27
- ¹⁶ Goldman et al. *Literacy, Employment and the California Economy: A Study and Recommendations for Policy and Program for the California Literacy Campaign*, 1
- ¹⁷ This mission is included as part of the California Public Library Law. Strong cited this law in his justification of this idealistic program: "The public library is a supplement to the formal system of free public education, and a source of information and inspiration to persons of all ages, and a resource for continuing education and reeducation beyond the years of formal education." This citation of the education code is in Gary E. Strong "Public Libraries and Literacy: A New Role to Play." *Wilson Library Bulletin* 59, no. 3 (November 1984): 179. *Education Full Text*, *Wilson Web*. Accessed July 4, 2011.
<http://vnweb.hwwilsonweb.com/www/jumpstart.jhtmlrecid=0bc05f7a67b1790e9f96e7614f7b9955e62ab8ef060529000b5b1c124ab27f34843591cffb55298d&fmt=H>.
- ¹⁸ Aldrich, *2011 Annual Report to the California State Legislature*
- ¹⁹ Debra Wilcox Johnson, Jane B. Robbins, and Douglas L. Zweizig, *Libraries: Partners in Adult Literacy*, (School of Library and Information Studies, University of Wisconsin – Madison. Norwood, New Jersey: Ablex Publishing Corporation, 1990); Shelley Quesada, *Developing Literacy Program in Small and Medium-Sized Libraries*, Small Libraries Publications – No. 22 (Chicago: Library Administration and Management Association, American Library Association. 1996); Marguerite Crowley Weibel, *The Library a Literacy Classroom: A Program for Teaching* (Chicago: American Library Association, 1992).
- ²⁰ Both of these articles can be found in *Literacy & Libraries: Learning From Case Studies*.
- ²¹ *Clarion: 25th Anniversary of Library Literacy Services* 5, no. 1 (April 2009): 1-27. A Publication of the California Library Association.
- ²² Strong "Public Libraries and Literacy: A New Role to Play."
- ²³ California State Library, *CLLS Website*
- ²⁴ Shelley Quesada, *Developing Literacy Programs in Small and Medium-Sized Libraries*, Small Libraries Publications – No. 22 (Chicago: Library Administration and Management Association, American Library Association. 1996), 1.
- ²⁵ Kozol, 10.
- ²⁶ California State Board of Education, "Content Standards," *California State Board of Education Standards & Frameworks*, updated April 30, 2012, accessed May 14, 2012, <http://www.cde.ca.gov/be/st/ss/>.
- ²⁷ Quesada, 1-2.
- ²⁸ Anabel P. Newman and Caroline Beverstock, *Adult Literacy: Contexts & Challenges* (Newark Delaware and Bloomington, Indiana: International Reading Association and ERIC Clearinghouse on Reading and Communications Skills, Indiana University, 1990), 32-35.
- ²⁹ Qtd in Newman and Beverstock, 35.
- ³⁰ Mary Niles Maack, "Libraries and Literacy Volunteers in California: A Dynamic Partnership," Extract from a paper presented at the IFLA Preconference Seminar *Public Libraries Against Illiteracy*, 1989 Conference of the International Federation of Library Associations and Institutions, Paris, France, August 1989.
- ³¹ Quesada, 1-3.
- ³² Marguerite Crowley Weibel, *The Library a Literacy Classroom: A Program for Teaching* (Chicago: American Library Association, 1992), 8.
- ³³ Martha A. Lane et al., *California Literacy Campaign Program Effectiveness Review* (Sacramento, California: Wurzbacher and Associates and California State Library, October 1984), 25.

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- ³⁴ Mark F. Wurzbacher And Christine H. Yeannakis, *California Literacy Campaign: Program Effectiveness Review II*, (Sacramento, California: Wurzbacher and Associates and California State Library, 15 September 1986), 3; Weibel, 8-9.
- ³⁵ Newman and Beverstock, 41
- ³⁶ This interview was completed in August 2011 for Information Studies 281: Historical Research Methods. This interview was approved as a source by Professor Mary Niles Maack, chair of this thesis.
- ³⁷ California State Library, *CLLS Website*.
- ³⁸ Bennett in conversation with the author; Wurzbacher and Yeannakis, 2-3
- ³⁹ Bennett, in telephone conversation with the author; Strong, "Public Libraries and Literacy."
- ⁴⁰ English as a Second Language is commonly known as ESL in the education world. However, it also has several other acronyms associated with it. In order to avoid confusion with the many state acronyms, I am spelling it out.
- ⁴¹ Kozol, 4-5.
- ⁴² California State Library, "Mission and Values," *CLLS Website*.
- ⁴³ Newman and Beverstock, 54
- ⁴⁴ The census statistics from 1840 to 1870 are doubly problematic because of how African Americans and other races were represented. African Americans were not counted as citizens until the passage of the 13th amendment in 1865, so were not even counted in illiteracy statistics until the 1870 census. The rate of illiteracy was likely higher.
- ⁴⁵ Newman and Beverstock, 54-55.
- ⁴⁶ Ibid, 57.
- ⁴⁷ Ibid, 168.
- ⁴⁸ Ibid, 55.
- ⁴⁹ Ibid, 55.
- ⁵⁰ Efforts to desegregate schools started much earlier in California. In 1947, *Mendez V. Westminster* won rights for Hispanic-American children to attend public schools.
- ⁵¹ Quesada, 2.
- ⁵² Kozol, 8-9.
- ⁵³ "Adult" here refers to the population over 18. U.S. Census Bureau, *Statistical Abstract of the United States 1974*. U.S. Department of Commerce. Available from <http://www2.census.gov/prod2/statcomp/documents/1974-01.pdf>.
- ⁵⁴ Ibid, 9
- ⁵⁵ Kozol, 8.
- ⁵⁶ Carman St. John Hunter with David Harman, *Adult Illiteracy in the United States: A Report to the Ford Foundation* (New York: McGraw-Hill Book Company and the Ford Foundation, 1979, first paperback edition 1985), 103-105.
- ⁵⁷ Hunter with Harman, 133-135.
- ⁵⁸ Amadou-Mahtar M'Bow, "Message to the International Literacy Day Conference Washington, 8 September 1978," UNESCO, September 8, 1978. Found in the *Literacy 1983 (+Before)-1987-1986 Early Development of CLC Box*, California State Library, Sacramento, California.
- ⁵⁹ Walter Mondale, "Message to International Literacy Day Conference," Office of the Vice President, Washington D.C., September 8, 1978. Found in the *Literacy 1983 (+Before)-1987-1986 Early Development of CLC Box*
- ⁶⁰ Barbara Prete and Gary E. Strong, "Literate America Emerging," *California State Library Foundation Bulletin* 28 (July 1991, 22; Kozol.
- ⁶¹ Kozol, 91.
- ⁶² Ibid, 92.
- ⁶³ Bill Stadler, Letter to Jonathan Kozol including a short-term consultant contract, 14 November 1983. Found in *Administrative Files of Gary E. Strong*.
- ⁶⁴ "About Us," *National Coalition for Literacy*, <http://www.national-coalition-literacy.org/about.html>.
- ⁶⁵ Newman and Beverstock, 27-28.
- ⁶⁶ U.S. Department of Education, *Adult Literacy Initiative*, government report, 1987. Found in the Literacy Article by Title A-K Box, California State Library, Sacramento, California.
- ⁶⁷ Nomos Institute, *The California Adult Competency Survey: Summary Report*, Berkeley, California, March 1979, 1. Found in the *Literacy Articles by Title A-K Box*, California State Library, Sacramento, California.
- ⁶⁸ Nomos Institute, *The California Adult Competency Survey: Summary Report*, 4-5.
- ⁶⁹ Nomos Institute, *The California Adult Competency Survey*, 6-8
- ⁷⁰ Ronald Reagan qtd. In "Reagan's Plea for Literacy," *San Francisco Chronicle*, Thursday, September 8, 1983.

- ⁷¹ Anita Garey and Marcia Burham, *Literacy Programs in Contra Costa County 1980*, (Berkeley, California: School of Library and Information Science, University of California, Berkeley, 1980).
- ⁷² Gary E. Strong, "Adult Illiteracy: State Library Responses," *Library Trends* 35, no. 2 (Fall 1986): 253. *Ideals: Illinios Digital Enviroment to Learning and Scholarship*, <http://hdl.handle.net/2142/7472>.
- ⁷³ Weibel, 4-7; Quesada, 3-4.
- ⁷⁴ OLOS was originally known as the Office of Library Service to the Disadvantaged.
- ⁷⁵ Jean E. Coleman, "Libraries, Learning and Literacy – A Tradition of Involvement," *Public Libraries* 23, no. 4 (Winter 1984), 109
- ⁷⁶ Helen Huguenor Lyman, "Literacy Programs, Library," *The ALA Yearbook 1977: A Review of Library Events 1976* (Chicago: American Library Association, 1977), 199.
- ⁷⁷ Helen Huguenor Lyman, "Literacy Programs, Library," *The ALA Yearbook 1978: A Review of Library Events 1977* (Chicago: American Library Association, 1978), 181.
- ⁷⁸ Helen Huguenor Lyman, "Literacy Programs, Library," *The ALA Yearbook 1979: A Review of Library Events 1978* (Chicago: American Library Association, 1979), 165.
- ⁷⁹ Helen Huguenor Lyman, "Literacy Programs, Library," *The ALA Yearbook: A Review of Library Events 1980 Volume 6 (1981)* (Chicago: American Library Association, 1981), 184-185.
- ⁸⁰ Helen Huguenor Lyman, "Literacy Programs, Library," *The ALA Yearbook: A Review of Library Events 1979 Volume 5 (1980)* (Chicago: American Library Association, 1980), 196-198.
- ⁸¹ Coleman, "Libraries, Learning and Literacy – A Tradition of Involvement," 109
- ⁸² Helen Huguenor Lyman, "Literacy Programs, Library," *The ALA Yearbook: A Review of Library Events 1982 Volume 8 (1983)* (Chicago: American Library Association, 1983), 174.
- ⁸³ Coleman, "Libraries, Learning and Literacy – A Tradition of Involvement," 109.
- ⁸⁴ This survey was mentioned in Helen Huguenor Lyman, "Literacy Programs, Library," *The ALA Yearbook: A Review of Library Events 1981 Volume 7 (1982)* (Chicago: American Library Association, 1982), 171
- ⁸⁵ Lyman, "Literacy Programs, Library," *The ALA Yearbook: A Review of Library Events 1981 Volume 7 (1982)*, 171
- ⁸⁶ Strong, "Adult Illiteracy – State Library Responses," 243-244
- ⁸⁷ "State Library" is used here to refer to the state government department responsible for management of LSCA funds. Most states do use the term "State Library," however some may have Divisions or Departments of Libraries and may fall under the jurisdiction of other state departments.
- ⁸⁸ Strong, "Adult Literacy – State Library Responses," 244-251
- ⁸⁹ Al Bennett in discussion with the author, August 10, 2011; Strong, "Public Libraries and Literacy," 179.
- ⁹⁰ Robert Wedgeworth and Eileen D. Cooke, "Proposition 13 Sends California Libraries Reeling," *The ALA Yearbook: A Review of Library Events 1978 Volume 4 (1979)* (Chicago: American Library Association, 1982), xii.
- ⁹¹ Los Angeles Public Library (LAPL) is a different system than the County of Los Angeles Public Library. LAPL is the city library, and serves residents who live within city limits. The County of Los Angeles Public Library serves the other 44 cities in Los Angeles County as well as the unincorporated areas. Due to the size of Los Angeles and the surrounding areas, both are very large systems.
- ⁹² Wedgeworth and Cooke, xii-xvi
- ⁹³ Ibid, xiv
- ⁹⁴ Ibid, vxi
- ⁹⁵ Janet Larson, "Publicity for California Literacy Campaign." Letter to Gary E Strong. 1982, Sacramento Public Library, Sacramento, California, 1. Found in *Literacy 1983(+Before)-1987-1986 Early Development of CLC Box*.
- ⁹⁶ UCLA Library, "University Librarian Gary E. Strong: Biography," *UCLA Library Administration*, updated April 12, 2012, accessed May 14th, 2012, <http://www.library.ucla.edu/about/2465.cfm>.
- ⁹⁷ Gary E. Strong, "A Life in Literacy," *American Libraries* 29 no. 11 (December 1998): 36. *JSTOR*, www.jstor.org.
- ⁹⁸ Nancy Drobner, "Relearning Literacy and Leadership in a Library-Based Literacy Program." in *Literacy & Libraries: Learning from Case Studies*, ed. GraceAnne A. DeCandido (Chicago: Office for Literacy and Outreach Services, American Library Association, 2001) 31 and 38.
- ⁹⁹ Bennett explained that Ruby had been in Nicaragua in the early 1980s and had seen the effects of the Reagan Doctrine that authorized the CIA to train and arm the Costas. Ruby returned to California in early 1983.
- ¹⁰⁰ Carmela Ruby, " 'It's Bad When you Can't Get your Dreams:' The California Literacy Campaign," *Public Libraries* 23, no. 4 (Winter 1984): 116.

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- ¹⁰¹ Al Bennett, "LSCA contributions to literacy development in CA libraries," Memorandum to Jane Hesier, 21 July 1992; Strong, "Adult Literacy: State Library Responses," 252; Bennett, in conversation with the author, 10 August 2011.
- ¹⁰² Bennett, in discussion with the author, 10 August 2011.
- ¹⁰³ California State Library. *CLLS Website*.
- ¹⁰⁴ Bennett, in telephone discussion with the author, 10 August 2011.
- ¹⁰⁵ Ibid.
- ¹⁰⁶ Helen Huguenor Lyman, "Literacy Programs, Library," *The ALA Yearbook of Library and Information Services: A review of Library and Information Services 1983 Volume 9 (1984)* (Chicago: American Library Association, 1980), 191-195.
- ¹⁰⁷ Gary E. Strong, "LSCA Funds for Statewide Needs," *California State Library Newsletter* no.32 (August 1983), 3-4.
- ¹⁰⁸ Gary E. Strong, "LSCA Program: The California Literacy Campaign – Community-based programs for adult literacy in California," Memorandum to Public Library Directors, 2 September 1983. Found in *Literacy 1983(+Before)-1986-1987*
- ¹⁰⁹ Ibid.
- ¹¹⁰ Strong, "Adult Literacy – State Responses," 253; Strong, "Public Libraries and Literacy: A New Role to Play."
- ¹¹¹ "California Literacy Campaign," Memorandum, n.d. California State Library
- ¹¹² Strong, "Public Libraries and Literacy: A New Role to Play."
- ¹¹³ Strong, "LSCA Program," 2.
- ¹¹⁴ "Draft - California Literacy Campaign – State Public Relations Program – Specifications," Memorandum, n.d. California State Library found in *Literacy 1983(+Before)-1986-1987*; Strong, "Adult Illiteracy – State Responses," 253.
- ¹¹⁵ Strong, "Public Libraries – A New Role to Play."
- ¹¹⁶ In the early 1980s, California was undergoing an economic downturn.
- ¹¹⁷ Because of the stigma attached to illiteracy, people who lack literacy skills are embarrassed about getting help, and often do not know where to get help for their children's education. They also cannot read to their children; having reading modeled is an important part of learning to read. Thus, illiteracy is passed from generation to generation. Please see Aldrich, "2009 Report to the Legislature on the California Library Literacy & English Acquisition Services Program of the California State Library" or Kozol, pg. 57 for more on generational illiteracy.
- ¹¹⁸ Nancy Percy, "Literacy Specialist – Request for Exemption from the Freeze," Memorandum to Bill VanGundy, Department of Finance, 12 September 1983, 1-2. Found in *Administrative Files of State Librarian Gary E. Strong*.
- ¹¹⁹ Percy, Nancy. Letter to Alfred B. Bennett, 31 October 1983. Found in *Administrative Files of State Librarian Gary E. Strong*.
- ¹²⁰ Bennett, in conversation with the author, 10 August 2011
- ¹²¹ Ibid.
- ¹²² Leslie McGinnis, "A Place in the World: Building a Learner-Centered Participatory Literacy Program," in *Literacy & Libraries: Learning from Case Studies*, ed. GraceAnne A. DeCandido (Chicago: Office for Literacy and Outreach Services, American Library Association, 2001) 17.
- ¹²³ Bennett, in telephone conversation with the author, 10 August 2011
- ¹²⁴ Gary E. Strong "LSCA Program: California Literacy Campaign." Memorandum to David Snow, director of the Placentia Library District, October 6, 1983. Found in *Administrative Files of State Librarian Gary E. Strong*
- ¹²⁵ Gary E. Strong, "LSCA Program: California Literacy Campaign." Memorandum to Linda Yao, Director, Upland Public Library, October 6, 1983, found in *Administrative Files of Gary E. Strong*.; Carmela Ruby and Cy Silver, Memorandum to Gary E. Strong, found in *Literacy 1983(+Before)-1986-1987*.
- ¹²⁶ Ruby and Silver.
- ¹²⁷ Gary E. Strong, "LSCA Program: California Literacy Campaign," Memorandum, October 6, 1983.
- ¹²⁸ Deukmejian, George. "A Proclamation by the Governor of the State of California." Executive Department, State of California. 8 November 1983.
- ¹²⁹ Strong, "Adult Illiteracy – State Library Responses," 253
- ¹³⁰ Ibid.
- ¹³¹ Strong, "Public Libraries and Literacy: A New Role to Play."
- ¹³² Lane et al., 39-40.
- ¹³³ Strong, "Public Libraries and Literacy: A New Role to Play."

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- ¹³⁴Strong, "Adult Illiteracy – State Library Responses," 254.
- ¹³⁵Strong, "Adult Illiteracy – State Library Responses," 254; Lane et al.
- ¹³⁶Lane et al., 2.
- ¹³⁷Ibid, 61-63
- ¹³⁸Lane et. al., 2; Al Bennett, "The California Literacy Campaign: An Outline for the California Library Services Board," (Departmental Report, 15 February 1996) 1, Found in *Administrative Files of State Librarian Gary E, Strong*.
- ¹³⁹Lane et al, 2.
- ¹⁴⁰Lane et. al., 2, 18.
- ¹⁴¹Gary E. Strong, "California Literacy Campaign Expands with State Awards," *California State Library News* no. 84-04, December 18, 1984. 1. Found in *Literacy 1983(+Before)-1986-1987*.
- ¹⁴²Strong, "Adult Illiteracy – State Library Responses," 255.
- ¹⁴³Bennett, "The California Literacy Campaign: An Outline for the California Library Services Board," 1.
- ¹⁴⁴Strong, "Adult Illiteracy – State Library Responses," 257, Bennett, "The California Literacy Campaign: An Outline for the California Library Services Board," 2.
- ¹⁴⁵Bennett, "The California Literacy Campaign: An Outline for the California Library Services Board," 2.
- ¹⁴⁶Mark F. Wurzbacher And Christine H. Yeannakis, *California Literacy Campaign: Program Effectiveness Review II*, Sacramento, California: Wurzbacher and Associates and California State Library, 15 September 1986.
- ¹⁴⁷Bennett, "The California Literacy Campaign: An Outline for the Literacy Services Board," 2; Bennett, in telephone conversation with the author, 10 August 2011.
- ¹⁴⁸Leigh was State Librarian from 1952-1972.
- ¹⁴⁹All above quotes from "On Reading – In the year of the Reader." *California State Library Foundation Bulletin*, No. 18, January 1987. Gary E. Strong, Ed. California State Library: Sacramento, California. Found in *Literacy (+Before 1983)-1986-1987*.
- ¹⁵⁰The statistics listed here were collected from Strong, "Adult Illiteracy – State Library Responses" and Bennett, "The California Literacy Campaign: An Outline for the California Library Services Board."
- ¹⁵¹Martha A. Lane, *A Summary and Evaluation of THE CALIFORNIA LITERACY CAMPAIGN RETREAT* held February 25-27, 1987 at Asilomar Conference Center, Asilomar, California, Submitted to Mr. Gary E. Strong, State Librarian, CALIFORNIA STATE LIBRARY, Sacramento, California, ii.
- ¹⁵²Ibid 1-2.
- ¹⁵³Ibid, i-iii.
- ¹⁵⁴Ibid 27-28
- ¹⁵⁵Roberti actually introduced this bill in 1986 as Senate Bill 2591 along with Senate Bill 1984 which would create the position of State Children's Librarian. The two bills were combined and reintroduced in 1987 as SB 482. Roberti referenced the separate bills in his piece in "On the Year of the Reader" from the Winter 1987 *California State Library Foundation Bulletin*. In his September 14, 1987 letter to Governor Deukmejian, Roberti said that both FFL and the Children's Librarian position were covered by SB 482.
- ¹⁵⁶California State Library, *Summary of the First Year: Families for Literacy Program* (Sacramento, California: Library Development Services Bureau, California State Library, 1990), 1-2.
- ¹⁵⁷Curtis, Jane. *Families For Literacy: A Guide*. (Sacramento, California: California State Library and U.S. Institute of Museum and Library Services, 2000), 5. Found in *Families for Literacy Box*, California State Library, Sacramento, California.
- ¹⁵⁸Early Literacy involves reading aloud and promoting word and language awareness to very young children to build their critical thinking skills and prepare them to read. It differs from adult literacy as the children are learning to speak while they are learning pre-reading and reading skills.
- ¹⁵⁹**California State Library, Summary of the First Year: Families for Literacy Program, 4;** Curtis, Jane. *Families For Literacy: A Guide*, 2.
- ¹⁶⁰David Roberti, "On Reading – In the year of the Reader," 14.
- ¹⁶¹California State Library, *Summary of the First Year: Families for Literacy Program* 2.
- ¹⁶²Ibid , 8-12
- ¹⁶³Ronald Solorzano, *Analysis of Learner Progress from the Second Reporting Cycle of the CALPEP Field Test: A Report to the California State Librarian* (Pasadena, California: Educational Testing Service, October 11, 1989).
- ¹⁶⁴Bennett, "The California Literacy Campaign: An Outline for the Literacy Services Board," 2.

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- ¹⁶⁵ Gary E. Strong, Letter to David Roberti, President pro Tempore of the California State Senate, 11 December 1989. Found in *Al Bennett Literacy Files*.
- ¹⁶⁶ Bennett, "The California Literacy Campaign: An Outline for the Literacy Services Board," 2.
- ¹⁶⁷ Gary E. Strong, Letter to David Roberti, 12 December 1989.
- ¹⁶⁸ Ibid.
- ¹⁶⁹ Bennett, in conversation with the author, 10 August 2011.
- ¹⁷⁰ "New reader" is a term Bennett used to refer to both former and current adult learners in the program. The "new reader movement here refers to a phrase coined at the 1989 Bay Area New Reader Conference.
- ¹⁷¹ Al B. Bennett, "Presentation at Mid-winter: 'Politics and Literacy.'" Memorandum to Gary E. Strong, 3 January 1990. Bennett also spoke highly of Baker's role in our August 2011 conversation.
- ¹⁷² California State Legislature. "Assembly Bill No. 3381," *California Legislature – 1989-1990 Regular Session*, California Law, Sacramento, CA: State Legislature, 22 May 1990
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APPENDIX A – ABBRIVATED CHRONOLOGY OF KEY EVENTS

1978: Proposition 13 passes, which leads to cuts in long-lasting cuts in library services

September 8, 1978: International Literacy Day Conference

March 1979: The California State Department of Education conducts the California Adult Competency Survey to assess the needs of Adult education, including basic literacy, in California.³²⁹

1982: The English Language Proficiency Survey commissioned by the U.S. Department of Education and conducted by the Census finds 17 to 21 million American Adults illiterate.³³⁰ The U.S. Department of Education also founds the Adult Literacy Initiative under the Adult Education Act.³³¹

1983: State Librarian Gary Strong sets aside 2.5 million dollars for the creation of a statewide literacy support program³³²

September 7, 1983: President Reagan's Adult Literacy Initiative begins 8 campaigns to reduce illiteracy in the United States.³³³

December 22, 1983: LSCA Grant recipients are announced. These 28 libraries would become the founding CLC programs.³³⁴

1984: California Literacy Campaign is established. Libraries that applied for grant money needed local coalitions to begin work on the local literacy program by February 1, 1984 and tutoring should have started by October 1, 1984. In the summer, a \$2.6 million dollar budget is secured with the help of assembly member Tom Bates.³³⁵

September 1984: First program effectiveness review is completed³³⁶

1985: The legislature calls for a program review of the California Literacy Campaign for the 1985-1986 fiscal year³³⁷

July 1986: 5-year funding for each library goes into effect. 46 CLC libraries are funded with \$4 million dollars of California Library Services Act Funds. CLC reaches 8,114 learners.³³⁸

August 1987: SB 482 to establish Families for Literacy is passed though it is unfunded.³³⁹

June 1988 – CLC begins use of CALPEP (California Adult Learner Progress Evaluation Process) to evaluate learners.³⁴⁰ CALPEP was designed in conjunction with the Educational Testing Service to provide a more appropriate measure of literacy. It was based on competencies not grade-level equivalencies.³⁴¹

July 1988 – Families for Literacy begins with \$600,000 awarded to 21 libraries. 10,692 learners are being reached by libraries across the state³⁴²

1990: UNESCO declares 1990 to be the International Literacy Year. In response, The National Governors' Association along with President George H. Bush, set national education goals for the twenty-first century at their education summit in Charlottesville, Virginia. One of the goals was for every American adult to be literate by the year 2000.³⁴³

September 1990: California Literacy Campaign is affirmed as an act by the California State Legislature, passing unanimously through both houses and signed into law by Governor Deukmejian, establishing California Library Literacy Services as a statewide program.³⁴⁴ The Law also provides for a five year funding formula with state matching local funds after the 6th year.³⁴⁵

1992: The Educational Testing Service conducts an assessment of national adult literacy. It finds that over 21 percent of American adults have low functional literacy skills from a sample of 13,600 adults.³⁴⁶

May 1994: California Results of the National Adult Literacy Survey are released by ETS. 2,600 adults were surveyed, representing the 22.8 million adults in the state. 24-26% of California respondents were in the lowest level of prose skills and only some of these adults could perform simple information finding tasks.³⁴⁷

August 1994: Gary E. Strong stepped down as State Librarian. He was replaced by Dr. Kevin Starr.³⁴⁸

1996: Campaign to increase funding for CLLS. There are 99 library literacy programs statewide³⁴⁹

1998: Proposition 10 is approved by California Voters. This law creates a 50 cent tax per pack of cigarettes which is used to fund the Children and Families Commission (now known as First 5 California)³⁵⁰

1999: 99 Programs exist across the state as CLLS celebrates 15 years of service to Californians. The State library published *Patterns for a More Literate California*, a book of profiles of all participating libraries. The book detailed the facts, community partners, services, logistics, tutor & student support and funding of each participating library. The book was meant to show the widespread reach of CLLS and serve as a guide to other libraries who wanted to join.³⁵¹

2000: The Children and Families Commission gives the State Library a 2.1 million dollar grant to purchase vehicles and start the Mobile Library Literacy Services.³⁵²

December 2002: The Library Development Bureau conducts a survey of participating library directors and literacy coordinators to assess their view of the success of the program. Most directors and coordinators felt positively about their program, but expressed concerns about space and funding.³⁵³

2003: California Library Literacy Services is codified as part of the California Education Code and reestablished the program under AB 1266.³⁵⁴

2004: Dr. Kevin Starr retires from State Library. Susan Hildreth takes his place as State Librarian.³⁵⁵ CLLS celebrates 20 years of operation.

Epilogue:

2009: CLLS celebrates their 25th year of operation.³⁵⁶

February 13, 2009: Susan Hildreth steps down as State Librarian. She is replaced by Stacey Aldrich.³⁵⁷

2010-2011: Budget cuts due to recession

July 2011: The budget for the 2011-2012 fiscal year goes into effect, with a 50% cut in funding for libraries, and a provision for mid-year “trigger cuts” to eliminate all funding

January 2012: Governor Jerry Brown pulls the trigger cuts, cutting funding to the program.

³²⁹ Nomos Institute, *Summary: The California Adult Competency Survey*, government report, 1979. Found in the Literacy Articles by Title A-K box, California State Library, Sacramento, California.

³³⁰ U.S. Department of Education, *Update on Adult Illiteracy*, Government report, 1986.

³³¹ U.S. Department of Education, *Adult Literacy Initiative*, government report, 1987. Found in the Literacy Article by Title A-K Box, California State Library, Sacramento, California.

³³² Strong, “Public Libraries and Literacy: A New Role to Play.”

³³³ “Fact Sheet: Adult Literacy Initiative.” The White House, Office of the Press Secretary, September 7, 1983, Found in the Literacy 1983 (+ Before) -1987-1986 Early Development of CLC Box, California State Library, Sacramento, California.

³³⁴ Carmela Ruby, “California State Library Awards Two and a Half Million Dollars to Public Libraries and Their Communities to Help Combat Adult Illiteracy,” *California State Library News* 83 no. 8 (December 22, 1983), found in the Literacy 1983 (+ Before) -1987-1986 Early Development of CLC Box, California State Library, Sacramento, California.

³³⁵ Ibid

³³⁶ Bennett, “The California Literacy Campaign: An Outline for the California Library Services Board,” 1

³³⁷ Strong, “Public Libraries and Literacy: A New Role to Play.”

³³⁸ Bennett, “The California Literacy Campaign: An Outline for the California Library Services Board,” 1.

³³⁹ Ibid, 2

³⁴⁰ Ibid, 2

³⁴¹ Bennett, in discussion with the author, August 10, 2011

³⁴² Bennett, “The California Literacy Campaign: An Outline for the California Library Services Board,” 2.

³⁴³ Lynn B. Jenkins and Irwin S. Kirsch, *Adult Literacy in California: Results of the State Adult Literacy Survey*.

³⁴⁴ Gary E. Strong, “A Life in Literacy,” *American Libraries* 29 no. 11 (December 1998): 36.

JSTOR, www.jstor.org.

³⁴⁵ Bennett, “The California Library Literacy Campaign: An Outline for the California Library Services Board.

³⁴⁶ Quesada, 2.

³⁴⁷ Lynn B. Jenkins and Irwin S. Kisch, *Adult Literacy in California: Results of the State Adult Literacy Survey*, xvi-xx.

³⁴⁸ California State Library, “History: California State Librarians,”

<http://www.library.ca.gov/history/statelibrarians.html>.

³⁴⁹ “Background Information: Library Literacy Programs,” Flyer, n.d., Attached to Berkely Rally Press Release.

³⁵⁰ California State Library, “Background & History of Mobile Library Literacy Services”

³⁵¹ Kevin Starr, "A Message From the State Librarian," *Patterns for a More Literate California: California Literacy Campaign Statewide Library Literacy Programs*, Sacramento, California, 1999.

³⁵² California State Library, "Background & History of Mobile Library Literacy Services

³⁵³ *Library Literacy Program Survey Results for the Library Development Services Bureau of the California State Library*. Sacramento, California: CPS Human Resource Services for Public Agencies, December 2002.

³⁵⁴ California State Library, "About Us – Overview."

³⁵⁵ California State Library, "History: California State Librarians,"

<http://www.library.ca.gov/history/statelibrarians.html>.

³⁵⁶ *Clarion: 25th Anniversary of Library Literacy Services 5, no. 1 (April 2009): 1-27*. A Publication of the California Library Association.

³⁵⁷ California State Library, "History: California State Librarians,"

<http://www.library.ca.gov/history/statelibrarians.html>.

APPENDIX B – CALIFORNIA LIBRARY LITERACY SERVICES 20TH ANNIVERSARY TIMELINE

This timeline was part of the materials prepared for the Twentieth Anniversary of the Program in 2004. It has been reproduced here to SHOW the History of CLC and CLLS as the State Library perceived it. A copy of this timeline can be found online on the archived version of the CLLS website at <http://www.literacyworks.org/clls/archive/resources/public/20th-anniversary/timeline.html>.



CLLS 20th Anniversary Timeline

1984

- The State Library implements its vision of a statewide library literacy service called the “California Literacy Campaign,” to help adults improve their basic literacy skills. Under State Librarian Gary Strong and State Library consultant Carmela Ruby, seed money from the federal Library Services & Construction Act is granted to 27 public libraries.
- BALit, the Bay Area Literacy Network, is born. CLC Coordinators from 5 new library programs in the San Francisco Bay Area meet to share best practices and support one another in this new and exciting adult literacy venture. Today, this organization is made up of 25 member library systems, serving nearly 50 communities in the San Francisco Bay Area.
- A tutor training is conducted as a demonstration model for the new CLC programs. The training is led by staff from Laubach Literacy Action and California Literacy and hosted by Commerce Public Library. New literacy staff from around the state attend.

1985

- The California State Legislature augments the 1984-85 budget under the California Library Services Act (CLSA) to establish a funding formula to support literacy services long enough to allow libraries to garner local support. Local communities are asked to take an increasing responsibility for the ongoing funding of their literacy services.
- The Southern California Library Literacy Network (SCLLN) is established to strengthen literacy provision and to allow members to share resources and collaborate on publicity and fund raising. Today 49 member library systems serve over 100 communities from San Luis Obispo to San Diego.

- Barbara Bush visits the San Francisco Bay Area and meets with local CLC Coordinators to promote adult and family literacy. As wife of then-Vice President George Bush, she selected the promotion of literacy as her special cause calling a more literate America the "most important issue we have."
- Curtis Aikens sees a commercial for the Marin County Free Library Literacy Program and at age 26 decides to learn to read. Today, he is a popular television and radio personality, a celebrated chef and culinary consultant, and the published author of four books including *Curtis Cooks with Heart and Soul*. Royalties from his books continue to support literacy services across the country.
- A literacy symposium at East Los Angeles Junior College features Jonathan Kozol, author of *Illiterate America* and includes a panel presentation by CLC Coordinators.

1986

- The Community Access Library Line (CALL), an 800-number that covers Southern California, is initiated, managed, and staffed by Los Angeles County Public Library. Soon the *Los Angeles Times* will support CALL and will oversee the transformation of the number into a 24-7, automated number.
- The State Library hosts its first statewide CLC retreat at Asilomar Conference Grounds. It includes literacy coordinators and library directors.
- Contra Costa County Library holds the State's first Corporate Spelling Bee in support of its adult literacy program. 15 local companies/businesses participate and raise nearly \$10,000.

1987

- A funding formula is devised and State Senator Bill Baker sponsors a bi-partisan bill that easily passes both houses of the California legislature. CLC programs are now funded for 5 years.
- The ABC made-for-T.V. movie *Bluffing It* airs, starring Dennis Weaver as an adult struggling to raise a family and make a living with poor reading skills. State Library Consultant Al Bennett and adult learners from the CLC serve as advisers to the filmmakers.
- .BALit holds its First Annual Literacy and the Media awards event in San Francisco. Local newspapers, radio stations, television stations, and individuals are recognized for raising awareness of the issue of literacy.
- State Librarian Gary E. Strong publishes *On Reading in the Year of the Reader*. This compilation of personal reflections on the value of reading includes submissions from new readers from CLC programs as well as political and social leaders, educators, authors, booksellers, printers, and librarians.

1988

- The Families for Literacy Initiative (FFL), sponsored by State Senator David Roberti, is funded to help libraries reach the children of the adults already enrolled in or in need of literacy services. 22 libraries receive FFL funding in its first year; today FFL is in 72 public library jurisdictions.
- The first New Reader Conference is held in Oakland. This a huge step toward the empowerment of the adults who have received literacy services. A “Bay Area New Reader Council” is formed to serve as an advisory arm to the CLC.
- UCLA and the CLC establish a literacy partnership. As a result, over 1,000 UCLA alumni are recruited as volunteer literacy tutors.
- Millions of viewers tune into the Doo-Dah Parade (a light-hearted version of the Rose Parade) and see SCLLN members dressed up as books and promoting literacy services in libraries.

1989

- Redwood City Public Library holds the first Trivia Bee in the State. A highly visible draw for community organizations and trivia lovers alike, the Bee takes off as one of the CLC’s signature fund raising events.
- Bank of America collaborates with the CLC in a 2-year partnership to promote literacy called “Banking on Literacy.” In a mailing to their 3.5 million customers, B of A encourages them to purchase checks with literacy quotes. A portion of the proceeds goes back to local CLC programs.
- The State Library sponsors the first statewide Families for Literacy conference. FFL staff members assemble in Napa to improve their programs, participate in staff development and network. An FFL manual produced by Napa City-County Library is introduced and subsequently used by family literacy programs throughout the state and nation.
- KBIG joins SCLLN as a media partner. This partnership continued for many years and includes collaborative efforts at the Los Angeles and Orange County Fairs, International Reading Day celebrations, and various other events.

1990

- California becomes the first state in the nation to enact ongoing legislative support for library literacy services. The California Library Literacy Services Act provides funding for libraries that are in their sixth or subsequent year of program operations.
- First Lady Barbara Bush celebrates the success of the California Literacy Campaign with a visit to one of Los Angeles County’s libraries in Montebello. Her visit is aired on seven TV stations, resulting in one of the highest number of calls ever received in a month on the literacy 800-number.
- The New Readers Council stages a rally on the steps of the State Capitol in Sacramento to thank legislators for supporting literacy programs.
- The Permanent Charities Committee (PCC) – now the Entertainment Industry Foundation – partners with SCLLN to fund an aggressive literacy publicity campaign reaching over 2

million people through radio, posters, and movie theater ads. The campaign portrays family members of adult learners saying, “Thanks for helping my mom/brother/son.” PCC will continue to support SCLLN between 1990 and 1998, with a total of \$108,000 donated for public awareness.

- San Diego Public Library hosts its first Tutor Conference for 200 volunteer tutors. Today this event annually draws # of tutors from all over California.
- *The Drum*, a collection of writings by literacy students is published by BALit. These essays, from 48 new adult readers, have been chosen by their peers.

1991

- The Golden State Warriors basketball team and Lucky Markets team up to support BALit. Every time Tim Hardaway of the Warriors makes an assist, Lucky gives \$50 to BALit. The donation for one year is \$19,700!
- The nation’s first *Ethnic Tutor Recruitment Campaign* is initiated by San Diego Public Library. A consortium of minority public relations firms is hired to conduct the research and field-test a recruitment campaign in San Diego. After one year of media efforts, the library sees a 44% increase in ethnic tutor participation. In 1992 this outreach effort will be expanded into a statewide campaign and in later years replicated by 8 states and in Canada.
- SCLLN is the recipient of a Telecommunications Education Grant to revise a consumer education packet, create a teacher's guide, and present implementation and training sessions throughout the state

1992

- A *Families for Literacy* documentary video, featuring families and library programs from throughout the state, is produced by the California State Library to raise awareness of the need for family literacy and promote the methods used by library FFL programs.
- Working with Safeway Grocery stores, BALit creates a promotional campaign printed on grocery bags that encourages volunteer tutors as well as potential adult learners to respond.
- Literacy Coordinators Leslie Shelton and Holly Fulghum-Nutters publish *Honoring Diversity: A Multidimensional Learning Model for Adults*. Based upon the theory of “multiple intelligences” developed by Harvard psychologist Howard Gardner, the work has far-reaching impact on the CLC in terms of addressing adult learners’ learning styles and shaping educational practices.

1993

- Darlene Garcia, the state’s first “Adult Learner on Staff” is hired by Alameda County Library. The importance of having someone who has benefited from literacy services on staff is recognized as invaluable and in time over 20 libraries follow suit.
- A series of *Oakland Readers* are published by Oakland Public Library in an effort to reflect the diversity of the lives of literacy students. The *Readers* are a hit throughout California, are picked up for distribution by New Readers Press and Peppercorn Press,

and twice make the Public Library Association's annual list of best materials for adult new readers.

- SCLLN runs bus posters throughout the Los Angeles metro market with the message: "Make a Difference... Help Someone to Read. Call your local library."
- The *F.A.T.H.E.R.S. Family Literacy Curriculum* is developed by Jane Curtis (San Rafael Public Library) for incarcerated fathers and is piloted with the inmates of San Quentin. It is subsequently distributed to all 33 prisons in California, all Families for Literacy programs, and is currently in use in 3 other states.

1994

- A Statewide conference marks the tenth anniversary of the California Literacy Campaign. 500 people including library directors, literacy staff, volunteer tutors and learners participate. Bank of America presents a check for \$10,000 to the CLC and the documentary short film *Enrique's Story*, narrated by James Earl Jones, premieres. It will be considered for a 1995 Academy Award nomination.
- The first ever *Easy Reader Voter Guide*, a non-partisan guide for "new voters and busy voters" is produced by the New Readers Council, with support from an LSCA grant, Santa Clara County Library and Oakland Public Library. The original circulation of the guide is 10,000 copies. Today over 4 million will be circulated statewide (including newspaper reprints) and partners include the Secretary of State's office and the League of Women Voters.
- *The Teacher Who Couldn't Read* is published. The autobiographical work of John Corcoran, a high school teacher who bluffed his way through life, tells how he ultimately confronts his poor literacy skills by approaching the Carlsbad City Library and successfully learns to read as an adult.
- Combining a grant from Volunteers in Service To America (VISTA) with its own funds, the State Library helps local libraries hire over 15 full-time VISTA workers in literacy services. This program continues for 4 years.
- *F.L.I.P* (Family Literacy in Prison), a booklist of over 350 titles, is compiled for the California Department of Corrections. Working with the CDC's Principal Librarian, these books are purchased by the State Library and distributed to 12 prisons for inmates to use with their children in visiting rooms.

1995

- The State Literacy Resource Center (SLRC) of California is created with federal funds through a partnership of 7 state agencies. Seven regional centers are established throughout the state with headquarters in Sacramento. The Centers provide staff development opportunities and resources for adult literacy providers including libraries. The California State Library loans Dr. Carole Talan to SLRC as its Executive Director.
- SCLLN hosts International Literacy Day with K-BIG and The Disney Stores. Disney sends costumed characters Beauty and the Beast to read stories to promote family literacy and charts an airplane to fly-over with a literacy banner, wowing the thousands in attendance.

- *California's Gold* producer and star, Huell Howser donates a portion of his video proceeds to Families for Literacy over three years amounting to thousands of dollars for the service.

1996

- The Lila Wallace Reader's Digest Foundation selects six libraries in the San Francisco Bay Area to serve as models of literacy program development. These libraries are funded over 3 years with sizable grants; five of them continue with grants for 2 additional years.
- With funds from PCC, SCLLN develops a multimedia display unit "Libraries Change Lives" to promote literacy services throughout the Southland and at California Fairs. Created an interactive CD-ROM.
- The first and only statewide Adult Learner Conference for learners from all types of adult literacy programs is sponsored by the State Literacy Resource Center and the State Collaborative Literacy Council. Over 30 library literacy learners attend with 80+ adult learners from other programs.
- Miss America, Tara Holland, speaks at the California Literacy's Annual Conference in Glendale. She has selected literacy as her platform and will go on to promote the need for adult literacy education around the world.

1997

- SCLLN places literacy awareness slides on 225 theater screens, reaching an audience of over 330,000 people per week for eight weeks.
- The *P.A.R.E.N.T.S. Curriculum Guide* is produced by Jane Curtis and published by the California State Library Foundation. After field-testing in several Families for Literacy programs throughout the state, the curriculum is distributed to all FFL programs.

1998

- Mobile Library Literacy Services are born thanks to a \$2.1 million grant from the California Children and Families Commission (now known as First 5 California or Prop. 10). 11 of these colorful vehicles begin their outreach to rural and under-served areas of the state; today they are in 17 library jurisdictions. In addition, \$1.1 million in Prop 10 funds is made available to the State Library to distribute to libraries to enhance and expand their Families for Literacy programs.
- Starbucks begins a partnership with Families for Literacy programs in California as part of its ABC (All Books for Children) campaign. Customers are invited to bring new or gently used children's books to their local Starbucks to contribute. Over a 3 year period, more than 500,000 books are contributed and disbursed to local libraries with FFL programs.
- San Diego Public Library is selected as one of 25 national field-test sites for Equipped for the Future (EFF) by the National Institute for Literacy. EFF is a standards development initiative designed to identify what adults need to know and be able to do in the 21st century. Today EFF concepts have been integrated into the day-to-day operations of the CLLS.

- SCLLN begins the statewide publication of a quarterly tutor newsletter, *Tutor Exchange*, with 10,000 copies distributed to date.

1999

- The CLC Convocation, held at Fallen Leaf Lake, celebrates the past, charts the future, and generates new energy as it marks 15 years of library-based literacy services. Committees formed at this retreat address the mission and the vision of library literacy services in the areas of adult learners, instructional models, funding, public awareness and partnerships, family literacy, diversity and technology.
- *Radio Works!*, a project sponsored by Marin Literacy Program from 1999-2001 to improve literacy skills of Spanish-speaking families in an isolated rural area, developed a series of bilingual radio novellas -- providing language skill training around basic life skills, such as calling 911, telling time, and job interviews -- and broadcast them over a local community radio station.
- Two hundred tutors attend the first SCLLN tutor conference at the Beverly Wilshire. The hotel, a grateful recipient of workplace literacy services from the Beverly Hills Public Library, underwrites a major part of the expense.
- Millie Anderson earns her GED at the tender age of 91 with help from her volunteer tutor and the staff of the Lompoc Public Library Adult Reading Program. She is also legally blind.
- Using federal LSTA funds, the State Library creates a new initiative designed to train adult learners working as staff at library literacy programs and to encourage more libraries to employ their adult learners. Staff development meetings for ALOS, managed by the adult learners themselves, begin and continue to occur annually.

2000

- The California legislature funds the English Language Literacy Initiative (ELLI) and designates \$10 million in state funds to the State Library to be distributed to libraries over 3 years. During this period 72 library jurisdictions will serve over 30,000 at-risk children and their families with in-school and after-school programming. An outside evaluator finds that children served by ELLI do better on standardized tests than their peers.
- Drs. Barbara McDonald and Patti Scollay of San Diego State University conduct a longitudinal study of the impact of adult and family literacy services in California libraries on the lives of the adult learners, their children, and the volunteers who tutor them. Over 100 families are interviewed annually for project "FULFILL" over 4 years, revealing dramatic, positive results.

2001

- The Songs Inspired By Literature (SIBL) Project is launched. Created by artist and former volunteer tutor Deborah Pardes, two eclectic music CD's raise funds and awareness for library literacy services. The project's success leads to the founding of a new non-profit organization, Artists for Literacy.

- Writer to Writer, a writing challenge for adult learners conceived by the State Library and the California Center for the Book, kicks off. Learners are asked to write to the author of a book that has inspired them. The annual “Books Change Lives” ceremony recognizing the winners will attract First Lady Sharon Davis, authors and State legislators.
- An International Literacy Day celebration “Reading Rocks!” is held in San Francisco in cooperation with KQED, Ed Net and SIBL. Following workshops for learners and tutors, a literacy fair is held at the Civic Center Plaza. Michael Krasny of KQED is the emcee, poet Al Young reads, and bands play.
- The CLLS hosts its first Literacy Reception at the California Library Association Conference in Long Beach. The reception becomes a conference tradition, kicking off CLA in style.

2002

- The campaign is over! State Librarian Dr. Kevin Starr officially renames the California Literacy Campaign “California Library Literacy Services” and in a speech to library literacy practitioners in Sacramento, affirms: “literacy is at the very core, at the very heart of library services.”
- San Francisco Public Library receives the “Paula Award for Literacy” monetary award from the Isabel Allende Foundation. The award specifically cites the remarkable outreach work of adult learner on staff Leon Veal. The Marin Literacy Program of the San Rafael Public and Marin County Free Libraries is also a recipient.
- California First Lady Sharon Davis addresses the SCLLN tutor conference in Pasadena.
- The CLLS Learning Disabilities Task Force publishes a Resource Guide for “Making Sense of Learning Difficulties, Disabilities, and Differences.” The guide is archived on the CLLS website.
- BALit receives an LSTA grant to fund International Literacy Day awareness activities and a marketing campaign. A committee of learners helps to plan the Literacy Day event, which includes a conference of learners and tutors, and a community fair.

2003

- California Library Literacy Services partners with California Literacy and Verizon on the “Cities That Read” campaign. To date, the mayors of 117 cities in California have signed on to promote a local agenda of adult literacy outreach and awareness.
- 467 adult learners participate in book discussions supported by LSTA mini-grants to 20 libraries. In many cases reading and discussing books for the first time, 77% of the learners felt that their reading had improved because of their participation and 99% said the experience is one that they would recommend to other new readers.
- Dr. Kevin Starr hosts the State Librarian’s Breakfast at the California Library Association (CLA) Conference; the morning’s theme is literacy services. Chuck Ashton, the Children’s Services Manager of Redwood City Public Library is awarded the Outstanding Librarian in Support of Literacy, CLA’s newest award.
- The California State Library awards grants to 14 libraries for “Reach Out and Read,” (ROR) a pediatric literacy program, that encourages parents to read to their children from

birth. Literacy programs partner with local pediatricians and medical clinics to hand out books and “prescribe” reading.

2004

- The CLLS celebrates 20 years of California Library Literacy Services at the California Library Association Conference in San Jose with a special evening event chaired by State Librarian Susan Hildreth and Huell Howser. Author Isabel Allende is the keynote speaker and a new documentary film on the impact of the CLLS premieres.
- Through an LSTA grant, San Francisco Public Library, in cooperation with Common Knowledge and the Bay Area Library and Information System, launches a [website](#) and a curriculum to help tutor/learner teams who are working on basic money skills including, savings accounts, banking, credit cards, and income tax.
- The State Library partners with National City Public Library, Literacy Works and Wal*Mart in a successful application to the Corporation for National Service for \$461,218 in AmeriCorps funds. Seventeen libraries around the state recruit 43 AmeriCorps members who, in just the first 6 months, recruited over 1,200 new volunteers to their literacy programs. As a result of these early successes, the CLLS AmeriCorps Initiative is awarded an increase for 2005 – \$ 605,320 will fund 57 AmeriCorps members in 25 libraries.

APPENDIX C – MAPS, STATISTICS, AND EVALUATION FORMS OF THE CALIFORNIA LIBRARY LITERACY SERVICE

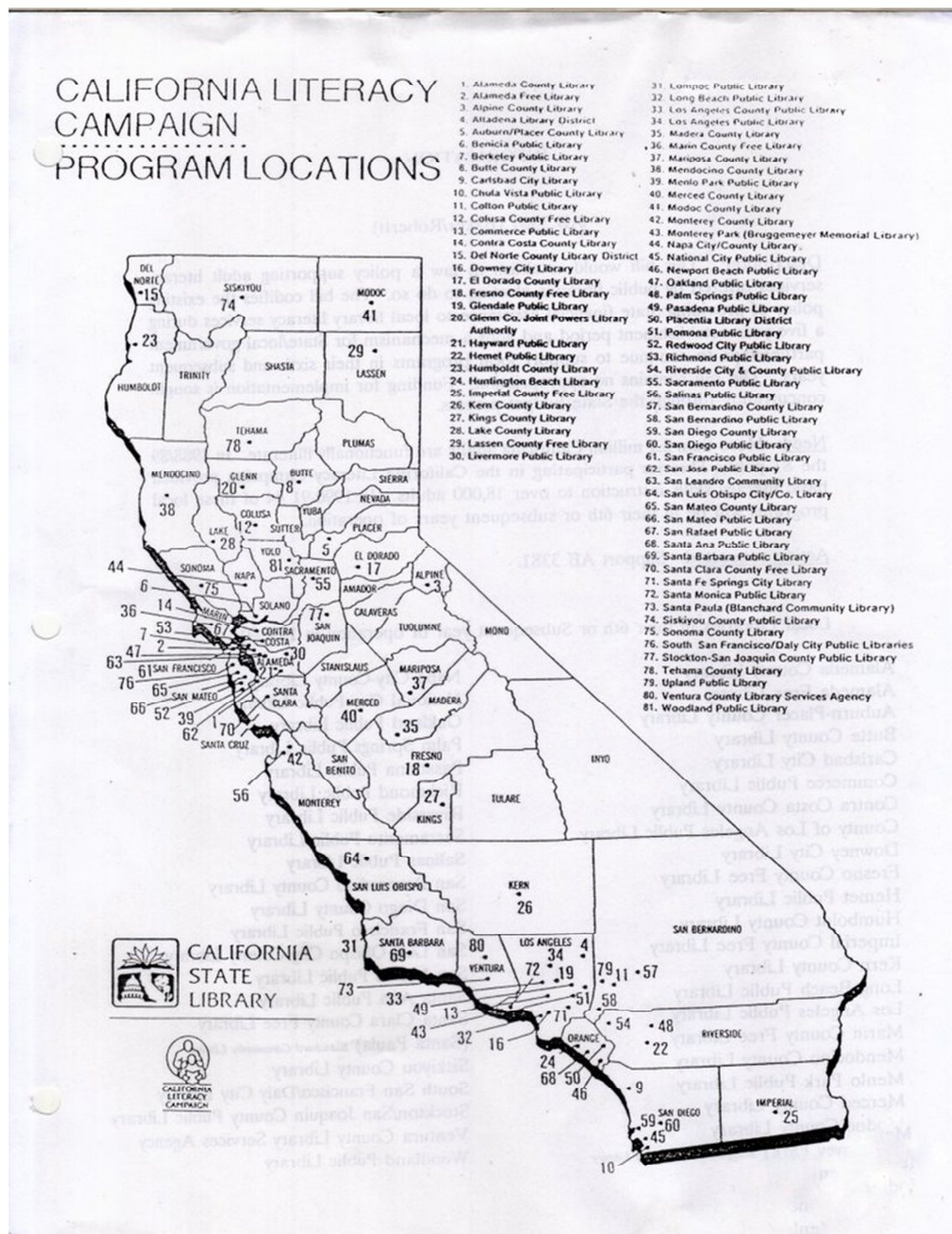
Table C-1: Participating libraries and learners 1984-2008

Year	Number of adult learners served during the year	Number of Participating Libraries
1984	3500	27
1985	5657	46
1986	8114	46
1987	9727	63
1988-1989	10692	81
1990	7129	72
1991	11804	78
1992	12733	78
1994	18128	82
1999	*30000	100
2003	25492	106
2004-2005	20014	101
2006-2007	19023	103
2007-2008	20318	105
2008-2009	21590	105

*30000 for 1999 is an estimate by Carole Talan that includes Families for Literacy and Adult Literacy Services.

Table C-1 shows the growth of the program as well as the drop in participants in recent years due to budget cuts. This chart was made with several sources: Strong, “Adult Illiteracy – State Library Responses”; Bennett, “The California Literacy Campaign: An Outline for the California Library Services Board”; California State Library, “Information: AB 3381 (Baker/Roberti) and California Literacy Campaign Program Locations”; *Profiles: Library Literacy Programs in the California Literacy Campaign*; *The California Literacy Campaign’s CLC Convocation 1999*, *2004 Annual report* by Kevin Starr, the *2006 and 2007 Annual Reports* by Susan Hildreth, and the *2009 and 2010 Annual reports* by Stacey Aldrich.

Figure C-1: Program Locations Flyer created for the codification campaign in 1999



Map 1 - California State Library. "Information: AB 3381 (Baker/Roberti) and California Literacy Campaign Program Locations." California Literacy Campaign, California State Library, Flyer, 1990, in *Administrative Files of State Librarian Gary E. Strong*.

Figure C-2: – Map of Participating Libraries by County in 2009-2010



This map represents current participating libraries by county. Light counties have 1 program countywide, while the darker counties have 2 or more programs countywide. Los Angeles County has 16 programs. Gray counties do not have CLLS programs. Some counties have left CLLS due to insufficient funding, but overall, more counties have joined than have left. The counties themselves have also shifted borders. There are currently 104 programs over 45 counties out of a total 58 counties. Data from Aldrich, *2011 Report to the Legislature*.

Figure C-3: Sample Roles & Goals Evaluation Form

This form is a reproduction of the sample Roles & Goals form provided to the local libraries for evaluation. The first page of the form is below. The second page of the form is on the next page. When learners started the program, the coordinator would fill out this form based on the learner's stated goals. Tutors would then revisit the form with their learners periodically to check progress. The use of this evaluation method has allowed the state library to collect statistics on how many learners achieved specific goals. The form was created by the State Library and can be found at the archived version of the CLLS website at <http://www.literacyworks.org/clls/archive/resources/aa/rolesandgoals.html>.

ROLES & GOALS FOR _____

Date: _____ Follow-up Date: _____ Follow-up Date: _____

In which of your life's roles will you use this goal?
 (Check as many as apply.)

General Goals	Child Role	Middle Age	Older Adult	Date Goal Met	Date Goal Met	Life-long Learning	Family Member	Teacher	Community Member
Learn to write	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Learn the alphabet	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Read a book	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Read newspapers/magazines	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Write a letter	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Read e-mail	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Learn to type/use the keyboard	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Learn to write on the computer	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Write and send e-mail	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Search the Internet	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Get a library card	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Use the library regularly	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Attend a library program	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Do research on the Internet	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Write checks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Create a budget	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pay bills	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Speak/present in front of a group	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Become a volunteer	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pass part or all of the GED test	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>			<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Created by Literacy Works, Inc. 2004

Life-Long Learner

- Read a book
- Attend a book discussion
- Read a holy book/religious text
- Read a book on recovery
- Read for pleasure
- Write creatively
- Pass the driver's test
- Use a map
- Read a bus schedule
- Read street/traffic signs
- Make a shopping list
- Read medicine labels
- Read health education information

Goal Set Making Progress Goal Met Date Goal Set Date Goal Met

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
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<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		

Other Goals

Attach additional pages if needed.

Family Member

- Share a book with children/family
- Help children with homework
- Take children to library storytime
- Participate in school activities
- Communicate with school/teachers
- Join the PTA
- Help in child's class

Children can refer to your own kids or your grandchildren, nieces, nephews, grand children, to other adults whom you know well.

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
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<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		

Worker

- Read work-related material
- Take phone messages
- Use a cash register, count and make change
- Speak up/participate in a meeting at work
- Read and respond to work ads
- Fill out a job application
- Write a resume
- Interview for a job
- Obtain a license or certificate
- Get a job or get a better job or promotion

Goal Set Making Progress Goal Met Date Goal Set Date Goal Met

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
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<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		

Community Member/Citizen

- Attend other community services/forums
- Read voter information (May Voter Guide)
- Speak on behalf of the Literacy Program
- Identify a neighborhood problem and work for a solution
- Organize a community neighborhood event
- Attend a City Council/County Board meeting
- Register to vote
- Vote
- Become a citizen

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
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<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		

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