



NATIONAL LEADERSHIP GRANTS FOR LIBRARIES

Sample Application LG-260355-OLS-26
Project Category: Planning

Wisconsin Literacy Inc

Amount awarded by IMLS: \$199,989
Amount of cost share: \$0

Wisconsin Literacy will research, develop, pilot, and evaluate a navigation toolkit supported by a digital workflow interface that helps library staff conduct a brief learner interview, administer a skills screener, interpret results, and provide warm referrals to education providers. The project will produce a tested toolkit, digital navigation tool, and implementation resources that libraries nationwide can use to strengthen pathways into adult education. Developed in partnership with public libraries, technical college adult education programs, and community-based literacy organizations serving urban, rural, and Tribal communities across Wisconsin, the project will create a practical, scalable model that helps libraries act as gateways to adult education pathways while strengthening local referral networks. Project performance will be evaluated through measures of patron engagement, referral outcomes, staff confidence, improved service delivery, toolkit usability, and successful completion of project milestones.

Attached are the following components excerpted from the original application.

- Narrative
- Schedule of completion

When preparing an application for the next deadline, be sure to follow the instructions in the most recent Notice of Funding Opportunity for the grant program to which you are applying.

Library-Based Pathways to High School Completion: A Toolkit for Libraries

Narrative / Wisconsin Literacy, Inc.

Introduction

Across the United States, approximately 10 percent of adults age 25 and older—more than 20 million people—do not possess a high school diploma or equivalent credential (U.S. Census Bureau, 2023). Many of these adults begin exploring educational opportunities through trusted community institutions such as libraries, where they can ask questions in a welcoming, low-pressure environment without the intimidation of formal intake systems. Yet while library staff regularly respond to GED and HSED questions, most libraries lack structured tools that allow staff to guide patrons through the earliest stage of the process and connect them with appropriate adult education programs. To address this gap, Wisconsin Literacy requests \$199,989 from the Institute of Museum and Library Services through the National Leadership Grants for Libraries program to develop and pilot Library-Based Pathways to High School Completion: A Toolkit for Libraries, a structured navigation toolkit supported by a standalone digital interface that will help library staff move patrons from an initial inquiry through a guided interview, a brief validated screener, interpretation of results, and a warm referral to an appropriate adult education provider such as a technical college adult education program or community-based literacy organization. Developed in partnership with public libraries, technical college adult education programs, and community-based literacy organizations serving urban, rural, and Tribal communities across Wisconsin, the project will create a practical, scalable model that helps libraries act as gateways to adult education pathways while strengthening local referral networks. Project performance will be evaluated through measures of patron engagement, referral outcomes, staff confidence, improved service delivery, toolkit usability, and successful completion of project milestones. By documenting the development, pilot implementation, and evaluation of this toolkit, Wisconsin Literacy will create a replicable model that libraries nationwide can adopt to strengthen pathways connecting community members to adult education programs and reduce friction at the earliest and most critical stage of the adult learner journey.

Project Justification

Across the United States, millions of adults lack a high school diploma or equivalent credential, limiting access to employment opportunities, career advancement, and postsecondary education. As cited above, roughly 10 percent of adults age 25 and older — nearly 21 million people — do not possess a high school diploma or equivalent credential (U.S. Census Bureau, 2023). Recent Bureau of Labor Statistics reporting continues to show a persistent relationship between educational attainment and employment outcomes, with adults who have not completed high school experiencing substantially higher unemployment than adults who hold a high school credential or postsecondary degree (U.S. Bureau of Labor Statistics, 2025). High school equivalency pathways such as the GED and HSED therefore remain important on-ramps to further education, workforce training, and economic stability. At the same time, the systems required to access these credentials can be difficult to navigate, particularly for adults who have been disconnected from formal education for many years and who may also face barriers related to work schedules, caregiving responsibilities, transportation, or limited digital skills.

These challenges are also present in Wisconsin. Recent American Community Survey-based estimates indicate that more than 6 percent of Wisconsin adults age 25 and older have not completed high school, representing over 300,000 residents whose education and employment opportunities are significantly constrained (America's Health Rankings, 2023). Technical colleges and community-based literacy organizations across the state offer adult education and high school equivalency preparation programs, but many potential learners struggle to identify the right entry point, interpret multiple credential options, or understand how to begin the process of returning to school. Adults may be unsure which program best fits their readiness level, language background, or schedule, and they may feel intimidated by intake procedures, online enrollment systems, or formal academic settings. As a result, individuals with strong initial motivation can lose momentum before they ever enroll in a class or meet with an adult education provider.

Wisconsin Literacy's statewide membership includes public libraries that joined the network in part to strengthen their ability to support patrons seeking English language learning (ELL), adult basic education (ABE), and GED or HSED pathways. Member libraries have reported that before accessing Wisconsin Literacy resources and partnerships, staff frequently received questions about how to complete high school but often lacked a clear process for helping patrons determine what to do next. Wisconsin Literacy and the Wisconsin Department of Public Instruction also regularly receive calls from libraries and community members asking how a learner should move the process forward, including inquiries from young adults who recently left the K–12 system and older adults returning to education after many years away. This recurring demand underscores the need for a structured, library-based navigation model that helps move conversations from basic information sharing toward concrete educational next steps.

Public libraries are uniquely positioned to support individuals exploring educational opportunities because they are widely accessible, trusted community institutions embedded in urban, rural, and Tribal communities across Wisconsin and the nation. Many adults begin searching for information about education or career advancement at their local library, where they can ask questions without the formality or perceived judgment of an institutional setting. Library staff regularly assist patrons with job searches, continuing education inquiries, workforce development resources, and digital literacy support, and questions about completing a GED or HSED frequently arise during these interactions. National initiatives such as Adult Literacy through Libraries, developed collaboratively by ProLiteracy and the American Library Association, document the important role libraries already play in connecting community members with adult education opportunities, especially among adults who may not otherwise approach a technical college or traditional adult education provider (ProLiteracy, 2024; American Library Association, 2015). Research on adult learner persistence in library literacy programs further suggests that libraries are effective access points for adults who face barriers to formal education systems and benefit from intentional navigation support (Wallace Foundation, 2013).

Despite this role, most libraries lack structured tools that help staff guide patrons through the earliest stage of exploring high school equivalency pathways. Staff may be able to provide a website, a phone number, or a program brochure, but they often do not have a consistent process for clarifying a patron's goals, assessing readiness, documenting the interaction, or making a referral in a way that supports follow-through. As a result, many interactions remain informational rather than leading to meaningful engagement with adult education programs.

Few structured tools currently exist that help libraries guide patrons through the earliest stage of the adult education journey. This project addresses that gap by developing a structured navigation model that helps libraries move beyond providing general information and instead guide patrons through a clear pathway from inquiry to educational referral. A key feature that distinguishes the project from many existing adult education efforts is its focus on the pre-enrollment stage of the learner journey. Most adult education initiatives focus on classroom instruction, persistence supports, or wraparound services after learners have already enrolled. In contrast, this toolkit addresses the moment when an individual first begins exploring the possibility of returning to school. Studies of adult learner persistence consistently show that structured intake, goal clarification, and a clear first step at the point of first contact influence whether adults ultimately enroll and persist (National Center for the Study of Adult Learning and Literacy, 1999; Comings, 2007; Luna, 2024). By supporting patrons at this earliest stage, when motivation is often highest, libraries can help more adults move from curiosity about education to active participation in adult education programs.

The innovation of the project lies in adapting education navigation practices for use in everyday public library service environments and packaging them into a practical, replicable toolkit. Rather than asking libraries to become adult education providers, the toolkit equips staff with a guided workflow that combines a learner interview, a preliminary readiness check, and a supportive referral process that can be integrated into routine service interactions. The toolkit will include adaptable templates, implementation guidance, a standalone digital interface, staff training materials, and partnership tools that libraries and their local adult education partners can configure to reflect local programs and referral pathways. This approach introduces a coherent model that other libraries can adopt while remaining appropriately scaled to the public library role.

The toolkit will also strengthen partnerships between libraries and adult education providers such as technical colleges and community-based literacy organizations. Rather than simply directing patrons to external programs, library staff will facilitate a warm handoff to a designated partner contact, helping patrons take a concrete next step while they are still at the library. Strengthening these connections will help ensure that individuals seeking educational advancement receive clearer guidance and are more likely to follow through on referrals. It will also give partner providers better information about who is being referred and what support the patron may need.

Supporting individuals in completing high school equivalency credentials also contributes to broader workforce development goals. Adults who obtain GED or HSED credentials gain access to additional educational opportunities, job training programs, and career pathways that may not otherwise be available to them. By helping libraries connect patrons with adult education programs that support these goals, the toolkit will strengthen community efforts to promote workforce readiness and lifelong learning, particularly in communities where residents have limited access to formal educational institutions.

Ensuring equitable access to educational information and opportunities is a central goal of this project. Adults seeking high school equivalency credentials come from diverse backgrounds and may face barriers related to language, literacy, disability, and familiarity with educational systems. To support accessibility, toolkit materials will be written in plain language so that they are clear and approachable for library staff and patrons alike, and key patron-facing materials will be translated into languages commonly spoken within participating communities. Libraries also play an essential role in helping individuals navigate the digital systems that are increasingly required to access education and workforce opportunities. By combining digital access support with personalized educational navigation, the toolkit will help libraries guide patrons from initial inquiry to meaningful participation in education programs.

The primary beneficiaries of this project will be library patrons seeking information about completing a high school equivalency credential. Through the navigation process supported by the toolkit, patrons will receive personalized guidance that helps them clarify their goals, understand their readiness for GED or HSED preparation, and connect with appropriate education providers. Library staff will benefit by gaining tools that increase their confidence and consistency in handling these requests, and communities will benefit through stronger connections between libraries, literacy organizations, and adult education providers. Because public libraries across the United States regularly receive GED and HSED questions but lack structured navigation tools, the model developed through this project has strong potential to inform library services nationwide and contribute to a more coherent, equitable system of on-ramps into adult education.

Project Work Plan

The project will be implemented through a phased process of research, planning, development, pilot implementation, evaluation, refinement, and dissemination across a 24-month period from September 1, 2026 through August 31, 2028. This structure allows Wisconsin Literacy and its partners to develop the Library-Based Pathways to High School Completion Toolkit, test it in diverse library environments, and refine the model before broader distribution. The overall goal is to develop, test, and document a toolkit that enables library staff to guide patrons from an initial GED or HSED inquiry through a structured navigation process that concludes with a warm referral to an appropriate adult education provider.

Phase 1: Project Launch, Partnership Development, and Research (Months 1–6, September 2026–February 2027)

Wisconsin Literacy will launch the project, formalize partnerships with pilot libraries and adult education providers, and complete a research and environmental scan to inform toolkit design. Activities during this phase will include convening an advisory group that includes public library staff, technical college adult education administrators, and community-based literacy organization representatives; reviewing current practices used by libraries and adult education providers to support individuals pursuing high school equivalency credentials; conducting structured consultations with staff in urban, rural, and Tribal libraries; selecting and confirming 8–10 pilot library sites; identifying an adult basic skills screener

in consultation with pilot libraries and adult education partners; and completing a draft toolkit framework and workflow outline. The selected screener will be brief, validated for adult basic education contexts, and appropriate for administration in non-classroom environments such as public libraries.

Phase 2: Toolkit Development (Months 5–10, January 2027–June 2027)

Using findings from Phase 1, Wisconsin Literacy will develop the toolkit and supporting materials. This phase will produce the learner interview guide and templates; assessment guidance, including administration protocols, score interpretation guidance, and staff training materials; referral workflow documentation; patron-facing materials in plain language; translated versions of key materials; staff implementation and quick-reference guides; and a digital interface prototype that supports the full navigation workflow. The digital interface will function as a guided workflow tool that helps library staff document the learner interview, record assessment results, generate referral forms, and track navigation sessions for evaluation purposes. The interface will operate as a standalone tool that libraries can access through a secure web-based platform.

Phase 3: Pilot Implementation (Months 11–18, July 2027–February 2028)

Once initial development is complete, the toolkit will be piloted in 8–10 public libraries representing urban, rural, and Tribal communities across Wisconsin. Prior to launch, Wisconsin Literacy will provide in-person and virtual training to participating library staff so that implementation is consistent across pilot sites. Wisconsin Literacy anticipates training 20–30 library staff during this phase. Pilot libraries will integrate the toolkit into existing public service interactions with patrons who inquire about high school equivalency opportunities. During the pilot, Wisconsin Literacy anticipates supporting approximately 250–400 patron navigation sessions, administering preliminary assessments with approximately 150–250 patrons, and completing approximately 125–200 referrals to adult education providers. Wisconsin Literacy will gather ongoing feedback from library staff, patrons, and partner providers through service logs, feedback forms, and quarterly check-ins.

Phase 4: Evaluation, Revision, and Finalization (Months 15–22, November 2027–June 2028)

Throughout and following the pilot, Wisconsin Literacy will evaluate toolkit effectiveness and refine materials based on feedback from participating libraries and partner organizations. Revisions may include improving interview prompts, clarifying assessment guidance, strengthening referral procedures, and simplifying implementation materials. This phase will culminate in a pilot evaluation report documenting patron engagement, referral outcomes, staff experience, and usability findings; a revised and finalized toolkit; updated implementation and training materials; and a finalized digital interface ready for broader distribution.

Phase 5: Dissemination and Sustainability (Months 20–24, May 2028–August 2028)

After revisions are complete, Wisconsin Literacy will distribute the toolkit broadly across Wisconsin through its statewide network and make it available nationally through online publication and conference presentations. Activities during this phase will include publishing the completed toolkit and implementation guide on the Wisconsin Literacy website, sharing toolkit materials through Wisconsin Literacy's network of member organizations and partner providers, offering professional development workshops for library staff interested in implementing the model, presenting project findings at state and national library and literacy conferences, and submitting a final project report to IMLS.

Toolkit Workflow

Step 1: Learner Interview. The process begins with a structured learner interview, during which library staff work with patrons to discuss educational background, goals, timeline, and potential barriers to returning to school. This conversation

helps staff understand the patron's motivations, identify the type of educational support that may best meet the patron's needs, and begin building the rapport that adult learner persistence research identifies as important to follow-through (Comings, 2007). This builds on practices used in adult education programs across the United States, where personal education plans are developed with learners to help clarify goals, identify barriers, and map a pathway toward credential completion and further education or employment.

Step 2: Preliminary Skills Assessment. Following the interview, the toolkit will guide library staff in administering a brief, validated adult basic skills screener to provide preliminary insight into the patron's readiness for high school equivalency preparation. Many public libraries already administer standardized assessments and proctored exams using existing testing computers, and staff participating in the pilot will build on this capacity with brief online training associated with the selected screener. The assessment will provide an initial indication of academic readiness and help inform referral decisions; it will not replace the formal intake and placement procedures used by adult education providers. Before completing the assessment, patrons will provide written consent allowing their results to be shared with partner adult education providers for referral purposes. Assessment results will be stored within a centralized assessment portal managed by Wisconsin Literacy. No physical copies of assessment results will be stored at participating libraries.

Step 3: Interpretation and Pathway Guidance. Library staff will use guidance within the toolkit to interpret assessment results and identify an appropriate referral pathway. Depending on the patron's goals and readiness, the toolkit will help staff determine whether the patron may benefit from enrolling directly in a technical college adult education program or connecting first with a community-based literacy organization that provides foundational tutoring or instruction. This step is designed to support individualized, appropriate referrals rather than generic program lists.

Step 4: Warm Referral and Follow-Through Support. The toolkit concludes with a structured referral process that moves beyond simply providing contact information. Using the toolkit, library staff will identify an appropriate local program in a shared digital directory, complete a brief digital referral form, and — with the patron's permission — send it directly to a designated contact at the adult education provider. When possible, staff will also support patrons in taking a concrete next step while still at the library, such as scheduling an orientation session, submitting an online interest form, or composing a brief introductory email. The digital system will notify partner providers that a patron has been referred and will record the referral within the tracking system so that Wisconsin Literacy can monitor activity and evaluate toolkit effectiveness. When possible, library staff will also connect patrons with community resources that address barriers such as childcare, transportation, or work schedules that may affect their ability to pursue educational goals.

Project Leadership and Staff

The project will be led by Wisconsin Literacy, a statewide nonprofit organization founded in 1985 with extensive experience supporting literacy initiatives and collaborating with libraries across Wisconsin. Hannah Hirsch, Library Services Program Manager, will serve as the primary project lead and will oversee research, toolkit development, pilot implementation, and reporting. Ashleigh Henrichs, Associate Director, will provide project supervision and strategic oversight. Jamie Kobs, Manager of Digital Literacy, will contribute expertise in adult education curriculum development to support the design of toolkit materials. Dan Torres, Data and Communications Manager, will contribute graphic design expertise to ensure that toolkit materials are accessible and easy to use. Jake Gorges, Executive Director, will provide organizational leadership and support the development of the digital application associated with the toolkit.

Evaluation

Project impact will be evaluated through a combination of output, outcome, and process measures collected throughout the pilot period. Output measures will include the number of patron inquiries related to GED and HSED services, the number of learner interviews conducted, the number of assessments completed, and the number of referrals made to adult education providers. These measures will track the reach and scale of toolkit implementation across pilot sites.

In addition to output measures, the project will assess short-term outcomes for both patrons and staff. Patrons who participate in the navigation process will be asked brief, plain-language questions about whether they feel clearer about their next educational step, more confident in their ability to pursue a GED or HSED credential and better supported during the interaction. Library staff will complete pre- and post-pilot surveys assessing changes in their confidence supporting patrons with high school equivalency questions, their perception of referral consistency and appropriateness, and the degree to which the toolkit improves service delivery for these requests. When feasible, partner adult education providers will report whether library-referred patrons attend an orientation session or complete program intake, providing an early indicator of successful referral follow-through.

Wisconsin Literacy will also gather qualitative feedback from participating libraries and partner organizations through focus discussions, open-ended survey questions, and implementation notes to assess toolkit usability and identify opportunities for improvement. All patron information collected through the navigation process will be limited to what is necessary to support referrals and will be handled in accordance with existing library and partner policies on privacy and data security. Evaluation data used for reporting will be de-identified or aggregated so that individual patrons cannot be identified.

Project Results

The primary result of this project will be the development, pilot implementation, and dissemination of the Library-Based Pathways to High School Completion Toolkit, along with documented practices that can guide libraries implementing similar models. The toolkit introduces a practical, evidence-informed model that helps libraries guide patrons from an initial question about completing high school to a supported referral into an adult education program — addressing a gap that exists in library systems across Wisconsin and nationwide.

Deliverables

The completed toolkit will include the core materials required to support consistent implementation in library settings. Deliverables will include:

- a structured learner interview guide with templates adaptable for diverse community settings;
- preliminary skills assessment guidance, including administration protocols, score interpretation guidance, and staff training materials;
- a referral workflow system including a digital referral form, a directory of adult education providers, designated partner contact protocols, and patron-facing next-step materials;
- plain-language patron-facing materials explaining GED and HSED pathways and what to expect from the referral process;
- translated versions of key materials for languages commonly spoken in participating communities;
- a staff implementation guide and quick-reference materials;
- partnership development resources to help libraries establish and maintain referral relationships with adult education providers; and
- evaluation tools that help libraries track patron engagement, staff confidence, and referral outcomes.

Together, these deliverables will provide libraries with practical tools that allow staff to move beyond basic information sharing and offer personalized guidance to patrons exploring high school equivalency pathways. Rather than leaving patrons with a website or phone number, library staff will be able to provide structured support that helps patrons clarify goals, understand readiness, and take a concrete next step toward adult education at the moment motivation is highest.

Scalability and Adaptability

The toolkit will be designed to be adaptable, scalable, and usable across diverse library environments. Because the model builds on existing library services — reference assistance, exam proctoring, workforce support, and community referrals — libraries will be able to integrate it into current workflows without requiring extensive new programming or staffing. Materials will be written in plain language and structured for use in a range of service contexts, from large urban branches with dedicated adult services staff to small rural libraries with limited personnel. Pilot implementation in libraries serving urban, rural, and Tribal communities will help ensure that the final toolkit reflects diverse community needs and can be adapted by libraries of varying size, capacity, and local partnership structure.

Dissemination

Wisconsin Literacy will share project findings and toolkit materials through multiple channels to ensure that the model reaches libraries, literacy organizations, and adult education providers that may benefit from adopting it. Dissemination strategies will include free public access to the completed toolkit and implementation guide on the Wisconsin Literacy website; distribution through Wisconsin Literacy's statewide network of member organizations, partner libraries, and adult education providers; presentations at state and national library and literacy conferences, including the Wisconsin Library Association Annual Conference, the American Library Association Annual Conference, and ProLiteracy's national conference; professional development workshops for library staff interested in implementing the toolkit; and, where appropriate, publication of findings in relevant practitioner-focused journals or newsletters.

Sustainability

The benefits of this project will continue beyond the grant period through ongoing use and refinement of the toolkit by libraries across Wisconsin. Wisconsin Literacy will maintain toolkit materials online, continue to host and use the digital navigation interface, and incorporate the model into its existing training and technical assistance services for libraries and literacy organizations. As additional libraries adopt the toolkit, feedback from staff and partners will inform ongoing improvements and updates to the materials. Wisconsin Literacy will also explore opportunities to expand the model in partnership with state and local workforce systems. Future applications may include supporting individuals navigating employment and training pathways connected to programs such as Wisconsin Works (W-2), FoodShare Employment and Training (FSET), and related workforce initiatives that require participants to pursue education and credential attainment.

National Impact and Contribution to the Field

This project contributes to a critical and underserved area in both the library and adult education fields. While substantial evidence documents the importance of early intake, goal-setting, and structured referral in adult education systems, few structured resources help library staff apply those practices within everyday public service workflows. By documenting patron engagement, referral outcomes, staff experience, and implementation across urban, rural, and Tribal library contexts, the project will contribute practical knowledge about the feasibility and effectiveness of library-based educational navigation.

Public libraries across the United States regularly receive questions from patrons seeking guidance about completing their high school education, yet few structured resources exist that help library staff move beyond providing basic information. By developing and documenting a toolkit that can be adapted to diverse communities, Wisconsin Literacy will provide a practical framework that libraries nationwide can use to strengthen their role as gateways to adult education pathways.

The project will demonstrate how libraries can integrate structured educational navigation into everyday service interactions while building stronger partnerships with adult education providers. By documenting implementation across urban, rural, and Tribal communities, the project will contribute practical knowledge about how library-based navigation

models can help more adults move from initial curiosity about returning to school to meaningful participation in adult education programs.

Through the development, testing, and dissemination of this toolkit, Wisconsin Literacy will strengthen the role of public libraries as trusted community partners in lifelong learning and workforce development while contributing a scalable, evidence-informed model that other library systems can adopt to support adult learners navigating complex education and workforce systems.

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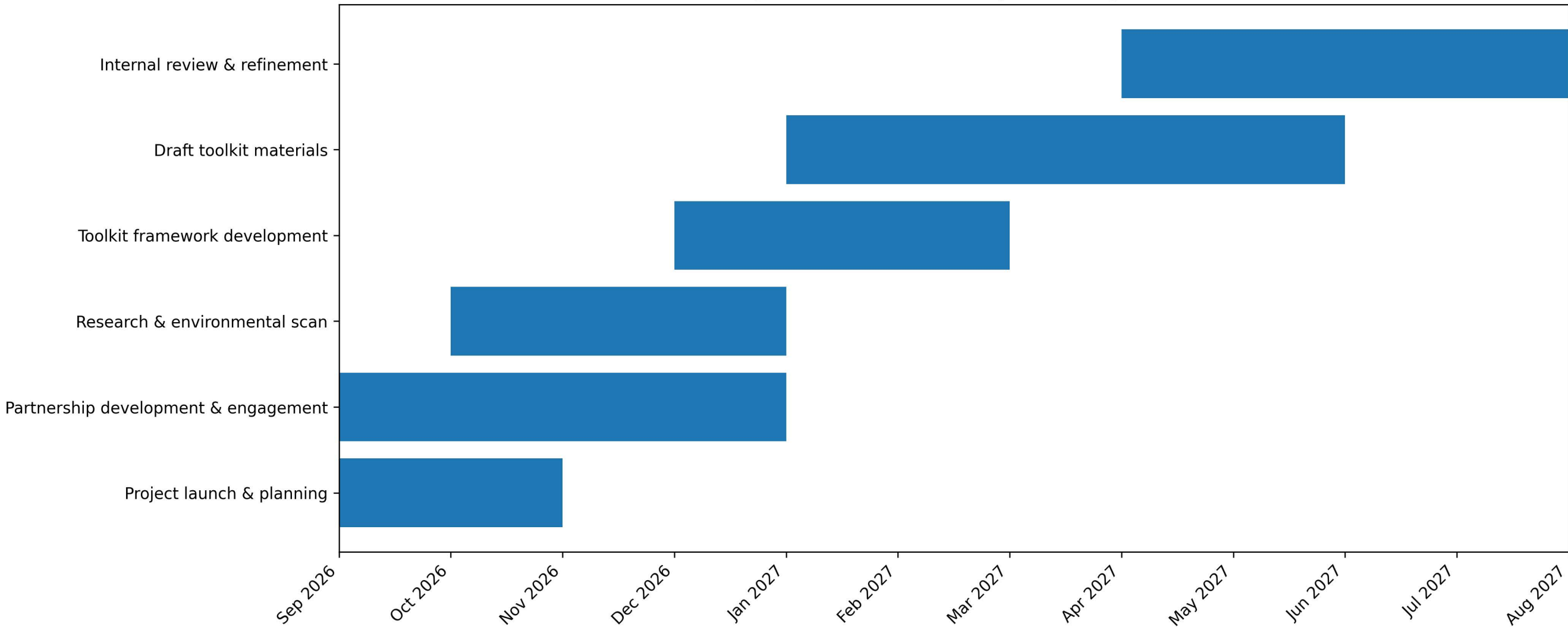
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Project Schedule - Year 1 (Sept 2026–Aug 2027)



Project Schedule - Year 2 (Sept 2027-Aug 2028)

