

Chapter 6

Department of Post-Secondary Education, Training and Labour

Adult Literacy Services

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Department of Post-Secondary Education, Training and Labour

Adult Literacy Services

Overview

Introduction

The purpose of this chapter is to inform the Legislative Assembly about the work we did on Adult Literacy Services. We begin by providing information on adult literacy, including the international adult literacy survey and the support to adult literacy provided by the Province. Next, we present our objectives, observations and conclusions. The appendices provide further detail on our observations. The last appendix shows the recommendations that we made to the Department, along with the Department's response to the recommendations.

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Main Points

In this section

The purpose of this section is to summarize key points from the chapter. This section contains the following topics:

- What we examined
- Why it's important
- What we found
- Unanswered questions

What we examined

Adult Literacy Services “support adult literacy initiatives with voluntary and private sectors to deliver literacy services.”¹ It has an annual budget of approximately \$4.1 million² and is a branch within the Department of Post-Secondary Education, Training and Labour (Department).

We examined the Department's strategic direction, control procedures, and performance measurement and reporting for its adult literacy support. We did our work during 2007 and reported our findings to the Department in early 2008.

Why it's important

“Literacy, numeracy and problem solving are essential to function in today's world. For individuals, they are the key to realizing their full economic and social potential and the foundation upon which they acquire additional knowledge and skills throughout adulthood. They are strongly associated with individual outcomes and enable people to participate in their communities, make wise consumer decisions, and construct social networks.”³

The importance of literacy has been summarized well in comments highlighting Canada's performance in an international survey (**Box 1**) and in statements made within our province (**Box 2**).

1

The results of a 2003 international survey – some highlights on Canada's performance

- Proficiency of Canadians, aged 16 to 65, in literacy, numeracy and problem solving is clearly linked to their labour market outcomes. The average proficiency scores of those employed are higher than those who are either unemployed or not in the labour force.
- Respondents reporting poor health score lower on the document literacy scale compared with those reporting fair, good or excellent health. Although the nature of this relationship needs to be explored further, the evidence suggests that health issues and literacy issues intersect.
- Higher levels of prose literacy are associated with higher engagement in various community activities. Literacy may be a key factor in building a socially engaged community, while such a community in turn may be more likely to develop a literacy rich environment to sustain and improve its literacy base.

Source: Statistics Canada, *Building on our Competencies: Canadian Results of the International Adult Literacy and Skills Survey*, Catalogue no. 89-617-XIE, ISBN 0-662-42116-7, November 2005, pages 9-10.

Continued on next page

¹ Province of New Brunswick, *Main Estimates 2007-2008*, March 2007, page 160.

² Ibid.

³ Statistics Canada, *Building on our Competencies: Canadian Results of the International Adult Literacy and Skills Survey*, Catalogue no. 89-617-XIE, ISBN 0-662-42116-7, November 2005, page 11.

Main Points, Continued

2

The importance of literacy

"Why the concern?"

"Raising the educational level of New Brunswickers is an important goal, for at least two main reasons. The first is economic. Technology today is awakening us to the need for workers with good literacy skills. The technology of tomorrow will demand even more. By the end of this decade the world will be even more complex. New Brunswickers will have greater need for literacy skills in order to remain economically competitive in an increasingly global marketplace.

The second reason is social. Written information is everywhere: in the workplace, in the home, the supermarket, the streets and highways. Much of this information conveys rules, conditions and guidelines for living in our society. The individual who cannot decode this information is clearly at a disadvantage. Other life skills may develop along with literacy skills, such as the ability to vote, to pass a job interview, to conduct transactions. The development of such skills is mandatory to a person's participation in our society. Acquiring such skills will thus ensure a respectable quality of life."

Proclamation of New Brunswick Literacy Day

- *"Whereas literacy is a basic right of all people in New Brunswick to enable them to participate and enjoy the cultural, democratic, economic and social fabric of our province; and*
- *Whereas literacy is a fundamental part of every aspect of our lives, including our homes, schools, workplaces, and communities; and*
- *Whereas society as a whole must ensure that literacy skills are improved and maintained; and*
- *Whereas New Brunswick is committed to life long learning and to the promotion and support of literacy, so that all may be able to access and enjoy the benefits of literacy;*
- *Therefore I declare Wednesday, April 19, 2000 to be the inaugural date of NEW BRUNSWICK LITERACY DAY, and that celebrations and activities will commence next year and continue thereafter on the third Wednesday of April in celebration of New Brunswick Literacy Day. "*

Sources:

- Province of New Brunswick, *Premier's Advisory Council on Literacy - Framework for Action*, February 1991, page 2.
- *Proclamation of New Brunswick Literacy Day* made in the Legislature by Premier Bernard Lord, April 19, 2000.

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Main Points, Continued

What we found *Strategic Direction*

The Department has strategic direction for its adult literacy support.

- It has strategic documents which provide direction, an advisory group to the Minister and a history of consulting with its stakeholders.
- The relevance of the Department's strategic document for adult literacy support is uncertain because it is a policy statement of the previous government. The Department told us the new government will develop a new strategy.

Control Procedures

The Department does not have adequate control procedures for its adult literacy support.

- Written agreements with grant recipients are needed to ensure the funds are used for their intended purpose.
- While the Department has useful documents for the Community Adult Learning Program, consistent monitoring and reporting procedures are needed to ensure the consistent delivery of effective literacy classes and that central office is provided with relevant information.
- *Literacy New Brunswick Inc.* is no longer fulfilling the purpose for which it was established. Its purpose and function are no longer clear. There is inconsistency between its "By-Laws" and its operations.

Measuring Results

The Department does not have adequate procedures to measure the results of its adult literacy support.

- While the Department has taken steps towards establishing a process to measure results, additional performance indicators are needed, with more timely targets so strategies and/or programs can be adjusted if necessary.

Performance Reporting

The Department does not have adequate performance reporting on its adult literacy support.

- Since the Department does not have adequate procedures to measure the results of its adult literacy support, it is not in a position where it is able to appropriately report the results and the impact of the support provided in its annual report to the Legislative Assembly.

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Main Points, Continued

Unanswered questions

“How is it possible that, after over fifty years of free, universal, and compulsory schooling, there are so many undereducated adults in industrialized countries?”⁴

In New Brunswick, we have a free education system. We have legislation that requires children to attend school until the age of eighteen. We have a curriculum set by the Province. We have teachers that must have specific qualifications. We have several trade schools, community colleges and universities.

Why do we have people without the appropriate literacy skills?

“Who are these adults with inadequate literacy skills?”⁵ Where do they live? Where do they work? What do they do?

We believe that finding answers to these questions is the beginning of the solution to improving literacy skills. We believe that identifying the causes of why we have people without the appropriate literacy skills would be beneficial to developing appropriate strategic direction, appropriate control procedures and appropriate performance measurement for adult literacy support provided by the Province.

“...learners in adult literacy programs represent, at the simplest level, the failure of schools to educate all children to graduation.”⁶

⁴ Nayda Veeman, Angela Ward & Keith Walker, *Valuing Literacy - Rhetoric or Reality?*, 2006, Page 37.

⁵ Ibid, page 41.

⁶ Ibid, page 27.

Background Information

In this section

The purpose of this section is to provide general information on adult literacy and to explain the Province's support to adult literacy. This section contains the following topics:

- What is literacy?
- The international survey
- Significant events
- Adult Literacy Services (government's role)
- Funding
- Community Adult Learning Program (CALP)
- The Department's partners

Continued on next page

Background Information - What is literacy?

What is literacy?

Our research indicated that the term “literacy” has taken on new meaning. While the *Oxford Dictionary* defines “literacy” as “ability to read & write”⁷, **Box 3** shows that the concept of “literacy” has been expanded.

The Department’s “definition of adult literacy follows the one put forward by the 1994 International Adult Literacy Survey (IALS), recognizing, as does the IALS, that literacy is a skill continuum, which all adults have to some degree. The IALS survey defined adult literacy as ‘... the ability to understand and employ printed information in daily activities, at home, at work and in the community---to achieve one’s goals, and to develop one’s knowledge and potential’.”⁸

3 The meaning of “literacy”

The 1991 report, Premier's Advisory Council on Literacy - Framework for Action states:

- *The definition of literacy is in a constant state of evolution. There appears to be a shift toward defining literacy in terms of functional literacy...*
- *As society becomes more complex, the point defining functional literacy always moves ahead. Thus, there is no ‘end point’ along this continuum, as the challenges of life always offer opportunities to improve one’s literacy skills.*

The Council of the Federation (note 1) makes the following statements about literacy:

- *Today, the broad definition of literacy includes a variety of skills: reading text, document use, writing, oral communications, numeracy, thinking skills, computer use, working with others and continuous learning.*
- *Literacy skills are the essential building blocks for the development of a vibrant society and economy. These foundation skills are embedded in activities in the home, school, community and workplace.*
- *There is a continuum of development ranging from learning to read through to reading to learn a variety of other skills and perspectives on life. The end of this continuum is the complex set of skills necessary for daily life, employment, citizenship, and personal advancement and enjoyment in our modern and diverse society.*

Statistics Canada makes the following statements about literacy:

- *In addition to the abilities normally associated with literacy – mainly reading and writing – people today also require higher-order analytical skills, numeracy and technological and computer literacy.*

Note:

1. *The Council of the Federation was created in December 2003 by Canada's Premiers because they believe it is important for provinces and territories to play a leadership role in revitalizing the Canadian federation and building a more constructive and cooperative federal system.*

Sources:

- Province of New Brunswick, *Premier's Advisory Council on Literacy - Framework for Action*, February 1991, pages 3 & 12.
- www.councilofthefederation.ca - *The Council of the Federation* – About the Council & Key Initiatives.
- Statistics Canada, *Building on our Competencies: Canadian Results of the International Adult Literacy and Skills Survey*, Catalogue no. 89-617-XIE, ISBN 0-662-42116-7, November 2005, page 7.

⁷ Oxford University Press, *The Concise Oxford Dictionary of Current English*, 1964, page 709.

⁸ Provincial and Territorial Conference On Literacy - Provincial Literacy Report: New Brunswick, September 2006.

Background Information - The international survey

The international survey

It is important that people know general information regarding the international survey in order to understand literacy figures frequently reported to the public. In 2003, over 23,000 Canadians responded to a survey on literacy and skills. Other countries that participated in the international survey included Bermuda, Italy, Norway, Switzerland and the United States. **Box 4** explains the survey.

The survey measured skill proficiency at five levels in four domains: prose literacy, document literacy, numeracy and problem solving (**Box 5**). “*Level 3 proficiency is considered to be the ‘desired level’ of competence for coping with the increasing skill demands of the emerging knowledge and information economy. ... (except for problem solving for which the desired level has not been determined)*”⁹

4

The International Adult Literacy and Skills Survey

What is the International Adult Literacy and Skills Survey?

“The International Adult Literacy and Skills Survey (IALSS) is the Canadian component of the *Adult Literacy and Life Skills* (ALL) study, which was a joint project of the Government of Canada, the US National Center for Education Statistics and the Organization for Economic Co-operation and Development.

The IALSS built on its predecessor, the 1994 *International Adult Literacy Survey* (IALS), which was the world’s first internationally comparative survey of adult literacy. Like the IALS, the 2003 IALSS conceptualized proficiency along a continuum that denoted how well adults use information to function in society and the economy.

The IALSS did not measure the absence of competence. Rather it measured knowledge and skills in the four domains across a range of abilities. Consequently, the results cannot be used to classify population groups as either literate or illiterate.”

Who participated in the International Adult Literacy and Skills Survey and how?

“The ALL survey, undertaken during the first half of 2003, required all participating countries to collect data from a nationally representative sample of at least 3,000 respondents aged 16 to 65 for each language tested – English and French in the case of Canada. The minimum sample requirements for the ALL survey were exceeded in Canada because several federal agencies and provincial governments funded the collection of additional cases so as to ensure high reliability in the estimation of data values for small population groups.”

“Over 23,000 individuals aged 16 and over from across the ten provinces and three territories responded to the Canadian IALSS.”

“Every respondent was first given a common questionnaire seeking information about demographic characteristics and variables such as educational attainment, occupation, income, and engagement in adult learning and community activities. The respondents were then given an internationally validated psychometric instrument designed to measure proficiency in four domains.” (**Box 5**)

Sources:

- Statistics Canada, *The Daily*, Wednesday, November 9, 2005 , Catalogue 11-001-XIE, ISSN 0827-0465.
- Statistics Canada, *Building on our Competencies: Canadian Results of the International Adult Literacy and Skills Survey*, Catalogue no. 89-617-XIE, ISBN 0-662-42116-7, November 2005, pages 12-13.

Continued on next page

⁹ Statistics Canada, *Building on our Competencies: Canadian Results of the International Adult Literacy and Skills Survey*, Catalogue no. 89-617-XIE, ISBN 0-662-42116-7, November 2005.

Background Information - The international survey, Continued

5

The international survey: Proficiency measured at 5 levels in 4 domains

The proficiency levels measured by the international survey

"Proficiency in each domain is measured on a continuous scale. Each scale starts at zero and increases to a theoretical maximum of 500 points. Scores along the scale denote the points at which a person with a given level of performance has an 80 percent probability of successfully completing a task at that level of difficulty."

"The IALSS scores are also grouped into proficiency levels representing a set of tasks of increasing difficulty. ...experts have defined five broad levels of difficulty, each corresponding to a similar range of scores. ... Level 1 denotes the lowest proficiency level and Level 5 the highest." The point ranges for the levels are as follows: level 1 (0-225); level 3 (276-325); level 5 (376-500).

"It is important, for analytical as well as operational reasons, to define a "desired level" of competence for coping with the increasing skill demands of the emerging knowledge and information economy. Level 3 performance is generally chosen as a benchmark because in developed countries, performance above Level 2 is generally associated with a number of positive outcomes. These include increased civic participation, increased economic success and independence, and enhanced opportunities for lifelong learning and personal literacy (Kirsch, I., et al., 1993; Murray, T.S. et al., 1997; Tuijnman, A., 2001). Whereas individuals at proficiency Levels 1 and 2 typically have not yet mastered the minimum foundation of literacy needed to attain higher levels of performance (Strucker, J., Yamamoto, K. 2005)."

The 4 domains included in the international survey

1. **Prose literacy** – the knowledge and skills needed to understand and use information from texts including editorials, news stories, brochures and instruction manuals.
2. **Document literacy** – the knowledge and skills required to locate and use information contained in various formats, including job applications, payroll forms, transportation schedules, maps, tables and charts.
3. **Numeracy** – the knowledge and skills required to effectively manage the mathematical demands of diverse situations.
4. **Problem solving** – problem solving involves goal-directed thinking and action in situations for which no routine solutions exist. The problem solver has a more or less well defined goal, but it is not immediately obvious how to reach it. The incongruence of goals and admissible operators constitutes a problem. The understanding of the problem situation and its step-by-step transformation, based on planning and reasoning, constitute the process of problem solving.

Note: "The development and management of the ALL study were co-ordinated by Statistics Canada and the Educational Testing Services (ETS, Princeton, United States) in collaboration with the National Center for Education Statistics (NCES) of the United States Department of Education, the Organization for Economic Co-operation and Development (OECD) and the Institute for Statistics (UIS) of the United Nations Educational, Scientific and Cultural Organization (UNESCO)."

Source: Statistics Canada, *Building on our Competencies: Canadian Results of the International Adult Literacy and Skills Survey*, Catalogue no. 89-617-XIE, ISBN 0-662-42116-7, November 2005, pages 12-16.

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Background Information - The international survey, Continued

Results of the survey – International comparison

The results of the *Adult Literacy and Life Skills* program (*ALL*) are shown in **Box 6**. A comparison of average literacy scores in six countries in four domains is shown. It also provides comparison of New Brunswick's scores.

- Canada consistently ranks second and third in the four domains when the six countries participating are compared. Norway is the only country consistently out-performing Canada. “*Norway was the only country to have 60% or more of its adult population performing at the three highest levels on each of the prose, document and numeracy scales. In contrast, about 58% of Canadians performed at these levels on the prose and document scales, and only 50% of Canadians reached level 3 on the numeracy scale.*”¹⁰
- While the average proficiency scores of New Brunswick are below the Canadian averages across all four domains measured in the IALSS 2003, New Brunswick's scores are above those of the United States in each of the three domains in which the United States participated.

6 Results of a 2003 survey - International comparison of average literacy scores				
	Prose literacy	Document literacy	Numeracy	Problem solving
Performed better	Norway (290.1) Bermuda (289.8)	Norway (295.1)	Switzerland (289.8) Norway (284.9)	Norway (284.2) Switzerland (279.0)
	Canada (280.8)	Canada (280.6) Bermuda (280.0)	Canada (272.3) Bermuda (269.7)	Canada (273.8) Bermuda (272.8)
Lower than Canada	New Brunswick (273) Switzerland (272.1) United States (268.6) Italy (229.1)	Switzerland (276.6) New Brunswick (270) United States (269.8) Italy (225.8)	New Brunswick (262) United States (260.9) Italy (233.3)	New Brunswick (265) Italy (224.9)

Notes:

- (Figures in brackets) are average scores of people 16-65 years of age.
- The United States did not include the problem solving domain.

Sources:

- *ALL 2003 Key Research Findings and HRSD Implications* - Presented by Satya Brink, Ph.D. Director, National Learning Policy Research - Learning Policy Directorate, May 2005
- *IALSS 2003 Key Policy Research Findings* - Presented by Satya Brink, Ph.D. Director, National Learning Policy Research - Learning Policy Directorate, November 2005.

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¹⁰ Statistics Canada, *The Daily - Adult Literacy and Life Skills Survey*, May 11, 2005.

Background Information - The international survey, Continued

Results of the survey – National comparison

The Canadian results of the *International Adult Literacy and Skills Survey* (IALSS) are shown in **Box 7**. It provides a comparison of average literacy scores in provinces and territories in 4 domains. Comments, by *Statistics Canada*¹¹, highlighting the results include the following.

- “The average proficiency scores of the adult population aged 16 and over in the Yukon, Alberta, Saskatchewan and British Columbia are above the Canadian averages across all four domains measured in the IALSS 2003 while those of New Brunswick, Newfoundland and Labrador and Nunavut are below.”
- “In New Brunswick, Quebec, Ontario and Manitoba, Francophones have lower average prose literacy scores than Anglophones.”

7 Results of a 2003 international survey - National comparison of average literacy scores in provinces and territories				
	Prose literacy	Document literacy	Numeracy	Problem solving
Canadian average	281	281	272	274
Better than average	Yukon (296) Saskatchewan (294) Alberta (289) British Columbia (288)	Saskatchewan (294) Yukon (293) Alberta (290) British Columbia (290)	Saskatchewan (284) Yukon (283) Alberta (281) British Columbia (279)	Yukon (285) Saskatchewan (284) Alberta (281) British Columbia (281)
	Nova Scotia (286) Manitoba (283) Prince Edward Isl (282) NW Territories (280) Ontario (279)	Nova Scotia (284) Manitoba (283) NW Territories (280) Prince Edward Isl (281) Ontario (279)	Nova Scotia (272) Manitoba (271) Ontario (270) Prince Edward Isl (269) Quebec (269)	Nova Scotia (276) Manitoba (275) Prince Edward Isl (271) Ontario (271) Quebec (271)
	Quebec (275) New Brunswick (273) Nfld & Labrador (271) Nunavut (232)	Quebec (273) New Brunswick (270) Nfld & Labrador (269) Nunavut (234)	New Brunswick (262) Nfld & Labrador (257) Nunavut (220)	New Brunswick (265) Nfld & Labrador (262) Nunavut (227)
Lower than average				

Note: (Figures in brackets) are average scores of people 16-65 years of age.

Source: *IALSS 2003 Key Policy Research Findings* - Presented by Satya Brink, Ph.D. Director, National Learning Policy Research - Learning Policy Directorate, November 2005.

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¹¹ Statistics Canada, *Building on our Competencies: Canadian Results of the International Adult Literacy and Skills Survey*, Catalogue no. 89-617-XIE, ISBN 0-662-42116-7, November 2005, pages 9-10.

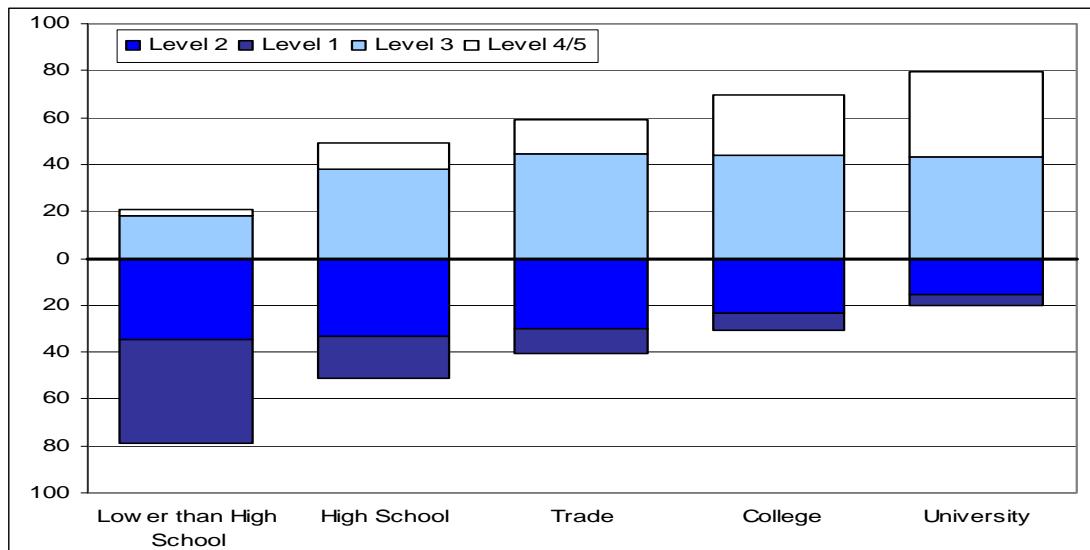
Background Information - The international survey, Continued

Some university graduates did not achieve the desired level 3

From our review of literature relating to the international survey, we found the following analysis of particular interest. **Box 8** shows, “*Higher levels of education are associated with higher levels of prose proficiency.*” In layman’s terms, the international survey results indicate that in Canada, approximately 20% of the university graduates and 50% of high-school graduates do not have the skills needed in today’s world.

8**Higher levels of education are associated with higher levels of Prose proficiency**

Prose literacy levels by educational attainment, population aged 26-65 years, Canada, 2003



Source: IALSS 2003 Key Policy Research Findings - Presented by Satya Brink, Ph.D. Director, National Learning Policy Research - Learning Policy Directorate, November 2005.

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Background Information - The international survey, Continued

Similar results ten years later

Results of the 2003 survey were similar to those of the 1994 *International Adult Literacy Survey*, the world's first internationally comparative survey of adult skills (**Box 9**).

9

Little change in literacy proficiency between 1994 and 2003

"These findings were similar to those of the 1994 International Adult Literacy Survey, the world's first internationally comparative survey of adult skills. Contrary to expectations, the 2003 IALSS found little improvement in the overall literacy of adult Canadians since they were assessed a decade ago. In both years, about two in five 16 to 65 year olds scored below Level 3 in prose literacy.

Expectations were that the IALSS would show improvements to the nation's literacy performance. These expectations were based on several factors, including the likely retirement of older, less educated workers; the tendency of new immigrants to be more highly educated; and growth in the proportion of the Canadian-born population with post-secondary education.

Understanding why the expected improvement in literacy performances did not occur is clearly important but the answers are not simple..."

Source: Statistics Canada, *The Daily*, Wednesday, November 9, 2005, Catalogue 11-001-XIE, ISSN 0827-0465.

Background Information - Significant events

Significant events	<p>Some of the significant events relating to adult literacy in New Brunswick are listed here. (This information was obtained from various documents reviewed by our office. Organization names and dates have not been verified.)</p> <p>1960s - <i>International Literacy Day</i> is established in 1965 by the United Nations Educational, Scientific and Cultural Organization (UNESCO), and is celebrated around the world each year on September 8.</p> <p>1970s - <i>Laubach Council</i> is formed with volunteers from Saint John and St. Stephen.</p> <p>1980s</p> <ul style="list-style-type: none">• The federal government creates <i>the National Literacy Secretariat</i> (NLS).• The provincial government:<ul style="list-style-type: none">• does a study which results with the goal to reduce the number of people who are illiterate,• proposes the basis of a community approach for the delivery of a provincial literacy program, and• community colleges create Literacy Coordinator positions at their nine campuses and offer adult upgrading at basic, intermediate and advanced levels.• <i>Saint John Learning Exchange</i> (offering day and evening programs year long), the <i>Literacy Coalition of New Brunswick Inc.</i> (NBCL) and the <i>Fédération d'alphabétisation du Nouveau-Brunswick</i> (FANB) are formed. <p>1990s</p> <ul style="list-style-type: none">• The United Nations General Assembly proclaims <i>International Literacy Year</i> to boost world literacy and focus attention on the important role literacy plays in the economic and social development of societies.• The provincial government:<ul style="list-style-type: none">• creates the <i>Premier's Advisory Council on Literacy</i>, which produces a "Framework for Action",• appoints a <i>Minister of State for Literacy</i> in New Brunswick. A <i>Literacy Roundtable</i> sets a vision for literacy for the next five years. By the end of the 1990s, the position of <i>Minister of State for Literacy</i> ceases to exist and responsibility transfers to the Department of Education. The Minister creates the <i>Provincial Partners in Literacy</i> (PPL) as an advisory group.• introduces the <i>Community Academic Services Program</i> (CASP) and the <i>Competitive, Recognized and Educated Workforce Program</i> (CREW).• <i>Literacy New Brunswick Inc., Born to Read</i> (program providing free books to newborns) and the <i>Frontier College</i> are established in New Brunswick.• <i>International Adult Literacy Survey</i> (IALS) occurs in 1994. <p>2000 - The provincial government declares <i>New Brunswick Literacy Day</i> to be celebrated every year.</p> <p>2003 - <i>International Adult Literacy and Skills Survey</i> (IALSS) occurs.</p> <p>2004 - The <i>Council of the Federation</i> institutes an award to recognize literacy excellence in each province and territory annually.</p> <p>2004 - The provincial government amalgamates adult literacy support within one Department under the <i>Adult Literacy Services Branch</i>. (Significant activities of <i>Adult Literacy Services</i> are listed later.)</p> <p>2006 - The federal government reduces funding for literacy.</p> <p>2007 - The provincial government appoints a <i>Select Committee on Life Long Learning</i> to report on the status of literacy. It also announces that it will release a literacy strategy with bold targets to increase literacy.</p>
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Background Information - Adult Literacy Services

Government's role

The importance of government having a role in literacy training is indicated in a report that was submitted to the *Provincial Partners in Literacy* (Minister's advisory committee) in 2002 (**Box 10**).

10

The importance of government having a role in literacy training

"The importance of government and organizational leadership must be underlined. The stigma of illiteracy undermines the willingness of these members of our community to stand up for their concerns and needs. Their silent suffering, and the impact it has on our society, is hurting individuals and families and compromising the future of our communities. Their needs must be championed by those that are in a position to make a difference and to enact a long-term commitment to literacy training."

Source: *Comprehensive Training Needs Assessment for Literacy in New Brunswick*, October 2002, page 51.

Adult Literacy Services

- "Adult Literacy Services is responsible for supporting the advancement of adult literacy skills in the Province. The Branch's main responsibility is to coordinate the delivery of community-based adult literacy services. This is done by providing a range of free adult literacy training opportunities in both official languages in partnership with the private sector, communities and the non-profit organization, Literacy New Brunswick Inc." ... In 2006-07, the program "funded 120 Community Adult Learning Program (CALP) classes, which served over 1200 learners".¹²
- There are 16 staff members in the Adult Literacy Services branch of the Department. Staff members include adult literacy coordinators (working in nine regions of the Province to coordinate the delivery of community-based adult literacy services) and central office personnel who manage the program.
- More information is available via the *Department's* web site at <http://www.gnb.ca/0105/index-e.asp>.

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¹² Department's Annual Report 2006-2007, pages 12 & 15.

Background Information - Adult Literacy Services, Continued

Significant activities (Adult Literacy Services)

In April 2004, the government amalgamated the different components of adult literacy support within one Department. Some of the significant activities by Adult Literacy Services since 2004 are listed here. In addition to these, each year the Department promotes public awareness by celebrating New Brunswick Literacy Day in April and International Literacy Day in September. Also each year, the Department assists in presenting "*the Council of the Federation Literacy Award which recognizes outstanding achievement, innovative practice and excellence in literacy.*"¹³

- “Substantial changes were made to the delivery model for community-based adult literacy training, now known as the Community Adult Learning Program (CALP). The basic grant was increased to cover increases in the rate of remuneration for teachers and funding for related classroom and program costs. Communities now provide the classroom site as their contribution to the program. Common start and end date periods were introduced and quality standards relating to instruction and the learning environment were introduced.”¹⁴
 - New structure implemented - “Each of the CALP classrooms was managed by a local committee, which was replaced with a regional committee.” Twelve regional committees operate throughout the Province.¹⁵
 - CALP classrooms received computers and internet access.
 - Released the *Adult and Lifelong Learning Quality Learning Agenda* (QLA), the government’s then ten-year plan for adult and lifelong learning in New Brunswick in December 2005.
 - Introduced AlphaRoute, an online literacy learning environment for low level readers, into CALP classes.
 - The Workplace Essential Skills (WES) program was piloted and is being further developed. It provides accelerated academic qualification using PLAR (Prior Learning Assessment and Recognition), essential skills training and a workplace practicum.
 - The CALP and the Community Access Centre Program are integrated to increase accessibility to a wider variety of learning options and to help adults gain the skills they need to transition to a knowledge economy. The integration will also incorporate the new WES curriculum.
 - Supported two deaf literacy programs in Bathurst and Saint John.
 - Implemented an online information management system to track CALP learner registration and progress.
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¹³ www.councilofthefederation.ca - *The Council of the Federation – Key Initiatives - Literacy Award*

¹⁴ Information provided by the Department.

¹⁵ Information provided by the Department.

Background Information - Funding

Funding

The annual budget for Adult Literacy Services for 2006-2007 was \$3.4 million.¹⁶ **Box 11** shows actual spending for the period. In addition to providing grants, the Department provides support to adult literacy training in the form of literacy coordinators in the regions, professional development for literacy teachers, program management, as well as computers, internet access and textbooks for the classes.

11 Funding for Adult Literacy Services	
Grants	\$2,076,000
Staff members & administration-related costs	\$991,000
Computers & related supplies	\$245,000
Textbooks & other materials	\$81,000
Total funding	\$3,393,000
Notes: Grants are provided to not-for-profit organizations to deliver free adult literacy training in both official languages. <i>Literacy New Brunswick Inc.</i> received grants totaling \$1,948,000.	
Source: The Province's financial information system.	

¹⁶ Province of New Brunswick, *Main Estimates 2006-2007*, March 2006, page 151.

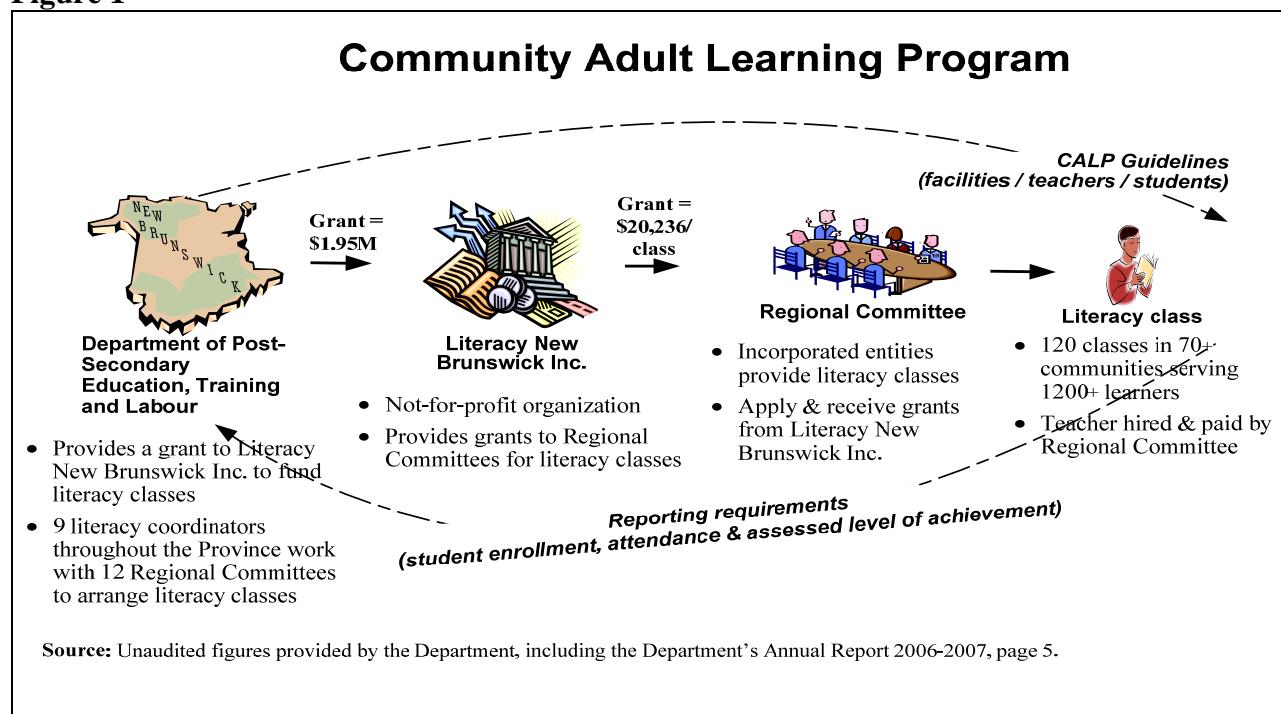
Background Information - Community Adult Learning Program

Objective of CALP

The Community Adult Learning Program (CALP) offers instruction in English and French, free of charge to adult learners 18 years of age and over. It offers academic services for grade levels one through nine and GED (General Educational Development) test preparation. The program has standardized curriculum and testing providing accreditation for further study; and, it is customized for individual learners' needs.

The objective of the Community Adult Learning Program (CALP) is to improve literacy levels in the province by bringing literacy training opportunities to adults in their own community. This is done in partnership with Literacy New Brunswick Inc. and the volunteer and private sectors in communities around the province.¹⁷ Figure 1 provides an overview of the program.

Figure 1



Continued on next page

¹⁷ <http://www.gnb.ca/0005/index-e.asp> – Adult Literacy – programs.

Background Information - Community Adult Learning Program, Continued

Learners within CALP The profile of learners within the CALP during 2004-05 is shown in **box 12.**

12

Profile of Learners within CALP

- 56% of learners were women; 44% were men.
- The average age of learners was 36; and the age distribution was as follows:
 - 32% were under 25
 - 20% were between 25 and 34 years
 - 23% were between 35 and 44 years
 - 15% were between 45 and 54 years
 - 10% were over 54 years of age
- The distribution at the learning levels was as follows:
 - 35% were in grade levels 1-6
 - 34% in grade levels 7-9
 - 31% were working toward their GED
- 60% of participants attended to improve their employability, attain their GED or to attain the skills needed for further training.

Note: Figures are for the year 2004-2005.

Source: <http://www.gnb.ca/0005/index-e.asp> – Adult Literacy – programs.

Background Information - The Department's partners

The Department's partners The Adult Literacy Services branch works with several partners in providing adult literacy support (**Box 13**).

13

The Department works with several partners

Provincial Partners in Literacy

a working group, advisory to the Minister, to develop an effective strategy to guide the province's overall literacy initiative...¹⁸

Literacy New Brunswick Inc.

a non-profit organization that works in partnership with the Department and volunteer regional literacy committees to deliver literacy classes.

Regional Literacy Committees

volunteer organizations who work in cooperation with the Department to deliver adult literacy classes, which are funded by *Literacy New Brunswick Inc.*

CALP Adult Literacy Network

English-speaking literacy teachers.

New Brunswick Learners Network

English-speaking learners.

Literacy Coalition of New Brunswick Ltd.

a non-profit organization (formed in 1988) that carries out projects in the areas of literacy research, improving access and outreach, improving co-ordination and information sharing, improving public awareness and developing learning materials.

Laubach Literacy NB

a volunteer non-profit organization with 14 literacy councils province-wide. Tutors use the Each One Teach One methodology and other innovative approaches to help adults acquire better literacy skills. Their services are free and confidential.¹⁹

La Fédération d'alphabétisation du Nouveau-Brunswick (FANB)

a volunteer advocacy and action group with 16 regional literacy councils who promote literacy awareness in the regions. The Federation is the major voice for literacy in Francophone New Brunswick.

The National Adult Literacy Database (NALD)²⁰

receives funding in support of its mandate from a broad range of sources, including the Province of New Brunswick (since 1995). NALD is mandated to:

- benefit all literacy organizations by providing user-friendly, universal access to valuable literacy related information, resources, and services;
- help create national and regional literacy communities; and
- help literacy organizations across the country feel part of these communities.

Notes:

- Only the Department's main partners are listed here. The Department's *Policy Statement on Adult and Lifelong Learning* also lists communities and employers as partners.
- There are many other organizations that contribute to adult literacy, including service providers that deliver adult literacy programs (such as the *Saint John Learning Exchange* and *Frontier College*) and national groups (such as *The Movement for Canadian Literacy*, *La Fédération canadienne pour l'alphabétisation en français* and *The National Indigenous Literacy Association*).

Source: Information provided by the Department.

¹⁸ *Provincial Partners In Literacy - Terms Of Reference* (provided by the Department).

¹⁹ Information provided by the Department

²⁰ <http://www.nald.ca> - NALD - Evaluation of NALD 2002.

Objectives, Observations and Conclusions

In this section

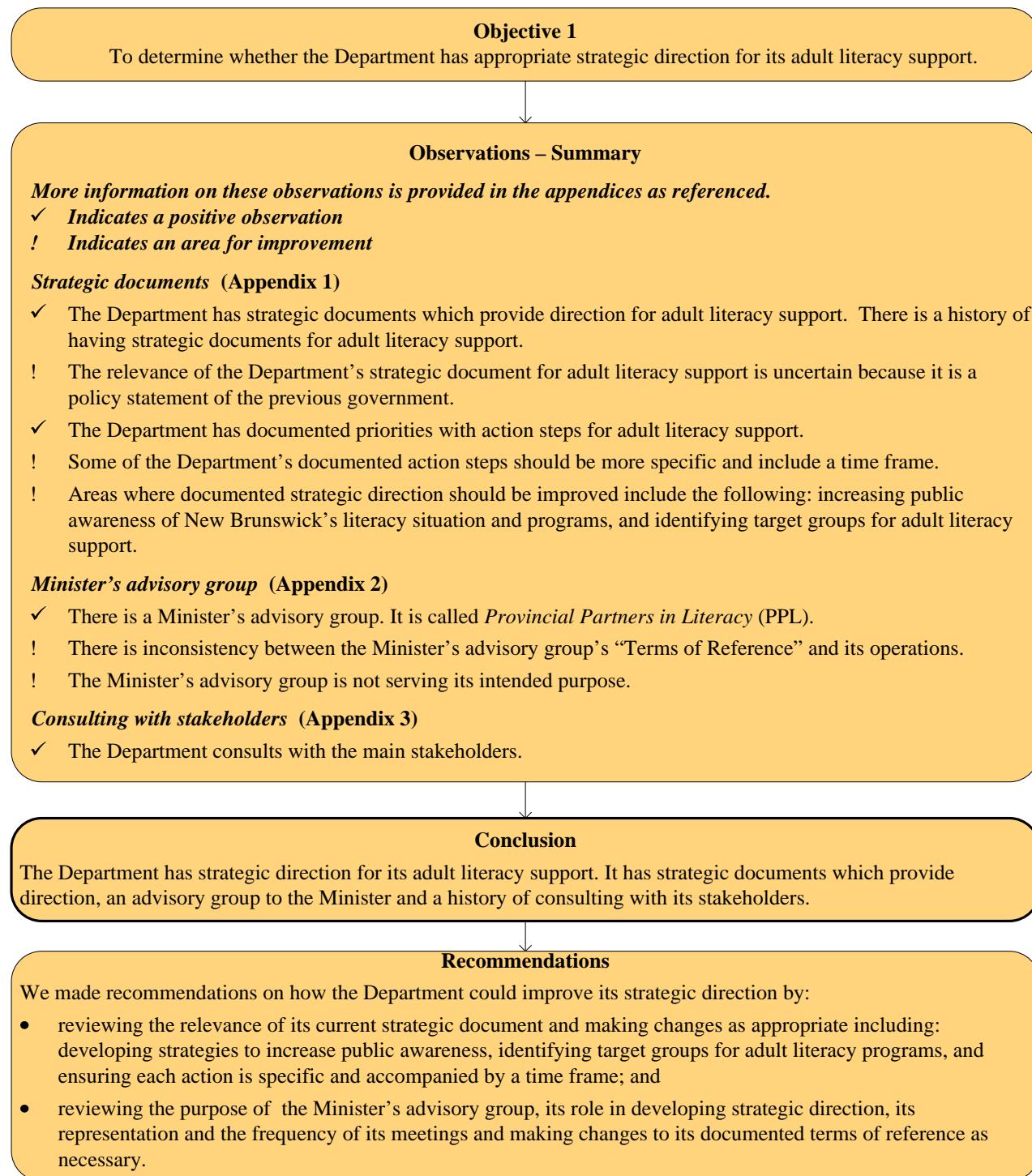
The purpose of this section is to present our observations and conclusion for each of our four objectives. This section contains the following topics:

- Strategic direction (**Figure 2**)
 - Control procedures (**Figure 3**)
 - Measuring results (**Figure 4**)
 - Performance reporting (**Figure 5**)
-

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Objectives, Observations and Conclusions, Continued

Figure 2 - Strategic Direction



Continued on next page

Objectives, Observations and Conclusions, Continued

Figure 3 - Control Procedures

Objective 2

To determine whether the Department has appropriate control procedures for its adult literacy support.

Observations – Summary

More information on these observations is provided in the appendices as referenced.

- ✓ *Indicates a positive observation*
- ! *Indicates an area for improvement*

Grant agreements (Appendix 4)

- ! The Department provides grants without a documented agreement with the grant recipient.

Literacy New Brunswick Inc. (Appendix 5)

- ! Literacy New Brunswick Inc. is no longer fulfilling the purpose for which it was established. Its purpose and function are no longer clear.
- ! There is inconsistency between Literacy New Brunswick Inc.'s "By-Laws" and its operations. We question the Department's relationship with the organization.

CALP documentation (Appendix 6)

- ✓ The Department has useful documents for the Community Adult Learning Program.

Monitoring the CALP (Appendix 6)

- ✓ Regional Literacy Coordinators are assigned the responsibility for monitoring the Community Adult Learning Program.
- ! A consistent method has not been developed for monitoring the Community Adult Learning Program and reporting the results to central office.

Conclusion

The Department does not have adequate control procedures for its adult literacy support. Written agreements with grant recipients are needed to ensure the funds are used for their intended purpose. While the Department has useful documents for the Community Adult Learning Program, consistent monitoring and reporting procedures are needed to ensure the consistent delivery of effective literacy classes and to provide central office with relevant information.

Recommendations

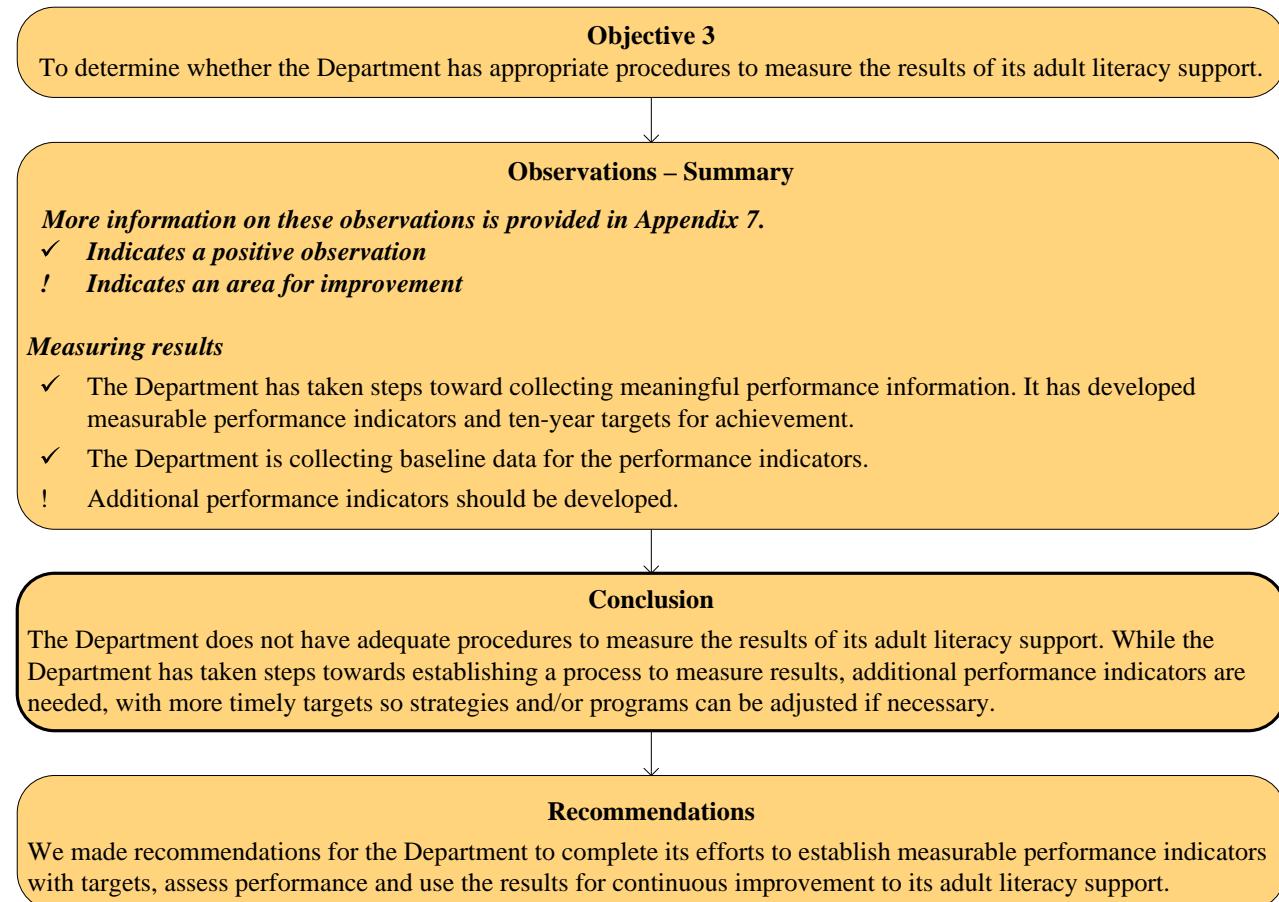
We made recommendations for the Department to improve its control procedures by:

- having signed written agreements with grant recipients,
- developing and documenting procedures for monitoring guidelines and reporting results to central office ; and
- reviewing the purpose of the Department's relationship with Literacy New Brunswick Inc. and making changes as necessary.

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Objectives, Observations and Conclusions, Continued

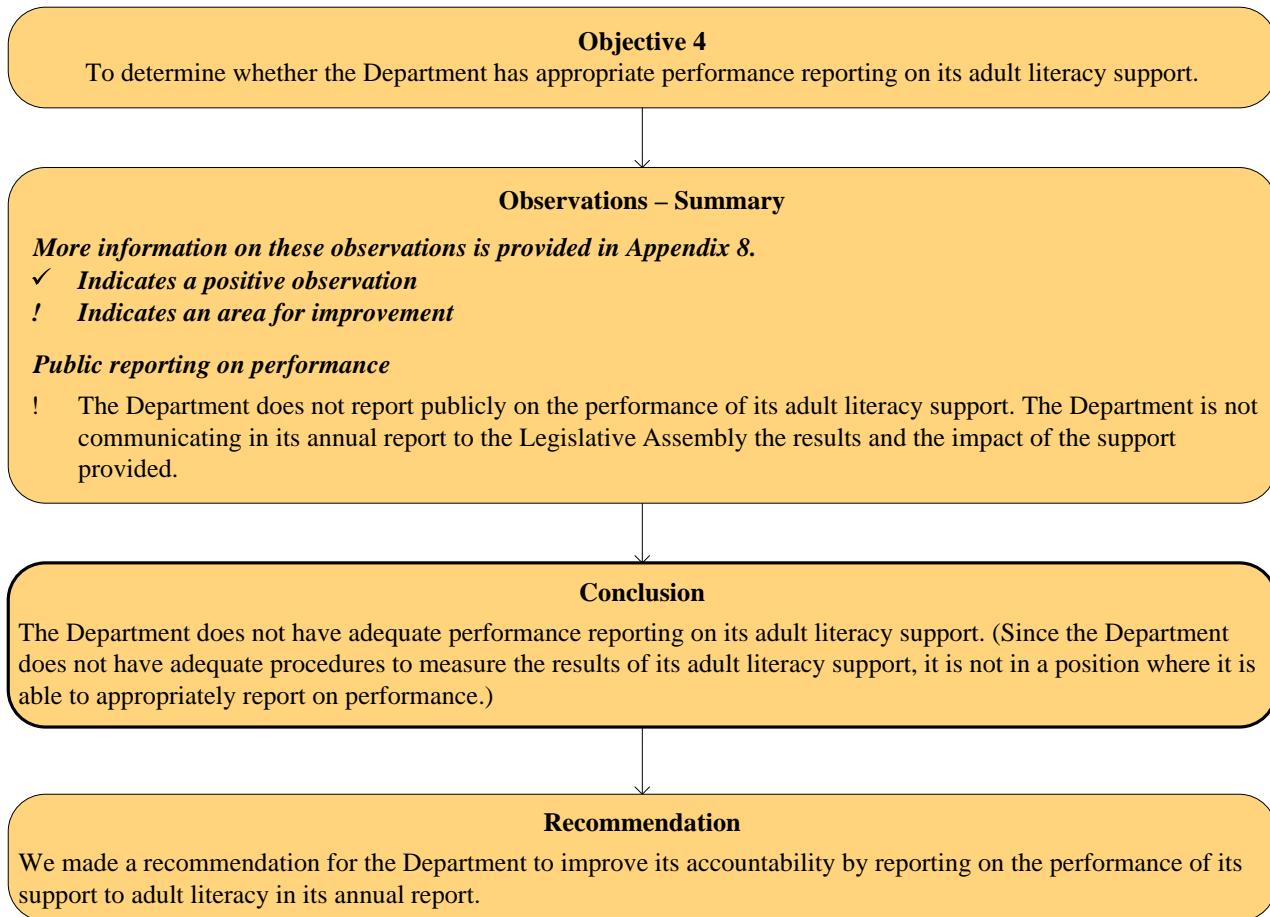
Figure 4 - Measuring Results



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Objectives, Observations and Conclusions, Continued

Figure 5 - Performance Reporting



Appendix 1 – Details on Strategic Documents

In this section

The purpose of this section is to provide additional information on the observations shown in the chart presented earlier for objective 1 on strategic direction for adult literacy support.

This section contains the following topics:

- Strategic documents
- Department's *Strategic Plan 2005 - 2008*
- Division's *Policy Statement on Adult and Lifelong Learning*
- Goal and targets from the *Policy Statement*
- Objectives from the *Policy Statement*
- Priorities and actions from the *Policy Statement*
- Additional strategic issues
- Recommendations

Continued on next page

Appendix 1 – Details on Strategic Documents, Continued

Strategic documents

The Department has strategic documents which provide direction for adult literacy support. They are:

- The Department's *Strategic Plan 2005 - 2008*, and
- The Division's *Lifelong Learning: Quality Adult Learning Opportunities - Policy Statement on Adult and Lifelong Learning*.

The Department's *Strategic Plan 2005 - 2008* is the strategic plan for the entire Department.

The *Lifelong Learning: Quality Adult Learning Opportunities - Policy Statement on Adult and Lifelong Learning* is a specific strategy for the Adult Learning & Skills Division. It provides much more detail than the Department's strategic plan.

There is a history of having strategic documents for adult literacy support. In addition to the Department's current strategic documents, we also reviewed a document from 1991 titled, *Premier's Advisory Council on Literacy - Framework for Action* and a document from 2002 titled, *Provincial Partners in Literacy Report to the Government of New Brunswick*.

Department's "Strategic Plan 2005 – 2008"

The Department's *Strategic Plan 2005 - 2008* contains five goals. Each goal is presented with performance indicators. The goal relating to adult literacy is shown in **Box 14**.

14

Goal with performance indicators from the *Strategic Plan*

Goal:

To increase access to and success in adult education and training.

Performance indicators

- I. An increase in the number of adult learners taking literacy training for the first time.
- II. An increase in the percentage of adult learners who improve their literacy skills by a full or partial grade level over the course of a program.
- III. An increase in the number of the Department's on-line adult learning products.
- IV. An increase in the number of persons who successfully complete New Brunswick Community Colleges or Apprenticeship and Occupational Certification programs.
- V. An increase in the number of assessments for course exemptions provided at New Brunswick Community Colleges and Apprenticeship and Occupational Certification.

Note: The above goal is one of five goals presented in the strategic plan.

Source: Department's *Strategic Plan 2005 - 2008*, March 2005.

Continued on next page

Appendix 1 – Details on Strategic Documents, Continued

**Division's
"Policy
Statement on
Adult and
Lifelong
Learning"**

The *Lifelong Learning: Quality Adult Learning Opportunities - Policy Statement on Adult and Lifelong Learning (Policy Statement)* is a comprehensive strategic document, which includes strategic direction for adult literacy. It presents a goal, 10-year targets, and six objectives with action plans. It also identifies beliefs, values, strengths, challenges and partners in adult and lifelong learning.

The relevance of the Department's strategic document for adult literacy support is uncertain because it is a policy statement of the previous government. The document, *Lifelong Learning: Quality Adult Learning Opportunities - Policy Statement on Adult and Lifelong Learning* was made public in December 2005 as “*Part of the Quality Learning Agenda – a Cornerstone of Greater Opportunity: New Brunswick’s Prosperity Plan 2002-2012*”. In September 2006, the Province had a change in government.

The Department told us that programs continue and that the new government will develop a new strategy. We also noted that in November 2006, the Minister informed the Minister's Advisory Group that he would be working with the Minister of Education on a strategic plan for literacy.²¹ And, the following quote from the *Speech from the Throne* also indicates that a new strategic document will be developed: “...your government will release a literacy strategy designed to support bold targets to increase literacy to the levels necessary for self-sufficiency.”²²

Continued on next page

²¹ Provincial Partners in Literacy – Minutes, November 2006, page 4

²² *Speech from the Throne* - Second session of the 56th Legislative Assembly of New Brunswick, November 27, 2007, page 11

Appendix 1 – Details on Strategic Documents, Continued

Goal and targets from the “Policy Statement”

“New Brunswickers embrace lifelong learning and a sustained learning culture” is the goal stated in the *Policy Statement*. Ten-year targets to be used to measure success are presented in the document (**Box 15**). While one target is specifically labeled “Adult Literacy”, there are other targets that directly relate to adult literacy, such as the target on the participation rate in adult learning and the target involving the participants of the Community Adult Learning Program.

15 Ten-year targets from the *Policy Statement*

Targets	Indicates
A Lifelong Learning Culture	<ul style="list-style-type: none"> • New Brunswick's participation rate in adult education and learning will increase by 25%. • New Brunswick will rank among the top five provinces in Canada in the proportion of its residents with post-secondary credentials.
Adult Literacy	<ul style="list-style-type: none"> • New Brunswick's adult literacy levels will increase to meet the Canadian average.
Prior Learning Assessment and Recognition	<ul style="list-style-type: none"> • New Brunswick will have 80% of participants in the Community Adult Learning Program also participating in a Prior Learning Assessment and Recognition (PLAR) process. • New Brunswick post-secondary institutions will increase the number of recognized credit transfers among institutions.
Workplace Essential Skills	<ul style="list-style-type: none"> • The number of workplace essential skills certificates granted will be comparable to the number of General Educational Development (GED) certificates issued.
New Brunswick Public Library Service	<ul style="list-style-type: none"> • In 2012, New Brunswick will exceed the national average for the percentage of the total population that are registered public library users. • New Brunswick will meet the national average investment per capita on public library collections annually.
Source: <i>Lifelong Learning: Quality Adult Learning Opportunities - Policy Statement on Adult and Lifelong Learning</i> , December 2005, page 21.	

Continued on next page

Appendix 1 – Details on Strategic Documents, Continued

Objectives from the “Policy Statement” The *Policy Statement* contains six objectives (**Box 16**). While each of the six objectives likely impact adult literacy, the second objective is specifically directed at improving adult literacy.

16 Objectives

- I. Increase Participation Levels in Adult and Lifelong Learning in New Brunswick
- II. Improve Literacy Skills of Adults in New Brunswick
- III. Increase Learning and Employment Opportunities Through the Use of Prior Learning Assessment and Recognition
- IV. Increase Opportunities For New Brunswickers Through Workplace Essential Skills Training and Expanded Certification Services
- V. Increase Learning and Training Opportunities for Working Adults
- VI. Improve Access to Public Library Services to Support Lifelong Learning

Source: *Lifelong Learning: Quality Adult Learning Opportunities - Policy Statement on Adult and Lifelong Learning*, December 2005, page 22.

Priorities and actions from the “Policy Statement”

The Department has documented priorities with action steps for adult literacy support. We compliment the Department on the comprehensiveness of its documented strategic direction for adult literacy. In addition to having a goal with objectives, priorities and actions are also documented. For its objective to, “*Improve literacy skills of adults in New Brunswick*”, there are three priorities with a total of 23 actions (**Box 17**).

Some of the Department’s documented action steps should be more specific and include a time frame. For example, the first stated action to “*develop and implement new quality standards to support high quality adult literacy training; including standards for instruction, instructor qualifications, results measurement and reporting, and learning facilities*” is specific but should include a time frame. The second stated action to “*Encourage professional development for literacy instructors*” is vague and does not state what will be done for literacy instructors or when it will be done.

We believe that the Province’s strategic direction for adult literacy support could be enhanced if all actions were specifically stated and accompanied by a time frame.

Continued on next page

Appendix 1 – Details on Strategic Documents, Continued

17**The Department's priorities and actions to "Improve literacy skills of adults in New Brunswick".*****We will implement a revised model for quality literacy training***

Specific actions we will take include:

- Develop and implement new quality standards to support high quality adult literacy training; including standards for instruction, instructor qualifications, results measurement and reporting, and learning facilities.
- Encourage professional development for literacy instructors.
- Support the establishment of community based regional adult literacy committees to oversee the delivery of adult literacy training services.
- Focus on learner-centred services and training to improve learner outcomes and develop more effective learners.
- Continue to evaluate online learning and assessment tools and incorporate them into program delivery.
- Use an integrated approach to promoting and delivering adult learner services and adult literacy training.
- Facilitate the learner's transition from community-based literacy training to further education and training and stable employment.
- Encourage partnerships between health and literacy organizations.
- Within one year we will establish standards for initial learner assessment and academic placement.
- Within one year we will establish standards for curriculum, resource materials and testing.
- Within two years we will establish standards for instructor qualifications and experience, using a "competency-based" approach.
- Within two years we will provide online assessment services.

We will focus on raising adult literacy levels so that New Brunswickers can participate more fully in the labour force

Specific actions we will take include:

- Work to assist adults who are in the workforce, or who want to enter the workforce, increase their literacy skills.
- Encourage training for literacy volunteers.
- Introduce new modes of delivery, such as online training, to provide a blended learning approach to literacy training.
- Incorporate workplace essential skills in literacy training.
- Collaborate with literacy groups to increase participation in adult literacy training.
- Recognize contributions of volunteers.

We will encourage small and medium-sized enterprises to support workplace adult literacy training

Specific actions we will take include:

- Assist small and medium-sized enterprises deliver work-based literacy training that meets employers' and workers' needs.
- Encourage flexible working arrangements that accommodate workers' learning needs.
- Work with communities, employers, employer groups, unions, public libraries, Community Access Centres and others to improve delivery of literacy training for adults in the workforce.
- Encourage employers to create a "literacy-rich" work environment that provides workers with opportunities to use and improve their literacy skills.
- Recognize employers that are committed to helping their employees raise their literacy levels.

Note: The above objective on improving literacy skills is one of six objectives explained in the *Policy Statement*.

Source: *Lifelong Learning: Quality Adult Learning Opportunities - Policy Statement on Adult and Lifelong Learning*.

Continued on next page

Appendix 1 – Details on Strategic Documents, Continued

Additional strategic issues

Areas where documented strategic direction should be improved include:

- increasing public awareness of New Brunswick's literacy situation, and
- identifying target groups for adult literacy programs.

Public awareness of New Brunswick's literacy situation

From our review of the 1991 report *Premier's Advisory Council on Literacy*, we noted that the strategies focused on: delivering literacy programs, establishing partnerships, and creating greater public awareness. The strategies were consistent with the objectives for the International Literacy Year. Both the establishment of community-based adult literacy classes and the partnership with *Literacy New Brunswick Inc.* followed the initial strategy.

The current strategy (*Policy Statement*) enhances adult literacy programs by introducing quality standards and expands programs to include new components, such as workplace essential skills. The current strategy also involves creating new and enhancing existing partnerships.

We believe the area of public awareness remains a challenge. We believe that strategies are needed for increasing public awareness of New Brunswick's literacy situation and the programs available, and for promoting improvement in literacy skills.

Target groups for adult literacy programs

The current strategy does not specifically state the target group(s) for adult literacy programs. From our review of the 1991 report *Premier's Advisory Council on Literacy*, we noted that the Council suggested that literacy training be targeted for different groups with different training needs.

The Council²³ recognized that each individual does not have the same literacy goal. “*While some individuals may wish to increase literacy skills in order to access jobs or further education and training, others may have more social or personal goals.*” The Council also recognized that “*people will vary in the beginning level of literacy training they require.*” It stated, “*there will need to be different solutions for different situations, and some priorities may have to be set.*”

The Department told us that it supports different literacy programs, such as Laubach Literacy (which provides one-on-one tutoring), workplace literacy programs and a recent program for the deaf.

While the Department has developed a profile of adult learners who attend CALP literacy classes, we believe that developing a profile of potential learners and their needs may help the Department attain its objective to, “*improve literacy skills of adults in New Brunswick*”. We believe the Province's strategic direction for adult literacy support could be enhanced if target groups and their needs were identified, priorities established and programs adjusted if necessary.

Continued on next page

²³ Province of New Brunswick, *Premier's Advisory Council on Literacy - Framework for Action*, Feb. 1991, pages 3-5.

Appendix 1 – Details on Strategic Documents, Continued

- Recommendations**
- *The Department should determine the relevance of its current strategic approach (“Policy Statement on Adult and Lifelong Learning”) and update it as necessary.*
 - To enhance the strategic direction for its adult literacy support, *the Department should develop strategies to increase public awareness of New Brunswick’s literacy situation and the programs available, and to promote improvement in literacy skills.*
 - To provide better strategic direction for its adult literacy support, *the Department should ensure that strategic documents identify target groups and their needs for adult literacy programs.*
 - To facilitate the implementation of its strategic plan for adult literacy support, *the Department should ensure that each action is specific and accompanied by a time frame.*
-

Appendix 2 – Details on the Minister’s Advisory Group

In this section

The purpose of this section is to provide additional information on the observations shown in the chart presented earlier for objective 1 on strategic direction for adult literacy support.

This section contains the following topics:

- Minister’s advisory group (PPL)
- Responsibilities of PPL
- Recent operations of PPL
- Meeting frequency of PPL
- Membership of PPL
- Recommendations.

Continued on next page

Appendix 2 – Details on the Minister’s Advisory Group, Continued

Minister’s advisory group (PPL)

There is a Minister’s advisory group. It is called Provincial Partners in Literacy (PPL). Our understanding of the history of the advisory group is the following.

- In 1991 the *Premier’s Advisory Council on Literacy* indicated, “*After this year, this framework will be passed over for implementation to an Advisory Committee on Literacy.*” The Department told us that the advisory committee was formed in 1995 and has had different titles over time.
- Currently the Minister’s advisory group is called *Provincial Partners in Literacy (PPL)* and it has documented *Terms of Reference*.

Provincial Partners in Literacy - Terms of Reference states its description as follows.

- “*Provincial Partners in Literacy is a working group: advisory to the Minister of Post-Secondary Education, Training and Labour to develop an effective strategy to guide the province’s overall literacy initiative; comprised of representatives of ...*”

Responsibilities of PPL

The responsibilities of *Provincial Partners in Literacy* are documented in their *Terms of Reference (Box 18)*.

18 Responsibilities of Provincial Partners in Literacy	
<ol style="list-style-type: none"> 1) To renew the vision of the province’s literacy initiative as it pertains to Anglophone and Francophone and First Nations communities throughout the province. 2) To provide co-ordination and leadership for the province’s literacy initiative. 3) To facilitate communication among members of the literacy community as a means of creating partnerships and synergy within the literacy community and departments of government having a mandate to address literacy matters. 4) To promote the importance of improving the literacy levels of all New Brunswickers. 5) To document and assess literacy resources as a means of determining optimum utilization of resources. 6) To collectively undertake pro-active measures to move the province’s literacy agenda forward in keeping with the vision of the initiative. 7) To recommend a process to evaluate the effectiveness of the literacy initiatives in the province. 	<p>Source: <i>Provincial Partners In Literacy - Terms of Reference</i> (provided by the Department)</p>

Continued on next page

Appendix 2 – Details on the Minister’s Advisory Group, Continued

Recent operations of PPL

There is inconsistency between the documented responsibilities of PPL and its recent operations. While there is evidence that PPL has done work to advise the Minister and help develop a “*strategy to guide the province’s overall literacy initiative*”²⁴, recently it has not been directly involved.

The following events provide evidence of PPL’s past involvement in developing strategic direction for adult literacy support.

- A report titled, *Provincial Partners in Literacy Report to the Government of New Brunswick* was prepared in 2002. The introduction states, “*PPL has been actively consulted over the last four years and its contribution adds enormous value to the Government of New Brunswick’s efforts to advance literacy in the province.*” “*the Minister... charged the PPL with the task of reviewing the current adult literacy situation in the province and making recommendations to Government for adult literacy in the future. This document will present recommendations for future literacy activities in New Brunswick.*”²⁵ In addition to ten recommendations, the report contained a vision for PPL and the province, with four objectives and an action plan for pursuing the vision.
- A report titled, *Comprehensive Training Needs Assessment for Literacy in New Brunswick* was submitted to PPL in October 2002. The study included “*twenty-four recommendations that outline a comprehensive action plan for establishing and acting on a commitment to a provincial strategy for literacy.*”²⁶
- A 2003 report titled, *Perceptions of New Brunswick Adult Literacy Services* was submitted to PPL. The study involved individuals (students, partners and volunteers) not directly served by the Community Adult Learning Program. The findings complemented those of the previous year’s report.

The following observations provide evidence of PPL’s recent lack of involvement in developing strategic direction for adult literacy support. They suggest that PPL may not be fulfilling its responsibilities.

- The Department told us that the 2005 *Policy Statement* (the division’s strategic document) was prepared without PPL’s involvement. Our review of minutes of PPL meetings also indicated that while the committee was informed of the *Policy Statement*, it did not have direct input. Being involved with the development of the *Policy Statement*, which serves as the strategic document for adult literacy support, fits PPL’s description to help develop a “*strategy to guide the province’s overall literacy initiative*”.
- Minutes of PPL’s meetings since December 2004 indicate that they are sessions for sharing information rather than for developing new strategies and initiatives. Representatives report on their past and upcoming activities.

Continued on next page

²⁴ Provincial Partners In Literacy – Terms of Reference – Description of PPL.

²⁵ Provincial Partners In Literacy - Report To The Government Of New Brunswick, October 2002, page 1.

²⁶ Comprehensive Training Needs Assessment for Literacy in New Brunswick, 2002, Page 53.

Appendix 2 – Details on the Minister’s Advisory Group, Continued

Meeting frequency of PPL

Regular meetings are necessary in order for PPL to serve its role and fulfill its responsibilities. The description of PPL indicates its important role as a “working group... to develop an effective strategy to guide the province’s overall literacy initiative.” Its seven documented responsibilities are demanding. According to its *Terms of Reference*, “Meetings shall be called up to three times a year.”

The meeting frequency has varied from none to three times a year (Box 19). PPL did not meet during 2007; the last meeting was November 2006. The Department expects PPL will meet again in the spring of 2008.

19 Meeting frequency of Provincial Partners in Literacy									
Year	2007	2006	2005	2004	2003	2002	2001	2000	1999
# of meetings	0	3	2	1	1	2	3	3	2
Source: Dates of PPL meetings were provided by the Department.									

Continued on next page

Appendix 2 – Details on the Minister’s Advisory Group, Continued

Membership of PPL

Membership of the committee may not be complete. The Division’s strategic document (*Policy Statement*) states: “*Our success in creating a culture of lifelong learning in New Brunswick is dependent on the commitment and cooperation of all partners in learning.*” The *Policy Statement* identifies key partners and summarizes their main roles.

The *Terms of Reference* states the membership of PPL.

Comparing the key partners identified in the *Policy Statement* to PPL’s membership (**Box 20**), we note that not all key partners are represented. While adult learners, organizations and government are represented in PPL, other key partners (such as workplaces) are not.

20	Comparing “Partners in Adult and Lifelong Learning” to “Membership of PPL”
Partners in Adult and Lifelong Learning <ul style="list-style-type: none"> • Adult learners • Communities • Public Libraries • Post-Secondary Institutions • Workplaces • Organizations, Agencies and Associations • Governments 	Membership of PPL <p>Representatives named by each of the following:</p> <ul style="list-style-type: none"> • 2 adult literacy learners (one Anglophone and one Francophone) • 2 teachers (one Anglophone and one Francophone) • First Nations representative. • Literacy Coalition of New Brunswick Ltd. (2) • Laubach Literacy New Brunswick (2) • Literacy New Brunswick Inc. (2) • Fédération d’alphabétisation du Nouveau-Brunswick (2) • Department of Education • Department of Postsecondary Education, Training and Labour
Sources: <ul style="list-style-type: none"> • Partners in Adult and Lifelong Learning - <i>Lifelong Learning: Quality Adult Learning Opportunities - Policy Statement on Adult and Lifelong Learning</i>, page 14. • Membership of PPL - <i>Provincial Partners in Literacy - Terms of Reference</i>. 	

Continued on next page

Appendix 2 – Details on the Minister’s Advisory Group, Continued

Recommendations

- *The Department should review the purpose of the Minister’s advisory group, and its role in developing strategic direction, and make changes to its documented terms of reference as necessary.*
 - *The Department should ensure that the representation in the Minister’s advisory group and the frequency of its meetings allow the advisory group to serve its purpose.*
-

Appendix 3 – Details on Consulting with Stakeholders

In this section The purpose of this section is to provide additional information on the observations shown in the chart presented earlier for objective 1 on strategic direction for adult literacy support.

This section contains one topic - Consulting with stakeholders

Consulting with stakeholders **The Department consults with the main stakeholders.** Obtaining information from the stakeholders is fundamental to developing strategic direction. Consulting with stakeholders also provides the opportunity to obtain feedback on a program, which allows a program to evolve and improve. It also provides the opportunity for partnerships to develop.

The government has consulted with the public on adult literacy on several occasions (**Box 21**). The Department's intent to continue to work with the stakeholders is demonstrated in its *Policy Statement (appendix 1)*, which recognizes the value of partners, identifies partners and provides action steps which involve partnerships. And, the Department told us that the *Select Committee on Life Long Learning* plans to meet with stakeholders during the fall of 2008. (The *Select Committee on Life Long Learning* was appointed in July 2007 and is responsible for “*inquiring into and reporting on the status of literacy in New Brunswick and of making recommendations regarding measures to improve literacy levels in the Province...*”²⁷.)

21

Consultations with the public on adult literacy

- **The Premier's Advisory Council on Literacy (1990)**

“Over the course of 1990, representatives of government, business, the literacy movement, educators and labour worked diligently to collectively find the solutions to a situation that concerns and affects us all.”²⁸

- **Minister of State for Literacy's Round Table on Literacy (1997)**

We reviewed the document, *“Charting Literacy's Future Together – April 21-22, 1997 – Compilation of Group Activities”* which indicated that stakeholders addressed strategic issues such as: a vision of literacy, supports and challenges, and action steps.

- **Provincial Partners in Literacy (1999 – present)**

In addition to government representatives, *Provincial Partners in Literacy* consists of representatives from non-governmental organizations and literacy classes.

- **Other consultations reported in the Department's 2004-2005 Annual Report**

“Consultations were held with literacy nongovernmental organizations (NGOs), stakeholders, staff and volunteers involved in program delivery to ensure that all are well served by the changes to be made to the community-based literacy initiative, the Community Academic Services Program (CASP).”

²⁷ Province of New Brunswick, *Notice of Motion 81*, July 5, 2007.

²⁸ *Premier's Advisory Council on Literacy - Framework for Action - Foreword*

Appendix 4 – Details on Grant Agreements

In this section

The purpose of this section is to provide additional information on the observations summarized in the chart presented earlier for objective 2 on control procedures for adult literacy support.

This section contains the following topics:

- Grant recipients
- Original grant agreement with *Literacy New Brunswick Inc.*
- Recommendations

Grant recipients

The annual budget for *Adult Literacy Services* for 2006-2007 was \$3.4 million. Most of this (approximately \$2.1 million) was expended as grants, with the remaining expended on salaries, computers, textbooks and other administrative costs.

A grant agreement serves as a control measure. A typical grant agreement states the purpose of the funds and the responsibilities of the grant recipient, in addition to the amount and timing of the grant payments and how excess funds should be handled.

The Department provides grants without a documented agreement with the grant recipient. Box 22 shows the organizations that received a grant from the Department in fiscal 2006-2007, along with the grant amount and the presence of a grant agreement with the recipient.

22 Organizations receiving grants from Adult Literacy Services		
Organization	Grant Amount	Signed Grant Agreement?
Literacy New Brunswick Inc.	\$1,948,000	No
Laubach Literacy	\$70,000	No
National Adult Literacy Database	\$37,500	No
9 Literacy Councils	From \$1,100 to \$3,200 each, totaling \$20,000	Grant application process was followed.

Source: Unaudited figures from the Department.

Continued on next page

Appendix 4 – Details on Grant Agreements, Continued

Original grant agreement with Literacy New Brunswick Inc.

We examined a signed “*Agreement on Funding for Community Based Literacy Programs*” between the *Government of New Brunswick* and *Literacy New Brunswick Inc.* for the period April 1992 to 31 March 1993.

We thought the agreement was very comprehensive and could serve as a useful reference for future agreements. It stated the following goal, “*New Brunswick recognizes the need to increase the literacy levels of its adult citizens, and has set as a goal to significantly improve the literacy levels of its adult citizens over the next four(4) years*”. The agreement also included objectives, strategic priorities, definitions, the amount (\$800,000.) and the purpose of the grant, record keeping responsibilities of *Literacy New Brunswick Inc.*, and program evaluation responsibilities of the Department. Appendices to the agreement provided guidelines for community literacy programs which included: responsibilities of the Department’s literacy coordinators and the community committees, qualifications of the literacy class facilitator, and the process for *Literacy New Brunswick Inc.* to use in disbursing funds to the community committees.

The agreement made reference to new funding the following year “*under a similar agreement.*” The Department told us that while a similar agreement has not been signed since the original, annual funding to *Literacy New Brunswick Inc.* has continued under the same intent as the original agreement.

Recommendations

- To enhance the accountability for its adult literacy support, ***the Department should ensure an agreement is signed with each grant recipient.***
 - To ensure the terms of an agreement are followed, ***the Department should assign the responsibility for monitoring agreements with grant recipients.***
-

Appendix 5 – Details on *Literacy New Brunswick Inc.*

In this section

The purpose of this section is to provide additional information on the observations summarized in the chart presented earlier for objective 2 on control procedures for adult literacy support.

This section contains the following topics:

- *Literacy New Brunswick Inc.*
 - Observations on its operations
 - Non-compliance with its By-Laws
 - Recommendations
-

Literacy New Brunswick Inc.

Literacy New Brunswick Inc. (**Box 23**) receives a grant from the Province (approximately \$2,000,000 in 2007) and in turn it provides grants to volunteer Regional Literacy Committees to deliver literacy classes.

23

Literacy New Brunswick Inc.

"Literacy New Brunswick Inc. is a non-profit organization with no direct government involvement. It has been established to provide an organizational and institutional focus for private sector, community and voluntary literacy efforts. Literacy New Brunswick Inc. has a 10 member private sector Board of Directors with representatives drawn from business, labour and local communities as well as ex officio provincial government representation. This broadly-based representation will enable the Board to develop programs to secure funding and other support from a wide variety of sources, and to manage and distribute funds to literacy initiatives throughout the Province. Literacy New Brunswick Inc. will provide a focal point to allow government to act in partnership with the private sector and local communities in the pursuit of common literacy objectives."

Source: *Community-Based Literacy in New Brunswick*, April 1992, page 5.

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Appendix 5 – Details on *Literacy New Brunswick Inc.*, Continued

Observations on its operations

We believe “Literacy New Brunswick Inc.” is no longer fulfilling the purpose for which it was established and that its purpose and function are no longer clear. While *Literacy New Brunswick Inc.* was originally established as a separate legal corporation, our observations cause us to question if it is still, in substance, functioning as a distinct legal entity (**Box 24**).

24 Observations on <i>Literacy New Brunswick Inc.</i>	
Observations suggesting <i>Literacy New Brunswick Inc.</i> IS active	Observations suggesting <i>Literacy New Brunswick Inc.</i> is NOT active
The CALP grant program is operating. <i>Literacy New Brunswick Inc.</i> provides grants to Regional Literacy Committees, which deliver literacy classes in communities.	<i>Literacy New Brunswick Inc.</i> is not complying with some of its By-Laws as indicated in Box 25.
Audited financial statements are prepared each year. We saw audited annual statements for the years 2004 – 2007.	Little fund-raising from the private sector in recent years. The Department of Advanced Education and Labour's Annual Report in 1993-94 stated that <i>Literacy New Brunswick Inc.</i> had conducted its second fundraising drive resulting in \$470,000 from the private sector. Our review of the audited financial statements for the fiscal year ended March 2007 indicated revenue from fundraising and private donations totaled approximately \$6,700 and fundraising expenses were approximately \$10,400.
Documents are issued using <i>Literacy New Brunswick Inc.</i>'s name. We examined copies of cheques and letters that had been issued in 2007.	No strategic plan. A strategic planning session was held in 2001 and draft documents were started, but not completed.
	<i>Literacy New Brunswick Inc.</i> has not produced an annual report since 2001.
	<i>Literacy New Brunswick Inc.</i>'s letterhead used in 2007 lists nine names down the side, which the reader could assume to be board members. The Department told us that there are only two active board members.
	<i>Literacy New Brunswick Inc.</i> has staff members who appear to be employees of the Department because they appear on the Department's organizational chart; they are listed within the PNB Directory and they have a PNB email account; and they work within the Department, using the Department's office space, equipment and supplies.

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Appendix 5 – Details on *Literacy New Brunswick Inc.*, Continued

Non-compliance with its By-Laws

There is inconsistency between Literacy New Brunswick Inc.'s By-Laws and its operations. Our review of the corporation's by-laws and the minutes of the last meeting of the corporation's board of directors indicated that *Literacy New Brunswick Inc.* is not complying with some of its by-laws (**Box 25**).

25	Specific by-laws of <i>Literacy New Brunswick Inc.</i> that are not being followed
By-law	Our observations
#7 Annual meetings. <i>The annual meeting of the members required by section 101 of the Act shall be held at any place within New Brunswick, on such day in each year and at such time as the directors may by resolution determine. At annual meetings there shall be presented a report of the directors of the affairs of the Corporation for the previous year, a financial statement of the Corporation and the auditor's report thereon as required by the Act, and such other information or reports relating to the Corporation's affairs as the directors may determine.</i>	While we were unable to determine the date of the last annual meeting of <i>Literacy New Brunswick Inc.</i> , we were able to determine that there has not been one since 2002.
#16 Number and powers of Directors. <i>The affairs of the Corporation shall be managed by a board of directors consisting of ten (10) directors. The directors may exercise all such powers and do all such acts and things as may be exercised or done by the Corporation and are not by the by-laws of the Corporation or by statute expressly directed or required to be done by the Corporation at a meeting of members.</i>	An active Board of Directors does not exist. <ul style="list-style-type: none"> While the list of Board members provided by the Department included seven names, five of the seven were listed as "inactive". Since the last face-to-face meeting in November 2002, there has been only one meeting of the Board. It was a teleconference meeting in March 2004. The meeting's minutes indicated that only three members were present.
#24 Quorum and voting. <i>Six directors shall constitute a quorum for the transaction of business. Questions arising at any meeting of directors shall be decided by a majority of votes. ...</i>	At the last meeting of Directors on March 2004, the Minutes indicate that only three directors were present. The Minutes record three decisions that were " <i>approved unanimously by the Board</i> ". One decision was to give signing authority on behalf of the Board to the incoming LNB Executive Director, and the other two decisions involved transferring funds between accounts.
#31 Election and appointment. <i>The board of directors shall annually or more often as may be required elect a President and appoint one or more Vice-Presidents, a Secretary and a Treasurer. ...</i>	The officers are not elected annually.
#53 Auditors. <i>The members shall, at each annual meeting, appoint an auditor to audit the accounts of the Corporation to hold office until the next annual meeting of members provided that the directors may fill any casual vacancy in the office of auditor. The remuneration of the auditor shall be fixed by the board of directors. ...</i>	While audited financial statements are prepared annually, the auditor is not appointed at an annual meeting.
Source: By-laws of <i>Literacy New Brunswick Inc.</i> signed and dated April 1991.	

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Appendix 5 – Details on *Literacy New Brunswick Inc.*, Continued

- Recommendations**
- *The Department should review the purpose of its relationship with Literacy New Brunswick Inc. and continue the relationship only if Literacy New Brunswick Inc. becomes an active vital organization* (with full board representation, regular meetings, a strategic plan, an operating plan and compliance with its by-laws.)
 - The Department’s “Community Adult Learning Program - Procedures Manual” (May 2006) provides the Department’s expectations of a Regional Literacy Committee. The manual indicates a committee needs an organizational structure, a strategic plan, an operational plan and should meet at least four times a year. *The Department should have the same, if not greater, expectations of sound organizational practices from Literacy New Brunswick Inc. as it has from the Regional Literacy Committees.*
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Appendix 6 – Details on CALP Documentation & Monitoring

In this section

The purpose of this section is to provide additional information on the observations summarized in the chart presented earlier for objective 2 on control procedures for adult literacy support.

This section contains the following topics:

- Program documentation for CALP
- Monitoring of CALP
- No documented monitoring and reporting practices
- Recommendations

Program documentation for CALP

The Department has useful documents for the Community Adult Learning Program. Useful program documentation supports consistent program delivery. The program's key documents are listed in **Box 26**. We reviewed these documents and thought they were both comprehensive and user-friendly.

26 Key documents for the Community Adult Learning Program (CALP)	
Document	Purpose
<i>Terms of Reference</i>	The “ <i>Regional Committee Terms of Reference</i> ” provides direction on the mandate and the responsibilities of a Regional Literacy Committee, the committee members’ representation and responsibilities, the structure of meetings and the use of sub-committees.
<i>Procedures Manual</i>	The “ <i>Procedures Manual</i> ” provides guidance to Regional Literacy Committees on organizational structure, roles and responsibilities, the development of a strategic plan and operational plans, and conducting meetings.
<i>Guidelines for learners, teachers and facilities</i>	“ <i>Community Adult Learning Program Guidelines</i> ” provide expectations, responsibilities, policies and forms for the program.
<i>Grant Guidelines</i>	The “ <i>Literacy New Brunswick Inc. - Grant Guidelines - The Community Adult Learning Program</i> ” provides the purpose and provisions of the grant, eligibility and other requirements, and other information on the grant process and literacy classes. Required forms are included.
<i>Curriculum Objectives</i>	The “ <i>Adult Learning Program Curriculum Objectives</i> ” outlines the curriculum for CALP and is intended for use by Regional Literacy Coordinators and teachers of the program.
<i>Intake Assessment Tools</i>	“ <i>The Community Adult Learning Program Intake Assessment Tools were developed for use by teachers to assess the academic skill levels of the learners.</i> ” It is designed to determine the learner’s reading comprehension, writing and math skills.

Source: Documents provided by the Department.

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Appendix 6 – Details on CALP Documentation & Monitoring, Continued

Monitoring of CALP

The Department's current means of monitoring the Community Adult Learning Program are shown in **Box 27**.

27 Key means of monitoring the Community Adult Learning Program (CALP)	
Monitoring measure	Purpose of monitoring measure
Monitoring responsibility assigned to Regional Literacy Coordinators	The following monitoring responsibilities are assigned to the Regional Literacy Coordinators. <ul style="list-style-type: none"> • <i>Serving as a non-voting member of the Regional Literacy Committee</i> • <i>Assisting the committee in hiring and monitoring teachers</i> • <i>Ensuring all criteria necessary to operate a program are met before recommending approval of a CALP</i> • <i>Monitoring the delivery of training services</i>²⁹
Learner Registry	In 2006 the Department developed a new software application, to replace the existing one, for capturing program information on learners. This includes demographic information, grade level, referral source, learner's objectives, hours of training, and exit information (date, attainment level, reasons). <p><i>"The key objectives of the 2006 Formative Evaluation were as follows.</i></p> <ul style="list-style-type: none"> • <i>To review how the Program has been implemented (roll-out plan);</i> • <i>To determine the current progress of the implementation plan;</i> • <i>To identify issues, problems or best practices arising from the implementation plan; and</i> • <i>To collect baseline information from Learners and Teachers, which will be useful in the planned summative evaluation to be carried out in 2007 once all changes are implemented."</i>³⁰
<i>Community Adult Learning Program 2006 Formative Evaluation</i>	
Audited Financial Statements	<i>Literacy New Brunswick Inc.</i> provides the Department with audited financial statements each year.

Source: Documents provided by the Department.

No documented monitoring and reporting practices

A consistent method has not been developed for monitoring the Community Adult Learning Program and reporting the results to central office. While the Regional Literacy Coordinators are assigned the responsibility for monitoring the program, there are no documented policies and procedures or common forms. Consistent monitoring and reporting practices provide assurance of “relative uniformity in the effective delivery of literacy programs in the Province”³¹ and provide central office with relevant and useful information.

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²⁹ *Community Adult Learning Program - Regional Committee Terms of Reference*, May 2006, page 5.

³⁰ *Community Adult Learning Program 2006 Formative Evaluation*, March 2007, page 2.

³¹ *Community Adult Learning Program – Procedures Manual*, May 2006, page 1.

Appendix 6 – Details on CALP Documentation & Monitoring,

Continued

Recommendations

- To obtain consistent assurance of “relative uniformity in the effective delivery of literacy programs in the Province,”³² ***the Department should develop documented monitoring and reporting procedures.*** The procedures could address each of the monitoring responsibilities assigned to the Regional Literacy Coordinators. Among others, they could include: monitoring Regional Literacy Committees to ensure they are operating within their *Terms of Reference*; monitoring visits to literacy classes (frequency and timing); documenting visits; following-up on identified issues; and reporting the monitoring results to central office to be used for improving the program.
 - To provide central office with relevant and useful information and to aid the Regional Literacy Coordinators in conducting consistent and efficient monitoring visits, ***the Department should develop a common form for documenting the monitoring visit.*** The form could have a list of items to verify at the literacy class. It could allow the Regional Literacy Coordinator to identify areas of non-compliance with the CALP guidelines and comment on specific needs of the literacy class. And, the form could allow follow-up comments to indicate that issues and needs are later resolved.
 - To obtain the most value from its monitoring, ***the Department should ensure that monitoring information is used in the program’s planning.***
-

³² Community Adult Learning Program – Procedures Manual, May 2006, page 1.

Appendix 7 – Details on Measuring Results

In this section

The purpose of this section is to provide additional information on the observations summarized in the chart presented earlier for objective 3 on measuring results of its adult literacy support.

This section contains the following topics:

- Performance indicators with targets
 - Assessing results
 - What percentage of our population should achieve level 3 or above?
 - Benefits of performance information
 - Recommendations
-

Performance indicators with targets

The Department has taken steps toward collecting meaningful performance information. It has developed measurable performance indicators and ten-year targets for achievement. Both the Department's "Strategic Plan 2005 - 2008", and the Division's "Lifelong Learning: Quality Adult Learning Opportunities - Policy Statement on Adult and Lifelong Learning" contain performance indicators.

- The Department's "Strategic Plan 2005 - 2008" states a goal, "*To increase access to and success in adult education and training*" and lists five performance indicators. They are presented earlier in this chapter (**Box 14**).
- The Division's "Policy Statement on Adult and Lifelong Learning" states ten-year targets. They are presented earlier in this chapter (**Box 15**).

We compliment the Department on its efforts to measure performance. We observed differences in the stated goal and performance indicators in the two documents referenced above. We believe additional performance indicators are needed, with more timely targets. While a ten-year target is useful, more timely targets are needed so strategies and/or programs can be adjusted if necessary.

We note that the following quote from the *Speech from the Throne* in November 2007 suggests that a new literacy strategy is forthcoming "...your government will release a literacy strategy designed to support bold targets to increase literacy to the levels necessary for self-sufficiency."³³ We encourage the Department to continue to develop measurable indicators of performance.

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³³ *Speech from the Throne* - 2nd session of the 56th Legislative Assembly of New Brunswick, November 2007, page 11.

Appendix 7 – Details on Measuring Results, Continued

Assessing results

The Department is collecting baseline data for the performance indicators.

The Department told us that they are in the process of collecting three years of information to serve as baseline data. While they had started the process of collecting baseline data over three years ago, program changes to the CALP resulted in inconsistent data (meaningless for comparative purposes) and having to restart the three-year collection period.

What percentage of our population should achieve level 3 or above?

In order to set appropriate goals and targets, in addition to determining what is desired, it is important to determine what is reasonably attainable.

What is the desired level of competence? And, what percentage of people should have the desired level of competence?

The survey says that level 3 is needed. (*“Level 3 proficiency is considered to be the ‘desired level’ of competence for coping with the increasing skill demands of the emerging knowledge and information economy.”³⁴*)

From our research, we were unable to determine what percentage of our population should achieve level 3 or above. (It is not reasonable to assume that 100% of a population would achieve level 3.)

We were able to accumulate the following information:

- The world leader on the 2003 international survey was Norway and it had 60% at level 3 or above in each of the prose, document and numeracy domains.³⁵
- Canada had 58% at level 3 or above in the prose domain, 57% in document and 50% in numeracy domains.³⁶
- New Brunswick had 50% at level 3 or above in the prose domain, 48% in document and 40% in numeracy domains.³⁷
- New Brunswick’s percentages are 10-20% below the world’s leader’s and 8-10% below the national’s.
- We noted that British Columbia has a goal *“of being the most literate jurisdiction in North America by 2015.”³⁸ ...*

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³⁴ Statistics Canada, *Building on our Competencies: Canadian Results of the International Adult Literacy and Skills Survey*, Catalogue no. 89-617-XIE, ISBN 0-662-42116-7, November 2005, page 9.

³⁵ Statistics Canada, *The Daily*, Wednesday, May 11, 2005, Catalogue 11-001-XIE, ISSN 0827-0465.

³⁶ Statistics Canada, *Building on our Competencies: Canadian Results of the International Adult Literacy and Skills Survey*, Catalogue no. 89-617-XIE, ISBN 0-662-42116-7, November 2005, pages 118-119.

³⁷ Ibid

³⁸ Auditor General of British Columbia, *Literacy: Creating the Conditions for Reading and Writing Success*, February 2008, page 3.

Appendix 7 – Details on Measuring Results, Continued

Benefits of performance information

Performance information closes the accountability loop on spending of the public's tax dollars. Performance indicators demonstrate the return on investment; they show the results of the resources allocated to a program. The Department could use performance information to demonstrate the results of its adult literacy support and justify future funding requests.

Performance information is useful for determining program modifications. The Department could use its performance results to revise its strategic direction and control procedures for continuous improvement to its support to adult literacy.

Recommendations

- To measure the effectiveness of its support to adult literacy, *the Department should complete its efforts to:*
 - *establish measurable performance indicators;*
 - *set attainable targets; and*
 - *monitor and assess performance of its support to adult literacy.*

Additional performance indicators should be developed.
 - For continuous improvement to its support to adult literacy, *the Department should use its performance results to revise its strategic direction and control procedures.*
-

Appendix 8 – Details on Performance Reporting

In this section

The purpose of this section is to provide additional information on the observations summarized in the chart presented earlier for objective 4 on performance reporting for adult literacy support.

This section contains the following topics:

- Public reporting
- No performance reporting
- Possible benefits of performance reporting
- Recommendation

Public reporting

The Department publicly reports on its adult literacy support via the means summarized in **Box 28**.

28 Key means of public reporting on the Department's adult literacy support	
Reporting Method	Examples of Information Provided
Web site for the Department of Post-Secondary Education, Training and Labour	<ul style="list-style-type: none">• Responsibilities of the Adult Literacy Services Branch• News and events• Community Adult Learning Program (CALP) objective and features• Contact information for the Department and the Regional Literacy Coordinators
Annual Report for the Department	<ul style="list-style-type: none">• Responsibilities of the Adult Literacy Services Branch• Major activities during the year, such as program changes to CALP, the # of classes and learners funded, and new initiatives.
News releases	<ul style="list-style-type: none">• Recognizing special days (New Brunswick Literacy Day and International Literacy Day) to increase public awareness of the importance of literacy.• Recognizing volunteers and others, who work to enhance literacy opportunities• Recognizing individuals who have improved their literacy skills• Announcing increases to funding and new initiatives.

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Appendix 8 – Details on Performance Reporting, Continued

No performance reporting

The Department does not report publicly on the performance of its adult literacy support. In 2007, the Department did not publicly report on performance via their Annual Report, their web site or their news releases. The information reported to the public by the Department on its adult literacy support included: their responsibilities, their major activities, and recognition of volunteers and awards. It did not include performance information to reflect the success of the support.

Typical performance information that could be provided includes the following:

- the program objective and whether it is being accomplished,
- specific goals and targets and the progress made towards meeting them, and
- the impact that the program is making.

The Department has reported its intent to report on performance in its Annual Report. This intention was publicly reported in the Department's 2004-2005 Annual Report and again in its 2005-2006 Annual Report.

Possible benefits of performance reporting

The possible benefits of public performance reporting on adult literacy support include the following.

- Performance information shows the results of a program and reporting it publicly allows the public to see the results of the taxes they paid. This is frequently referred to as “*demonstrating accountability to the public*”.
- Information on the New Brunswick population’s performance on the 2003 *International Adult Literacy and Skills Survey* continues to be reported to the public via the media. We believe that reporting on the performance of adult literacy support provided by the Department would help the public better understand the literacy situation in the Province.
- Annual reporting on performance of adult literacy support by the Department would be timelier than repeated information on the 2003 *International Adult Literacy and Skills Survey* that gets reported to the public by others.
- Reporting on performance of adult literacy support could improve public awareness of literacy. Increasing public awareness of New Brunswick’s literacy situation was identified as a strategic issue in 1991, which we believe still is a challenge.

Recommendation

- To provide better accountability to the Legislative Assembly and the public, ***the Department should report on the performance of its support to adult literacy in its annual report.***
-

Appendix 9 - Recommendations with Department's Response

In this section

The purpose of this section is to present our recommendations in the areas where we think change is appropriate. Our recommendations to the Department are presented along with the Department's response to each recommendation. Recommendations are related to each of our four objectives, which address the following topics:

- Strategic direction (**Box 29**)
- Control procedures (**Box 30**)
- Measuring results (**Box 31**)
- Performance reporting (**Box 32**)

29 Recommendations relating to strategic direction for adult literacy support	
Recommendation	Department's Response
<i>Strategic documents</i>	
<ul style="list-style-type: none"> • <i>The Department should determine the relevance of its current strategic approach ("Policy Statement on Adult and Lifelong Learning") and update it as necessary.</i> • To enhance the strategic direction for its adult literacy support, <i>the Department should develop strategies to increase public awareness of New Brunswick's literacy situation and the programs available, and to promote improvement in literacy skills.</i> • To provide better strategic direction for its adult literacy support, <i>the Department should ensure that strategic documents identify target groups and their needs for adult literacy programs.</i> • To facilitate the implementation of its strategic plan for adult literacy support, <i>the Department should ensure that each action is specific and accompanied by a time frame.</i> 	<p>The Department is in the process of drafting a Literacy Strategy as mandated by the November 2007 Speech from the Throne.</p> <p>The Department will address marketing as part of the Literacy Strategy.</p> <p>As part of the Literacy Strategy currently being drafted, the Department will identify target groups based on provincial needs.</p> <p>As part of the Literacy Strategy currently being drafted, the Department will ensure that each action is specific with appropriate timelines.</p>
<i>Minister's advisory group</i>	
<ul style="list-style-type: none"> • <i>The Department should review the purpose of the Minister's advisory group, and its role in developing strategic direction, and make changes to its documented terms of reference as necessary.</i> • <i>The Department should ensure that the representation in the Minister's advisory group and the frequency of its meetings allow the advisory group to serve its purpose.</i> 	<p>The Department agrees with the recommendation.</p> <p>The Department will consider this recommendation under the Literacy Strategy.</p>

Continued on next page

Appendix 9 - Recommendations with Department's Response, Continued

30 Recommendations relating to control procedures for adult literacy support	
Recommendation	Department's Response
<i>Grant agreements</i>	
<ul style="list-style-type: none"> • To enhance the accountability for its adult literacy support, <i>the Department should ensure an agreement is signed with each grant recipient.</i> • To ensure the terms of an agreement are followed, <i>the Department should assign the responsibility for monitoring agreements with grant recipients.</i> 	<p>The Department now requires that an agreement be signed with each grant recipient to ensure accountability for its adult literacy support.</p> <p>The Department agrees and will assign responsibility for monitoring agreements appropriately.</p>
<i>Literacy New Brunswick Inc.</i>	
<ul style="list-style-type: none"> • <i>The Department should review the purpose of its relationship with Literacy New Brunswick Inc. and continue the relationship only if Literacy New Brunswick Inc. becomes an active vital organization</i> • <i>The Department should have the same, if not greater, expectations of sound organizational practices from Literacy New Brunswick Inc. as it has from the Regional Literacy Committees.</i> 	<p>The Department will review its relationship with Literacy New Brunswick Inc. and proceed accordingly.</p> <p>The Department agrees with the recommendation.</p>
<i>Monitoring the CALP</i>	
<ul style="list-style-type: none"> • To obtain consistent assurance of "relative uniformity in the effective delivery of literacy programs in the Province,"³⁹ <i>the Department should develop documented monitoring and reporting procedures.</i> • To provide central office with relevant and useful information and to aid the Regional Literacy Coordinators in conducting consistent and efficient monitoring visits, <i>the Department should develop a common form for documenting the monitoring visit.</i> • To obtain the most value from its monitoring, <i>the Department should ensure that monitoring information is used in the program's planning.</i> 	<p>The Department is in the process of developing documented monitoring and reporting procedures to be followed by Regional Literacy Coordinators.</p> <p>The Department will develop a common form for documenting monitoring visits made to CALP classes by Regional Literacy Coordinators.</p> <p>The Department will ensure that monitoring information is used in program planning.</p>

Continued on next page

³⁹ Community Adult Learning Program – Procedures Manual, May 2006, page 1.

Appendix 9 - Recommendations with Department's Response, Continued

31	Recommendations relating to measuring results for adult literacy support
Recommendation	Department's Response
<p><i>Measuring results</i></p> <ul style="list-style-type: none"> To measure the effectiveness of its support to adult literacy, <i>the Department should complete its efforts to:</i> <ul style="list-style-type: none"> <i>establish measurable performance indicators;</i> <i>set attainable targets; and</i> <i>monitor and assess performance of its support to adult literacy.</i> <p>Additional performance indicators should be developed.</p> <ul style="list-style-type: none"> For continuous improvement to its support to adult literacy, <i>the Department should use its performance results to revise its strategic direction and control procedures.</i> 	<p>The Department will set attainable targets and monitor and assess performance of its support to adult literacy as part of the Literacy Strategy.</p> <p>The Department will also undertake a review of the current performance indicators for this program.</p> <p>The Department agrees with this recommendation.</p>

32	Recommendation relating to reporting performance on adult literacy support
Recommendation	Department's Response
<p><i>Reporting on performance</i></p> <ul style="list-style-type: none"> To provide better accountability to the Legislative Assembly and the public, <i>the Department should report on the performance of its support to adult literacy in its annual report.</i> 	<p>The Department will undertake a review of the information contained in the annual report for this program.</p>