MEMORANDUM

To: Peter Mazzei, Manager
   Office of Legislative Services Library

From: Lansing Davis, Senior Policy Analyst

Through: Henry Plotkin, Executive Director

Subject: Plan and Report of the State Council for
         Adult Literacy Education Services

Date: June 20, 2006

Attached please find the Report and Plan for the State Council for Adult Literacy
This year’s activities will be provided in a 2006 Annual Report.

If you have any questions, please contact me at 609-633-0605.
State Council for Adult Literacy Education Services

Report
2000 – 2005

Background

The State Council for Adult Literacy Education Services (SCALEs) was established in the State Employment and Training Commission (SETC) by State statute in 1999 and was charged with:

...developing a broad-based statewide Master Plan, which integrates and coordinates all adult literacy programs. At a minimum, the Plan shall address service delivery, consolidation and coordination, funding and accountability, staff development and training, technology and advocacy. The Plan shall include a proposal to consolidate the State supported literacy programs (C:34:15C-19a).

The SETC convened the first meeting of the Council on July 25, 2000, soon after receipt of a notice of appointments from the Legislature and Governor.

Definition of Literacy

As a first step to build consistency in the adult literacy delivery system, the Council adopted the following definition of literacy from the Adult Education and Family Literacy Act, which appears as Title II of the Workforce Investment Act (WIA) of 1998:

An individual’s ability to read, write, and speak in English, compute and solve problems, at levels of proficiency necessary to function on the job, in the family of the individual, and in society.

This definition is consistent with the one adopted by the Task Force on Adult Literacy, and presented in its report The Literacy Connection: Improving Adult Literacy in New Jersey (1998). Operationally, adult literacy education focuses on the provision of services to improve the literacy skills of individuals who:

1. Have attained 16 years of age;

2. Are not enrolled or required to be enrolled in secondary school under New Jersey law; and,

3. Exhibit one or more of the following characteristics:
a. Lack sufficient mastery of basic educational skills to enable them to function effectively in society;

b. Do not have a secondary school diploma or its recognized equivalent, and have not achieved an equivalent level of education; or,

c. Are unable to speak, read, or write the English language.

Summaries of Reports

Preliminary Report on the Adult Literacy Funding and Delivery System

The Preliminary Report (January 2002) addressed setting standards for the adult literacy delivery system and its funding. The Report documented that the Council in concert with the State Employment and Training Commission (SETC) adopted Equipped for the Future (EFF) as New Jersey’s adult literacy content standards. Developed by the National Institute for Literacy, EFF is a set of 16 standards that focus squarely on what adults need to know and be able to do to effectively carry out their roles as worker, family member, and citizen. In addition to including the academic skills traditionally classified as basic skills, EFF also encompasses a broader set of skills necessary for success in modern society:

- Communication Skills – Read With Understanding, Convey Ideas in Writing, Speak So Others Can Understand, Listen Actively, and Observe Critically.


- Interpersonal Skills – Cooperate With Others, Guide Others, Advocate and Influence, and Resolve Conflict and Negotiate.

- Lifelong Learning Skills – Take Responsibility for Learning, Learn Through Research, Reflect and Evaluate, and Use Information and Communications Technology.

EFF focuses on learner goals. Its instructional framework emphasizes active engagement of learners in the educational process, while focusing on real world outcomes, e.g., communicating directives to a co-worker, advocating and cooperating with a child’s teacher to improve her/his success, and making decisions about community issues.

The Report also portrayed the adult literacy system as severely fragmented and poorly coordinated. At the State level adult literacy was administered by 4 different State agencies through 23 programs. At the local level, programs vied
for grant funds without central coordination or leveraging of resources between providers or within programs.

The Report recommended:

- Consolidating the 23 programs in 4 State departments that currently administer adult literacy education under one State agency.

- Charging Workforce Investment Boards (WIBs) with planning and coordination for adult literacy education at the local level.

**Report of the State Council for Adult Literacy Education Services**

The Report of the Council (May 2003) reaffirms the two recommendations contained in the Preliminary Report, reasserts the importance of integrating EFF through the workforce investment system, and then turns its attention to other critical factors that affect adult literacy education service delivery in New Jersey. The Report recommended:

- Implementing EFF throughout the workforce investment system.

- Coordinating State-level policy for adult literacy planning, implementation, and oversight through the State Council for Adult Literacy Education Services.

- Improving access and availability to high school completion/certification options, that is, adult high schools, GED programs, and diploma awarded for completion of thirty college credits.

- Consolidating State initiated professional development programs in support of adult literacy education services under the agency responsible for adult literacy education and planning in collaboration with the State Council for Adult Literacy Education Services.

- Collecting performance outcomes data based on the United States Department of Education’s National Reporting System for all participants involved in adult literacy education programs that are supported with State or federal funds.

In addition to these recommendations, the Report suggested that other important issues be addressed such as the certification of teachers of adult literacy, improving access to adult literacy education, connection to post secondary education, and family literacy.

**Proposed Three-Year Professional Development Plan for the Adult Literacy Delivery System**

In 2004, the Council proposed a Three-year Professional Development Plan for the adult literacy delivery system. The Plan outlined a vision for professional
development and a set of goals and strategies to build the capacity of the literacy system to delivery consistently high quality services that achieve State goals and outcomes. The Plan was submitted to the Department of Labor and Workforce Development (LWD) and the State Employment and Training Commission (SETC). Both LWD and the SETC approved the Plan; these two agencies in concert with other relevant State agencies and local stakeholders began operationalizing the Plan.

**Broad-based Statewide Master Plan**

Collectively, the three Council documents mentioned above, *Preliminary Report on the Adult Literacy Funding and Delivery System*, *Report of the State Council for Adult Literacy Education Service*, and *the Proposed Three-Year Professional Development Plan for the Adult Literacy Delivery System*, serve as the initial Statewide Master Plan for adult literacy. (A copy of each of the Plans is attached.) The Council considers the Master Plan an evolving document. As part of its statutory mandate, the Council will continue to make revisions and/or add elements to the Plan.

**Major Accomplishments and Concerns**

1. Statewide adult literacy standards: the State adopted the Equipped for the Future Content Standards which link literacy skills to performance in adult roles (workers, family members, and citizens).

2. Consolidation of 23 adult literacy programs in 4 State agencies: through government reorganization the majority of adult literacy programs are now administered through the LWD.

3. Local Literacy Planning: the State’s 18 WIBs are responsible for coordinating local literacy planning.


5. Professional Development: LWD adopted SCALES Three-Year Professional Development Plan. The Plan includes development of a curriculum to ensure a basic understanding of the principles of adult education and adherence to standards, EFF training, collaboration with other agencies and organizations to address the professional development needs of adult educators. Although the immediate beneficiaries of these professional development strategies are the educators, the overarching goal is to improve instruction which will benefit learners.
6. Adult High School Funding: SCALES continues to push for restoration of a dedicated source for funding adult high schools. Adult high schools provide a stable infrastructure for the local adult literacy system. These schools contribute facilities, full-time teaching staff, and a reliable funding source that can be leveraged with other grants to offer an array of programs and services for adult learners.

Council Structure

With full membership, the State Council for Adult Literacy Education Services shall consist of 27 members appointed by the Governor and the Legislature. During this reporting period the Council selected two Chairs to preside over it: Donald Loff, (2000-2001) and Paula Davis, (2002-2005).

To focus on specific tasks and to make recommendations back to the full body, the Council also formed the following standing Committees: Steering Committee, Funding Subcommittee, and Professional Development Subcommittee. In additional, members represented the Council on a number of State workgroups.

Meeting Dates

2000

1. July 25 – Department of Labor, Trenton

2. August 24 – Department of Labor, Trenton

3. September 12 – Program Improvement Resource Center, Edison

4. October 18 – Department of Community Affairs, Trenton

5. November 9 – Mary E. Roebling Building, Trenton

2001

1. January 10 – PaineWebber, Princeton

2. May 9 – Middlesex County College, Edison

3. November 14 – New Jersey Network, Trenton

2002

1. April 17 – Department of Labor, Trenton
2. July 10 – Department of Labor, Trenton

3. September 10 – Middlesex County Workforce Investment Board, New Brunswick

2003

1. March 12 – Center for Women and Work, Rutgers University, New Brunswick

2. May 8 – Center for Women and Work, Rutgers University, New Brunswick

3. November 5 – Center for Women and Work, Rutgers University, New Brunswick

2004

1. March 29 – Center for Women and Work, Rutgers University, New Brunswick

2. July 8 – Center for Women and Work, Rutgers University, New Brunswick

2005

1. March 28 – Center for Women and Work, Rutgers University, New Brunswick

Membership

Chairs

1. Donald Loff, PaineWebber, Chair (2000-2001)


Ex-Officio Members

3. Executive Director, Commission on Higher Education

4. Commissioner, Department of Community Affairs

5. Commissioner, Department of Corrections

6. Commissioner, Department of Education
7. Commissioner, Department of Human Services
8. Commissioner, Department of Labor and Workforce Development
9. Secretary/CEO, NJ Commerce, Economic Growth and Tourism Commission
10. Executive Director, State Employment and Training Commission
11. Executive Director, The New Jersey Network

Other Members

12. Carmelita Acciola, Gloucester County College
13. Harold Beder, Rutgers University
14. Ana Cruz, Perth Amboy Adult School
15. Nancy Fisher, Jewish Vocational Services
16. Thomas Henry, Retired
17. Caryl Mackin-Wagner, Focus on Literacy
18. Enrico Prata, James Caldwell High School
19. Julio Sabater, Universal Communication
20. Barry Semple, New Jersey Association for Life Long Learning
21. Honorable Samuel Thompson, Assemblyman, District 13
22. Nicholas Yovnello, Council of NJ State College Locals
PRELIMINARY REPORT ON THE
ADULT LITERACY FUNDING AND DELIVERY SYSTEM

(Phase One of the Proposed Adult Literacy Statewide Master Plan)

By the

The State Council for Adult Literacy Education Services

Presented To

The State Employment and Training Commission

*John J. Heldrich, Chairman*

January 23, 2002
INTRODUCTION

History

The State Council for Adult Literacy Education Services (SCALES) was established by Public Law in 1999. One of the charges to the Council is:

...developing a broad-based Statewide master plan, which integrates and coordinates all adult literacy programs. At a minimum, the plan shall address service delivery, consolidation and coordination, funding and accountability, staff development and training, technology and advocacy. The plan shall include a proposal to consolidate the State supported literacy programs (C:34:15C-19a).

There are nine goals to fulfill the Council’s mission. (See Appendix A). What follows in this document is a preliminary discussion and recommendations on only two of those goals. Subsequent work of the Council will address the remaining goal.

To facilitate planning, the Council established three committees: Goals, Professional Development and Funding/Delivery System. The Goals Committee was charged with refining the goals of the Council; the Professional Development Committee was charged with developing a professional development plan; and the Funding/Delivery System Committee was charged with collecting data necessary for understanding funding and delivery system issues prior to developing the funding and delivery system portion of the master plan. A Steering Committee was subsequently formed to provide overall guidance to the Council and its Subcommittees.

In the spring of 2000, the Professional Development Committee recommended to the Council that Equipped for the Future (EFF) become the State framework and standards for adult literacy education and the recommendation was accepted by the Council. Subsequently, the Professional Development Committee recommended an implementation plan for EFF to the Council and it too was accepted. Both recommendations were ultimately accepted by the State Employment and Training Commission.

The Council has now turned its attention to funding/delivery issues, which have proven more complex to analyze. Based on its initial work on funding and delivery, the Council has drafted this preliminary report. Although there will be continued effort to address these issues, approval of this report along with the professional development plan that has already been accepted will represent two key elements of the larger Statewide Master Plan.

The Funding and Delivery System

It is axiomatic that sound planning requires adequate information. Thus, starting with the data already collected by the SCALES Funding/Delivery System Committee, the first task of the planning effort, reported here, was to collect, synthesize and analyze
information needed to support conclusions and policy recommendations. This effort was
guided by two important questions: 1. What is the current delivery system for adult
literacy education like? and 2. What changes are necessary to make the delivery system
more effective?

Although on the face of it, these questions appear simple, the answers were not; for, as
the reader will discover as this report progresses, the delivery system for adult literacy is
extraordinarily complex and very different from the K-12 and higher education systems
with which most policy makers are familiar.

In describing the delivery system, we looked at both structure and process. The structural
aspects included funding levels of component programs, resource allocation mechanisms,
organizational structure, laws and administrative regulations. Process dimensions
included coordination, decision-making, and how funds and resources flow through the
system.

In identifying changes that were necessary to make the delivery system more effective,
we focused on pivot points. Pivot points are places in the delivery system that, when
changed positively have salutary effects on other parts of the system. Thus, if we could
identify pivot points, it might be possible to effect major reforms of the delivery system
by changing just one or a few "pivot" components.

Our strategy for addressing the guiding questions had both quantitative and qualitative
components. For the quantitative component, we collected and verified funding and
participation data from all parts of the system. For the qualitative component, we
interviewed key stakeholders at the state and provider levels and adult literacy
professionals in other states to identify best practices. More detailed descriptions of our
methods will be described in the sections dealing with the current system structure and
stakeholder perspectives.

This preliminary report has three sections that follow. The first section, Goals, focuses
on the goals of the adult literacy education system. This is important because goals
represent critical context and the guiding direction of the Master Plan. The second
section, How the System Works, describes the current funding/delivery system and
presents stakeholder perspectives on funding/delivery system problems and solutions.
The final section reports conclusions and preliminary recommendations.
I. GOALS

A review of the literature reveals that there is no consensus on the goals for adult literacy education within the field (Beder, 1991). Some, for example, advocate building discrete skills in reading, writing and math while others believe that developing functional competency in important life tasks is the proper role of adult literacy. Still others claim that helping learners understand the social forces that shape their lives is the most important goal. If, as part of the master plan development, we had had to negotiate the goals for adult literacy in New Jersey, the task of preparing a plan would have been extremely difficult. Fortunately, however, this important step in planning had been decided before our work began. By action of the SCALES and the SETC, the goals of adult literacy education in New Jersey are embodied in Equipped for the Future (EFF). EFF is a set of standards that guide assessment, the development of curriculum, and the conduct of instruction. These standards are expressed in a graphic commonly called "the wheel".

![Equipped for the Future Standards](image)

Figure 1, Equipped for the Future Standards.

Having the EFF standards as the goal for adult literacy in New Jersey is important for several reasons. First, the EFF standards expand the traditional goals of adult literacy-reading, writing and math - to include a wider range of the skills adults need to be
successful in their families, communities and work. The standards, for example, include such things as problem solving, conflict resolution, speaking and listening. Second, the standards are relevant to all constituencies of the workforce system, and as evidenced by the acceptance of EFL by the SETC, there is consensus among the agencies and providers that make up the system that the standards are important and obtainable. Finally, and perhaps most importantly, the standards are designed to apply in three contexts, the family, the community and the workplace. Because these three contexts are holistically integrated, it follows that an effective workforce literacy system should not focus merely on employment alone. Workers from healthy families, for example, are better workers. Likewise, healthy communities attract business investment and workers who have good jobs are better able to contribute to both their families and their communities.

II. HOW THE SYSTEM WORKS

THE CURRENT FUNDING AND DELIVERY SYSTEM

It is necessary to understand how the current funding and delivery system works prior to making decisions about changes and reform. This section describes the current system in New Jersey, how the money flows, how much money there is and how many people are served. The system is diffuse and complex; therefore, the information presented here is as good an overall picture as possible, one that provides a solid understanding of the current system and enables informed decision-making. We looked at the system from both the state level and the provider level.

What we found was a system with no central coordination. One where there are at least twenty-six different and independent funding streams in four state departments and three non-governmental sources. Providers vie for funds from these various sources. Provider services and programs are based not on need but rather on the types of funding that they are successful in attaining. This is because each source of funding comes with its own eligibility requirements, accountability measures, application procedures, fiscal calendar and reporting requirements.

Methodology

To build a picture of the current system we started by doing a thorough review of the pertinent federal and state laws and regulations. This helped to identify the intents, requirements and constraints of the funding streams. Then we built upon the work done by the SCALES’ Funding/Delivery System Committee. To supplement, verify and enrich our understanding of information gathered by the committee we conferred with council members and other knowledgeable sources within the adult literacy system, especially those within the state departments that are responsible for the dispersion of the funds. We also located additional documentation to further validate our findings.

Because of the diffuse and non-cohesive nature of the adult literacy system, complete information was not available for every funding stream. In some cases, enrollment and/or funding data are missing, or enrollment and funding data are from different years.
were also instances where adult literacy was a component of a larger program and it was not possible to separate adult literacy funding and enrollment from the overall funding and enrollment. In these cases, the programs were identified as a source of funding but the funding and enrollment numbers were not included in the totals.

Sources of Funding for Adult Literacy in New Jersey

The following diagram shows the complexity and diffusion of the adult literacy system. It traces the funds sources for adult literacy programs, from federal to state agencies to local providers. It also shows three non-governmental sources. It is important to note that programs coming from a single state department do not necessarily have any internal connections or coordination. The funds flow through different agencies, divisions and offices within the department. Their allocation, eligibility, scope, monitoring and reporting requirements are a function of various federal and state laws and regulations. Providers vie for funds from one or more of these sources. Most providers receive funds from more than one source and therefore must comply with the regulations and requirements of their multiple grants. There are further complexities in the system in that there are circumstances where funds originate with one state department but are administered by another or where funds go from the state to local school board control and from there to the providers.
Funding for Adult Literacy and Basic Education

Note: Each line represents a funding stream. The streams within a particular state department may be, and most are, managed by different agencies, divisions or offices and in many cases are governed by different state and federal laws and regulations. Providers can apply for grants and receive funding from any one or more of the funding streams. Most receive funding from multiple sources which means different application procedures, deadlines, reporting requirements and different student eligibility criteria for each grant.

Note: Each department is represented by a color. Darker shades represent federal funds and lighter shades represent state funds.
Governmental Funding and Enrollment for Adult Literacy

To get an understanding of the size of the adult literacy system, we collected funding and enrollment figures. For those who think of adult literacy as only the money from the federal Adult and Family Literacy Act (also known as The Workforce Investment Act Title II or WIA Title II), it is noteworthy that the Department of Education is only one of three departments with a strong presence in the adult literacy system in New Jersey. Indeed, the Departments of Labor and Human Services each contribute almost equal sums to adult literacy. The figure below shows the relative contributions of the various departments as well as the total enrollment and funding figures. Our estimate is that governmental programs spend approximately $100 million and serve approximately 100,000 people.

*It should be noted that it is not valid or useful to calculate a per person expenditure based on these numbers.* The programs that make up these totals are too varied to average together. Also the $100 million dollar figure includes the anticipated $21 million from the new (2001) *Supplemental Workforce Fund for Basic Skills* legislation which will be administered through the Department of Labor; of course, there are no matching enrollment figures for this money. For a more detailed look at the programs, funding and enrollment, please see Appendix B.
The Provider Level

The adult literacy system at the state level is clearly disjointed and complex. What kind of an impact does this have at the provider level? As previously mentioned, providers vie for funds from the various sources. The programs offered and the populations served by the providers depend on which monies they were successful in obtaining. In order to understand how the adult literacy system functions at the provider level we present two case studies. One is a large urban school district provider and the other is a community college.

New Brunswick Public Schools Adult Learning Center

This is a large urban school district provider of adult literacy services. In the 2000-2001 school year they served 2,601 clients. They have seventeen different programs funded by fifteen different grants. In some cases, a single grant funds multiple programs, such as General Education Development (GED), Adult Basic Education (ABE) and English as a Second Language (ESL) and in other cases, two grants are needed to fund a single program. Almost all the programs are provided at a single location. Rooms are used for one program in the morning, another in the afternoon and a third in the evening. The following diagram shows the relationships between grants and programs at this provider. Each of the grants is on a different fiscal calendar, has different requirements, and different student eligibility criteria. They receive grants from all the major governmental sources as well as one grant from a non-governmental source. On occasion, in order to keep a program going, they have had to apply for new grants from different agencies, as funding from the original source was no longer available. The administrative burden of these multiple grants is overwhelming.

Reliance on grants makes it difficult to predict and plan. Reduction in funding of a grant can precipitate a funding crisis while the advent of a new grant sometimes requires rapid expansion of service to the targeted population without adequate time for planning. The most important funding stream for the Center is the adult high school, a program through which learners can earn a regular New Brunswick School District high school diploma. The adult high school is funded through regular K-12 state aid funneled through the school district. Thus, it is a relatively stable source of funding. Moreover, the adult high school provides funds for a principal and support staff such as counselors and the per-student allocation is higher than for many other of the Center’s grant programs. The adult high school is so important to the Center that if this funding stream were lost, the entire Center would be in jeopardy.
### New Brunswick Public Schools - Adult Learning Center

#### Funding Source

- NJ Dept of Education
- NJ Dept of Human Services
- NJ Dept of Labor (Supplementary WIA-Youth Grant)
- NJ Dept of Education - Adult Basic Skills Grant (WIA Title II)

#### Program

**Adult High School**
- NJ Youth Corps of Middlesex County
- Literacy /Pre-Diploma Basic Skills
- Basic Skills for Deaf Adults
- English as a Second Language
- GED Preparation
- GED Preparation in Spanish

**Evening School for Foreign Born**
- English Literacy and Civics Education Program
- EvenStart Family Literacy Program
- Work First NJ - AWEPE (Alternative Work Experience - Basic Skills/GED and ESL)
- Work First NJ - Job Search Assistance Program
- Hire Attire Boutique and Men's Store - Basic Skills for Retail (AWEPE)
- Project B.E.S.T. - Building Educational Skills for Tomorrow - (Intensive Literacy, ESL and Work Experience for recipients of General Assistance)
- WIA Basic Skills and ESL for the Workplace (for unemployed and underemployed)
- Basic Skills for Culinary Arts (On-site basic skills and work readiness for participants of culinary arts training at Elijah's Promise Soup Kitchen)
- Project A.C.C.E.S.S. (Basic skills, GED, ESL and Workplace readiness skills for participants in M.C.C.'s "Strive" Model project)

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1 Co-sponsored with UMDNJ
2 In Consortium w/ East Brunswick and South River
3 Formerly a Dept of Labor Grant
4 Formerly part of WA Basic Skills and ESL for the Workplace
5 Formerly a Dept of Labor WA grant, moved to a Dept. of Human Services Work First grant
Union County Community College

This is a large urban/suburban community college with multiple campuses. They provide adult literacy services in three different divisions: Continuing Education, Career Institute, and Developmental Education. Continuing Education, which includes the Industry/Business Institute, provides services in basic education and ESL either on a fee-for-service basis (low cost non-credit classes) or through contracts with private businesses, some of which may receive money through the Department of Labor for their programs. The Career Institute receives grants from a number of different sources for basic skills, GED and ESL instruction. The majority of the grant funded adult literacy programs provided by the college go through this Institute. They receive multiple grants from the major governmental sources as well as from foundations and charities. Development Education offers adult literacy education courses as part of the College’s credit course offerings. These are primarily funded through tuition payments. Adult literacy services are offered at all campuses and a number of off-site locations including workplace locations as contracted by businesses or funded by grants. The following diagram shows the relationships between funding sources and programs offered at the college.

1 We know that a significant amount of money and resources goes to developmental education in community colleges; however, as yet, we have been unable to quantify this number. We are continuing to work on identifying valid numbers for this.
Union County Community College

Fee Based Instruction

Contracts with private companies

Dept. of Labor

Dept. of Education

Dept. of Human Services

Charities

Continuing Education

Basic skills, GED and ESL classes offered at multiple sites throughout the county. Classes are fee based. Some on site employee training done through cooperative agreements with local agencies such as the Fire and Police academies.

Industry Business Institute

On-site training for local business and industry. May involve basic skills and ESL instruction. Funded through contracts with private companies and/or Dept. of Labor grants.

Career Institute

Provides basic skills, GED and ESL instruction as well as assessment and testing in a variety of locations throughout the county. Funded through many different grants.

Tuition

Developmental Education

Remedial education in reading, writing, math and ESL for students who are pursuing an associates degree whose entrance exam scores indicate that they are not able to do college level work.

Note: Each of the funding sources indicated may, and many do, provide more than one grant. Grants may come from different divisions, agencies or offices within the specified departments. Each grant has its own eligibility, reporting, monitoring, accountability and scope of program requirements.

1 Tuition monies may come from the students directly or through federal and state grants and loans to the students.
Conclusion – The Current Adult Literacy System

The current system of adult literacy education in New Jersey has several structural problems. Although there are more resources than many realize, there is much duplication of effort and inefficient resource allocation and distribution. There is also evidence of insufficient resources as manifested in overcrowded classrooms, long waiting lists and part-time teaching staff. Adult literacy is still under-funded in comparison with other education and training initiatives. Most importantly, there is no central entity that provides leadership and oversight. The current system of multiple agencies and funding sources severely constrain efficient resource allocation, strategic planning and innovation.

STAKEHOLDER PERSPECTIVES

In the research effort that supported the development of the Statewide Master Plan for Adult Literacy Education, we felt it was important to interview key stakeholders in adult literacy regarding their perspectives on the adult literacy education system. Those interviewed were selected to yield as representative a group as possible. The sample included state officials from all the agencies that fund adult literacy; providers from community colleges, public schools and non-governmental organizations; local officials and WIB administrators. North, Central and South New Jersey were represented.

In total, twenty-six stakeholders were interviewed. Interviews lasted between one-half-hour and an hour-and-a-half and most were tape recorded and transcribed verbatim. The questions asked were relatively open-ended and directed at addressing three overarching questions: 1. How does the adult literacy education currently function? 2. Why does it function as it does? 3. What are the major problems and what changes are necessary to solve them?

The data, in the form of field notes and transcripts, were then analyzed to identify major themes. Three themes emerged, fragmentation, funding/resources and public awareness.

Fragmentation

Fragmentation refers to the perception that the parts of the adult literacy education system are so separated, and in some cases isolated from another, that they cannot work cohesively and effectively toward the common goal of reducing adult literacy in New Jersey. The great majority of our respondents voiced this perception. To a great extent, fragmentation is caused by the reality that adult literacy is administered through twenty-three programs in four separate state departments. Even in a perfect world of beneficent cooperation and harmony, coordination across that many bureaucratic boundaries would be difficult and perhaps impossible. As one respondent remarked,

"We have a case where a program administered by another state department was operating a program for welfare recipients right in the middle of our job training office. We had no idea what those funds were being used for."

The difficulties in coordinating a fragmented system are compounded by the fact that the three state departments that administer most of the adult literacy money, Education, Labor and Human Services, have different operating cultures and priorities for adult literacy. One respondent, for example, noted that while Human Services focuses holistically on individual clients in a case work approach, Education, and
to some extent Labor, deliver “mass” programs for groups of clients. Another respondent noted that Education was so focused on elementary and secondary education that adult literacy was of very little priority. Still another respondent voiced concern that Labor was so focused on employability that the other needs of adult learners did not receive enough attention.

Funding/Resources

While fragmentation is an issue that relates primarily the bureaucratic components of the state adult literacy system, Funding/Resources deals primarily with the provider components of the system.

When speaking about funding and resources, our respondents noted many problems indicative of severe resource scarceness at the provider level. As one provider said,

"We have to turn people away because there are no spaces."

Other commonly noted problems indicative of insufficient resources were lack of classroom space, over-reliance on part-time teachers, waiting lists, inadequate instructional materials and insufficient staff development.

Yet, despite these signs of resource deprivation, we conservatively estimated that there is over $100 million dollars allocated to adult literacy in New Jersey, a figure that is considerably higher than we had anticipated. This suggests that the problem may have more to do with the inefficient and wasteful allocation and distribution of resources than with the sheer amount of funding available.

Resource allocation and distribution is clearly an issue when we look at the impact of funding from 23 different programs in four state departments. Bureaucratic fragmentation produces disjointed resource allocation and this wreaks havoc at the provider level. As one provider put it,

"Currently we are operating 15 different grant programs to maintain the variety of programs we have here. This means 15 different funding streams, 15 different goals and objectives and targeted programs, plus 15 different reporting systems...Each has different calendars, reporting forms and requirements. All of these are operating to provide basic skills instruction. The needs are the same, but because money is targeted, we must recruit different populations. But what we are teaching is very similar. Depending on the funding source and how people (clients) are labeled, if they are from one economic level you can serve them. If they are from another they cannot be serviced. If they are a certain age they go to one class. If they are over an age, they go somewhere else."

Another provider told us,

"There are districts that are dropping programs altogether because the paper work is too difficult to handle. Learners suffer."

Multiple funding sources administered by different state agencies create different eligibility requirements, different reporting requirements and reporting due dates, and the necessity of responding to a multiplicity of proposal applications. This results in a very heavy administrative burden on providers. To compound the situation, grants do not provide enough funds for administration; however, a huge amount of
administrators’ time is spent on grant-related activity. This means that other critical functions such as long term planning, evaluation of instruction and curriculum development just do not get done. Furthermore, support staff such as counselors and job developers often becomes involved in the grant management process to the detriment of their other duties.

Public Awareness

The theme, public awareness, refers to the perception that the general public is not aware of the importance of adult literacy education to a healthy society and economy. As a result, adult literacy receives low priority on the policy agenda and in funding. As one of our respondents put it,

"I would like recognition of adult literacy as a key component of the entire educational landscape. It is not separate and unequal but it is part of the landscape and needs to be recognized. Although it is not the same as K-12, it is still a distinguished piece of the educational process in the United States. It's the black sheep, and the taxpayers think, 'well, we gave you a shot at K-12 and you had the opportunity to go to school—even if that was in Mexico. They say, if they can't read and write, it's their own fault.'"

Part of the reason why there is low public awareness of the importance of adult literacy education is that advocacy is diffused over twenty-three programs in four state departments. Indeed, unlike many other states, there is no agency in New Jersey state government that has adult literacy education as its sole charge. Hence, there is no locus of focused leadership. Another reason is that, because of bureaucratic fragmentation, there is no common voice, no mechanism for developing a focused and coherent message. Improving the public image of adult literacy education is a difficult task that would take a coordinated effort by all parts of the adult literacy system including learners and professional associations. From where is the leadership and coordination to come?

Conclusion – Stakeholder Perspectives

The great majority of stakeholders perceive that the adult literacy education system is fragmented to the point where coordination of service is severely compromised. Providers note that fragmentation creates disjointed resource allocation, a situation where they must administer a plethora of grants to provide comprehensive literacy services, each grant having different eligibility requirements, reporting regulations and proposal processes. Disjointed resource allocation creates a heavy administrative burden on providers that diverts them from providing the educational leadership that is greatly needed. Fragmentation also deters the development of a common voice in support of adult literacy education and the focused leadership necessary to make that voice heard.

III. PRELIMINARY RECOMMENDATIONS

There are two essential realities about New Jersey’s adult literacy education system that converge to substantiate our recommendations. These realities are supported by both the qualitative and quantitative portions of the planning study. First, unlike elementary, secondary and higher education, the adult literacy system is almost exclusively grant funded. Providers vie for funds through grant application processes, sometimes because a grant program provides services their clients need, sometimes because they are asked to by publics within their communities and sometimes simply because they need the money. The net result is that provider programs are configured by their success at grantsmanship, not by strategic planning at any level of the system. Moreover, because they are grant funded, providers must
live by the rules the grants stipulate. The result is a hodgepodge of eligibility requirements, reporting regulations, accountability standards and grant applications that overburden the system and make coordinated service delivery difficult.

Second, at the State level the adult literacy system is severely fragmented with adult literacy programs being administered by four different state departments within twenty-three programs. These programs promulgate the rules and regulations that govern the delivery of service, provide for the selection of providers, and monitor compliance with regulations and standards. Along with the amount of funds allocated, these rules and regulations, which often derive from federal legislation, drive the system.

The myriad of regulations and funding levels that fragmentation produces change as state and federal policy changes, thus thwarting predictability and the ability to plan ahead. Worse yet, even small changes in one funding program can result in significant imbalances in the delivery of service at the provider level.

If the situation as we have portrayed it in this report is to change, there is a sine qua non and that is bureaucratic consolidation at the state level of the various programs that fund and govern the provision of adult literacy education in New Jersey. Our primary preliminary recommendation is:
Recommendation One:

The twenty-three programs in four state departments that currently administer adult literacy education in New Jersey should be consolidated under one state agency responsible for adult literacy education. Implementation of this recommendation would:

- Allow for the coordination and streamlining of eligibility requirements, reporting regulations and grant application processes.
- Provide a locus of leadership and public advocacy for adult literacy education.
- Facilitate long term strategic planning.
- Eliminate the waste associated with the administration of twenty-three different programs.

Although at first glance this recommendation may seem radical, it really is not. Michigan, Tennessee and Kentucky have achieved bureaucratic consolidation of adult literacy with significant success. Broadly speaking, adult literacy education services should be reorganized at the State level along the lines outlined in the State Employment and Training Commission’s White Paper, New Jersey in Transition: The Crisis of the Workforce.

We believe that the WIBs are the logical entities for local coordination as WIBs meet the important criteria for local coordination: They are charged with strategic planning, their membership is representative of the community, and they possess operating resources. Moreover, it would be senseless to create new local coordinating bodies for adult literacy education when appropriate bodies already exist. This leads to our second recommendation:

Recommendation Two:

Local coordination for adult literacy education should be charged to the WIBs. WIBs, along with their literacy committees, should:

- Develop local strategic plans for improving the delivery of adult literacy education and coordinating that delivery with other components of the workforce development system.
- Make recommendations for the allocation of funding to adult literacy education providers.
- Serve as local advocates for adult literacy education.

Bureaucratic consolidation to achieve a rational and cost effective coordination of adult literacy at the state level is only one part of the equation, however. Local coordination is also needed. Despite the excellence of many individual programs at the local level, the adult literacy system at that level lacks any coherence. Programs frequently exist in vacuums with little or no link to each other and no easy pathway for the customers to get their needs met.
Appendix A:  
Statewide Literacy Council Goals

1. To develop a broad-based statewide master plan, which integrates and coordinates all adult literacy programs. (At a minimum, the plan shall address service delivery, consolidation and coordination, funding and accountability, staff development and training, technology and advocacy. The plan shall include a proposal to consolidate the State supported literacy programs.)

2. Report annually to the Governor and the Legislature. The annual report shall include, but not be limited to, the accomplishments and initiatives of the reporting period. The first annual report shall also include the State master plan as called for in the legislation and outlined in goal #1.

3. To facilitate State planning and local planning through Workforce Investment Boards and among service providers to assure concurrence with the State master plan for adult literacy education.

4. To review federal and State legislation, and develop and modify literacy plans accordingly.

5. To develop appropriate performance standards and impact measures and Statewide benchmarks to measure the entire system and programs of adult literacy services;

6. To develop a Statewide strategy to facilitate and improve professional development and information sharing for practitioners and policy makers to promote the availability of services to learners, employers, and service providers;

7. To improve communication among federal, State, and local Literacy initiatives.

8. To recommend strategies to broaden adult literacy efforts so that literacy levels of the entire family are improved.

9. To work with public and private sector organizations to develop strategies to publicize the problem of low-literate populations as well as the services available to address this problem.
Appendix B:
Current Programs, Funding and Enrollment Data

Department of Education – Adult Literacy Programs

<table>
<thead>
<tr>
<th>Program</th>
<th>Funding Source</th>
<th>Funding</th>
<th>Number of Providers</th>
<th>Number of Clients Served</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1 WIA Title II (ABE/ESL):</strong> Funds programs in adult basic education and English as a second language through competitive grants. (Source: for all figures is NJ Department of Education).</td>
<td>Federal</td>
<td>13,396,286 (2000-2001)</td>
<td>35 Consortia</td>
<td>44,712 (2000-2001)</td>
</tr>
<tr>
<td><strong>3 Literacy:</strong> State contribution to WIA Title II funds. (Source: NJ Department of Education).</td>
<td>State</td>
<td>$1,024,000 (2000-2001)</td>
<td>Same as above</td>
<td>2,976 (2000-2001)</td>
</tr>
<tr>
<td><strong>SUBTOTAL: WIA Title II (State and Federal Money)</strong></td>
<td>TOTAL</td>
<td>$15,633,286</td>
<td>35 Consortia</td>
<td>53,753</td>
</tr>
</tbody>
</table>
### Department of Education - Adult Literacy Programs

<table>
<thead>
<tr>
<th>Program</th>
<th>Funding Source</th>
<th>Funding</th>
<th>Number of Providers</th>
<th>Number of Clients Served</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>5</strong> Evening School for Foreign Born: Provides English Language and Citizenship for those who wish to become citizens. Funds are available only to school districts and districts must request the funds. State aid is a maximum of $5000 per district and districts are required to provide a minimum of a one-to-one match. Districts may, and some do, provide a higher match. Funding figure is based on state aid and the minimum match. (Source: NJ Department of Education).</td>
<td>State &amp; local match</td>
<td>$422,000 (2000-2001)</td>
<td>55 (2000-2001)</td>
<td>3,235 (2000-2001)</td>
</tr>
<tr>
<td><strong>6</strong> Adult High School: Allows adults to complete high school and obtain a regular high school diploma. All New Jersey high school graduation credits and requirements must be met. Funds available only to New Jersey school districts. State aid is based on $1,345 per pupil based upon an enrollment head count in early October. Local school boards receive the funds and make determinations of actual funds for their Adult High School. Funding figure is state aid to school districts for Adult High School. School districts must apply for Adult High School funds and not all districts have Adult High Schools. (Source: NJ Department of Education).</td>
<td>State</td>
<td>$15,084,175 (1996-1997)</td>
<td>56 (2000-2001)</td>
<td>11,215 (1996-1997)</td>
</tr>
<tr>
<td><strong>SUBTOTAL: Non WIA II Dept. of Education Programs</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>TOTAL for All Department of Education Adult Literacy Programs</strong></td>
<td></td>
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</tr>
</tbody>
</table>

SUBTOTAL: Non WIA II Dept. of Education Programs

TOTAL for All Department of Education Adult Literacy Programs
Department of Human Services – Adult Literacy Programs

<table>
<thead>
<tr>
<th>Program</th>
<th>Funding Source</th>
<th>Funding</th>
<th>Number of Providers</th>
<th>Number of Clients Served</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>AWEP</strong>: Alternative Work Experience. These are literacy and basic skills programs for welfare recipients who are found to be in need of these skills before they can successfully find employment. Funded through Federal TANF (Temporary Assistance for Needy Families) funds. The funding figure excludes two Department of Human Services' grants to the Department of Labor for Work First New Jersey programs of $100,000 (Newark Housing) and $2.7 million (pilot programs for computer based adult literacy learning centers). (Source: Department of Human Services).</td>
<td>Federal and State</td>
<td>$34,400,000 (2001)</td>
<td>51 (2001)</td>
<td>22,214 (2001)</td>
</tr>
<tr>
<td>Program</td>
<td>Funding Source</td>
<td>Funding</td>
<td>Number of Providers</td>
<td>Number of Clients Served</td>
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<tr>
<td>----------------------------------------------</td>
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</tr>
<tr>
<td><strong>8</strong> <strong>Adult Basic Skills:</strong> These programs are for institutionalized populations, either in psychiatric hospitals (4) or developmental centers (3). Separate Department of Education money funds education for youth populations in these institutions, the figure listed here is specifically for the adult population. (Source: Department of Human Services).</td>
<td>Federal</td>
<td>$199,923 (2001)</td>
<td>7</td>
<td>382 (2001)</td>
</tr>
<tr>
<td><strong>9</strong> <strong>Refugee English Language Training:</strong> ESL Programs for Refugees. (Source: Department of Human Services).</td>
<td>Federal</td>
<td>$437,612 (2001)</td>
<td>8</td>
<td>803 (2001)</td>
</tr>
<tr>
<td><strong>10</strong> <strong>Youth Corps:</strong> This program serves young adults between ages 16 and 25 who left high school without completion. The program provides basic skills/GED instruction, career counseling and work skills through community service. Neither the funding nor the enrollment figures are included in the overall figures for the Department of Human Services because we do not know the percentage of the funds used specifically for basic skills/GED. (Source: Department of Human Services).</td>
<td>State and Federal WIA Title I</td>
<td>$3,600,000 (2001)</td>
<td>13</td>
<td>800-900 (2001)</td>
</tr>
<tr>
<td><strong>11</strong> <strong>Enhanced AWEP:</strong> This is for people who are off of welfare but still need and receive assistance. This assistance may include adult literacy education among other types of services. We were not able to obtain specific funding figures so this program is not included in the overall figures for the Department of Human Services. (Source: Dept. of Human Services).</td>
<td>Stipends to individuals</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>12</strong> <strong>21st Century Grants:</strong> State grants for programs that help welfare recipients work towards self-sufficiency. Programs are in five NJ cities, Jersey City, Newark, Trenton, New Brunswick and Camden. The overall goal of the grants is to “improve the economic and social well-being of NJ residents who must move from welfare to work.”(NJ Dept of Human Services Press release 3/3/99). These figures are not included in the overall DHS figures for adult literacy education because we do not know the percentage of the funds which are used specifically for adult literacy education programs. (Source: Department of Human Services).</td>
<td>State</td>
<td>$10,000,000 (2 yrs 1999-2001)</td>
<td>5</td>
<td></td>
</tr>
</tbody>
</table>

**Total: Dept. of Human Services Adult Literacy Programs**

| TOTAL | $35,037,535\(^1\) | 23,399\(^1\) |

\(^1\) Does not include Youth Corps, 21st Century Grants or Enhanced AWEP.
## Department of Labor – Adult Literacy Programs

### Dept. of Labor - Adult Literacy Programs
(In Thousands)

- WorkFirst NJ - Newark
- WorkFirst NJ - Pilot Program
- WorkFirst NJ - Corrections
- WDPP Individual Training Grants
- WDPP Literacy Grants
- New Workforce Development Legislation

### Program

<table>
<thead>
<tr>
<th>Program</th>
<th>Funding Source</th>
<th>Funding</th>
<th>Number of Providers</th>
<th>Number of Clients Served</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Work First NJ – Newark Housing</strong>: Adult literacy and job readiness for welfare recipients in Newark Public Housing. The funds for this program come from a grant from the Department of Human Services AWEP funds. (Source: Dept of Human Services and Dept. of Labor).</td>
<td>Federal</td>
<td>$100,000</td>
<td>1 (Newark Housing)</td>
<td>570</td>
</tr>
<tr>
<td><strong>Work First NJ – Pilot Programs</strong>: Pilot programs for computer based adult literacy instructional centers. The funds for this program come from a grant from the Department of Human Services AWEP funds. The program started in June 2000. By January 2001 there were 5 centers and new centers open regularly. The enrollment figure is total people served since the program started. (Source: Dept of Human Services and Dept. of Labor).</td>
<td>Federal</td>
<td>$2,700,000</td>
<td>9</td>
<td>483</td>
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</tr>
<tr>
<td><strong>Work First NJ</strong> – Corrections: Provides adult literacy instruction. (Source: SCALS/Delivery and Funding Committee)</td>
<td>Federal</td>
<td>$650,000</td>
<td>5</td>
<td>2,000</td>
</tr>
<tr>
<td><strong>WIA I – Local Board Programs:</strong> Local WIB boards may apply for funds for local literacy programs, as part of their strategic plan, which are funded through WIA title I funds. This program is not included in the overall Dept of Labor figures because we do not know the percentage of these funds that are used for adult literacy programs.</td>
<td>Federal</td>
<td>local boards request</td>
<td>17</td>
<td>Not Available</td>
</tr>
<tr>
<td><strong>WIA Title I – Individual Training Accounts:</strong> These accounts are available to eligible individuals for job training; there is a $4,000 per person cap on training. There is an additional maximum of $1,300 per person for basic skills training. The funds and enrollment figures for this program are not included in the overall Department of Labor figures as they were not available. (Source: Dept of Labor).</td>
<td>Federal</td>
<td>Not Available</td>
<td>Not Available</td>
<td>Not Available</td>
</tr>
<tr>
<td><strong>WDPP – Individual Training Grants:</strong> These grants are similar to the WIA Title I grants in that they are money available for individuals to obtain job training. There is a $4,000 cap per person for job training and an additional maximum of $1,000 per person for basic skills training (the cap will be increasing to $2,000 per person). (Source: Dept of Labor). Funding and enrollment figures source: SCALS/Delivery and Funding Committee.</td>
<td>State</td>
<td>$3,300,000</td>
<td>180 (Individual training grants)</td>
<td>180</td>
</tr>
<tr>
<td><strong>Customized training:</strong> These funds are available for companies to provide job training for their employees. Not all of the money is used for adult literacy training although a significant percent is used for ESL training. The figures are not included in the overall Department of Labor figures because the actual percentage of the overall funds that are used for adult literacy services is unknown. (Source: SCALS/Delivery and Funding Committee)</td>
<td>State</td>
<td>$2,115,000</td>
<td>273</td>
<td>6,603</td>
</tr>
<tr>
<td><strong>WDPP Literacy Grants:</strong> These are grants for training providers to be able to provide on-site workplace literacy programs for employers. (Source: SCALS/Delivery and Funding Committee)</td>
<td>State</td>
<td>$1,000,000</td>
<td>301</td>
<td>3053</td>
</tr>
<tr>
<td><strong>New Workforce Development Legislation:</strong> This legislation provides money for Basic Skill Training Centers inside One-Stop Centers. It also provides money for customized training for adult literacy services and additional money for WIB’s to use for adult literacy services. (Source: Dept of Labor). This funding is included in the overall Department of Labor funding as all of the monies are targeted at adult literacy services.</td>
<td>State</td>
<td>$21,000,000</td>
<td>Anticipated</td>
<td></td>
</tr>
<tr>
<td><strong>Total: Dept. of Labor Adult Literacy Programs</strong></td>
<td>TOTAL</td>
<td>$28,750,000&lt;sup&gt;1&lt;/sup&gt;</td>
<td>6,286&lt;sup&gt;3&lt;/sup&gt;</td>
<td></td>
</tr>
</tbody>
</table>

<sup>1</sup> Figure includes new Workforce Development Legislation but excludes Customized Training, WIA Title I – Local Board Grants and WIA Title I – Individualized Training Accounts.

<sup>2</sup> Figure excludes Customized Training, WIA Title I – Local Board Grants, WIA – Individualized Training Accounts and New Workforce Development Legislation.
Other Sources of Funding for Adult Literacy

Department of Community Affairs

<table>
<thead>
<tr>
<th>Program</th>
<th>Funding Source</th>
<th>Funding</th>
<th>Number of Providers</th>
<th>Number of Clients served</th>
</tr>
</thead>
<tbody>
<tr>
<td>22</td>
<td>Federal</td>
<td>$20,000</td>
<td>1</td>
<td>30</td>
</tr>
<tr>
<td>Community Services:</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Adult literacy services in a housing project.</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>23</td>
<td>State</td>
<td>$85,000</td>
<td>1</td>
<td>30</td>
</tr>
<tr>
<td>Faith Based Services:</td>
<td></td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>This is state aid for faith based community programs to provide a variety of community services. The total funding awarded on Oct. 31, 2001 is 2.5 million dollars for 35 programs. Of those 35 programs, there are 4 programs which have a component of adult literacy education totaling $335,000. Of that, only $85,000 is clearly funding literacy. (Source: Dept. of Community Affairs).</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total:</td>
<td>TOTAL</td>
<td>$105,000</td>
<td>1</td>
<td>30</td>
</tr>
<tr>
<td>Dept. of Community Affairs adult-literacy programs</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
One Time Legislative Awards for 2001-2002

The Legislature, on its own discretion, may award one-time grants. On occasion these grants fund adult literacy programs. For the 2001-2002 legislative year there were three such grants totaling $135,000.

<table>
<thead>
<tr>
<th>TOTAL for other funding sources for adult literacy:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dept. of Community Affairs $105,000 + One time legislative awards $135,000 = $240,000</td>
</tr>
</tbody>
</table>
Appendix C:
Interviewed Stakeholders

Stakeholder Perspective: List of Interviewees

Lisa Ashbaugh – Director, Office of Policy and Planning, Inter-Departmental Initiatives, New Jersey Department of Human Services.

Patricia S. Biddar – Executive Director, Department of Assessment, Planning and Research, Union County Community College.

Thomas Billet – WIB Director, Camden County Workforce Investment Board.

Jane Brady – Freeholder, Middlesex County

Bernard Cusano – Director, Career Institute, Union County Community College.

Theresa Daniels – Legislative Coordinator, Division on Women, New Jersey Department of Community Affairs.

Judith Faherty – Principal, New Brunswick Public Schools Adult Learning Center.

John R. Farrell, Jr. – Vice President Administrative Services and Executive Assistant to President, Union County Community College.

Walter Hecht – Dean, Program Director, Philip Ciarco Learning Center, Bergen Community College.

Thomas Henry – State Director of Adult Education, New Jersey Department of Education.

Teresa Keller – Director, New Jersey Chapter of Literacy Volunteers of America.

Gloria Kucher – Principal, Vineland Adult Education Center.

Christine Laquidara – Former Director, Office of Educational Services, Department of Corrections.

Marlene Lederman – Supervisor of Adult Education, New Brunswick Public Schools Adult Learning Center.

Daniel Lewis – Coordinator, Employment and Training, New Jersey Department of Labor.

Marilynn Medican – Executive Director, The Jointure for Community Adult Education.

Sister Mary Teresa Orbegozo – Principal, Paterson Adult School, Paterson Education Center.

Henry Plotkin – Executive Director, State Employment and Training Commission.

Janice Pointer – Project Team Director, Workforce New Jersey, New Jersey Department of Labor.

Enrico Prata – Director of Continuing Education, Caldwell – West Caldwell Board of Education.

Patricia Roman – Executive Director, Middlesex County Workforce Investment Board.
Appendix C:
Interviewed Stakeholders (continued)

Stakeholder Perspective: List of Interviewees

Steven Sassala – Executive Director, Prosperity New Jersey.

Barry Semple – NJALL Board Member and State Council for Adult Literacy Services Board Member.

Wallace E. Smith – Acting Vice President, Academic Affairs, Union County Community College.

Charles Thomas – Director, Cumberland County One-Stop Center.

Paul Willenbrock – Dean of Continuing Education and Community Services, Union County Community College.
Proposed Three-Year Professional Development Plan
for the
Adult Literacy Delivery System

Submitted by
State Council for Adult Literacy Education Services
to the
New Jersey Department of Labor and Workforce Development
and the
State Employment Training Commission

2004
VISION

The State Employment Training Commission's State Council for Adult Literacy Education Services (SCALES) and the New Jersey Department of Labor and Workforce Development in conjunction with its partners and stakeholders will design and implement a high quality professional development system that provides opportunities that enhance the ability of adult literacy educators and One-Stop personnel to meet New Jersey's goals to develop a high skilled workforce and to better prepare adults to carry out their roles and responsibilities as workers, parents, and community members.

This plan should result in instruction that is learner-centered and focused on real world outcomes. Teachers should work with their students to develop meaningful activities that can be supported by texts, workbooks, and software, rather than relying exclusively on these resources as a curriculum.

CORE CONSTRUCTS OF THE PROFESSIONAL DEVELOPMENT SYSTEM

- State policy to guide development, implementation, and evaluation of professional development resources.
- Pre-service training that orients the new practitioners to the profession and clarifies roles, relationships, and expectations that may be different from their previous educational experiences.
- System's training that equips every practitioner with the knowledge, skills, and abilities to implement state reporting, assessment and accountability systems.
- Responsive professional development options that engage and support the practitioner in identifying and developing an individual professional repertoire.
- Opportunities for each practitioner to share with peers knowledge and learning gained through professional development activities.
- Opportunities to be engaged systematically in a cycle of self-evaluation, program evaluation and continuous improvement.
- Creation of a culture of learning among adult education community.

(Lennox McLendon-National Adult Education Professional Development Consortium, Inc.)
Background

In the Strategic Five-Year Unified State Plan, New Jersey asserts that “attainment of fundamental levels of literacy and basic skills lies at the heart of the workforce investment system.” In its continued effort to streamline this system and improve its outcomes, the state has consolidated and is fully integrating adult literacy education programs into the One-Stop service delivery system. Under this consolidated system, ABE, GED, ESL, Civics, and workplace literacy programs are being integrated into a unified system of service delivery, which focuses on meeting customer needs and providing high quality services and is coordinated at the state-level by the Department of Labor and Workforce Development and at the local level by the Workforce Investment Boards (WIBs).

Although work-related goals are among the reasons why adults choose to participate, the newly consolidated One-Stop system must recognize and plan to deliver services, not only to those who seek improved literacy skills and education credentials to enhance their employability, but also to those who want to fulfill a variety of other personal goals, e.g., learning for self-fulfillment, citizenship and achieving family literacy.

To acknowledge the broad goals of adult literacy education and to build consistency and quality, New Jersey has adopted the Equipped for the Future Content (EFF) Standards that “define the core knowledge and skills adults need to effectively carry out their roles as parents, citizens, and workers.” Because these three contexts are holistically integrated, it follows that effective literacy service delivery should not be confined narrowly to the “ABC’s” of the workplace, but a broader definition of what adults need to know and be able to do to succeed in these three contexts. Workers from healthy families, for example, are better workers. Likewise, healthy communities attract business investment and workers who have good jobs are better able to contribute to both their families and their communities.
GOALS

EFF is the foundation on which the adult literacy delivery system and professional development for this system is being built. As such the overarching goal for this professional development plan is as follows:

To provide support and build capacity for a standards-based system—developed around the nationally recognized Equipped for the Future Content Standards.

The goals and strategies that follow build on this overarching goal and outline a three-year plan to move this goal forward.

1. To develop a statewide infrastructure for professional development and technical assistance to support the planning and delivery of adult literacy services in the One-Stop system.

2. To build capacity of adult educators and other key stakeholders in the adult literacy delivery system:
   a. to provide strong and effective leadership for the adult literacy delivery system;
   b. to identify and respond to the needs of adult literacy customers by providing training that focuses on what all One-Stop personnel need to know about adult literacy to better serve their customers;
   c. to assist local WIBs in the development of effective well integrated systematic plans for the delivery of high quality literacy services into the One-Stop system; and
   d. to ensure state and local program accountability and continuous improvement by assessing the effectiveness of professional development opportunities as well as their impact on customers (students), programs, and the system.

GOAL 1:

To develop a statewide infrastructure for professional development and technical assistance to support the planning and delivery of adult literacy services in the One-Stop system.

STRATEGIES

1. Enhancement of Local-Level Literacy Delivery System
   Local WIBs will be provided with capacity-building opportunities including dissemination of information regarding adult literacy delivery system development and, when appropriate, training and technical assistance to aid them in the development of effective plans that include addressing the systematic delivery of high quality literacy services as an integral part of the One-Stop system.
<table>
<thead>
<tr>
<th>TASKS</th>
<th>TIMELINE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Identify and disseminate information that will enhance local WIB area literacy planning process and help improve the quality of services.</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Conduct statewide forums to envision system improvements and to discuss best practices. SCALES White Paper (to be developed) will serve as a focal starting point for this task.</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Provide training as appropriate for WIB literacy committees.</td>
<td>Ongoing</td>
</tr>
</tbody>
</table>

2. **State-Level Coordination**

The Department of Labor and Workforce Development (LWD) and the State Employment and Training Commission (SETC) will collaborate to establish and coordinate a state-level function to promote professional development for the adult literacy education delivery system and to improve planning and policy development for the system. Together, the staff of these two agencies will function as the Center for Adult Literacy Professional Development. This does not suggest the creation of a new bureaucratic unit, but a collaborative enterprise. The SETC, through consultation with SCALES, will have lead responsibility for professional development policy, while budget approval will rest with LWD. Staff of these two agencies will work collaboratively to design a professional development system and make available high quality professional development opportunities.

Although coordination of the Center will be a collaborative effort, LWD will assign staff to coordinate the day-to-day work of this enterprise. All staff assigned to coordinate this state level function will have background in adult education and experience in professional development and administration and be responsible for implementing this plan. LWD and the SETC will consult with the State Council for Adult Literacy Education Services (SCALES) and interested parties in coordination of this function.

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<tr>
<th>TASKS</th>
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<tbody>
<tr>
<td>Designate personnel to coordinate professional development function (Center staff).</td>
<td>4/05</td>
</tr>
<tr>
<td>LWD</td>
<td></td>
</tr>
<tr>
<td>SETC</td>
<td></td>
</tr>
<tr>
<td>Develop and have approved by LWD and SETC an annual operational plan based on the three-year professional development plan.</td>
<td>3/05</td>
</tr>
<tr>
<td>Coordinate activities as designated in the plan and report to LWD and SETC.</td>
<td>Ongoing</td>
</tr>
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</table>

**GOAL 2:**

To build capacity of adult educators and other key stakeholders in the adult literacy delivery system:

a. to provide strong and effective leadership for the adult literacy delivery system;
b. to identify and respond to the needs of adult literacy customers by providing training that focuses on what all One-Stop personnel need to know about adult literacy to better serve their customers.

c. to assist local WIBs in the development of effective well integrated systematic plans for the delivery of high quality literacy services into the One-Stop system; and

d. to ensure state and local program accountability and continuous improvement by assessing the effectiveness of professional development opportunities as well as their impact on customers (students), programs, and the system.

STRATEGIES

1. Needs Assessment
   The Center will develop a training and development assessment plan to identify the needs for adult literacy practitioners and other One-Stop personnel required to have a working knowledge of aspects of adult literacy services to better serve their customers. As part of this plan, through LWD, an online survey to assess needs will be developed and administered to all One-Stop Career Center personnel and adult literacy and education service providers in the One-Stop system. The Center will conduct initial and subsequent periodic needs assessments to determine the specific professional development needs. Training will build from the State adopted content standards for adult education (EFF), but focus on specific topics identified by the State and/or through the needs assessment.

   The assessment will also identify other factors that impede or facilitate access to professional development activities. Information from the needs assessment will be used to develop the operational plan, which will include a schedule of yearly training activities, and revise the three year plan. SCALES will serve as an advisory group to facilitate the assessment and analysis of needs.

   Additionally, staff will identify policy and procedural information that needs to be disseminated through the Center’s professional development infrastructure and will be included as part of the yearly training offerings.

<table>
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<tr>
<th>TASKS</th>
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<tbody>
<tr>
<td>Develop needs assessment plan.</td>
<td>2/05</td>
</tr>
<tr>
<td>Analyze data from the GSETA survey; and if appropriate, survey the field to assess their professional development needs.</td>
<td>3/05</td>
</tr>
<tr>
<td>Use assessment data to develop operational plan.</td>
<td>3/05</td>
</tr>
<tr>
<td>Conduct periodic needs assessment, including an online survey.</td>
<td>Ongoing</td>
</tr>
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</table>

2. Institute for Adult Literacy Educators
   Develop and deliver a sequential training curriculum, which can be offered in short segments, e.g., 3 hour blocks, for teachers in adult education programs that focus on effective adult education instructional practice build on the EFF standards and
adult education research. Training will be offered in a variety of formats (day and evening), including multiple short seminars and distance learning, so that all practitioners, including the mostly part-time instructional staff, have access. Although training will be coordinated at the state-level, it will be offered both through centralized state as well as regional programs.

This training should be offered at no cost to participants or programs and count as professional development hours. A certificate should be issued for completion of the institute and a college credit option should be available with the cost borne by the participants. A design team made up of practitioners, faculty with expertise in Adult Education, an expert in EFF and representatives from SCALES, LWD, DOE, and SETC should design the curriculum. Existing professional development models and curricula will be reviewed as part of the development process. The curriculum should focus on knowledge and skill for effective adult literacy education instruction and serve as pre-service training for new adult education instructors and in-service for experienced practitioners. Ongoing support may be available.

a. **Pre-foundational Seminars** for Workforce Learning Link staff will provide a clear vision for instructional practice that supports a standards-based system, and outline the policy and procedures for delivering literacy services in the Workforce Learning Link environment.

b. **Foundations Seminar(s)** will provide an introduction to adult literacy education for Title II and Workforce Learning Links practitioners. The seminar(s) will emphasize the theory of andragogy (a model for adult learning), EFF, the teaching learning cycle, and baseline information about effective practice in adult literacy education. This seminar will be the initial prerequisite course in the institute training curriculum. It should be a requirement for all adult education teachers and a pre-service for those wanting to enter the field.

c. **Advanced Seminars** will focus on topics that improve the skills of experienced teachers to implement a standards-based approach (EFF) to adult education and to better deliver a learner centered instructional program.

d. **Leadership Seminar** for program administrators of Title II and Workforce Learning Links and will focus on the programs' role in supporting a standards-based system. This seminar will provide an overview of EFF and explore ways in which administrators and directors can work collaboratively with teachers to implement a standards-based system.

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<tr>
<th>TASKS</th>
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<tbody>
<tr>
<td>Convene design team and develop curriculum and delivery strategy.</td>
<td>3/05</td>
</tr>
<tr>
<td>Deliver training as a pilot program.</td>
<td>2nd half 2005</td>
</tr>
<tr>
<td>Evaluated and revise program as necessary.</td>
<td>Fall 2005</td>
</tr>
<tr>
<td>Make training available to all adult educators.</td>
<td>1st Q 2006</td>
</tr>
</tbody>
</table>
3. **EFF Pilot Expansion Training**

Building upon the experience of the EFF pilot training and the individuals who received that training, the Center will expand and modify this training to include up to 30 individuals per year. Ongoing support (e.g., technical assistance via e-mail and phone conference) may be available. The training will focus on the following competencies and activities:

a. developing proficiency in the EFF standards and the teacher/learning cycle,

b. incorporating the EFF standards and the teacher/learning cycle into participant teachers’ instructional practice,

c. assisting their programs in integrating EFF across the curriculum,

d. participating in a limited number of training or technical assistance activities to assist other programs in integrating EFF across the curriculum.

To select participants for this training, the Center will use a competitive process. Programs will be asked to identify one to two interested teachers, preferably full-time, to participate in EFF training. The Center will develop guidelines for selecting participants. Current pilot participants who successfully completed the first round of training will be given priority, providing these teachers and their programs meet the selection criteria and are interested and committed to the project. This training for each of the three years one standard will be selected to illustrate in detail how to deliver instruction based on the standards. However this training will provide a model for instructional practice based on any of the 16 standards. The training will consist of 3 to 4 onsite sessions and an online course. Participants must attend all sessions and complete the online course.

Programs will be asked to make a commitment for teachers to attend training and to work with others teachers within the program to implement EFF across the curriculum. The State will cover the cost of the EFF training and provide successful programs with a small training grant to help defray the cost of teachers attending training and conducting in-house training for staff. Programs will also be expected to leverage their funding to support these training activities. To the extent possible, courses should be made available during public school district staff development days (paid for by local school districts). For those outside of the K-12 system, the credit requirements and specifications for professional development, and support for same, should be included in the Notice of Grant Opportunity. Graduate credit option should be available with the cost borne by participants.

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<tr>
<th>TASKS</th>
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<tbody>
<tr>
<td>Develop and implement process for selecting participants for EFF expansion pilot training.</td>
<td>2/05</td>
</tr>
<tr>
<td>Develop and deliver EFF expansion pilot training for up to 30 people coordinated through Rutgers University and delivered through the University of Tennessee, EFF Center for Training and Technical Assistance, Center for Literacy Studies. The training will be delivered through both onsite instructor-led and distance learning formats.</td>
<td>3/05</td>
</tr>
</tbody>
</table>
4. EFF Facilitators Training
To support EFF implementation and continuous improvement the State will develop a cadre of in-state EFF trainers. In addition to at least one staff person from the center, participants for this training should be selected from individuals who are participating in the training outlined in the EFF Expansion Pilot Training as well as individual affiliated with organizations (e.g., the state’s higher education institutions) that are well positioned to support these professional development goals. Initially, training and ongoing support to programs will be provided by EFF experts affiliated with the University of Tennessee’s Center for Literacy Studies. As expertise is developed over time, this function will be assumed by in-state EFF trainings.

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<th>TASKS</th>
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<tbody>
<tr>
<td>Develop guidelines for selecting EFF training candidates.</td>
<td>2/05</td>
</tr>
<tr>
<td>Select 5-9 candidates.</td>
<td>5/05</td>
</tr>
<tr>
<td>Initiate facilitator training.</td>
<td>6/05</td>
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5. Professional Development Website
The Center with input from SCALES will develop a statewide professional development webpage as part of the overall LWD Website design initiative. This site should serve as a vehicle for keeping the field informed, providing opportunities for discussion and delivering training. For the first year of the project, the center should contract with Rutgers Graduate School of Education (Adult Education) to help manage site content, update material, and respond to inquiries.

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<tr>
<td>Convene workgroup to initiate website development planning and connect this effort with the larger LWD website redesign initiative. The plan will at a minimum include a strategy for maintaining and updating site and identification of staff to maintain the site.</td>
<td>2/05</td>
</tr>
<tr>
<td>Create and maintain website.</td>
<td>Ongoing</td>
</tr>
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</table>

6. Training Delivery
Training will be offered in a variety of formats, including multiple short seminars and distance learning, so that all practitioners, including the mostly part-time instructional staff, have access. Although training will be coordinated at the state-level, it will be offered both through centralized state as well as regional programs.
   a. **Distance Learning Opportunities** that appropriately support the goals of this plan and that are cost-effective will be recommended for inclusion in this plan. This task will be included as part of a proposed white paper. The report will recommend specific distance learning programs and strategies that could support the goals of this plan.
   
   b. **Statewide Conferences** based on an analysis of the needs by SCALES and state professional development coordinating staff, training areas that may be appropriately addressed at various agency and organization conferences will be identified. The center will work with these agencies and organizations to
design workshops and presentations at their annual conferences that respond to identified need areas.

c. **On-Site Training** will be offered when a face-to-face format is desirable and effective. Training plans will be developed the project teams and trainers will be selected for their expertise in the training topic and their ability to deliver the training in an appropriate format and in a way that is consistent with the goals of the training and this professional development plan.

d. **Additional Training in Specific Topic Areas**, based on an assessment of needs, that further builds the expertise of adult educators at the local level and enables them to respond to the varied learning needs and interests of their customers will be offered through appropriate training formats. This training will also build on the EFF framework to consistently reinforce the standards and teacher/learning cycle. The Center for Adult Literacy Professional Development will establish project teams on an as needed basis to respond rapidly and appropriately to training needs and requests. Project teams will consist of subject matter experts, EFF experts, practitioners, and state staff and will be charged with developing training proposals, identifying trainers, and suggest the delivery format for the training. The center will develop guidelines for and convene project teams on an ad hoc basis to address specific training needs.

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<th>TASKS</th>
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<tr>
<td>Work with DOE to develop adult literacy workshops at their annual Generation Next conference and with the SETC at its annual One-Stop conference.</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Establish agreements with non-governmental statewide organizations which represent professionals that support the literacy delivery system to develop workshops related to adult literacy to conduct at their annual conferences.</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Examine distance learning professional resources to identify appropriate professional development opportunities to support the goals of this plan. (Included as a task in the proposed White Paper to be developed by SCALES.)</td>
<td>2006</td>
</tr>
<tr>
<td>Make available selected distance learning opportunities.</td>
<td>4/05</td>
</tr>
<tr>
<td>Develop guidelines for establishing training project teams.</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Establish teams as necessary to identify or develop training programs and deliver those programs.</td>
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7. **Training Support Fund**

A training support fund will be established to set aside dollars to help support costs of participants’ involvement in professional development activities. Although the state is responsible for the direct costs of the training it offers, it recognizes that there are additional costs such as participants’ salaries and travel that are not
covered and which may be a barrier to participation. The Center will seek guidance from the field as part of a needs assessment and consult with SCALES to develop strategies to improve access to training for full- and part-time practitioners. For year 1 of this plan, LWD will set aside a reserve fund to support approved strategies to improve access. Additional funding may be sought in year 2 and 3.

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<thead>
<tr>
<th>TASKS</th>
<th>TIMELINE</th>
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</thead>
<tbody>
<tr>
<td>Establish a training support fund</td>
<td>3/05</td>
</tr>
</tbody>
</table>

8. **Literacy Awareness Training for One-Stop Personnel**
The Center for Professional Development will work with GSETA and local areas to determine what One-Stop front-line staff (outside of the Workforce Learning Link) need to know about adult literacy to provide effective services to customers. Learning opportunities for One-Stop personnel to enhance their ability to serve customers with literacy needs will be developed.

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<tr>
<th>TASKS</th>
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<tbody>
<tr>
<td>The Center in conjunction with SCALES and GSETA identify what One-Stop personnel need to know about literacy.</td>
<td>3/05</td>
</tr>
<tr>
<td>Develop a strategy to help One-Stop personnel acquire this information. GSETA and SETC conferences should be one vehicle for implementing this strategy. This strategy also should be incorporated into LWD’s comprehensive training plan as it is developed.</td>
<td>5/05</td>
</tr>
</tbody>
</table>

9. **Training Assessment**
The state will develop an evaluation tool to assess the effectiveness of professional development opportunities including individual and collaborative training sessions. Results from these sessions will be analyzed and the results used to improve the professional development offerings and will be included as part of the annual professional development report.

<table>
<thead>
<tr>
<th>TASKS</th>
<th>TIMELINE</th>
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<tbody>
<tr>
<td>Develop evaluation tool.</td>
<td>2/05</td>
</tr>
<tr>
<td>Evaluate training programs.</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Analyze data and make program improvements.</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Include data in a professional development evaluation annual report.</td>
<td>Aug. (yearly)</td>
</tr>
</tbody>
</table>

10. **Program Assessment**
The Center in collaboration with the SCALES Professional Development subcommittee will periodically review the impact of these opportunities on customers (students), programs, and the system, using data based on established professional development performance measures, and prepare an annual professional development report. Both process and (teacher) outcome measures will be developed collaboratively by the Center and SCALES Professional Development subcommittee. The NRS student outcome measures will be utilized in longer-term
assessments. These data will be analyzed and the results used as part of an overall continuous improvement model at the program level and in the development of future professional development opportunities.

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<tr>
<th>TASKS</th>
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<tbody>
<tr>
<td>Review performance data.</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Establish outcomes.</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Submit annual professional development evaluation report.</td>
<td>August each year</td>
</tr>
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</table>
ORGANIZATION OF THE REPORT

This report has four sections. The first section, the Introduction, presents a rationale for improving adult literacy skills, a definition of adult literacy, and a brief history of state-level adult literacy policy initiatives. In the second section, A Guiding Framework, Equipped for the Future (EFF) is presented as the overriding framework that will set the direction for adult literacy education in New Jersey. The third section, Conclusions and Recommendations, offers specific insights and suggestions about the system and how to improve it. In the fifth and final section, Other Important Issues, the Council outlines additional concerns that are currently being considered.

I. INTRODUCTION

We are a nation divided. On one side, adults have the skills and knowledge to find and keep good jobs, help their children in school and at home, and play active roles in their communities. Adults on the other side lack those skills and they and their families are falling further and further behind.

The National Literacy Summit 2000 Steering Committee

In 1983, the Commission on Excellence in Education warned in A Nation at Risk of the perils associated with low literacy and low skills in the new emerging economy, which places more emphasis on brains rather than brawn. The danger, the authors reasoned, was that not only will individuals who lack the basic literacy and workplace skills be effectively disenfranchised from the material rewards of our free society, but from the chance to fully participate in our democratic way of life.

For most of the 20th century, the manufacturing sector fueled the economy of New Jersey and the Nation. By and large, workers were rewarded for their sweat labor and adherence to “shop rules.” Although oftentimes minorities and women’s economic progress was fettered, their formula for success still emphasized hard work and conformity. Today’s workplace, however, relies more heavily on higher order skills (e.g., the ability to think, to acquire, and use oral and written information, to solve problems, to communicate and work with others, to use information technology).

Whereas in the 1950s, six in ten workers were unskilled, today, more than 60 percent of the workforce is skilled and less then 20 percent unskilled…

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In globally competitive labor markets, workers who lack basic skills and literacy are in greater danger than ever before.  

These higher order skills are also necessary for adults to exercise their rights and responsibilities as citizens and to fully participate within the societal unit of the family. It is within this context that an expanded understanding of what it takes to be literate in the 21st century is essential for policy makers, practitioners, and citizens if our State and our nation are to prosper. Likewise, the challenge for society’s leaders is to develop a system that ensures the opportunity for all of its citizens to continually acquire the skills necessary to succeed in their roles as workers, citizens, and family members.

Definition of Adult Literacy

The Council has adopted the following definition of literacy from the Adult Education and Family Literacy Act, which appears as Title II of the Workforce Investment Act (WIA) of 1998:

An individual’s ability to read, write, and speak in English, compute and solve problems, at levels of proficiency necessary to function on the job, in the family of the individual, and in society.

This definition is consistent with the one adopted by the Task Force on Adult Literacy, which was convened by the New Jersey Commission on Higher Education and the New Jersey State Employment and Training Commission, and presented in the Task Force’s report the Literacy Connection.

The Council asserts that all learners must develop skills necessary to function in the workplace and to continue learning in the classroom, on the job, and in the many other environments, that provide growth opportunities. Adults must:

- Be equipped to adapt to change and develop higher order thinking, decision-making, and problem solving skills, as well as the ability to utilize communication and information technology.
- Achieve competency in the expanding array of basic skills.
- Learn the art of integrating different skills to solve problems and meet the demands of modern technology.

Also based on Title II of WIA, the Council operationally defines adult literacy education as educational services or instruction below the postsecondary level that focus on developing and improving one’s ability to read, write and speak in English, compute and solve problems at levels of proficiency necessary to function on the job, in the family, and in society. Adult literacy education is offered for individuals who:

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1) have attained 16 years of age;
2) are not enrolled or required to be enrolled in secondary school under New Jersey law;
   and,
3) exhibit one or more of the following characteristics:
   a. lack sufficient mastery of basic educational skills to enable them to function effectively in society;
   b. do not have a secondary school diploma or its recognized equivalent, and have not achieved an equivalent level of education; or,
   c. are unable to speak, read, or write the English language.

History

The impetus to improve the adult literacy system in New Jersey is not a new endeavor. In 1966 the Governor's Task Force on Adult Literacy Opportunities in New Jersey issued a report to then Governor Richard J. Hughes that described adult illiteracy in New Jersey as a "problem of massive proportions" and the literacy effort as "quantitatively grossly inadequate to cope with the problem." It recommended that the adult literacy effort be linked with employment programs and that the State take steps to improve coordination between programs.

In 1993, the New Jersey Council on Adult Education and Literacy, established by then Governor James Florio, released a report also highlighting the enormity of the adult literacy problem and outlining priorities and recommendations in three areas: family literacy, workplace literacy, and adult education and the literacy delivery system. That Council recommended that literacy programs at the State level be examined "with an eye toward restructuring," a strategy be developed "to foster greater cooperation between public and private providers," and the State "investigate the possibility of creating a less restrictive funding system."

In 1996, the New Jersey Commission on Higher Education (CHE) and the State Employment and Training Commission (SETC) issued separate planning documents calling for the establishment of a literacy task force to review the need for adult literacy services and to examine the full range of literacy programs in the State. Based on their recommendations, the Commissions jointly established the Task Force on Adult Literacy. Drawing on State and national data, the Task Force found that between 2.6 and 3.1 million New Jerseyans have low literacy levels. The Task Force focused on increasing governmental efficiency, improving coordination and accountability, and advancing the employability and self-sufficiency of the State's citizens. Among its recommendations, the Task Force called for the creation of a State literacy council and the development of a strategy to consolidate literacy initiatives of multiple State agencies and leverage funds from various sources.
The State Council for Adult Literacy Education Services

In acknowledging the salient affect adult literacy now has on the well-being of the State, its citizens, and its economy and supporting a key recommendation of the Task Force on Adult Literacy, the New Jersey State Senate and Assembly passed legislation, which was sign into law (P.L. 1999, Chapter 107), establishing the State Council for Adult Literacy Education Services. As indicated in its enabling legislation, the State Council for Adult Literacy Education Services (SCALES) is charged with:

...developing a broad-based statewide master plan, which integrates and coordinates all adult literacy programs. At a minimum, the plan shall address service delivery, consolidation and coordination, funding and accountability, staff development and training, technology and advocacy. The plan shall include a proposal to consolidate the State supported literacy programs (C:34:15C-19a).

SCALES is a bipartisan body created within the State Employment and Training Commission. Developed to facilitate Statewide and local policy development, planning and oversight in consultation with the stakeholders in the area of adult literacy education, SCALES is charged with addressing nine goals to fulfill the Council’s mission. (See Appendix A).

To facilitate planning, the Council established three Committees: Goals, Professional Development, and Funding/Delivery System. The Goals Committee was charged with refining the goals of the Council; the Professional Development Committee was charged with developing a professional development plan; and the Funding/Delivery System Committee was charged with collecting data necessary for understanding funding and delivery system issues prior to developing that portion of the master plan. A Steering Committee was subsequently formed to provide overall guidance to the Council and its Subcommittees.

In the spring of 2000, the Professional Development Committee recommended to the Council that Equipped for the Future (EFF) become the State framework and standards for adult literacy education. The Council accepted the recommendation. Subsequently, the Professional Development Committee recommended an implementation plan for EFF to the Council and it too was accepted. The State Employment and Training Commission ultimately accepted both recommendations.

In 2001, the Council turned its attention to funding and delivery system issues, which had proven quite complex to analyze. Based on its initial findings on funding and delivery, in January 2002 the Council drafted and submitted to the SETC a report entitled Preliminary Report on the Adult Literacy Funding and Delivery System. This report, which was subsequently accepted by the SETC, noted there were twenty-four programs in five State agencies that currently administer adult literacy education in New Jersey. In support of the State Employment and Training Commission’s report, New Jersey in Transition: The Crisis of the Workforce, the Council recommended that adult literacy
services be consolidated under one State agency and that at the local-level, Workforce Investment Boards be responsible for coordination.

Specifically, to improve coordination and to streamline adult literacy programs in New Jersey the Council made the following recommendations:

First, the twenty-four programs in five State agencies that currently administer adult literacy education in New Jersey should be consolidated under one State agency responsible for adult literacy education.

Better cooperation between the five State agencies was seen as essential to improving adult education delivery. Implementation of this recommendation would:

- Allow for the coordination and streamlining of eligibility requirements, reporting regulations and grant application processes.
- Provide a locus of leadership and public advocacy for adult literacy education.
- Facilitate long term strategic planning.
- Eliminate the waste associated with the administration of twenty-four different programs.

Although at first glance this recommendation may have seemed radical, it really was not. Michigan, Tennessee and Kentucky have achieved bureaucratic consolidation of adult literacy with significant success. Broadly speaking, the Council proposed that adult literacy education services be reorganized at the State level along the lines outlined in the State Employment and Training Commission’s White Paper, *New Jersey in Transition: The Crisis of the Workforce*.

The Council further asserted that Workforce Investment Boards (WIBs) were the logical entities for local coordination as WIBs meet the important criteria: They are charged with strategic planning, their membership is representative of the community and they possess operating resources. Moreover, the Council reasoned that it would be senseless to create new local coordinating bodies for adult literacy education when appropriate bodies already existed.

Second, the responsibility for planning and coordination for the local adult literacy education system should continue to rest with Workforce Investment Boards (WIBs); however, their authority for this function should be strengthened.

All State agencies involved in adult literacy education planning and or programming should recognize WIBs as the locus of local literacy planning. All adult literacy education initiatives at the local level which receive State and/or federal support should be required to develop programs in collaboration with WIBs and consistent with local literacy plans. WIBs, through their literacy committees, should:
• Be responsible for local strategic plans for improving the delivery of adult literacy education and coordinating that delivery with other components of the workforce development system.

• Make recommendations for the allocation of funding to adult literacy education providers.

• Monitor the performance of the local adult literacy system.

• Serve as local advocates for adult literacy education.

Bureaucratic consolidation to achieve a rational and cost effective coordination of adult literacy at the State level was only one part of the equation. Local coordination was also viewed as necessary. Despite the excellence of many individual programs at the local level, the adult literacy system at that level lacks coherence. Programs frequently exist in vacuums with little or no link to each other and no easy pathway for the customers to get their needs met.

The Governor’s Action Plan for Workforce Program Consolidation proposes to incorporate all “to work” programs under a renamed and newly configured Department of Labor and Workforce Development. The proposal acknowledges the findings and recommendations contained in the Council’s Preliminary Report and includes adult literacy programs with a “to work” focus in the consolidation plan.

What follows in this document is a preliminary discussion of critical factors that affect adult literacy service delivery in New Jersey: the overriding framework for guiding policy, planning, assessment and instruction and consolidation and coordination of the delivery system. This Report also discusses other important issues that are currently being considered by the Council.

II. A GUIDING FRAMEWORK

It is clear from the legislation (P.L. 1999, Chapter 107) that mandates this plan, that the fundamental issue that must be addressed in planning is coordination and consolidation of the State funded adult literacy delivery system. There are two necessary components to successful coordination and consolidation. The first is the solid consensus around goals and direction that breeds a common sense of purpose among stakeholders in adult literacy education. This consensus is critical if the policy makers and practitioners are to move forward together rather than in different directions. The second component, which is now being addressed by reconstitution of the Department of Labor into the Department of Labor and Workforce Development, is structural reform of the bureaucratic system that administers the adult literacy delivery system.

Both the Council and the SETC have agreed that Equipped for the Future (EFF) should be the guiding framework for adult literacy in New Jersey. But what is EFF, why is it important and what needs to be done to insure that the promise of EFF is actualized?
What EFF Is

EFF is the product of an ongoing research and development effort conducted by the National Institute for Literacy. The heart of EFF is a set of 16 Standards for adult literacy developed through and verified by research. These Standards represent the intended outcomes of instruction, and hence the basis for diagnostic and accountability assessment. Furthermore, achieving the 16 standards provides the direction for State and local planning.

As stated by EFF (2000),

The 16 Equipped for the Future Standards define the core knowledge and skills adults need to effectively carry out their roles as parents, citizens and workers. The Standards have been identified through research on what adults need to do to meet the broad areas of responsibility that define these central adult roles.

The sixteen standards are represented in the schematic depicted in Figure 1.

Why EFF is Important

Recent research has shown that adult literacy education in the United States is for the most part targeted at the acquisition of discrete basic skills (Beder & Medina, 2002; Purcell Gates, 2001). Curricula emphasize reading, writing, mathematics and the knowledge needed to pass the GED exam. Teachers focus on the conveyance of factual knowledge, step-by-step. Critical thinking, problem solving, oral skills, creativity, computer literacy, and planning skills are rarely part of the equation.

EFF takes a much more expansive approach. Rather than focusing on “academic” knowledge, EFF focuses on the things adults need to do in order to be successful as workers, parents and citizens. In the EFF framework, reading thus becomes “reading for understanding” and writing becomes “convey ideas in writing.” Moreover, EFF encompasses a much wider array of critical skills than standard adult literacy instruction. It focuses on four sets of skills: communication skills, interpersonal skills, lifelong learning skills and decision-making skills. Each of these sets of skills is further divided into sub-skills. Skills included in the interpersonal skills set, for example, include

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guiding others, conflict resolution, advocating and influencing, and cooperating with others. In regards to work-related skills, EFF aligns well with the skills recommended as necessary by the seminal Secretary’s Commission on Achieving Necessary Skills (SCANS) Report (1991).\(^6\)

Without doubt learning to read, write and compute is necessary for successful performance in the workforce and in life in general. EFF certainly does not ignore these

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skills. But are basic reading, writing and math sufficient if adults are to have jobs with a future and are to be successful in postsecondary education? Can New Jersey's economy thrive with a workforce composed of workers who function only at a basic skills level? SCALES believes the answer to both questions is a definitive no, and that is why EFF is so important.

EFF is a holistic system that operates on at least three levels: policy and planning, assessment and instruction. For policy and planning, the EFF standards establish the goals and objectives for adult literacy education and define what its "product" should be. For EFF to set the direction for adult literacy, policy makers and planners must have sufficient knowledge of EFF and the EFF framework must drive their decisions.

Based on the EFF standards, the National Institute for Literacy is currently working on an assessment system that will serve both diagnostic and accountability functions. When fully developed, use of the tests will fulfill Title II WIA requirements for the objective measurement of learning gain. For the EFF assessment system to be implemented, a step that is critical to the full implementation of EFF in New Jersey, local level program staff must be trained in test administration and scoring and an effective and efficient system for reporting the results must be developed and implemented.

Use of EFF in instruction produces the ultimate payoff in terms of individual, social and economic outcomes. Indeed, unless there is effective implementation of EFF as an instructional system, it is doubtful that major benefits will be derived from this high quality framework for adult literacy. Implementation of EFF in instruction will require training for teachers to a high level of proficiency and other workforce investment professionals. Because this training, which is provided by EFF, is labor intensive, comprehensive planning and allocation of sufficient resources will be necessary for insuring success. Training to support EFF implementation, as well as other innovated approaches to improve the system and enhance the level of literacy services to clients, will require an organized and coordinated professional development system that meets the following important criteria outlined by Belzer, Drennon & Smith (2001).7

Scope: The system must reach a wide range of practitioners and serve them with a wide range of formats, activities, and topics.

Cooperative leadership: Practitioners and state managers collaborate in identifying needs and in making other decisions regarding professional development.

Coherence: The parts of the professional development system must be logically integrated into a well-functioning whole that can achieve a clear mission.

Accessibility: The system must provide activities at the times, the locations, and with the formats that facilitate participation.

**Capacity:** Resources allocated to professional development must be sufficient for the system to achieve its mission.

A professional development system for adult literacy in New Jersey should be developed that meets the above criteria, has the capacity to support the implementation of EFF, and can effectively promote the competency of adult literacy practitioners.

### III. CONCLUSIONS AND RECOMMENDATIONS

In January 2002, in its *Preliminary Report on the Adult Literacy Funding and Delivery System* the State Council for Adult Literacy Education Services recommended that adult literacy services be consolidated under one state agency and that at the local-level, Workforce Investment Boards be responsible for coordination. This recommendation was made in support of the State Employment and Training Commission’s report *New Jersey in Transition: The Crisis in the Workforce.* With the reconstitution of the Department of Labor into the Department of Labor and Workforce Education and the ensuing consolidation of adult literacy education programs, this recommendation is well on its way to implementation. Although SCALES is confident that consolidation will solve many of the problems that have plagued adult literacy education in NJ, other issues need resolution. They are:

1. **Equipped for the Future (EFF) should be implemented throughout the workforce investment system.** New Jersey’s adult literacy system needs a consistent and coherent framework to guide instruction and learning, and both the Council and the State Employment and Training Commission agreed that EFF could meet this need. Implementation of EFF throughout the system, however, requires training and technical assistance. Although, initial capacity-building activities are underway, additional resources are needed to support this endeavor. To move forward with EFF implementation, the following steps should be taken:

   - **Revise the EFF implementation plan to reflect needs and current realities.**
   - **Identify and commit funding from state adult literacy initiatives to support EFF implementation.**
   - **Work with National Institute for Literacy to provide training and technical assistance to providers and other stakeholders, develop tools to improve teaching and learning with EFF, and assess and document skills acquisition.**

2. **State-level policy focused on adult literacy planning, implementation, and oversight should be coordinated through the State Council for Adult Literacy Education Services.** Although “to work” adult literacy programs will be transferred to the Department of Labor, other programs such as adult high schools and GED testing will remain with the Department of Education. Because SCALES is
representative of a broad cross section of stakeholders, and because of its legislated mandate, SCALES should function as a forum to facilitate policy discussions across agencies. To implement this recommendation, each of the state agencies that provide adult literacy education services must formally agree to inform Council of impending policy issues and to seek the Council's advice.

3. **Access and availability of high school certification should be improved.** The access and availability of high school certification is a critical issue for adult literacy in New Jersey for at least three reasons. First, high school certification is a goal of the majority of adult literacy students. Second, in the modern labor market, high school certification is regarded as a minimum requirement for entry. Third, the number of adult literacy students who achieve high school certification is a major criterion in the WIA Title II federal accountability system known as the National Reporting System (NRS). Thus, unless high school certification is both accessible and available, the adult literacy system will be unable to meet the needs of its clients, demands of employers, or the standards of accountability.

In New Jersey there are two ways students may earn a high school diploma: by passing the GED tests or by earning a standard school district diploma through the adult high school.

The GED is a national high school certification program in which adults may earn a GED diploma by passing a series of five nationally normed tests. Clearly, to earn a GED, students must have access to GED testing and this currently is a significant problem in the state. An inadequate fee structure, which only partially covers the cost of administering the test locally, serves as a disincentive to becoming a testing site. For current sites, this fee structure is a deterrent to increasing the number of times the test is given. As a result, in many locales adult literacy students must wait an inordinate amount of time before they can take the GED tests and they must wait even longer before they receive the results.

- **Establish at least one GED testing center as part of the One-Stop delivery system in each WIB area.**
- **Increase the number of test administration dates in each WIB area to reduce the waiting time for students.**
- **Base GED testing fees on a realistic assessment of the cost to administer the test minus any state funding to support this activity to ensure that local test providers' costs are covered.**
- **Establish a GED test scholarship fund to assist students who have demonstrated their academic readiness to take the tests, but who cannot afford the fee.**

In contrast to the GED where students earn a high school diploma by passing a series of tests, the NJ Adult High School awards the same diploma that school districts award. Graduates must meet all the state standards that apply to K-12 including passing the High School Proficiency Test (HSPT). In prior years, the adult high
school was funded through NJ State aid to education and the adult high school was a dedicated line in the state budget. In the budget proposed for 2003-2004, however, the adult high school has been eliminated from the state budget and the funds reallocated to a program known as Consolidated Aid. Loss of the adult high school will seriously diminish the ability of the adult literacy system to meet the certification needs of its clients.

- The adult high school should be restored as a separate, dedicated line in the state budget.
- Funds should be allocated to the adult high school at the 2002-2003 level.

4. **State initiated professional development programs in support of adult literacy education services should be consolidated under the agency responsible for adult literacy education and planned in collaboration with the State Council for Adult Literacy Education Services.** To ensure an effective statewide professional development system that better reflects the needs of the state, the following steps should be taken:

- Move the statewide professional development function currently performed by Department of Education to the adult literacy agency.
- Place the responsibility for coordinating EFF training and technical assistance within this function.
- Create a professional development plan and implement strategies that promote the use of effective formats, methods, schedules, and locations to reach a wide range of literacy and workforce investment practitioners.
- Provide sufficient resources to achieve professional development goals.

5. **Performance outcomes data based on the United States Department of Education’s National Reporting System should be collected for all participants involved in adult literacy education programs that are supported with state or federal funds.** Partially because of bureaucratic fragmentation, there are currently no system-wide accountability standards or measures for adult literacy education. NJ Department of Education funded programs utilize a set of standards and measures embodied in the USDOE-sanctioned National Reporting System. The NJ Department of Labor is moving to require all literacy programs under their direction to use the same, while programs supported through other agencies may use some of the National Reporting System standards and measures, may use others, or may use none at all. Consequently, the performance of programs throughout the system cannot be compared to each other and the public’s interest in program accountability cannot be met. Earlier, we recommended adoption of the EFF accountability standards and measures when they are fully developed. In the meanwhile, however, we need other standards and measures for implementation throughout the system. The SETC in collaboration with the Center for Occupational Employment Information (COEI) is considering the feasibility of requiring all adult literacy programs to report accountability data to a central agency.
• Continue to require all eligible training providers that provide adult literacy services to report data to COEI.

IV. OTHER IMPORTANT NEEDS

Although the need for more effective coordination is the most pressing need for adult literacy in New Jersey, there are other needs as well such as: licensure and professional development requirements, improving access to services, the future of adult high schools and building better connections with postsecondary education.

Certification

The State Board of Education has proposed revisions to its code that would require adult literacy teachers to be certified in adult literacy. Currently there is no certification in adult literacy; teachers of adult literacy who work in settings that mandate certification must obtain it in a K-12 subject area. Although many in the field view certification in adult literacy education as desirable, they caution that implementation could either contribute to professionalization or field or destroy the predominantly part-time teaching force. Among the issues that must be addressed if certification is to be implemented and have a positive, rather than harmful, affect are:

• Certification should not be implemented until SCALES has studied its likely impact and recommended ways of achieving benefits while avoiding harmful effects
• The adult literacy teaching force is comprised predominantly of part-time teachers who have other full-time work commitments. For this reason, it is essential that options for meeting certification requirements be accessible to part-time teachers in respect to scheduling, cost, and amount of supply.
• There must be a grandfather provision for highly experienced adult literacy teachers.
• The state currently lacks the capacity to train large numbers of adult literacy teachers. Before certification is implemented, this problem must be addressed.

Improving Access

Although more effective coordination and implementation of EFF would go along way toward insuring that adult literacy education in New Jersey will meet the demands of the workforce, access to adult literacy education is still a critical important issue. Nationally about 42 percent of the adult population is in need of adult literacy services but only about 5 percent of this population participates each year. The situation is essentially the same in New Jersey. Although there is considerable evidence that access to adult literacy education in New Jersey is limited by under-funding much of the problem is also due to inefficient resource allocation. This is demonstrated by the fact that, while in some communities adult literacy programs are at or slightly below capacity, in others there are long waiting lists, and in still others there are no programs at all.

Improving access will require increases in state funding for adult literacy, especially in the wake of projected decreases in federal WIA Title II funding. It will also require the
integration into the adult literacy system as a whole of the Workplace Literacy Labs funded under the Supplemental Workforce Fund for Basic Skills.

Connection to Post Secondary Education

The lack of connection between the adult literacy system and the postsecondary education system is an area of concern. Research has shown that gains in income for adults who have earned a GED are quite small unless they continue on to postsecondary education, in which case gains in income are substantial (Cameron & Heckman, 1993; Tyler, Murnane & Willet, 2000). Graduation from adult literacy education should not be considered an ending point; rather it should be considered a beginning since much of the value added comes from further education at the post secondary level. It is also clear, that while few adult literacy education graduates continue to postsecondary education, even fewer earn postsecondary certification. This is partially because of a lack of connection between the adult literacy and postsecondary systems.

Family Literacy

It has been clearly established through research that parent’s literacy and their children’s success in school are related. Family literacy seeks to build a solid literacy foundation for both the parent and the child. In the future, the Council will address how adult literacy initiatives can contribute to improving the overall literacy of the family and its economic self-sufficiency.

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Appendix A:  
Statewide Literacy Council Goals

1. To develop a broad-based Statewide master plan, which integrates and coordinates all adult literacy programs. (At a minimum, the plan shall address service delivery, consolidation and coordination, funding and accountability, staff development and training, technology and advocacy. The plan shall include a proposal to consolidate the State supported literacy programs.)

2. Report annually to the Governor and the Legislature. The annual report shall include, but not be limited to, the accomplishments and initiatives of the reporting period. The first annual report shall also include the State master plan as called for in the legislation and outlined in goal #1.

3. To facilitate State planning and local planning through Workforce Investment Boards and among service providers to assure concurrence with the State master plan for adult literacy education.

4. To review federal and State legislation, and develop and modify literacy plans accordingly.

5. To develop appropriate performance standards and impact measures and Statewide benchmarks to measure the entire system and programs of adult literacy services;

6. To develop a Statewide strategy to facilitate and improve professional development and information sharing for practitioners and policy makers to promote the availability of services to learners, employers, and service providers;

7. To improve communication among federal, State, and local Literacy initiatives.

8. To recommend strategies to broaden adult literacy efforts so that literacy levels of the entire family are improved.

9. To work with public and private sector organizations to develop strategies to publicize the problem of low-literate populations as well as the services available to address this problem.
Funding for Adult Literacy and Basic Education

**Note:** Each line represents a funding stream. The streams within a particular state department may be, and most are, managed by different agencies, divisions or offices and in many cases are governed by different state and federal laws and regulations. Providers can apply for grants and receive funding from any one or more of the funding streams. Most receive funding from multiple sources which means different application procedures, deadlines, reporting requirements and different student eligibility criteria for each grant.

**Note:** Each department is represented by a color. Darker shades represent federal funds and lighter shades represent state funds.

**KEY**
1. WIA Title II
2. English Proficiency and Civics
3. Literacy
4. GED
5. Evening School for Foreign Born
6. Adult High School
7. AWEP
8. Adult Basic Skills
9. Refugee English Language Training
10. Youth Corps (state & federal)
11. Enhanced AWEP (state & federal)
12. 21st Century Grants
13. Work First NJ (Newark Housing)
14. Work First NJ (Pilot Programs)
15. Work First NJ (Corrections)
16. WA Title I (Local WIB Programs)
17. WA Title I (Individual Training Accounts)
18. WDPP (Individual Training Grants)
19. Customized Training
20. WDPP Literacy Grants
21. Workforce Development Fund for Basic Skills (new 2001 legislation)
22. Community Services
23. Faith Based Programs
24. State Library of New Jersey LSTA grants for special populations
25. Fee Based Instruction
26. Charities
27. Contracts with Private Companies

9/02
Dept. of Education, Dept. of Labor, Dept. of Human Services
and Other Funding for Adult Literacy Education
(In Thousands)

<table>
<thead>
<tr>
<th>Dept. of Education</th>
<th>Dept. of Labor</th>
<th>Dept. of Human Services</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td>$35,038</td>
<td>$32,535</td>
<td>$28,750</td>
<td>$499</td>
</tr>
</tbody>
</table>
Union County Community College

Funding Source
- Fee Based Instruction
- Contracts with private companies
- Dept. of Labor
- Dept. of Education
- Dept. of Human Services
- Charities
- Tuition

College Divisions
- Continuing Education
  - Basic skills, GED and ESL classes offered at multiple sites throughout the county. Classes are fee based. Some on site employee training done through cooperative agreements with local agencies such as the Fire and Police academies.
- Industry Business Institute
  - On-site training for local business and industry. May involve basic skills and ESL instruction. Funded through contracts with private companies and/or Dept. of Labor grants.
- Career Institute
  - Provides basic skills, GED and ESL instruction as well as assessment and testing in a variety of locations throughout the county. Funded through many different grants.
- Developmental Education
  - Remedial education in reading, writing, math and ESL for students who are pursuing an associates degree whose entrance exam scores indicate that they are not able to do college level work.

Note: Each of the funding sources indicated may, and many do, provide more than one grant. Grants may come from different divisions, agencies or offices within the specified departments. Each grant has its own eligibility, reporting, monitoring, accountability and scope of program requirements.

1 Tuition monies may come from the students directly or through federal and state grants and loans to the students.
### Department of Education – Adult Literacy Programs

#### Program Overview

<table>
<thead>
<tr>
<th>Program Description</th>
<th>Funding Source</th>
<th>Funding</th>
<th>Number of Providers</th>
<th>Number of Clients Served</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1 WIA Title II (ABE/ESL)</strong>: Funds programs in adult basic education and English as a second language through competitive grants. (Source: for all figures is NJ Department of Education).</td>
<td>Federal</td>
<td>13,396,286 (2000-2001)</td>
<td>35 Consortia</td>
<td>44,712 (2000-2001)</td>
</tr>
<tr>
<td><strong>3 Literacy</strong>: State contribution to WIA Title II funds. (Source: NJ Department of Education).</td>
<td>State</td>
<td>$1,024,000 (2000-2001)</td>
<td>Same as above</td>
<td>2,976 (2000-2001)</td>
</tr>
<tr>
<td><strong>SUBTOTAL</strong>: WIA Title II (State and Federal Money)</td>
<td>TOTAL</td>
<td>$15,633,286</td>
<td>35 Consortia</td>
<td>53,753</td>
</tr>
</tbody>
</table>

#### Pie Chart

- **Federal** $13,396
- **State** $15,084
- **Local** $1,213
- **Literacy (State)** $1,024
- **Literacy (Federal)** $422
- **WIA II (ABE/ESL) (State)** $1,396
Appendix B:
Current Programs, Funding and Enrollment Data (continued)

**Department of Education – Adult Literacy Programs**

<table>
<thead>
<tr>
<th>Program</th>
<th>Funding Source</th>
<th>Funding</th>
<th>Number of Providers</th>
<th>Number of Clients Served</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>English Proficiency and Civics Education:</strong> Provides funds for programs which combine English language and Civics education. Grants are competitive and money is from a separate WIA II Federal grant. Funding figure is for 2001. The funding for 2002 is more than double the 2001 figure ($3,481,823). (Source: US DOE Office of Vocational and Adult Ed.)</td>
<td>Federal</td>
<td>$1,395,520 (2001)</td>
<td>6 (2000-2001)</td>
<td>1,625 (2000-2001)</td>
</tr>
<tr>
<td><strong>Evening School for Foreign Born:</strong> Provides English Language and Citizenship for those who wish to become citizens. Funds are available only to school districts and districts must request the funds. State aid is a maximum of $5000 per district and districts are required to provide a minimum of a one-to-one match. Districts may, and some do, provide a higher match. Funding figure is based on state aid and the minimum match. (Source: NJ Department of Education).</td>
<td>State &amp; local match</td>
<td>$422,000 (2000-2001)</td>
<td>55 (2000-2001)</td>
<td>3,235 (2000-2001)</td>
</tr>
<tr>
<td><strong>Adult High School:</strong> Allows adults to complete high school and obtain a regular high school diploma. All New Jersey high school graduation credits and requirements must be met. Funds available only to New Jersey school districts. State aid is based on $1,345 per pupil based upon an enrollment head count in early October. Local school boards receive the funds and make determinations of actual funds for their Adult High School. Funding figure is state aid to school districts for Adult High School. School districts must apply for Adult High School funds and not all districts have Adult High Schools. (Source: NJ Department of Education).</td>
<td>State</td>
<td>$15,084,175 (1996-1997)</td>
<td>56 (2000-2001)</td>
<td>11,215 (1996-1997)</td>
</tr>
<tr>
<td><strong>SUBTOTAL: Non WIA II Dept. of Education Programs</strong></td>
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<tr>
<td><strong>TOTAL for All Department of Education Adult Literacy Programs</strong></td>
<td></td>
<td>$32,534,981</td>
<td>69,828</td>
<td></td>
</tr>
</tbody>
</table>
**Department of Human Services – Adult Literacy Programs**

### Table: Adult Literacy Programs

<table>
<thead>
<tr>
<th>Program</th>
<th>Funding Source</th>
<th>Funding</th>
<th>Number of Providers</th>
<th>Number of Clients Served</th>
</tr>
</thead>
<tbody>
<tr>
<td>AWEP: Alternative Work Experience. These are literacy and basic skills programs for welfare recipients who are found to be in need of these skills before they can successfully find employment. Funded through Federal TANF (Temporary Assistance for Needy Families) funds. The funding figure excludes two Department of Human Services grants to the Department of Labor for Work First New Jersey programs of $100,000 (Newark Housing) and $2.7 million (pilot programs for computer based adult literacy learning centers). (Source: Department of Human Services).</td>
<td>Federal and State</td>
<td>$34,400,000 (2001)</td>
<td>51 (2001)</td>
<td>22,214 (2001)</td>
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<tr>
<td>Program</td>
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<td>8</td>
<td><strong>Adult Basic Skills:</strong> These programs are for institutionalized populations, either in psychiatric hospitals (4) or developmental centers (3). Separate Department of Education money funds education for youth populations in these institutions, the figure listed here is specifically for the adult population. (Source: Department of Human Services).</td>
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<td>9</td>
<td><strong>Refugee English Language Training:</strong> ESL Programs for Refugees. (Source: Department of Human Services).</td>
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<tr>
<td>10</td>
<td><strong>Youth Corps:</strong> This program serves young adults between ages 16 and 25 who left high school without completion. The program provides basic skills/GED instruction, career counseling and work skills through community service. Neither the funding nor the enrollment figures are included in the overall figures for the Department of Human Services because we do not know the percentage of the funds used specifically for basic skills/GED. (Source: Department of Human Services).</td>
<td></td>
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</tr>
<tr>
<td>11</td>
<td><strong>Enhanced AWEP:</strong> This is for people who are off of welfare but still need and receive assistance. This assistance may include adult literacy education among other types of services. We were not able to obtain specific funding figures so this program is not included in the overall figures for the Department of Human Services. (Source: Dept. of Human Services).</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>12</td>
<td><strong>21st Century Grants:</strong> State grants for programs that help welfare recipients work towards self-sufficiency. Programs are in five NJ cities, Jersey City, Newark, Trenton, New Brunswick and Camden. The overall goal of the grants is to “improve the economic and social well-being of NJ residents who must move from welfare to work.” (NJ Dept of Human Services Press release 3/3/99). These figures are not included in the overall DHS figures for adult literacy education because we do not know the percentage of the funds that are used specifically for adult literacy education programs. (Source: Department of Human Services).</td>
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<table>
<thead>
<tr>
<th>Program</th>
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<tbody>
<tr>
<td><strong>Total: Dept. of Human Services Adult Literacy Programs</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th></th>
<th>Funding Source</th>
<th>Funding</th>
<th>Number of Providers</th>
<th>Number of Clients Served</th>
</tr>
</thead>
<tbody>
<tr>
<td>11</td>
<td>State and Federal</td>
<td>Stipends to individuals</td>
<td></td>
<td></td>
</tr>
<tr>
<td>12</td>
<td>State</td>
<td>$10,000,000 (2 yrs 1999-2001)</td>
<td>5</td>
<td></td>
</tr>
</tbody>
</table>

**Total** | **$35,037,535³** | **23,399¹**

¹ Does not include Youth Corps, 21st Century Grants or Enhanced AWEP.
### Department of Labor – Adult Literacy Programs

#### Dept. of Labor - Adult Literacy Programs

- **WorkFirst NJ - Newark**
- **WorkFirst NJ - Pilot Program**
- **WorkFirst NJ - Corrections**
- **WDPP Individual Training Grants**
- **WDPP Literacy Grants**
- **New Workforce Development Legislation**

<table>
<thead>
<tr>
<th>Program</th>
<th>Funding Source</th>
<th>Funding</th>
<th>Number of Providers</th>
<th>Number of Clients Served</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Work First NJ – Newark Housing:</strong> Adult literacy and job readiness for welfare recipients in Newark Public Housing. The funds for this program come from a grant from the Department of Human Services AWEP funds. (Source: Dept of Human Services and Dept. of Labor).</td>
<td>Federal</td>
<td>$100,000</td>
<td>1 (Newark Housing)</td>
<td>570</td>
</tr>
<tr>
<td>13</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Work First NJ – Pilot Programs:</strong> Pilot programs for computer based adult literacy instructional centers. The funds for this program come from a grant from the Department of Human Services AWEP funds. The program started in June 2000. By January 2001 there were 5 centers and new centers open regularly. The enrollment figure is total people served since the program started. (Source: Dept of Human Services and Dept. of Labor).</td>
<td>Federal</td>
<td>$2,700,000</td>
<td>9</td>
<td>483</td>
</tr>
<tr>
<td>14</td>
<td></td>
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</tr>
<tr>
<td></td>
<td>Work First NJ - Corrections: Provides adult literacy instruction. (Source: SCALES/Delivery and Funding Committee)</td>
<td></td>
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<tr>
<td></td>
<td><strong>WIA I - Local Board Programs:</strong> Local WIB boards may apply for funds for local literacy programs, as part of their strategic plan, which are funded through WIA title I funds. This program is not included in the overall Dept of Labor figures because we do not know the percentage of these funds that are used for adult literacy programs.</td>
<td>Federal</td>
<td>$650,000</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td><strong>WIA Title I - Individual Training Accounts:</strong> These accounts are available to eligible individuals for job training, there is a $4,000 per person cap on training. There is an additional maximum of $1,300 per person for basic skills training. The funds and enrollment figures for this program are not included in the overall Department of Labor figures as they were not available. (Source: Dept of Labor).</td>
<td>Federal</td>
<td>local boards request</td>
<td>17</td>
</tr>
<tr>
<td></td>
<td><strong>WDPP - Individual Training Grants:</strong> These grants are similar to the WIA Title I grants in that they are money available for individuals to obtain job training. There is a $4,000 cap per person for job training and an additional maximum of $1000 per person for basic skills training (the cap will be increasing to $2,000 per person). (Source: Dept of Labor). Funding and enrollment figures source: SCALES/Delivery and Funding Committee.</td>
<td>State</td>
<td>$3,300,000</td>
<td>180 (Individual training grants)</td>
</tr>
<tr>
<td></td>
<td><strong>Customized training:</strong> These funds are available for companies to provide job training for their employees. Not all of the money is used for adult literacy training although a significant percent is used for ESL training. The figures are not included in the overall Department of Labor figures because the actual percentage of the overall funds that are used for adult literacy services is unknown. (Source: SCALES/Delivery and Funding Committee)</td>
<td>State</td>
<td>$2,115,000</td>
<td>273</td>
</tr>
<tr>
<td></td>
<td><strong>WDPP Literacy Grants:</strong> These are grants for training providers to be able to provide on-site workplace literacy programs for employers. (Source: SCALES/Delivery and Funding Committee)</td>
<td>State</td>
<td>$1,000,000</td>
<td>301</td>
</tr>
<tr>
<td></td>
<td><strong>New Workforce Development Legislation:</strong> This legislation provides money for Basic Skill Training Centers inside One-Stop Centers. It also provides money for customized training for adult literacy services and additional money for WIB’s to use for adult literacy services. (Source: Dept of Labor). This funding is included in the overall Department of Labor funding as all of the monies are targeted at adult literacy services.</td>
<td>State</td>
<td>$21,000,000</td>
<td>Anticipated</td>
</tr>
<tr>
<td></td>
<td><strong>Total: Dept. of Labor Adult Literacy Programs</strong></td>
<td>TOTAL</td>
<td>$28,750,000¹</td>
<td></td>
</tr>
</tbody>
</table>

¹ Figure includes new Workforce Development Legislation but excludes Customized Training, WIA Title I – Local Board Grants and WIA Title I – Individualized Training Accounts.

² Figure excludes Customized Training, WIA Title I – Local Board Grants, WIA – Individualized Training Accounts and New Workforce Development Legislation.
Other Sources of Funding for Adult Literacy

**Department of Community Affairs**

![Graph showing funding distribution]

<table>
<thead>
<tr>
<th>Program</th>
<th>Funding Source</th>
<th>Funding</th>
<th>Number of Providers</th>
<th>Number of Clients served</th>
</tr>
</thead>
<tbody>
<tr>
<td>22</td>
<td>Community Services: Adult literacy services in a housing project.</td>
<td>Federal</td>
<td>$20,000</td>
<td>1</td>
</tr>
<tr>
<td>23</td>
<td>Faith Based Services: This is state aid for faith based community programs to provide a variety of community services. The total funding awarded on Oct. 31, 2001 is 2.5 million dollars for 35 programs. Of those 35 programs, 4 have a component of adult literacy education totaling $335,000. Of that, only $85,000 is clearly funding literacy. (Source: Dept. of Community Affairs).</td>
<td>State</td>
<td>$85,000</td>
<td></td>
</tr>
<tr>
<td><strong>Total:</strong> Dept. of Community Affairs adult literacy programs</td>
<td>TOTAL</td>
<td>$105,000</td>
<td></td>
<td>30</td>
</tr>
</tbody>
</table>
State Library of New Jersey

Total Funding $259,630 for FY 2002

<table>
<thead>
<tr>
<th>Program</th>
<th>Funding Source</th>
<th>Funding</th>
<th>Number of Providers</th>
<th>Number of Clients served</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>New Jersey State Library LSTA Grants:</strong> LSTA is the Library Services and Technology Act, which is administered by the Federal Institute for Museum and Library Services. The act has two focuses one is technology and the other is assistance to people having difficulty in using libraries. Literacy money comes under the latter, which identifies people in need of literacy and ESL services as a special population. The State Library of New Jersey provides an average of 12-14 grants per year across the state. Some of those grants are given to library consortia which is why the number of providers is higher than 14. The grants are used for literacy, ESL and family literacy programs. The number of clients served is from FY 1998 as that was the most recently available figure however, enrollment and funding figures have been constant in the last five years. (Source: The State Library of New Jersey)</td>
<td>Federal</td>
<td>$259,630</td>
<td>43</td>
<td>1,592</td>
</tr>
<tr>
<td><strong>Total: New Jersey State Library LSTA Grants for Literacy, ESL and Family Literacy Programs:</strong></td>
<td>TOTAL</td>
<td>TOTAL $259,630</td>
<td>43</td>
<td>1,592</td>
</tr>
</tbody>
</table>
One Time Legislative Awards for 2001-2002

The Legislature, on its own discretion, may award one-time grants. On occasion these grants fund adult literacy programs. For the 2001-2002 legislative year there were three such grants totaling $135,000.

<table>
<thead>
<tr>
<th>TOTAL for other funding sources for adult literacy:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dept. of Community Affairs $105,000 + New Jersey State Library Grants $259,630 + One time legislative awards $135,000 = $499,630</td>
</tr>
</tbody>
</table>
Appendix:

Interviewed Stakeholders

Stakeholder Perspective: List of Interviewees

Lisa Ashbaugh – Director, Office of Policy and Planning, Inter-Departmental Initiatives, New Jersey Department of Human Services.

Patricia S. Biddar – Executive Director, Department of Assessment, Planning and Research, Union County Community College.

Thomas Billet – WIB Director, Camden County Workforce Investment Board.

Jane Brady – Freeholder, Middlesex County

Bernard Cusano – Director, Career Institute, Union County Community College.

Theresa Daniels – Legislative Coordinator, Division on Women, New Jersey Department of Community Affairs.

Judith Faherty – Principal, New Brunswick Public Schools Adult Learning Center.

John R. Farrell, Jr. – Vice President Administrative Services and Executive Assistant to President, Union County Community College.

Walter Hecht – Dean, Program Director, Philip Ciarco Learning Center, Bergen Community College.

Thomas Henry – State Director of Adult Education, New Jersey Department of Education.

Teresa Keller – Director, New Jersey Chapter of Literacy Volunteers of America.

Gloria Kucher – Principal, Vineland Adult Education Center.

Christine Laquidara – Former Director, Office of Educational Services, Department of Corrections.

Marlene Lederman – Supervisor of Adult Education, New Brunswick Public Schools Adult Learning Center.

Daniel Lewis – Coordinator, Employment and Training, New Jersey Department of Labor.

Marilynn Medican – Executive Director, The Jointure for Community Adult Education.

Sister Mary Teresa Orbegozo – Principal, Paterson Adult School, Paterson Education Center.

Henry Plotkin – Executive Director, State Employment and Training Commission.

Janice Pointer – Project Team Director, Workforce New Jersey, New Jersey Department of Labor.

Enrico Prata – Director of Continuing Education, Caldwell – West Caldwell Board of Education.

Patricia Roman – Executive Director, Middlesex County Workforce Investment Board.
Appendix

Interviewed Stakeholders (continued)

Stakeholder Perspective: List of Interviewees

Steven Sassala – Executive Director, Prosperity New Jersey.

Barry Semple – NJALL Board Member and State Council for Adult Literacy Services Board Member.

Wallace E. Smith – Acting Vice President, Academic Affairs, Union County Community College.

Charles Thomas – Director, Cumberland County One-Stop Center.

Paul Willenbrock – Dean of Continuing Education and Community Services, Union County Community College.
Appendix D:
Community College Developmental Skills Education Available Data

New Jersey:

Accurate and comprehensive data on enrollments and the amount of funding for developmental skills education in the community colleges is not available for New Jersey. Colleges differ in their policies and definitions and are not required to report either developmental skills enrollment or expenditures. In many cases developmental skills education is part of the overall departmental mission, and therefore, the developmental skills enrollments and expenditures are not separated from the overall departmental information. For example, information may be available about the English Department but it is not broken down into developmental classes and college level classes. The following table is the only information that could be found which was specific to NJ developmental skills education. It shows the percentages of first-time students who tested as needing remediation. This does not necessarily reflect actual enrollment, nor does it reflect students who continue to need remediation after the first year. There is also no indication of how many students need remediation in multiple areas and it does not include ESL instruction. Because policies differ regarding who is tested, which testing instruments are used and what the cut-off scores are, the data is not comparable across institutions, nor should it be aggregated.

Nationally:

The National Center for Educational Statistics 1995 study on remedial education in higher education institutions found that 29% of first time freshmen enrolled in at least one remedial reading, writing or mathematics course (ESL was not included in this study). They also found that, “There was a general pattern of higher remedial enrollments and lower remedial pass rates at public 2-year and high minority enrollment institutions.” (p. iv, U.S. Department of Education, National Center for Educational Statistics, Remedial Education at Higher Education Institutions in Fall 1995, NCES 97-584).

Percentages of First-Time New Jersey Community College Students Needing Remediation Based on Test Scores,
Fall 1998

<table>
<thead>
<tr>
<th>Community College</th>
<th>Reading</th>
<th>Writing</th>
<th>Computation</th>
<th>Algebra</th>
<th>Any and All</th>
</tr>
</thead>
<tbody>
<tr>
<td>Atlantic County College</td>
<td>N/A</td>
<td>49.0%</td>
<td>53.0%</td>
<td>18.0%</td>
<td>64%</td>
</tr>
<tr>
<td>Bergen Community College</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Brookdale Community College</td>
<td>27.5%</td>
<td>19.3%</td>
<td>30.2%</td>
<td>41.5%</td>
<td>47.3%</td>
</tr>
<tr>
<td>Burlington County College</td>
<td>23.6%</td>
<td>34.0%</td>
<td>29.0%</td>
<td>29.9%</td>
<td>46.4%</td>
</tr>
<tr>
<td>Camden County College</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>68%</td>
</tr>
<tr>
<td>Cumberland County College</td>
<td>34.0%</td>
<td>31.0%</td>
<td>32.0%</td>
<td>64.0%</td>
<td>72%</td>
</tr>
<tr>
<td>Essex County College</td>
<td>74.0%</td>
<td>94.0%</td>
<td>76.0%</td>
<td>90.0%</td>
<td>94.0%</td>
</tr>
<tr>
<td>Gloucester County College</td>
<td>15.0%</td>
<td>32.0%</td>
<td>28.0%</td>
<td>24.0%</td>
<td>57.0%</td>
</tr>
<tr>
<td>Hudson County Community College</td>
<td>20.0%</td>
<td>16.0%</td>
<td>30.0%</td>
<td>32.0%</td>
<td>58.0%</td>
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</tr>
<tr>
<td>Mercer County Community College</td>
<td>49.4%</td>
<td>55.6%</td>
<td>56.2%</td>
<td>75.5%</td>
<td>N/A</td>
</tr>
<tr>
<td>Middlesex County College</td>
<td>51.0%</td>
<td>51.4%</td>
<td>43.4%</td>
<td>58.3%</td>
<td>77.4%</td>
</tr>
<tr>
<td>County College of Morris</td>
<td>N/A</td>
<td>62.0%</td>
<td>52.8%</td>
<td>63.8%</td>
<td>78.4%</td>
</tr>
<tr>
<td>Ocean County College</td>
<td>31.6%</td>
<td>36.2%</td>
<td>0.0%</td>
<td>48.7%</td>
<td>56.6%</td>
</tr>
<tr>
<td>Passaic County Community College</td>
<td>71.0%</td>
<td>66.0%</td>
<td>73.0%</td>
<td>79.0%</td>
<td>82.0%</td>
</tr>
<tr>
<td>Raritan Valley Community College</td>
<td>25.6%</td>
<td>49.3%</td>
<td>32.3%</td>
<td>24.7%</td>
<td>53.4%</td>
</tr>
<tr>
<td>Salem Community College</td>
<td>35.2%</td>
<td>30.1%</td>
<td>34.2%</td>
<td>42.8%</td>
<td>53.6%</td>
</tr>
<tr>
<td>Sussex County Community College</td>
<td>46.7%</td>
<td>44.9%</td>
<td>58.0%</td>
<td>81.5%</td>
<td>N/A</td>
</tr>
<tr>
<td>Union County College</td>
<td>55.8%</td>
<td>70.1%</td>
<td>62.0%</td>
<td>72.9%</td>
<td>89.8%</td>
</tr>
<tr>
<td>Warren County Community College</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
</tbody>
</table>