

Building Blocks

**The  
Washington  
State  
Plan for  
ADULT AND  
FAMILY  
LITERACY**

**1999 - 2004**

Building Blocks

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Office of Adult Literacy  
State Board for Community and Technical Colleges  
PO Box 42495, Olympia, WA 98504-2495  
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STATE OF WASHINGTON

State Board for Community and Technical Colleges

RESOLUTION 99-03-07

A resolution relating to the Washington State Plan for Adult and Family Literacy.

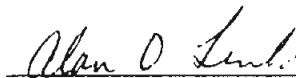
**WHEREAS** adult and family literacy represents a critical component in the adult learning system of Washington state; and

**WHEREAS** the needs of Washington's citizens related to adult and family literacy have changed substantially since the last long-term plan was instituted in July of 1989; and

**WHEREAS** the Washington State Adult Education Advisory Council unanimously recommends the Plan for the consideration of the State Board for Community and Technical Colleges;

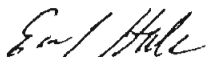
**HEREBY BE IT RESOLVED** that the State Board for Community and Technical Colleges approves the Washington State Plan for Adult and Family Literacy for submission to the US Department of Education in compliance with the Workforce Investment Act of 1998 and also for use in guiding the entire provider system to meet system goals and insure continuous system improvement.

**APPROVED AND ADOPTED, March 4, 1999.**



Al Link, Chair

**ATTEST:**

  
\_\_\_\_\_  
Earl Hale, Secretary

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# INTRODUCTION

## INTRODUCTION

The demands of modern times are substantially different from those of previous generations. Skills that were required in the past for financial survival, family care, and community responsibility have been replaced by skills of another kind. Throughout the industrialized world this fact is having an impact. In agricultural and early industrial times, physical skills were the key to self-sufficiency. However, this is no longer the case, as pointed out by Kiichi Mochizuki – a former Japanese steel executive who now heads the Pacific Institute Research Group:

*“These days, with computerized factories and digitally controlled machines, mathematics are very important for factory operations. When you talk about skill – the word ‘skill’ is wrong: It implies manual dexterity to carve wood or hit something with a hammer. Now skill is mental rather than manual.”*

At the same time, the responsibilities of adults as family members and parents have escalated. Scientific studies indicate that the social and learning capacities of children are greatly impacted by the mental stimulation and nurturing of their caregivers. Many of the skills children are now expected to master were not a part of their parents’ upbringing. However, in the eyes of communities today, accountability for children’s school success rests as much with parents as it does with teachers.

Communities are also changing at a rapid pace. Complex issues of health, urban growth, and educational reform – to name a few – are put before the public for decisions that will have substantial impact on the present and the future. Only an informed public can participate fully in discussions and decision-making to successfully address the issues facing communities today.

In this age of computerized workgroups, higher performance standards for children, and complex community issues, more than ever is being expected of adults as family members, workers, and members of communities. The population as a whole is expected to have high levels of literacy, problem-solving, and communication skills. Historically, these skill levels have only been the accomplishment of an elite minority. Now, society seeks to bring the majority up to unprecedented levels of competency. To accomplish this feat, the cooperative efforts of many forces will be needed.

## THE PURPOSE OF THIS PLAN

According to the State Adult Literacy Survey, approximately 1,300,000 people in Washington State function at the lowest levels of literacy. While in previous generations, individuals could function self-sufficiently – earning livable wages, caring for their families, and participating in community affairs – without high levels of literacy, this is no longer the case.

The vision of adult and family literacy learners as successful family members, workers, and members of communities is the driving force behind the activities of the adult and family literacy system. To accomplish this, students must be at the center of an adult and family literacy educational system. This system must be integrated with other systems that are also responsible for meeting the needs of the same clients and communities.

At the same time, organizations throughout the public, non-profit, and private sectors are being called upon to demonstrate higher levels of accountability for a broader range of activities, both as separate

entities and as coordinated systems with mutual goals. These organizations are required to review their practices in order to more efficiently and positively impact the lives of the people they serve.

The purpose of this plan is to guide the development of the broader adult and family literacy system by focusing on a common vision for student success and demonstrating accountability.

## SCOPE AND CONTEXT

This plan describes targeted development for the entire adult and family literacy system over the next five years. An essential component of this plan is a commitment to an adult and family literacy system that encompasses all providers, regardless of their funding source. The plan was developed by the Office of Adult Literacy at the direction of the Adult Education Advisory Council (AEAC), who represent partner organizations that are concerned about and/or fund literacy and basic skills. The implementation of this plan will begin with those providers closest to AEAC member-funders and incrementally impact the entire system.

The plan describes the directions for development of the adult and family literacy system both as a unique entity and as a partner with other organizations, especially those involved in the *Workforce Investment Act of 1998 (Public Law 105-220)*. The adult and family literacy system will participate as a full partner to create a State Unified Plan for workforce development. The Workforce Development Board will prepare the State Unified Plan in cooperation with the other partners, such as the Employment Security Department, Department of Social and Health Services, Vocational Education, Vocational Rehabilitation, Office of the Superintendent of Public Instruction, Community Based Organizations, One-Stop Centers, and the Workforce Development Board. As input to this process, the Adult and Family Literacy Plan clarifies the system's vision for student success and identifies its goals and services.

## THE PROCESS

In 1997, the AEAC, appointed by the Governor and authorized to guide planning for the adult and family literacy system, launched an extensive process to gather input on a new long-range state plan. The effort had as its foundation the vision and priorities drafted by the Council and approved by its member organizations (see Appendix A). The plan was also guided by 2010 – Preparing for the Future, a plan adopted by the State Board for Community and Technical Colleges, and by High Skills, High Wages, a 1998 report on workforce training results by the State Workforce Training and Education Coordinating Board.

The plan also reflects many Washington State efforts which have improved the adult and family literacy system. As a result, the system has many strengths on which to build and a broad corps of interested, knowledgeable people from whom to gather support for future development of the system. Tapping into local resources has been an essential strategy for developing this plan. Input was solicited from students, providers, administrators, agency partners, employers, labor, etc. from around the state (see Appendix B). Approximately 1100 residents of Washington have offered their stories, concerns, and suggestions. This input was analyzed together with quantitative data and a scan of the current environment.

## LAYOUT OF THE PLAN

The plan is laid out in eight sections. The first seven sections describe the key components of the plan from vision through the allocation of resources.

The final section contains the appendices. These form the backdrop for much of the plan and provide essential information for better understanding some of its component parts.

## DEFINITIONS

### *Adult and Family Literacy*

“Literacy” for adults in this country has become a matter of multiple “literacies.” It now means the ability to speak, read, and write in the English language, compute, solve problems, and relate effectively with others in order to exercise the rights and responsibilities of a family member, worker, and community member. “Literacy” is synonymous with Washington’s Adult Basic Skills Competencies and is learned through programs such as adult basic education (ABE), English as a Second Language (ESL), and Adult Secondary Education (ASE) (see Appendix D).

### *Students, Learners, Customers, Clients, Consumers*

Many organizations in this state serve the same people, but use different terms to describe them. Because this is an educational plan, the terms most frequently used are students and learners. Terminology more common to partners – customers, clients, consumers – may also be used to acknowledge shared interests.

### *The Adult and Family Literacy System*

The term “adult and family literacy system” used throughout this plan refers to all who participate in the delivery of adult and family literacy services in the State of Washington. This includes students, service providers of all types, community leaders, the Office of Adult Literacy, the State Board for Community and Technical Colleges, the Adult Education Advisory Council, the Workforce Development Board, agency partners, and other stakeholders.

## HOW TO READ THIS DOCUMENT

All contributors to the adult and family literacy system will have roles and responsibilities in implementing this plan. Public, private and nonprofit organizations that serve the same clients will have a better chance of achieving their interlocking goals by sharing vision and accountability. As this plan paints a picture of the future, readers are encouraged to identify for themselves what they can do to contribute to the success of literacy and basic skills learners.

## ACKNOWLEDGEMENTS

In 1997, the Adult Education Advisory Council set in motion the process of creating a state plan for adult and family literacy. Throughout the process it has provided oversight, vision, and insight into the issues facing the literacy and basic skills system, as well as approaches for addressing them.

The development of this plan was also guided by:

- The State Board for Community and Technical Colleges, which contributed in countless ways, through the development of goals in support of basic skills, published in 2010: Preparing for the Future, and by the practical support provided by various divisions of the agency.
- The Workforce Training and Education Coordinating Board, through the publication of High Skills, High Wages – especially their Goals 3 and 4, recommendations in “Workforce Training Results,” and the support of their staff.
  - ✓ “High Skills, High Wages,” Goal No. 3: The training system will be a coherent and integrated system of customer services. We will build a network of training and related services that provides customers with easy access and portability among and between programs and avoid unnecessary duplication.
  - ✓ “High Skills, High Wages,” Goal No. 4: Training programs will be accountable for results. Every workforce training and education program will have measured results and quality improvement efforts to improve results.

The following groups also contributed to the process by providing input and response to the plan as it developed:

- Providers receiving funding for literacy and basic skills activities such as the Council for Basic Skills, volunteer tutor coordinators and tutors, and family literacy providers,
- Adult literacy and basic skills students,
- State and local administrators from:
  - Department of Social and Health Services,
  - Employment Security,
  - Department of Corrections,
  - School district administrators,
  - Libraries,
  - Refugee organizations,
  - Tribal education leaders,
  - Public service organizations,
  - Private Industry Councils,
  - Job training and workplace training managers,
  - Businesses,
  - Labor,
  - The public.

The Office of Adult Literacy wishes to acknowledge the contributions of all the many organizations and groups that supported the formation of this plan. The value of these contributions cannot be overstressed. Because of their efforts, the needs of literacy and basic skills learners and the communities in which they live have been more fully illuminated, as have the many strategies for addressing those needs.

# WASHINGTON'S VISION FOR STUDENT SUCCESS

## **Vision**

*All adults in the state will have access to adult and family literacy services that assist them in gaining the skills required to:*

*Access needed information,  
Take independent action,  
Express their own ideas and opinions  
Keep up with a changing world,  
and  
Exercise their rights and responsibilities as family members, workers, and community members.*

Washington's vision for student success places them clearly at the center of a comprehensive system of adult and family literacy services, aimed at enabling students to be successful in the primary roles of their lives. The single greatest leverage point Washington State has for realizing this vision is to further develop a delivery system that focuses on functional abilities, responds to communities, and is accountable for results.

This vision for student success will drive all aspects of redevelopment in the adult and family literacy system. It will be seen in all goals and activities and serve as a reminder of what it is the system needs to do and why it needs to do it.

# CUSTOMERS AND THEIR LITERACY AND BASIC SKILLS NEEDS

The first step in building a responsive system that will fulfill Washington's vision is to better understand the adults who need literacy and basic skills services – what their circumstances are and what they need in order to be successful in their roles. It is through this understanding that the system can improve opportunities for student learning and mitigate barriers that inhibit achievement.

## INDIVIDUALS WHO ARE MOST-IN-NEED OF ADULT AND FAMILY LITERACY SERVICES AND HARD-TO-SERVE

Available data about learners and the experience of providers establish that current literacy services reach adults who are most-in-need and hard-to-serve.

*Most-in-Need* learners in Washington State are characterized by three factors:

1. Low-literacy: They function at ABE competency levels 1 or 2, or ESL levels 1 or 2, **and**
2. Low-income: They earn less than 175 percent of the federal poverty level, **and**
3. They have at least one other factor that hinders them from fulfilling their roles as workers, family and community members. Examples of these factors include:
  - single parents with small children,
  - disabled adults including those with learning, social-emotional, and physical disabilities,
  - victims of sexual or domestic violence,
  - institutionalized or incarcerated adults,
  - homeless adults,
  - displaced homemakers,
  - individuals with multiple barriers to educational enhancement,
  - individuals from under-served populations as defined by the federal government to include people of minority racial or ethnic origins.

*Hard-to-serve* students are characterized by many factors, including:

- people whose living situations are unstable because of homelessness, or unsupportive, restrictive and/or abusive family members,
- single parents with small children for whom there is no adequate or safe alternative care,
- individuals who are geographically isolated,
- those who do not know services exist or how to access them,
- individuals who are intimidated by institutional environments or large groups of people,

- people with negative school experiences which undermine their ability to learn,
- people whose learning style or needs are not accommodated by common educational settings, cultural expectations, or instructional practices,
- individuals whose participation in a basic skills program is mandated and who have not identified a personal goal or interest in education.

The adult and family literacy system is committed to continuing to serve adults who are most-in-need of literacy and basic skills services and have difficulty in accessing them. Several challenges face the system in providing service to these populations:

- ***Serving learners with greater impact***

In order to learn, all adults need educational options that are timely, practical, and individualized to their own needs, learning styles, life circumstances, and that allow them to progress at their own pace. To be successful, adults who are *most-in-need* of basic skills generally require an increased focus on these effective practices. Services must be targeted to the specific literacy and basic skills needs of students if those services are to make a difference in students' lives. The kinds of services that learners need may differ somewhat from community to community. In order to serve adult and family literacy learners effectively, providers will define how the terms *most-in-need/hard-to-serve* apply locally and will design their recruitment and service strategies accordingly.

- ***Meeting support needs***

Adults who need literacy and basic skills services also have other needs that affect their ability to participate or progress educationally. Adult and family literacy providers will design services targeted to the needs within their purview and coordinate with agency partners whose mission it is to provide other support services.

- ***Matching adults who have other needs with appropriate services***

It is important to recognize that some adults who do not succeed as family members, workers, or community members have needs that cannot effectively be addressed by the adult and family literacy system. Students who participate in this system must show skill gains towards educational goals based on the Washington Basic Skills Competencies (see Appendix G). Those who do not may require different interventions that meet their needs more appropriately. When a mismatch occurs between the needs of adults and the educational services described in this plan, providers can guide individuals to viable alternatives available through their community partners or, using funds from other sources, devise other means to address client needs.

- ***Focusing resources***

The adult and family literacy system joins with partners in focusing resources on providing quality services within their core missions. At the same time, providers will continue to improve referral systems so that appropriate services are available when and where they are needed. By doing so, the adult and family literacy system will be able to concentrate its resources on serving basic skills learners with greater impact.

## IMPLICATIONS FROM DATA ABOUT MOST-IN-NEED AND HARD-TO-SERVE LEARNERS

An overview of the data collected to inform this plan is contained in Appendix E. Efforts have been made to gather as comprehensive a body of data as possible. The resulting image of customer circumstances and needs is based on the information available. The fact that there are notable gaps (e.g. information on tribal populations, migrant families, teen parents, and the long-term impacts of basic skills interventions) is a source of concern. Developing a comprehensive research agenda has been laid out as one of the building blocks for the continuing redevelopment and improvement of the service delivery system. Keeping this in mind, some implications can be drawn from the data that is available which have an impact on system redevelopment.

### Implication One

**Adult and family literacy programs have traditionally been serving most-in-need/hard-to-serve populations.**

- Basic Skills Levels of Those Enrolled – Forty-three percent of ABE students and 62 percent of ESL students are enrolled in the two lowest basic skills competency levels.
- Poverty – Both national and state research findings show that people with low basic skills are most likely to experience longer lasting periods of poverty, and those working are more likely to be employed in low wage jobs. The State Adult Literacy Survey underscored literacy's strong connection to economic status.
- Other factors – Information on individuals who experience additional barriers to getting the education they need in order to fulfil their roles as family members, workers and community members is specified in Appendix F.

### Implication Two

**The number of adults who could benefit from literacy programs goes significantly beyond the number currently being served.**

- Between five and ten percent of the adults who could benefit from literacy programs are being served according to estimates from the National Institute for Literacy and a 1992 study in Washington State. The study estimated 60,000 participants per year in literacy programs. This would have comprised just 4.6 percent of the estimated number of adults performing at the two lowest State Adult Literacy Survey (SALS) levels
- At any one time some 30,000 students participate in basic skills instruction reported to the two-year colleges, the largest provider system in the state, indicating that a large gap still exists.

- The population in need of literacy and basic skills services in Washington State can be described in the following terms:
  - ✓ individuals 16 years of age or older who are not in school and have no diploma or GED,
  - ✓ adults 18 years of age or older who live below the federal poverty level,
  - ✓ adults 18 years of age or older who have limited proficiency in English (LEP),
  - ✓ adults 16 years of age or older who function at literacy levels one or two, as reported by the most recent State Adult Literacy Survey (SALS).

### **Implication Three**

**Adults 24-55 years old, who comprise the majority of learners in adult education programs, may in the future also be “harder-to-find.” At the same time, youth may become more prominent in the system. The systems primarily responsible for providing services to youth will need to clarify the roles, responsibilities, and resources for serving these young adults.**

- While overall the age cohort 24-55 will remain substantial in size, the relative proportion of adults this age in the population is not expected to grow. Coupled with increasing levels of educational attainment in the population as a whole, those with less than high school education may be more hidden and more reluctant to identify themselves as needing basic skills. Outreach efforts that breach this reluctance will be an important component of future activities.
- Persons aged under 21 years of age comprise 20 percent of adult basic skills students. Participants between 16-18 years of age make up ten percent of learners. The Office of Financial Management forecasts the general population of 16 to 19 year olds will increase by nearly 19 percent by the year 2005. This increase, coupled with anecdotal reports from the field, suggests that the proportion of youth served in the adult and family literacy system may increase significantly. Provision of services to this population is an on-going issue with many ramifications for the K-12 system, adult education, and all who serve youth. Resolving this issue will require collaboration between the Office of Superintendent of Public Instruction, the State Board for Community and Technical Colleges, and the local Workforce Development Board Youth Councils.

### **Implication Four**

**While programs have been serving most-in-need/hard-to-serve populations, services to some groups could be enhanced.**

- Households headed by single females comprised half of all Washington households in poverty, according to the 1990 Census. While basic skills programs serve 50 percent females, the percentage of single females who head households is far less, around 15 percent in ABE programs for example. Given WorkFirst goals and time limits, enhanced services to this group are imperative.
- Individuals of minority, racial, or ethnic origins (as defined in federal law) are more likely to have low-literacy levels and are more likely to experience longer lasting periods of poverty than other groups. Data on outcomes for students from these groups indicate the need for improved and

integrated services, with a particular focus on attainable outcomes such as increases in employment and earning rates.

- The National Institute for Literacy (NIFL) estimates that between 50 and 80 percent of participants in literacy and basic skills programs may have learning disabilities. Few effective screening tools for learning disabilities exist, access to diagnosis is limited, and most service providers lack the training to accommodate students with such needs. Additional staff development and closer coordination with One-Stop partners is needed.

### **Implication Five**

**Literacy and basic skills lay the foundation for vocational and job skill development, which is necessary for wage progression to occur. Only a limited number of students experience sufficient training in basic skills and vocational or academic education to meet their goals. Literacy and basic skills must be offered at sufficient levels of intensity and duration, and must be integrated with occupational skills training for those seeking work.**

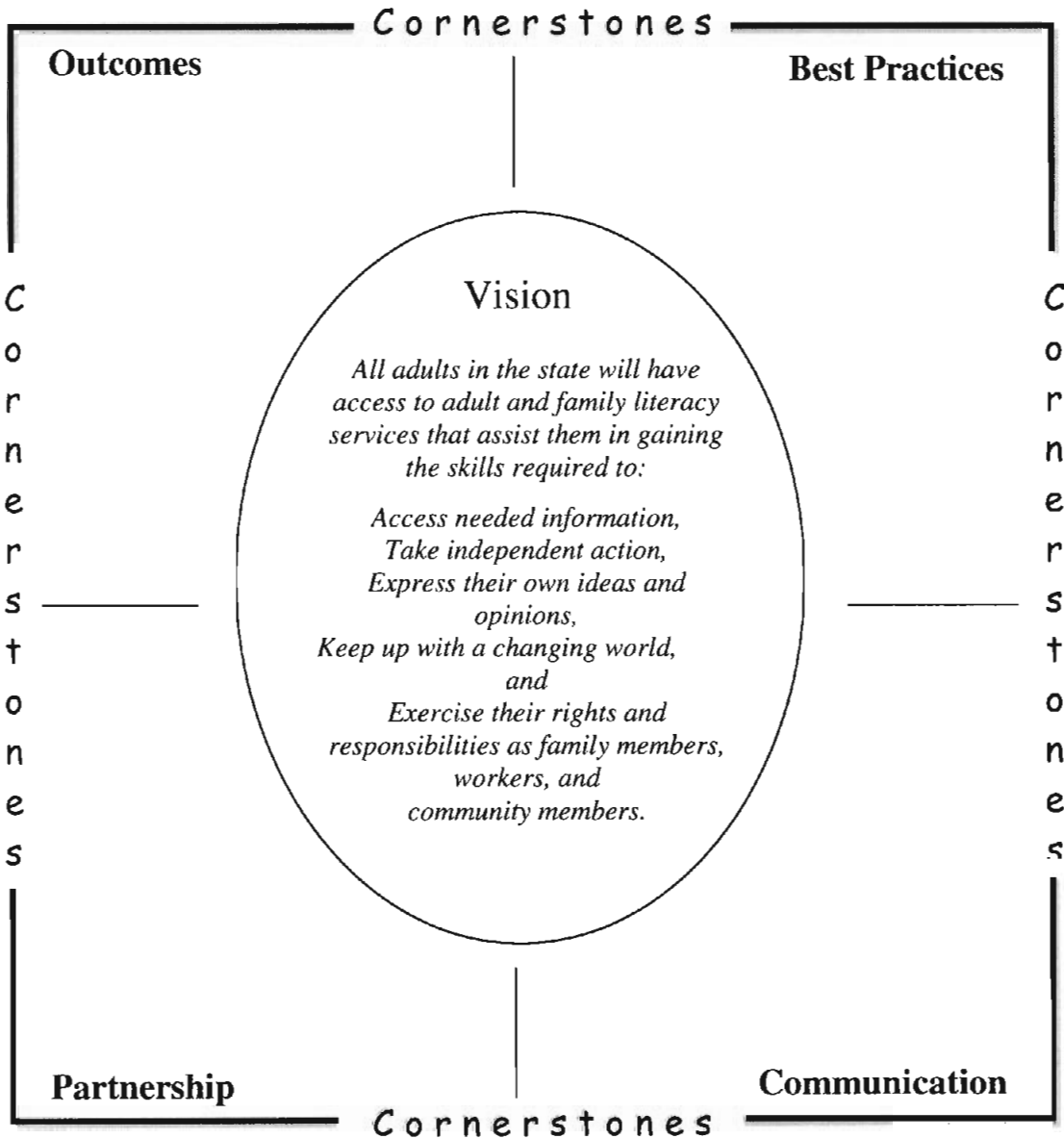
- According to post-program follow-ups, basic skills students – even those with clear work-related goals – show post-educational earnings that typically fall within average ranges for people with similar educational levels of attainment who have not participated in basic skills services – below recognized levels needed for financial self-sufficiency.
- According to community and technical college data, the median number of hours of instruction for basic skills students is only eight hours per week (1997-98). Also, one-half of students stay enrolled for only one quarter, with 25 percent staying for two quarters. Only a small percentage of basic skills students take academic or vocational classes with basic skills classes.
- Vocational and academic studies show that employment and wages increase in relationship to skill and knowledge increases.





# CORNERSTONES OF THE ADULT AND FAMILY LITERACY SYSTEM

Throughout 18 months of public discussion about the adult and family literacy system, four themes emerged repeatedly. These four themes thread through the plan as major components of all critical areas for redevelopment of the system. They form the cornerstones of the system this plan describes, affecting each other and linking to everything else in the plan.



## Outcomes

Measuring outcomes is essential if students are to succeed and services improve. Useful outcomes are relevant to the goals of the learners. They reflect the way adults perform – reporting the slower gains often made by low-literacy level learners, addressing short-term or project-oriented goals, or tracking the progress made through the intermittent lifelong pattern of education that many adults follow. In addition, the measures speak to the needs of communities, coordinate with the efforts of partners, and respond to the concerns of policy makers and funders so that adequate and appropriate support to learners can be leveraged.

Historically, Washington State has used a variety of tools for reporting outcomes. These include *Indicators of Program Quality*, Basic Skills Competency Indicators, and a formal statewide student assessment system (see Appendices G, H, and J). Beginning in 1998, the Washington Adult Basic Education Reporting System (WABERS) was implemented for quarterly program reporting and monitoring (see Appendix L). For the two-year college system, a basic skills performance measure is also part of a comprehensive accountability effort required by the state legislature (see Appendix M).

Achieving the performance outcomes for adults will require coordination among all the parties that impact that achievement. The Office of Adult Literacy has adopted and is participating with other collaborating workforce training agencies in developing the Performance Management for Continuous Improvement (PMCI) system. PMCI provides employment outcomes data for students attending for work-related reasons, along with employer and student satisfaction information. This data will not only indicate the progress of the adult and family literacy system towards its goals, but will also monitor how coordination is working in the areas where systems have inter-locking accountabilities.

The outcomes of students will drive continuous improvement throughout the adult and family literacy system.

## **Best Practices**

Staff development, technical assistance, and dissemination of successful instruction and program models are key strategies for improving student learning. Taking advantage of all three will ensure that teachers and staff provide learning activities that improve student outcomes.

Effective staff development requires a unified vision of the best teaching practices available. One promising instructional framework that has emerged on the national level is Equipped for the Future (EFF). This project was developed by a consortium of state adult education programs and supported by the National Institute for Literacy and the US Department of Education. The EFF framework identifies the primary roles of adults in our society as workers, parents and citizens and the skills required to effectively perform those roles. Instruction is then based on the application of skills in real life contexts which are meaningful to the learners (see Appendix C). The adult and family literacy system has adopted EFF as the primary framework for curriculum, instruction and assessment. The EFF framework will become the unified vision for all staff development activities under this plan.

Many pressures in the field increase the importance of a best practices approach. Accountability for learner outcomes, new instructional models, and the need for integrated services and partnerships require an array of new skills and different approaches from providers. At the same time, the system depends largely on a part-time and volunteer workforce who turn over rapidly – exceeding 30 percent annually. Any best practices approach for developing literacy staff will have to address these critical issues.

Staff development is currently delivered by several separate training organizations and supported by the Northwest Regional Literacy Resource Center. This sometimes leads to disjointed educational experiences for staff. As the system develops, all training will be aligned closely with the statewide system goals and vision.

Comprehensive continuing education, based on best practices, for all staff in the system will lead to better outcomes for literacy students.

### **Partnership**

A major thrust of the adult and family literacy system for the last five years has been to improve partnerships - both with other agencies and among educational providers.

Many current efforts – such as WorkFirst, enhanced family literacy programs, and One-Stop Centers, the central entity to the workforce system – recognize the importance of cooperative efforts if client's needs are to be met. These programs require close collaboration with the adult and family literacy system for sharing information, planning, and coordinating the use of resources. The adult and family literacy system, vocational education, job training, human services, and others often share the same clientele and have the same ultimate goals: well-functioning, self-sufficient individuals and families. Full partnerships – using common definitions of performance and mutual accountability – among organizations that provide complementary services are essential for reaching mutual goals.

Just as one service system cannot provide for all the needs of its customers, one program can rarely provide for all the needs of a particular community. Many education providers have recognized this and are developing coordinated services within communities. Deeper educational partnerships at the local level are also critical to meeting learner needs.

Partnership will continue to be a major strategy of the adult and family literacy system, improving the ability of students to meet their goals and of partners to provide cohesive services.

## Cornerstone 4

### Communication

Being learner outcomes driven, focusing on best practices, and expanding partnerships are essential strategies for developing the adult and family literacy system. None of these strategies can succeed, however, without effective communication.

The tools of communication that are in use to-date are not adequate to address the needs of the present, much less the future. Consumers, providers, and stakeholders need higher levels of consistent reliable information in order to make good decisions:

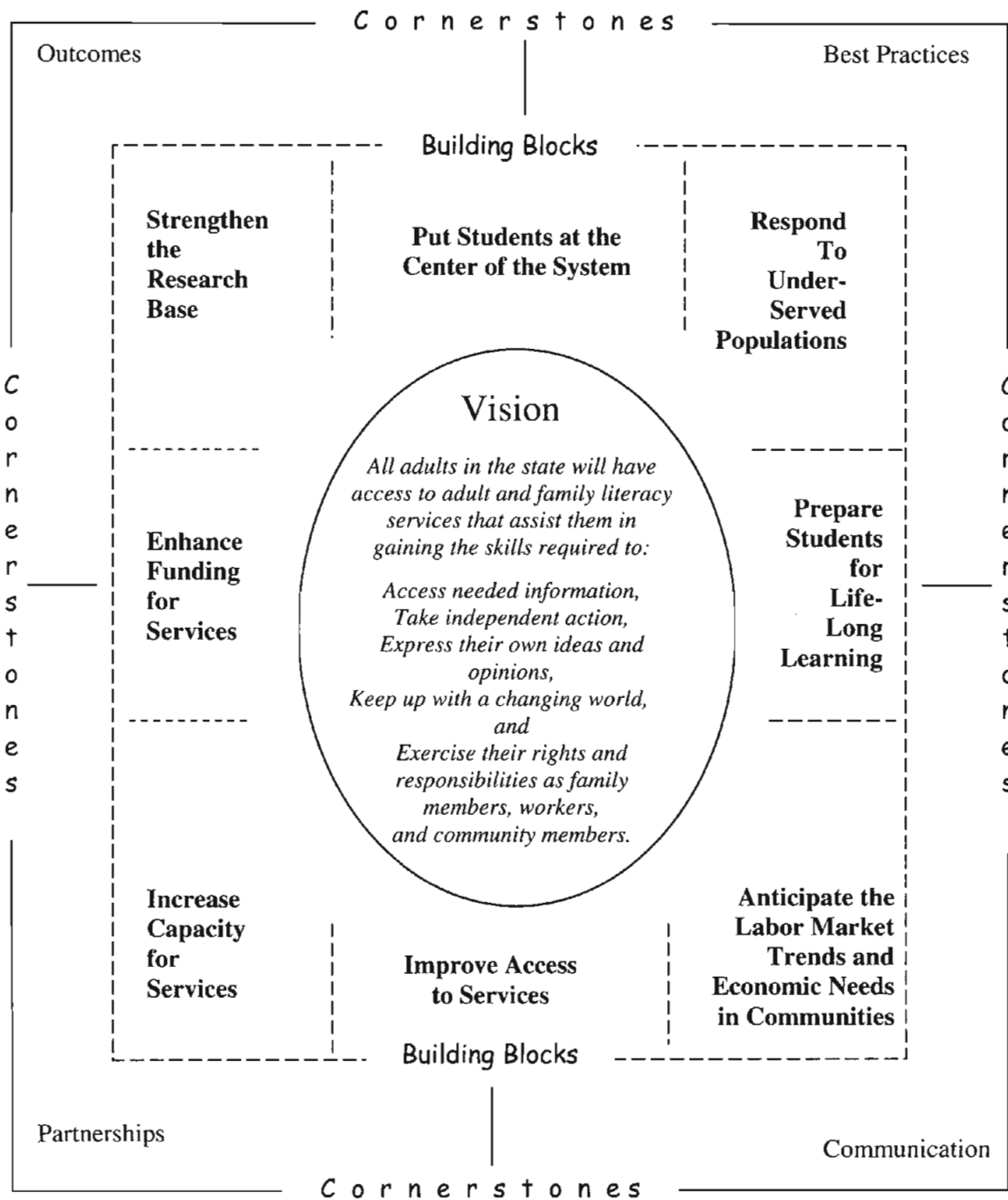
- Potential students need to understand how to access services as informed consumers.
- Providers need to know how well their programs are addressing the needs of their communities.
- Agencies need to know how to coordinate efforts in order to meet client/learner needs and their own goals.
- The public, program funders, and policy makers need confirmation that investments are paying off.

In the future, communication will take place on multiple levels, use a broader range of technologies, and draw on a common base of information. The communication model will focus on dialogue among the three target audiences – students, the adult and family literacy service delivery system, and communities including agency partners, funders, policy makers, the public, and other stakeholders.



# BUILDING BLOCKS FOR REDEVELOPMENT OF THE SERVICE DELIVERY SYSTEM

The vision and cornerstones are the basis for redevelopment of the adult and family literacy system. They support the eight areas identified as critical for improving services to students and communities. These critical areas are the building blocks of the system described in this plan. Despite their separation in text, the vision, cornerstones, and building blocks are inextricably linked. Progress in one area facilitates progress in others.





## Put Students at the Center of the System

Instruction that is practical and grounded in real-life contexts is essential for learning. The adult and family literacy system will support students in meeting their goals as workers, family and community members using approaches that relate directly to their lives and meet their needs.

Unfortunately, too many students are currently experiencing conflicts with the location, structures, schedules, course content, etc. of programs. In addition, data show that most students are only in the system for eight to ten weeks at a time (see Appendix E). Meeting the needs of learners is especially urgent when students are only in the system for short periods of time. It is critical that this time counts for them.

As noted earlier, the Equipped for the Future (EFF) framework puts the real life roles of learners at the center of instruction. Therefore, during the period of time covered by this plan, the EFF model will become the framework for viewing the practices and outcomes of adult and family literacy programs. Putting students at the center of the system will not only improve the experience of learners, but it will also impact everything from how and where skills are taught to the way progress is assessed.



## Respond to Under-Served Populations

The adult and family literacy system serves an array of students who bring to it specific strengths and needs. Three groups that are of particular concern to Washington State at this time are: 1) single parents, 2) individuals of minority, racial, or ethnic origins [as described in the *Workforce Investment Act, Title 4, Section 19*], and 3) individuals with learning disabilities. All three groups are currently served by the system. However, some are under-served in terms of numbers, while others are under-served in terms of the impact of instruction on their ability to achieve goals. For example:

### Single Parents:

Single parents, most of whom are women, are very likely to live in poverty and stay chronically poor. More than half lack a high school diploma and many function at low levels of literacy. However, participation by single mothers in literacy and basic skills programs is low – only about 15 percent.

### “Individuals of Minority, Racial and Ethnic Origins”:

Students from these groups often stay in the literacy and basic skills system for shorter periods of time and generally have lower goal attainment rates. Judging from follow-up data on the outcomes for these students, they are served less effectively by the system.

### Learning Disabilities:

Between 50 and 80 percent of adult and family literacy students are estimated to have learning disabilities. Teachers lack access to screening tools, diagnosis, and training to accommodate students with these needs.

Over the next five years, the system will respond effectively to these groups, in order to serve them – and all students – successfully.



## **Prepare Students for Life-Long Learning**

Doctors, lawyers, teachers, and business leaders continuously improve their knowledge and skills. Adults in all walks of life now share this need. For example, everyone can expect to change jobs at least seven times during their working lives. Jobs are also becoming more complex and require continually more advanced skills. Studies show that although literacy and basic skills alone do not ensure self-sufficiency, they lay the foundation for continuing education and wage progression.

At the same time, as educational standards go up for children, the need for higher levels of education for their parents increases. Washington studies show that the educational level of parents, especially the mother, is the single greatest predictor of success for children in school.

Adults are asked to make increasingly more complex decisions that affect the quality of their lives and the future of their communities. Studies show that adults with higher levels of literacy are much more likely to vote and participate in community organizations than those functioning at lower literacy levels. All adults need to add repeatedly to their knowledge and competencies throughout their lives. Adult and family literacy learners require a coherent and integrated educational system that will serve as a gateway to learning. Service delivery will broaden its focus to include not only short-term retention issues but also intermittent life-long learning patterns that meet the growing needs of adults.



## **Anticipate Labor Market Trends and Economic Needs**

If adults are to be successful as workers and stabilize their families financially, the skills and knowledge students learn must match the context of their communities.

Chronic unemployment is high among adults who lack literacy and basic skills. At the same time, many employers lack applicants with the literacy and basic skills needed for job openings. For example, a 1997 survey of 1,000 employers conducted by the Workforce Training and Education Coordinating Board, showed that 43 percent of job applicants lacked sufficient reading skills, 59 percent lacked sufficient writing skills, 66 percent lacked sufficient skills in math (see Appendix E). Employers also identified basic computer literacy, now a prerequisite for most employment, as a skill in short supply.

Competency in basic skills ties the adult learner to the economics of the community. These same skills also transfer directly to meet challenges such as family finances, housing, healthcare, family education, and many other aspects of life. Understanding this connection helps individuals navigate the systems in their communities and avoid undermining financial and family stability.

By establishing a closer link with the labor market trends and economic needs of communities, the adult and family literacy system will better prepare adults for employment opportunities and participation in the economic life of their communities.



## **Improve Access to Services**

The most recent State Adult Literacy Survey (SALS) points out that only an estimated five percent of adults in need of literacy and basic skills services currently receive them. State data report that those who do access remain only a short time. The amount of services (capacity) is one aspect of the problem; another is access.

Some access issues have to do with structures within the adult and family literacy delivery system. Currently, the delivery of instruction relies primarily on traditional structures. It is often classroom based, offered during daytime hours, and taught in discrete and sequential courses. Not all students can be effectively served in such a format. Participation in education must be made as easy as possible if students are to achieve their goals and communities are to benefit.

Lack of reliable childcare, geographic isolation, and lack of transportation are also cited by providers and students as significant barriers to educational participation, retention, and progress. The availability of services that mitigate these barriers is another access issue that must be addressed if adults are to achieve their goals. Securing support services for students through partnerships is essential to improving access.

To improve access, the system will examine its own practices, as well as join in formal partnerships for support services that facilitate student participation and progress. Significant partnerships that will improve access over the next five years include those with local WorkFirst partnerships, Workforce Development Councils, systems that support families, and One-Stop Centers, the central entity to the workforce system.



## **Increase Capacity for Services**

The issues of access and capacity are closely linked, though many of the strategies for addressing these issues differ. Both must be addressed in order to serve more of the adults in need of literacy and basic skills services.

In order to meet the capacity challenge, the service delivery system will find additional opportunities to serve more learners with greater impact. Existing services need to be increased. Increases can be gained by more fully integrating basic skills for employability with family literacy components and taking greater advantage of volunteer resources. In addition, new structures for reaching more potential students will be developed. Services will be brought closer to students in their homes and workplaces by using technology and integrating learning with work. By expanding traditional service delivery, moving services closer to students, and applying research-based best practices, money may be saved that can be applied to increasing services.

At the same time, the common goals of many state and local partners lead to mutually beneficial collaborations. These could provide direct resources to bring more adults into the basic skills system. Cooperation with One-Stop Centers, WorkFirst, tribal, and migrant programs could expand the capacity to reach un-served and under-served populations.

The adult and family literacy system will look within itself, as well as join with partners, to address the need for increased capacity.



## **Enhance Funding for Services**

The definition of literacy and basic skills has changed over the course of this century. The bar has risen to include synthesis of information, critical thinking, interpersonal skills, computer skills, and more (see Appendix H). Adults – who face changes in work, K-12 school reform for their children, and complex community issues – need these skills in order to function well in society. The consequences of not acquiring these skills become more serious every year.

In response, literacy and basic skills services have increased in size and quality over the years. However, these increases have only been incremental. Funding has not kept pace with the expanding definition and need for literacy and basic skills, nor with inflation or population growth.

Some measures to improve access and capacity can be taken using existing levels of funding through deliberate efforts within the system and in cooperation with partners. Ultimately, however, if more adults in the state who need literacy and basic skills services are to have access to them, more dedicated resources must be secured.

Over the next five years, the adult and family literacy system will enhance funding by increasing efficiency in service delivery, leveraging resources allocated to other partners who serve the same populations, developing new sources of private investment, and advocating for greater public funding.



## **Strengthen the Research Base**

The environment for designing and delivering adult education is being transformed. Initiatives like performance accountability offer a chance to refocus on what learners accomplish and to re-orient every aspect of the system to achieve the best results. To do this the system needs better information. Even though more is known about adult and family literacy needs and services today than ever before, there remain many information gaps in this relatively new field.

Consistent, reliable data has not been collected over long periods of time. The level of literacy and basic skills needs in communities has not been recently mapped. In addition, researchers have just begun investigating the social and economic effect of basic skills deficits on communities. Research about what works for students is still emerging. Better systems for tracking the impacts of different literacy and basic skills interventions on the outcomes of students are being developed.

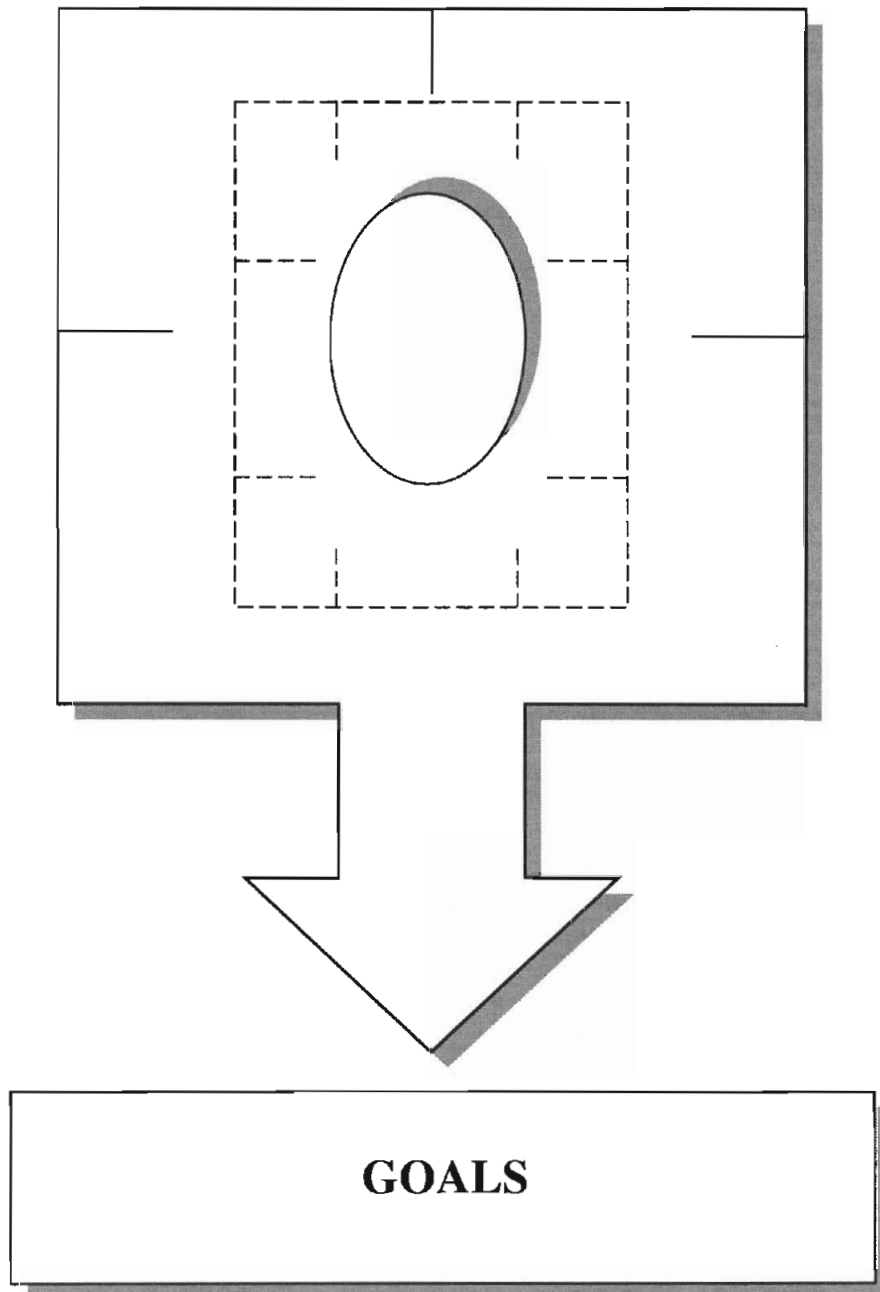
Research will focus on information for continuous improvement and learning within the system, and be shared through timely and effective information feedback loops to students, teachers, administrators, partners, and other stakeholders. Research will be carried out with the involvement of participants within the system, as well as with observers from outside it.

With longitudinal studies on the extent and impact of literacy and basic skills needs, use of best practices, and application of other interventions, the ability of the adult and family literacy system and its partners to make informed decisions will improve. Washington State will strengthen its research base in order to enhance system response to student and community needs.



## Five and One Year Goals

The following section describes the five and one year goals for the implementation of Washington State's plan for adult and family literacy. The second chart outlines the one-year goals and their relationship to the five-year goals. As the plan is implemented, these five and one year goals will guide the development of workplans at various levels of the system. They will also serve as mileposts to monitor progress and keep efforts on track.



# Five Year Goals



Each of the five year goals impacts several areas targeted in the Cornerstones and Building Blocks, as indicated.

	Cornerstones				Building Blocks							
	Outcomes	Best Practices	Partnerships	Communication	Students	Underserved	Lifelong Learning	Economic Needs	Access	Capacity	Funding	Research
Ensure that all programs meet clearly defined and broadly-agreed upon goals and demonstrate continuous program improvement.	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Create a comprehensive professional development system to support best practices that: <ul style="list-style-type: none"> <li>• Serves all instructors, tutors, counselors, and administrators, as well as partners,</li> <li>• Aligns with the vision, priorities, and goals of this plan,</li> <li>• Produces more effective teachers,</li> <li>• Results in improved student outcomes.</li> </ul>	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Deepen and expand state and regional partnerships in order to: <ul style="list-style-type: none"> <li>• Represent the concerns, goals, and contributions of the literacy system as defined in this document,</li> <li>• Anticipate and address labor market trends and economic needs,</li> <li>• Enhance provision and coordination of services and resources,</li> <li>• Ensure that the best-suited entity/ies provide key services,</li> <li>• Enhance funding,</li> <li>• Increase the success of shared customers and common goals.</li> </ul>	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Develop a system for shared communication that delivers needed information using appropriate technologies among consumers, providers and partners, stakeholders and the public.	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Develop EFF as the framework for all adult and family literacy services, prioritizing work and family activities.	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Research, develop, implement, and validate instructional models that: <ul style="list-style-type: none"> <li>• Are student-centered,</li> <li>• Develop skills in the contexts of a family member and worker,</li> <li>• Are most effective in helping students reach outcomes,</li> <li>• Address the needs and strengths of under-served populations.</li> </ul>	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓



# One Year Goals



This chart indicates the linkages between the one-year goals and their five-year counterparts.

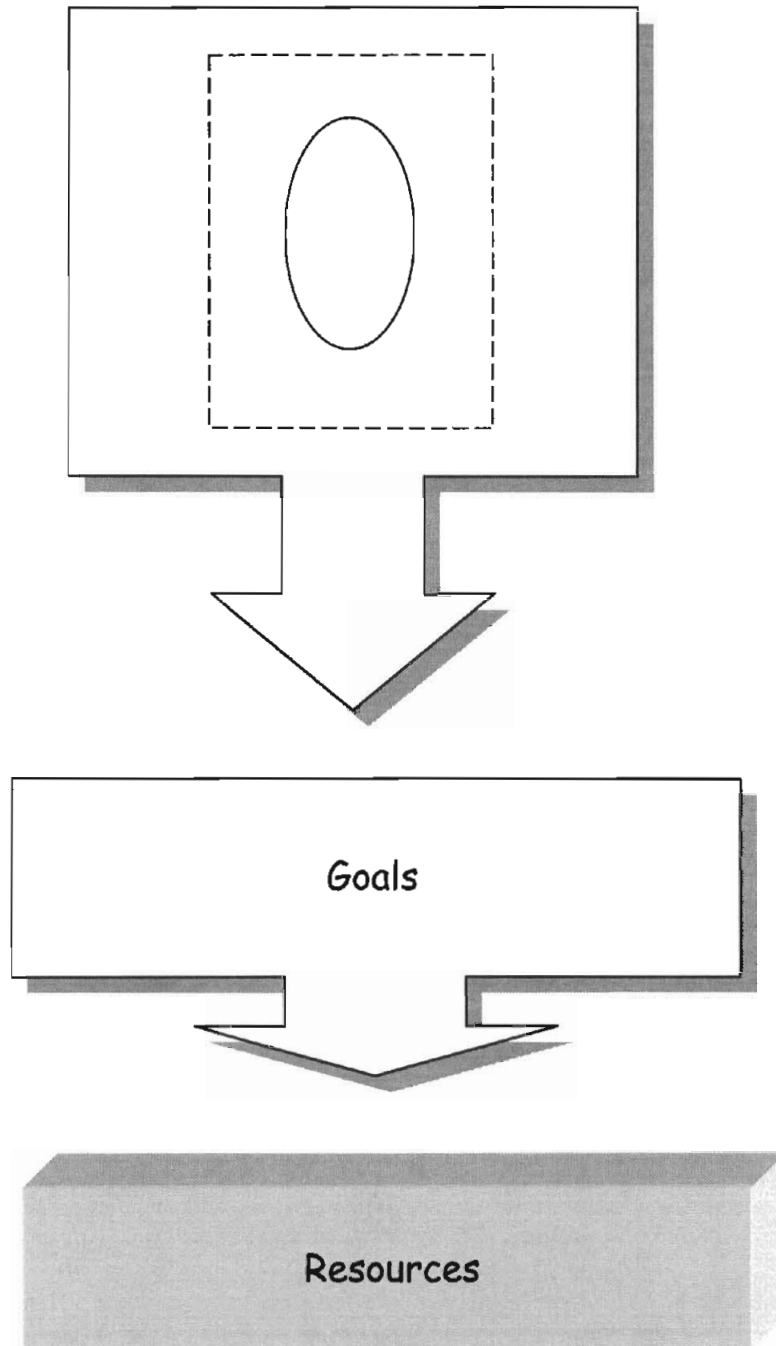
<p>Implement performance measures that:</p> <ul style="list-style-type: none"> <li>• Meet federal requirements and state legislative mandates,</li> <li>• Report appropriate outcomes for workers and family members,</li> <li>• Address the short-term goals of project learners,</li> <li>• Reflect incremental gains, especially for learners at the lowest literacy levels or those facing multiple barriers,</li> <li>• Accommodate the intermittent participation patterns of adult learners, leading to a life-long learning model.</li> </ul> <p>Define a workplan for staff development contractors that supports the goals of this plan and includes measurable outcomes for literacy students.</p> <p>Work as full partners in developing Washington’s Unified Plan for Workforce Development, WorkFirst, One-Stop Centers and partnership for family literacy. Adult and family literacy priorities will include:</p> <ul style="list-style-type: none"> <li>• Representing the goals, concerns, and contributions of literacy students and providers as defined in this plan,</li> <li>• Defining the labor market trends and economic needs which affect literacy students and to which this system can respond,</li> <li>• Better define barriers to customer services, identify service gaps, and implement strategies at the local and state levels to address them, including recruitment, referral, and meeting learner needs for support services,</li> <li>• Outlining roles and responsibilities among partners,</li> <li>• Defining ways to expand capacity and leverage additional resources for adult literacy.</li> </ul>	Five-Year Goals												
	Goals/CPI	✓											
	Best Practices	✓											
	Partnership	✓											
	Communication	✓											
	EFF	✓											
	Instruction	✓											
	Ed. Pathway			✓									
	Underserved			✓									
	Access												
	Capacity												
	Resources												
	Data		✓										
Reporting		✓											





## APPLYING RESOURCES FOR REDEVELOPMENT OF THE SYSTEM

The allocation of resources is a clear expression of state priorities. Over the years, Washington State has made substantial investments in adult literacy and basic skills activities. Together with federal funds, state resources have leveraged many changes and improvements in the system. It is the intention of Washington State to use the appropriate adult and family literacy resources to leverage the changes called for in this plan.



## **DISTRIBUTING RESOURCES**

Many changes have taken place in Washington State since the last fund distribution system was created. For example, the state population has grown, demographics have shifted, and the level of basic skills required by the labor market has increased. These events and the directions of this new plan necessitate changes in the process of distributing funding. The following concerns guide the formulation of this new process:

The new distribution plan must:

- maintain an adult and family literacy presence throughout the state,
- encourage system redevelopment through continuous program improvement,
- foster local and regional fit between services and needs,
- demonstrate a commitment to direct and equitable access, and
- ensure continuity of services to existing students.

### **Adult and family literacy fund distribution areas:**

To meet this challenge, federal *WIA Title II* funds will be allocated equitably among defined areas across Washington State. For the purpose of fund distribution, the state has been divided into 18 discrete areas that encompass the 39 Washington counties. Each area has eligible applicants capable of planning and delivering educational services locally. Over the five years of this plan, the configuration of these areas will be evaluated and adjusted appropriately to ensure effective delivery of literacy services. These areas, mapped on the following page, take into account:

- County boundaries correlated with the sites where people are currently getting service,
- Current numbers of participants in adult, family, and volunteer literacy services,
- Location of partners who provide support services for learners,
- Locally perceived and customary boundaries,
- Ability of literacy providers to effectively participate in planning and coordination within the various regions designated by partners such as Department of Social and Health Services, Employment Security Department, One-Stop Centers, local Workforce Development Councils, Educational Service Districts, etc.

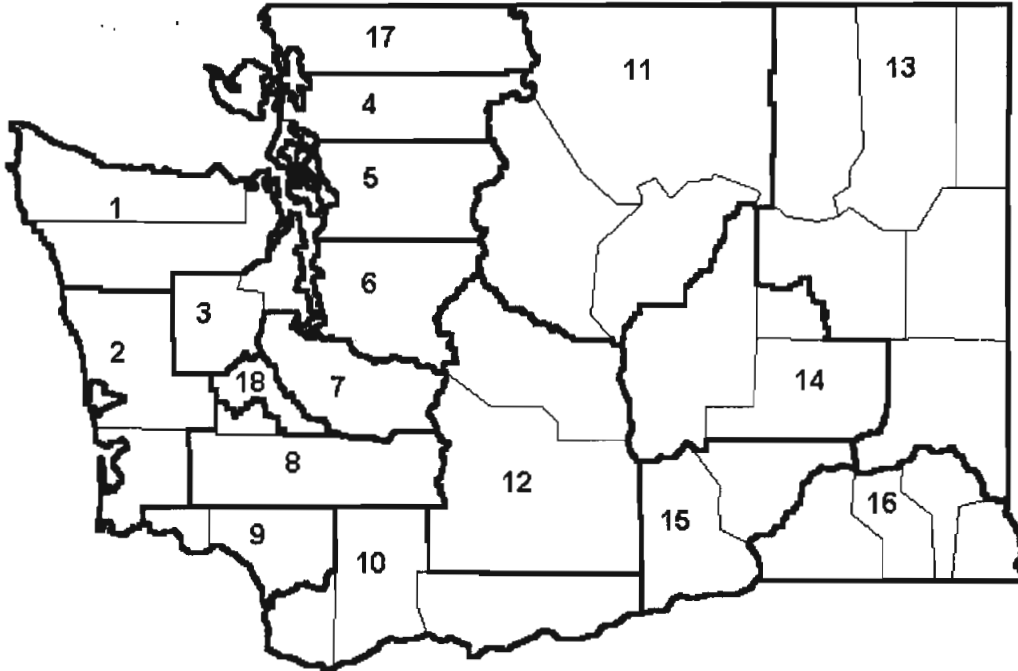
### **Levels of funding:**

The level of funding within each area of the state will be determined on the basis of the following factors:

- The percent of the population residing in an area who are 16 years of age or older and are not in school and have no diploma or GED,
- The percent of the population residing in an area who are 18 years of age or older and living below 175% of the federal poverty level,
- The percent of the population residing in an area who are 18 years of age or older and who have limited proficiency in English (LEP),
- The percent of the population residing in an area who are functioning at literacy levels one or two as reported by the most recent State Adult Literacy Survey (SALS).
- Recent percentage rates of learner participation in adult and family literacy activities.

The weighting formula for the factors will be determined biannually and will be described in the Requests for Proposals.

## ADULT AND FAMILY LITERACY FUND DISTRIBUTION AREAS



Funding Areas	Counties Included
1	Clallam, Jefferson
2	Grays Harbor, Pacific
3	Kitsap, Mason
4	Skagit, San Juan, Island
5	Snohomish
6	King
7	Pierce
8	Lewis and part of Thurston
9	Cowlitz, Wahkiakum
10	Clark, Skamania, Klickitat
11	Chelan, Douglas, Okanogan
12	Kittitas, Yakima
13	Ferry, Pend Oreille, Spokane, Stevens, Whitman, and parts of Lincoln
14	Adams, Grant, and parts of Lincoln
15	Benton, Franklin
16	Asotin, Columbia, Garfield, Walla Walla
17	Whatcom
18	Thurston

## ENSURING DIRECT AND EQUITABLE ACCESS TO FUNDS

All adult education and family literacy providers have something of value to contribute to meeting the needs of students. It is in this spirit that the *Workforce Investment Act* mandates states to ensure that all qualified providers have direct and equitable access to the available funding. Washington State is committed to ensuring that funds are distributed so that all eligible applicants are treated equitably and federal requirements are met.

For the first biennium (July 1, 1999, through June 30, 2001), awards to eligible providers will be made through a Request for Proposal (RFP) process. To ensure a direct and equitable process, RFPs will be announced to all eligible applicants that can reasonably be identified. The distribution list will include all current literacy organizations identified by the Office of Adult Literacy, Washington Literacy, the Department of Corrections, the Employment Security Department including One-Stop and PIC contractors, the Department of Social and Health Services, tribal and migrant education contractors, and United Ways of Washington. In addition, notices will be put in regional media to attract new potential contractors. For the first biennium, Requests for proposals (RFPs) will be announced in April 1999, through the regional and local media and distributed to all eligible applicants that can reasonably be identified.

Proposals will be due in May 1999. Review teams and Office of Adult Literacy Staff will consider the proposals and submit their recommendations to the State Board for Community and Technical Colleges (SBCTC) in June, 1999. The State Board will be asked for approval of the recommendations at their June meeting.

In accordance with the *Workforce Investment Act*, any of the following *organizations of demonstrated effectiveness* are eligible to apply to the Office of Adult Literacy for funding:

- *Local education agencies*
- *Community-based organizations*
- *Volunteer literacy organizations*
- *Institutions of higher education*
- *Public or private nonprofit agencies*
- *Libraries*
- *Public housing authorities*
- *Consortiums of organizations listed above*
- *Other nonprofits that have the ability to provide literacy services to adults and families*

All proposals will be evaluated based on the same 13 criteria, weighted as described in the following section. These criteria include the 12 considerations required by the *Workforce Investment Act of 1998 (Title II, Section 231, 2e)* and reflect the vision and goals of this plan. A review panel of stakeholders and partners from the adult and family literacy system will rate proposals using the protocol of the Office of Adult Literacy. The review process will ensure that all eligible applicants are treated equitably. Proposals will be approved for funding on a two-year basis, with funds distributed annually upon demonstration of effectiveness, compliance with the terms of the signed Agreement to Participate, and available funding.

Future RFP processes will include more incentives to expand the partnership of local adult and family literacy providers to better meet the learning and support service needs of learners.

## CRITERIA FOR RECEIVING FUNDING

Proposals for funding will be evaluated against the thirteen criteria listed below. Twelve of these are based on the considerations that are required by the *Workforce Investment Act*. The Act allows states to define the terms used in the twelve considerations and weight these considerations in relation to each other. The considerations are defined to align with the *Indicators of Program Quality* and weighted to reflect most strongly the vision and cornerstones of this plan.

Criteria are grouped into three categories:

- Threshold Requirements – those requirements that must be met for proposals to be considered.
- High Priority Criteria – the items of greatest importance which will be given the most weight in evaluating proposals.
- Moderate Priority Criteria – the items of moderate importance, which will be equally weighted within the category, but given less weight than the High Priority Considerations.

Quality of instruction and its affect on outcomes are names as high priorities in both the State Plan and in the Request for Proposals based on the plan. Achieving the outcomes targeted for different learner populations is a matter of many different components, including intensity and duration. Together with the other instructional components targeted for development in the first biennium – contextual instruction, well-trained staff, research-based practices, using technology, and ESL services – the criteria garner 40 of the possible 100 points for proposal evaluation.

This is a holistic approach that matches instructional and program strategies with specific learners' contexts and outcome goals. We will be gathering data on what works with whom over the first biennium. What we learn may affect the ranking of a number of criteria in the future.

The text of the twelve considerations required by the *Workforce Investment Act* is provided in *italics*. The thirteenth is a requirement of the state of Washington.

### Threshold Requirements

#### A. *The degree to which the eligible provider will establish measurable goals for participant outcomes;*

All funded providers will commit to the performance measures and outcomes described in the plan and listed in Appendix M. They will use Washington's formal student assessment system to evaluate student progress.

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- B. *Whether the activities maintain a high-quality information management system that has the capacity to report participant outcomes and to monitor program performance against the eligible agency performance measures;***

All funded providers will use the WABERS interactive database system for reporting student enrollment and outcomes, and will agree to meet the assurances described in the RFP and in the Agreement to Participate.

**High Priority Criteria  
High Weight Items**

- C. *The commitment of the eligible provider to serve individuals in the community who are most in need of literacy services, including individuals who are low-income or have minimal literacy skills;***

Program offerings will reflect the needs of the local community. Proposals will describe how the terms “most-in-need/hard-to-serve” apply to the populations in their communities, provide local data as available, and detail strategies for improved recruitment and services to these groups.

~ ~ ~ ~ ~

- D. *Whether the activities provide learning in real life contexts to ensure that an individual has the skills needed to compete in the workplace and exercise the rights and responsibilities of citizenship;***

Research shows that practical instruction is key to effective learning. It is also essential to the transfer of skills from the classroom to real life. Eligible applicants will be required to describe how proposed program activities are practical and contextual. Instructional priorities will match the state priorities including skills for successful workforce and family membership.

All programs funded during the first biennium will actively participate in the development of the *Equipped for the Future* (EFF) framework. Participation will include formal staff development activities on curriculum, instruction, and assessment practices that utilize the EFF framework.

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- E. *Whether the activities are staffed by well-trained instructors, counselors, and administrators;***

Applicants will describe how they use staff – paid or unpaid – with appropriate professional preparation, support on-going development processes that consider the specific needs of all staff, offer training in the skills necessary to provide quality instruction, and include opportunities for practice and systematic follow-up.

- F. *Whether the activities coordinate with other available resources in the community, such as by establishing strong links with elementary schools and secondary schools, post-secondary educational institutions, One-Stop Centers, job training programs, and social service agencies;*

Applicants will describe how programs have and will integrate their activities with other educational entities. In addition to those listed above, these entities include other local adult and family literacy service providers and providers of vocational education. Proposals will also describe strategies to ensure that learners can move between basic skills providers and among other community partners – especially those that support work and family goals – and into the community. To ensure local coordination, providers will describe their planned participation in local planning bodies like One-Stop Centers, WorkFirst Local Area Planning Networks, local Workforce Development Councils, youth councils, early childhood education providers, etc.

During the first biennium, 1999-2001, extra weight will be given to proposals that are written by local consortia which effectively address local needs. In addition, all funded providers will agree to participate in local planning groups to develop future coordination of basic skills services.

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- G. *Whether the activities offer flexible schedules and support services (such as child care and transportation) that are necessary to enable individuals, including individuals with disabilities or other special needs, to attend and complete programs;*

Proposals will describe how the needs and schedules of learners will be accommodated within adult and family literacy programs. Applicants will also provide letters of understanding that detail the cooperative role of other organizations in meeting learner needs, including those for support services. No federal *Adult Education and Family Literacy (WIA, Title II)* dollars can be spent for support service needs unless it can be documented that these services are not otherwise available to learners.

**Moderate Priority Criteria  
Moderately Weighted Items**

- H. *The past effectiveness of an eligible provider in improving the literacy skills of adults and families, and, after the one-year beginning with the adoption of an eligible agency's performance measures under Section 212 (2A and B) the success of an eligible provider receiving funding under this subtitle in meeting or exceeding such performance measures, especially with respect to those adults with the lowest levels of literacy;*

*Section 212, Paragraph 2: Core Indicators of Performance – The core indicators of performance shall include the following:*

Item A:

- i) *Demonstrated improvements in literacy skill levels in reading, writing, and speaking the English language, numeracy, problem-solving, English language acquisition, and other literacy skills.*
- ii) *Placement in, retention in, or completion of, post-secondary education, training, unsubsidized employment, or career advancement.*
- iii) *Receipt of a secondary school diploma or its recognized equivalent.*

Under *Item A, I*), “*other literacy skills*” is defined to include computer literacy.

Applicants for funding in 1999-2000, will provide current data on their effectiveness based on the Washington State *Indicators of Program Quality*, the Washington State Basic Skills Competencies, and the performance measures established with this plan. Beginning July 1, 1999, funded providers will report required information using WABERS and be evaluated on the basis of that data.

Item B:

*Additional Indicators – An eligible agency may identify in the State plan additional indicators for adult education and literacy activities authorized under this subtitle.*

Additional indicators for Washington State that focus on family literacy are listed in Appendix M as performance measures. Over time, this state will also examine factors that impact student achievement such as:

- multiple individual barriers to learning,
- geographic isolation and limits to intensive instruction,
- appropriate outcome expectations for subgroups of the potential student population, such as those who lack literacy in their native language,
- timelines that allow only short-term educational experiences, and
- intermittent participation patterns.

These factors may result in adjustments to core indicators and performance targets for specific populations.

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**I. *Whether or not the program—***

**(A) *is of sufficient intensity and duration for participants to achieve substantial learning gains; and***

The determination of “*sufficient intensity and duration for ... substantial gains*” will be based on learner competency outcomes. Learners will demonstrate adequate and appropriate progress toward attainment of basic skills and competencies that support their goals. Proposals will describe how outcomes will be attained, including contact and non-contact strategies.

Over time, the state will examine the relationship between hours of instruction, the nature of instruction (e.g. group, individual, lab, etc.), the size of the learning groups, and the ability of students to make progress and meet goals. This may result in more specific definitions for these terms.

***(B) uses instructional practices, such as phonemic awareness, systematic phonics, fluency, and reading comprehension that research has proven to be effective in teaching individuals to read;***

Proposals will describe how effective strategies for teaching adults to read will be used.

**J. *Whether the activities are built on a strong foundation of research and effective educational practice;***

Proposals will describe how their services build on the research and educational practices defined in the RFPs.

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**K. *Whether the activities effectively employ advances in technology, as appropriate, including the use of computers;***

Applicants will describe how technologies will be used to improve instructional strategies. The more competitive proposals will incorporate basic computer literacy instruction within each program component. They will also include computer-assisted and distance learning programs where appropriate for the populations being served.

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**L. *Whether the local communities have a demonstrated need for additional English literacy programs.***

Local providers will describe the need for additional English literacy services using local needs assessments or demographic studies. “Additional” in this case means either new ESL offerings or increases in the duration and intensity of existing offerings.

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**M. *Whether the budget efficiently supports proposed activities and outcomes.***

The state will also require applicants to include a budget that is consistent with proposed activities, is cost efficient within administrative guidelines, uses other resources and services available in the area, and places emphasis on serving target populations. Budget practices must be in compliance with relevant state and federal regulations and conform to the terms of State Board for Community and Technical Colleges’ Agreement to Participate.

## DESCRIPTION OF STATE LEADERSHIP ACTIVITIES

Twelve-and-a-half percent of the Federal Adult Education and Family Literacy Act allotment will be spent to support state leadership activities contained in Section 223 of the Act. Estimated State Leadership fund expenditures are shown in the chart below. ABEL Network, two community-based organizations, and Office of Adult Literacy staff will carry out the following State Leadership activities:

<b><u>State Leadership Activity Categories</u></b>	<b><u>Estimated Funding %</u></b>
Competency Level Revision/Assessment System Development	10%
Participatory, Topical Regional and Statewide Staff Development Events	25%
<i>Equipped for the Future</i> Framework Development and Implementation	10%
Statewide Assessment System Implementation	10%
Volunteer Tutor Training	10%
Statewide Data Reporting and Analysis Training and Development	10%
Consortium, Partnership and Collaboration Training and Development	10%
Identifying and Distributing Best Practices, Research, Materials, etc.	5%
Monitoring and Evaluating Adult and Family Literacy Programs	10%