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Provincial Adult Literacy Profile Funders, Providers and Accountability

Newfoundland and Labrador

Total population (2007)	506,300
First Nations (2006)	23,450
Immigrant (2006) [Visible minority, 2001]	8,380 [3,850]
Francophone (2006)	1,885
Urban (2001)	58%
Rural (2001)	42%
Senior/65 yrs and older (2007)	70,600

<http://www.statcan.gc.ca/start-debut-eng.html?gaw=08001>

[Newfoundland & Labrador Summary Tables:

<http://www40.statcan.gc.ca/101/pro01/pro101-eng.htm>]

Methodology

One objective of Connecting the Dots is to provide the first pan-Canadian overview of funding, delivery, and accountability practices in adult literacy services. The Provincial/Territorial Adult Literacy Profiles is one of the deliverables that helps meet that objective. Each profile offers a “snapshot” of adult literacy funding, services and accountability practices for a specific province or territory. It was constructed exclusively on the basis of online research using a variety of web sites. No interviews with literacy funders, providers or practitioners were conducted in this process. Online research for this profile was conducted between December 3 and 19, 2008, and represents the information that was publicly available at that point in time. It should not be used for further research purposes without validation. The date when web pages were last modified is noted when such information was indicated.

1. Funders

Public — Provincial Government

Government of Newfoundland and Labrador

Department of Education/DE, Advanced Studies Branch/ASB, Division of Adult Learning and Literacy/DALL

- DALL's mandate is to “provide for a greater understanding of adults' access and participation in education, enhance policies and approaches to increase their undertaking of learning activities, and coordinate and integrate literacy efforts”.

The Division is guided by the province's **2000 Strategic Literacy Plan**, which identifies three basic the long-term goals — “1.) Literacy levels which are among the highest in Canada. 2.) A culture which values literacy as a desirable goal for all people. 3.) An integrated approach to literacy development”. The Division pursues its mandate through the funding and administration of Adult Basic Education/ABE and providing support for Adult Basic Literacy programs in the province.

DALL is counselled on province-wide literacy issues by the **Literacy Development Council/LDC**, which was established in 1994, to:

- assess and respond to literacy needs of the province as perceived by the community
- ensure that quality literacy programming and services are provided
- coordinate literacy programs and services through cooperation among community agencies and government departments
- raise funds for literacy from the public

A 2003 Evaluation Report on LDC recommended that the body and DALL needed “to clarify their roles in literacy matters and clearly communicate these to the literacy community and others in the province”. The Report also recommended changes in LDC's role, calling for a greater focus “on advocacy and providing advice to governments and other sectors on literacy matters”.

Key Recent Statements and Directions

A **2005 White Paper on Public Post-Secondary Education** underlined the central goal of promoting and supporting “a learning culture that values education for all citizens and emphasizes the need for a post-secondary system that addresses lifelong learning and promotes equity”. In the Report, the government expressed its commitment to advancing “a provincial Adult Learning Campaign to recognize the critical need to promote and raise the profile of adult learning”.

In 2007, the government announced that a new **Strategic Adult Literacy Plan** for the province was being devised. The Department of Education's 2007-8 Annual Report indicates that this new Strategy is still being developed, in consultation with key stakeholders and through research into best practices. According to the Report: “While the department was not able to develop the plan during the 2006-08 timeframe, the next step of the plan will see consultations begin in 2008-09 with a plan expected to be completed for government's

consideration by the fall of 2008.

Reducing Poverty in Newfoundland and Labrador: Working towards a Solution was issued by the government in 2005, calling for the participation and collaboration of departments of government, community-based groups, labour, education and individuals. The paper emphasized the strong connection between low levels of education and low incomes, outlined existing initiatives and new ones to be implemented to encourage educational success. The partner departments and agencies included Human Resources, Labour and Employment, Health and Community Services, Finance, Education, Innovation, Trade and Rural Development, Justice, Labrador and Aboriginal Affairs, the Rural Secretariat, the Women's Policy Office, the Labour Relations Agency, Newfoundland Labrador Housing, and the Volunteer and Non-Profit Secretariat. On adult education, the paper recommends "greater access to literacy and adult basic education, an increase in women's participation in training areas where they are under-represented, and the development and expansion of employment skills programs for vulnerable groups whose needs are not being met". Progress to date includes a revision of the ABE curriculum and delivery methods and the development of preparatory programs for adult learners.

Regional Support to Newfoundland and Labrador Government Literacy Initiatives
Council of Atlantic Ministers of Education and Training/**CAMET**

CAMET is composed of the Atlantic ministers of education and training (replaced the Atlantic Provinces Education Foundation/APEF. It works "to provide the framework for joint undertakings of the four provinces in the needs of public and post-secondary education".

According to CAMET: "Limitations and reductions in federal funding have a negative impact on the direct delivery of adult literacy training in Atlantic Canada. Project funding from the National Literacy Secretariat is not generally targeted to direct service delivery of adult literacy programming. Direct service delivery is a priority because of the severity of the literacy problem in Atlantic Canada".

CAMET would like to see more support for the Atlantic provinces from the federal government, in the form of "increased, sustainable funding for direct service delivery of adult literacy programming, including workplace based literacy/learning programs... better access to training for adults with low literacy skills, regardless of employment status".

Recipients of funding

- College of the North Atlantic
- private training institutions/PTIs
- community-based groups/CBGs
- other organizations (eg. literacy organizations)

Funding Streams

- ABE (for the educational sector)
- Adult Basic Literacy/ABL (for the community sector)

Funding amount

According to the 2005 White Paper on Public Post-Secondary Education, the DE provides \$.5 million annually to 14 ABL and ABE Level I centres in the province.

In the 2006–07 DE Budget, the College of the North Atlantic received \$1.2 million to expand the number of sites where ABE Level I is offered, most of the new funds going towards full-time ABE Level I programs at 9 locations. This investment significantly increased the college's overall capacity to offer ABE.

Populations served — a range of individuals, families, communities and demographic groups
Specifically targeted groups include:

- women
- Aboriginal communities
- seniors
- youth
- unemployed/job-seekers, employers
- families
- people with special needs

Profile of ABE Learners

Overall, including the three levels of ABE, most learners are in the 18-25 age group.

Among ABE Level I learners, a 2004 Evaluation Report provided the following profile:

- 67% are women
- 41% had Grade 7-9 as their last completed Grade (28% Grade 10-12, 15% Grade 6 or lower)
- 74% are between the ages of 25-49
- 60% are single
- 43% have dependent children
- 94% enrolled for general academic upgrading, 85% to improve job prospects

Volunteers: statistics not located

Number of learners

2003-4: The College of the North Atlantic's capacity allocation for ABE Levels II and III: 728, but 1,240 enrolled and 348 were on waiting list.

Public — Other Funding

1. other provincial ministries/departments ...
2. federal government (Office of Literacy and Essential Skills, Human Resources Development Canada)

Private and Non-Profit Funding

Additional support is provided by the private sector, from corporations, foundations and individuals.

Sources Section 1

<http://www.ed.gov.nl.ca/edu/literacy/lit.htm>

<http://www.oise.utoronto.ca/CASAE/CONFINTEA%20VI/CANADA%20FINAL%20CONFINTEA%20VI%20EN.pdf> (Oct. 2008)

http://www.ed.gov.nl.ca/edu/literacy/abe/ABE_Level_I_2005.pdf (2005)

<http://www.ed.gov.nl.ca/edu/literacy/pdf/litplan.pdf> (2000)

<http://www.ed.gov.nl.ca/edu/whitepaper/whitepaper05.pdf> (2005)

<http://www.ed.gov.nl.ca/edu/pub/stf-report.pdf> (March 2007)

http://www.ed.gov.nl.ca/edu/pub/ann_rep/doe_ar07-08.pdf (2008)

http://www.ed.gov.nl.ca/edu/adult/abe_levelIreport.pdf (Dec. 2004)

<http://www.ed.gov.nl.ca/edu/literacy/pdf/lde.pdf> (March 2003)

http://www.ed.gov.nl.ca/edu/pub/ann_rep/doe_ar06-07.pdf (2007)

2. Providers

1. **College of the North Atlantic** — the province’s public college, with 17 campuses
 - 10 campuses now (as of 2006) offer ABE Level I, and 16 offer Levels II and III
 - Levels II and III are offered throughout the province, primarily by the College
 - The Program is delivered by government-certified instructors, in the context of the College’s Access to Training and Careers (ATC) delivery model.
 - The Program is open to all students at least 17 years of age and out of school for at least one year.
2. **PTIs** — a few offer ABE Level I
3. **CBGs** — 9 offer ABE Level
4. **Literacy organizations** — 2 offer ABE Level I: Newfoundland and Labrador Laubach Literacy Council and Teachers on Wheels (serving St. John’s)

In the last few years, the government has pledged to “review the structure currently in place for the delivery of literacy services in this province to ensure it is still relevant, and will initiate strategies to: facilitate involvement of voluntary agencies; and coordinate integrated responses to local needs through community services, voluntary resources, corporate sponsorship, and federal and provincial programs”.

Types of Adult Literacy Programs Offered

A range of programs is offered locally, tailored to the needs of communities, demographic groups individuals and families and responding to their specific functional, academic and vocational needs.

Provincial Organizations

Literacy Newfoundland and Labrador/Literacy NL — “a grassroots network of individuals and community-based groups committed to advancing literacy and lifelong learning” in the province. Literacy NL posts its Annual Reports on its website.

The organization promotes literacy by:

- referring learners to programs and support
- helping literacy groups share ideas, information and resources
- raising public awareness about literacy issues
- fostering partnerships with all sectors

Newfoundland and Labrador Laubach Literacy Council/NLLLC — a provincial, non-profit, volunteer organization “committed to raising the literacy level of Newfoundland society” and “a key part of a provincial effort to help all people reach their full literate potential”. Trained tutors work one on one with adult learners to help them improve their basic functional skills in reading, writing, speaking, listening and numeracy, as well as other skills.

Both organizations have comprehensive websites with useful links for learners and practitioners.

Organizations Promoting/Providing Practitioner Training and PD

- DALL
- LDC
- LiteracyNL
- NLLLC
- deliverers of literacy programs

Sources Section 2

<http://www.ed.gov.nl.ca/edu/literacy/pdf/litplan.pdf> (2000)

<http://www.ed.gov.nl.ca/edu/whitepaper/whitepaper05.pdf> (2005)

<http://www.ed.gov.nl.ca/edu/adult/abe.htm>

<http://www.ed.gov.nl.ca/edu/adult/nonprofit.htm>

http://www.ed.gov.nl.ca/edu/pub/ann_rep/doe_ar06-07.pdf (2007)

<http://www.literacynl.com/>

<http://www.nald.ca/litweb/province/nl/nlllc/index.htm> (last modified 17 March 2008)

<http://www.nald.ca/litweb/province/nl/tow/index.htm> (last modified 18 Dec. 2007)

<http://www.cna.nl.ca/programscourses/program-details.asp?cProgCode=337>

3. Accountability/Reporting

Reporting to DE

DE assesses achievement and sets performance standards for literacy development.

The 2000 Strategic Literacy Plan underlines the government’s role in “monitor[ing] and assess[ing] all delivery approaches to ensure programs are cost effective, of high quality, and that all learners achieve their goals”. The Plan also calls for the development of a better understanding of the impact improved literacy skills have on people’s lives (impact that might be difficult to measure) in order to fully appreciate “the social well-being” generated by this improvement.

The Plan’s success is linked to defining clear roles and responsibilities and ensuring the accountability of all partners. Measuring and reporting on progress is emphasized as a “critical component” of the Plan and its success.

The 2005 White Paper on Public Post-Secondary Education also stressed the importance of “effective accountability” based on monitoring and results to “respond to growing calls for efficiency, effectiveness and transparency in delivery of public services.” It recommended, among other things, amending the Act governing the College of the North Atlantic in the interests of fostering “stronger accountability”. It also called for the government to enter into a 3-year outcomes-based performance contract with the College that would require:

- a financial performance measurement
- performance reporting on programs, research and administration
- enhanced delivery of academic upgrading and other strategies to improve access for under-represented groups

ABE Evaluation

In 2003, revisions were made to the ABE Level I Program (updated curriculum, new assessment tools, and delivery standards), which was test piloted in nine sites across the province between September 2003-June 2005. The pilot was developed and guided by an ABE Level I Working Group, comprised of representatives from government and the literacy community. An evaluation of the pilot showed success, leading to the official adoption of the new Program by DE in the summer of 2005.

The evaluation gathered information on and considered:

- student needs throughout the province
- the appropriateness of the program and learning environments in meeting the needs of learners
- student/teacher ratio
- the effectiveness of the partnership arrangements at the local sites
- access and recruitment, and barriers to participation and success

The main methods used in the evaluation were site visits and interviews with staff and sponsors, a student survey, an analysis of administrative records and key informant interviews involving DE and other government officials.

Sources Section 3

<http://www.oise.utoronto.ca/CASAE/CONFINTA%20VI/CANADA%20FINAL%20CONFINTA%20VI%20EN.pdf> (Oct. 2008)

<http://www.ed.gov.nl.ca/edu/literacy/pdf/litplan.pdf> (2000)

<http://www.ed.gov.nl.ca/edu/whitepaper/whitepaper05.pdf>

http://www.ed.gov.nl.ca/edu/adult/abe_level1report.pdf (Dec. 2004)

http://www.ed.gov.nl.ca/edu/literacy/abe/ABE_Level_I_2005.pdf

<http://www.ed.gov.nl.ca/edu/adult/abe.htm>