

# J. Marion Sims Foundation

ADULT LITERACY & BASIC SKILLS INITIATIVE

PROMOTING

## workplace literacy

LANCASTER COUNTY | FORT LAWN | GREAT FALLS

South Carolina

A **What Works** REPORT OF THE INSTITUTE ON FAMILY AND NEIGHBORHOOD LIFE, CLEMSON UNIVERSITY

AND THE J. MARION SIMS FOUNDATION, INC.

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# J. Marion Sims Foundation

ADULT LITERACY & BASIC SKILLS INITIATIVE

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# J. Marion Sims Foundation

ADULT LITERACY & BASIC SKILLS INITIATIVE

INTRODUCTION

“Literacy—real literacy – is the essential raw material of the information age. We are entering an era of lifelong learning that merges work and education.”

David T. Kearns  
CEO, Xerox Corporation

The United States, like many nations, is being challenged by the complexities of the 21<sup>st</sup> century. Rapidly changing technology and communication systems have altered the way we think and work. Our nation’s workplaces have responded to these changes. Technology in many cases has replaced the assembly line. Yet little has changed in the way we educate and prepare our workforce. We must change the way we prepare for work if we are going to remain competitive for the next 100 years.

Federal legislation has already changed how employers and educators are thinking about linking adult education and workforce education. In 1998 the federal government enacted new legislation that targeted the American workforce. The Adult Education and Family Literacy Act within the Workforce Investment Act became law (WIA-P.L. 105-220). The law promotes what legislators feel is a “one stop” approach to adult education and training. Through a “one stop” system, information about and access to job training education and to employment would be available at a single neighborhood location. Employers would have a single point of contact to provide information about current and future skills needed for their workplace and to list job openings for those who qualify. The rationale is that everyone (job-seekers, workers and employers) benefits from having a single system for finding and maintaining job-ready workers. With the passage of WIA, those interested in literacy education are finding that they must work together in ways that they never have before. For many years “turf wars” have existed among literacy providers competing for limited funds. Compliance with WIA is forcing many literacy providers to work cooperatively.

South Carolina, as are most other states, is vulnerable. The challenge of preparing those who will make up the workforce of tomorrow is enormous, and is exacerbated by the need to retool and retrain those who are working today. Determining how best to do this is a challenge in and of itself. It becomes even more difficult when coupled with legislation that is creating a new standard for how we link education and work. One thing is certain, “change is inevitable.” This report explores the changing nature of work and the new levels of literacy and basic skills needed for a competitive workforce.

## What is the State of Our Workforce Today?

Nearly two decades have gone by since the American public was first alerted to the impending crisis facing our nation if attention was not paid to the literacy skills of the adult population.<sup>1</sup> It was felt then that low levels of literacy among the workforce would result in a gradual decline in American competitiveness and would broaden the disparity between those in our society who were skilled and those who were not. Although workplace education was not new, the reality of the complex economic and capacity changes created renewed interest in workplace literacy and basic skills programs.

In the past, agriculture, mining and labor-intensive manufacturing supplied the bulk of the jobs. Today workers in these industries are losing their jobs and finding that they do not have the skills necessary to retain their place in the labor force. Few jobs remain that don't require good, solid basic skills that can be further enhanced by specialized job training. New jobs call for a more diverse mix of skills. Many employers are making greater investments in training and they expect their employees to take advantage of training opportunities. The textile industry can be used as an example of how work has changed. Twenty years ago one of the most frequent causes of production "downtime" was due to machinery failure. When the machinery failed the production line stopped while repairs took place. Today much of the production process is handled by computerized systems. Operators are responsible for monitoring the system and pinpointing problems, thus reducing "downtime" in the production process.

Far-reaching shifts in employment such as those in the manufacturing industry are not likely to be reversed. What is being called an "information revolution" and a new "knowledge-based" economy has reshaped how work is done and where. Information and communication technology affects every workplace and household in some way. This impact is expected to deepen, creating dramatic changes in jobs and in lifestyles within the next ten to 20 years as the rate of technological advancements accelerates.

## What is the Outlook for the Workforce in South Carolina?

In South Carolina employers are concerned that there may be a shortage of prepared workers in the future. All trends indicate that, in the future, new jobs will be filled by workers who have more and better education. A high school diploma will no longer be enough to secure employment. Estimates from the South Carolina Department of Education indicate that nearly a third (31%) of all South Carolinians have not completed high school. Statewide another 30% have a high school diploma or its equivalent, but have not furthered their education. In Lancaster and Chester counties the percentage of adults who have not completed high school is well above the state average (40.2% Chester/29.3% Lancaster).<sup>2</sup> Labor statistics indicate that 62% of the population is employed; those remaining are either unemployed (4%) or not in the labor force (35%).<sup>3</sup> Nearly half of those who are employed in South Carolina work in the service sector (26%) or as laborers (23%). In both Lancaster and Chester counties 26% of all workers are employed in the service sector. Laborers make up 37% of workforce in Chester County and 34% in Lancaster County.<sup>4</sup> Traditionally these were categories of workers that required fewer skills. This is changing. According to a report published by the South Carolina Chamber of Commerce, computer science is the fastest-growing field in the state. Although the service sector will remain one of the fastest-growing sectors in South Carolina, four of the fastest-growing service sector jobs are in the health care industry (medical assistants, physical therapy assistants, home care aides and medical assistants). These jobs increasingly require workers who are computer and technology savvy.

Lancaster County and neighboring Chester County are not unlike other rural communities in South Carolina. Many of the small towns in both counties were established in or around the textile industry, which was the major employer. Workers who operated machinery in the plants often were not required to have a high school diploma or advanced skills. With the changing economy, the plants have been forced to lay off workers. Changing technology has also changed the way the plants operate. Those workers who expect to go to work in the textile plants when they finish school will find that a high school diploma and often some college will be a minimal requirement.

The United States Department of Labor estimates that 75% to 85% of the future workforce will require education beyond high school. Although the top 20 jobs in South Carolina remain in the service industry, these jobs now require more sophisticated skills. The fastest-growing occupations in South Carolina all require advanced technical skills. Occupations that dropped from the Top 20 list of fastest-growing occupations include Computer Engineer, Human Services Worker, Child Care Worker, Legal Secretary, Dental Hygienist and Restaurant Cook. Most of these jobs were replaced with similar occupations, but there was a significant shift from occupations with “low-tech” skills to those requiring “high-tech” skills.<sup>5</sup>

See TABLE 1

## What is the Outlook for the Workforce in South Carolina? CONTINUED

6

**TABLE 1** | Top 20 Fastest-growing Jobs in South Carolina

	2000	1998
Computer Scientists	1	—
Electronic Pagination Workers	2	—
Computer Support Specialists	3	—
Database Administrators	4	—
Systems Analysts	5	3
Paralegals	6	5
Physical Therapists	7	8
Home Care Aides	8	4
Medical Assistants	9	—
Physical Therapy Assistants	10	9
Respiratory Therapy Assistants	11	—
Data Process and Equipment Repairers	12	—
Home Health Aides	13	6
Special Education Teachers	14	17
Amusement Attendants	15	7
Manicurists	16	—
Bank Adjustment Clerks	17	—
Cardiology Technologists	18	—
Occupational Therapists	19	—
Sports Instructors and Coaches	20	—

Source: Skills That Work (2000) South Carolina Chamber of Commerce

In the Catawba Region-Chester, Lancaster and York counties it is projected that the demand for the current leading occupation, cashier, will diminish with the slowing of the economy. (See **TABLE 2**) This occupation is one of the few that does not require more advanced skills. At all levels employers are asking for employees who have mastered a broader set of skills. When asked what skill was most valued on the job, managers and employers statewide indicated that personal qualities such as integrity and honesty were valued above all. These personal qualities were followed by interpersonal and thinking skills such as: team player: responsibility: knowing how to learn: and listening skills. Basic reading, math and writing skills also ranked highly among South Carolina employers. Changing employment trends have made South Carolina a state with opportunities that may attract new growth. (See **TABLE 3**) But that will happen only for those who are prepared.

## What is the Outlook for the Workforce in South Carolina?

CONTINUED

TABLE 2 | Top 10 Jobs in the Catawba Region

Cashiers	1
Retail Salespersons	2
Marketing/Sales Supervisors	3
General Managers/Executives	4
Truck Drivers	5
Nursing Aides	6
Child Care Workers	7
Assemblers/Fabricators	8
Food Preparation Workers	9
Utility Maintenance Repairers	10

Source: Skills That Work (2000) South Carolina Chamber of Commerce

TABLE 3 | Labor Force Status

	CHESTER	LANCASTER	SOUTH CAROLINA
(%) Employed	59	62	62
Unemployed	5	4	4
Not in Labor Force	36	34	34 <sup>6</sup>

## What is Literacy?

The National Institute For Literacy (NIFL) defines literacy as “the ability to read, write and speak English proficiently, to compute and solve problems, and to use technology in order to become a life-long learner and to be effective in the family, in the workplace and in the community.”<sup>27</sup>

According to the National Literacy Survey (NALS) nearly half of the American population (approximately 90 million adults) were found to be not functionally literate. Today, very few adults are truly illiterate in the sense that they cannot read or write anything. Rather, these adults have skills that are so low that they cannot find and keep a decent paying job, support their children’s education, maintain their health and/or participate actively in civic life. (See TABLE 4 for the different proficiency levels measured by NALS.)

# What is Literacy? CONTINUED

**TABLE 4** | National Adult Literacy Survey  
5 Literacy Proficiency Levels

## Level One

**PROSE**

Most of the tasks in this level require the reader to read relatively short text to locate a single piece of information, which is identical to or synonymous with the information given in the question or directive.

**DOCUMENT**

Tasks in this level tend to require the reader either to locate a piece of information based on a literal match or to enter information from personal knowledge onto a document.

**QUANTITATIVE**

Tasks in this level require readers to perform single, relatively simple arithmetic operations, such as addition.

## Level Two

**PROSE**

Some tasks in this level require readers to locate a single piece of information in the text; however, several distracters or plausible but incorrect pieces of information may be present, or low-level inferences may be required. Other tasks require the reader to integrate two or more pieces of information or to compare and contrast easily identifiable information based on a criterion provided in the question or directive.

**DOCUMENT**

Tasks in this level are more varied than those in Level 1. Some require the readers to match a single piece of information; however, several distracters may be present or the match may require low-level inferences.

**QUANTITATIVE**

Tasks in this level typically require readers to perform a single operation using numbers that are either stated in the task or easily located in the material.

## Level Three

**PROSE**

Tasks in this level tend to require readers to make literal or synonymous matches between the text and information given in the task, or to make matches that require low-level inferences. Other tasks ask readers to integrate information from dense or lengthy text that contains no organizational aids such as headings. Readers may also be asked to generate a response based on information that can be easily identified in the text. Distracting information is present, but is not located near the correct information.

**DOCUMENT**

Some tasks in this level require the reader to integrate multiple pieces of information from one or more documents. Others ask readers to cycle through rather complex tables or graphs which contain information that is irrelevant or inappropriate to the task.

**QUANTITATIVE**

Tasks in this level, two or more numbers are typically needed to solve the problem and these must be found in the material. The operations needed can be determined from the arithmetic relation terms used in the question or directive.

## Level Four

**PROSE**

These tasks require readers to perform multiple-feature matches and to integrate or synthesize information from complex or lengthy passages. More complex inferences are needed to perform successfully.

## Level Four

**DOCUMENT**

Tasks in this level, as those at the previous levels, ask readers to perform multiple-feature matches, cycle through documents, and integrate information; however, they require a greater degree of inferencing.

**QUANTITATIVE**

These tasks tend to require readers to perform two or more sequential operations or a single operation in which the quantities are found in different types of displays, or the operations must be inferred from semantic information given or drawn from prior knowledge.

## Level Five

**PROSE**

Some tasks in this level require the reader to search for information in dense text, which contains a number of plausible distracters. Others ask readers to make high-level inferences or use specialized background knowledge. Some tasks ask readers to contrast complex information.

**DOCUMENT**

Tasks in this level require the reader to search through complex displays that contain multiple distracters, to make high-level text-based inferences and to use specialized knowledge.

**QUANTITATIVE**

These tasks require readers to perform multiple operations sequentially. They must anatomize the features of the problem from the text or rely on background knowledge to determine the quantities or operations needed.

CONTINUE ABOVE

## What is Literacy? CONTINUED

According to the NIFL and the National Literacy Summit experts, there are four literacy skill sets that are needed by all adults. These four categories of skills are used in combination in order to effectively carry out everyday activities as a parent, worker, citizen, health consumer and health provider.<sup>8</sup> See **TABLE 5**

**TABLE 5 | Basic Literacy Skills Needed by All People**

<b>Communication Skills</b> <ul style="list-style-type: none"><li>  Read with understanding</li><li>  Convey ideas in writing</li><li>  Speak so others can understand</li><li>  Listen actively</li><li>  Observe critically</li></ul>	<b>Interpersonal Skills</b> <ul style="list-style-type: none"><li>  Cooperate with others</li><li>  Guide others</li><li>  Advocate and influence</li><li>  Resolve conflict and negotiate</li></ul>
<b>Decision-Making Skills</b> <ul style="list-style-type: none"><li>  Solve problems and make decisions</li><li>  Plan</li><li>  Use math to solve problems and communicate</li></ul>	<b>Lifelong Learning Skills</b> <ul style="list-style-type: none"><li>  Take responsibility for learning</li><li>  Learn through research</li><li>  Reflect and evaluate</li><li>  Use information and communications technology</li></ul>

These literacy skill sets are relevant to the American workforce in that they enable workers not only to be more effective and productive workers today, but also to help them adapt to the demands of a rapidly changing workplace.

## What is Workplace Literacy?

Improved workplace performance has been a goal of workplace literacy programs since they began in the eighteenth century. Providing workplace literacy instruction is thought to improve worker satisfaction and productivity. Employers say that they want workers who can engage in creative problem solving, critical thinking, relate well to customers and other employees and who can understand and manage increasingly complex tasks, machinery and equipment.

Workplace literacy is defined as the “written and spoken language, math and thinking skills that workers and trainees use to perform specific job tasks.”<sup>9</sup> A basic distinction exists between workplace basic skills and literacy and academic basic skills. “The most effective way of learning skills is ‘in context’: placing learning objectives within a real environment rather than insisting that students first learn in the abstract what they will be expected to apply.”<sup>10</sup> Therefore the U.S. Department of Vocational and Adult Education suggests that workplace instruction and curricula be designed around “active information-seeking and processing” using job-related basic skills in work-related tasks (i.e., locating information in job manuals, manipulating information to solve job-related problems).<sup>11</sup> Workplace programs are usually, but not always, delivered in the workplace and they generally target workplace basic skills (e.g., the ability to read and apply documents, the ability to use numbers, learning English). Some employers may choose to incorporate technical and job-specific training within a broader training framework. In the past, both approaches have proven successful.

Beginning in January 1994, the National Institute for Literacy (NIFL) began a lengthy five-year process of defining literacy for the 21<sup>st</sup> century around the roles each of us fulfills within a lifetime: parents, health care consumers, citizens and workers. Questions were directed at thousands of adult students on changes noticed in workplaces in their communities. They reported on jobs that are disappearing and new requirements that are likely to expand within a firm or across an industry. These stories presented a clear picture of the roles played by workers and were used to broadly map areas of responsibility and activity in adapting to changing workplaces and workforce demands. The Equipped for the Future (EFF) standards that ensued did not supplant SCANS, another commonly used set of standards for workplace education curriculum development and other job analysis studies.<sup>12</sup> Instead, they outlined the skills and knowledge needed within the framework of lifelong learning; giving substance to and support for a seamless workforce development system.

EFF standards were developed from Role Maps. The Role Maps outline exactly what adults do in carrying out adult responsibilities. Each Role Map included a “key purpose” or the central aim of the role; a “broad area of responsibility” or the critical functions that an adult performs in order to achieve the purpose; and the “key activities” through which the role is performed. (See TABLE 6 ) Role indicators were added which describe successful performance of key activities. EFF standards and the role maps are instructional standards that were developed to identify the specific knowledge and skills needed by adults to meet the challenges of a changing society. They are to serve as a starting point for building a workplace education program.

## What is Workplace Literacy? CONTINUED

### TABLE 6 | Worker Role Map

Effective workers adapt to change and actively participate in meeting the demands of a changing workplace in a changing world.

#### BROAD AREAS OF RESPONSIBILITY

#### Do the Work:

| Workers use personal and organizational resources to perform their work and adapt to changing work demands.

#### KEY ACTIVITY

- | Organize, plan and prioritize work.
- | Use technology, resources and other work tools to put ideas and work directions into action.
- | Respond to and meet new work challenges.
- | Take responsibility for assuring work quality, safety and results.

#### Work with Others:

| Workers interact one-on-one and participate as members of a team to meet job requirements.

#### KEY ACTIVITY

- | Communicate with others inside and outside the organization.
- | Give assistance, motivation and direction.
- | Seek and receive assistance, support, motivation and direction.
- | Value people different from yourself.

#### Work Within the Big Picture:

| Workers recognize that formal & informal expectations shape options in their work lives and often influence their level of success.

#### KEY ACTIVITY

- | Work within organizational norms.
- | Respect organizational goals, performance and structure to guide work activities.
- | Balance individual roles and needs with those of the organization.
- | Guide individual and organizational priorities based on industry trends, labor laws/contracts and competitive practices.

#### Plan & Direct Personal and Professional Growth:

| Workers prepare themselves for the changing demands of the economy through personal renewal.

#### KEY ACTIVITY

- | Balance and support work, career and personal needs.
- | Pursue work activities that provide personal satisfaction and meaning.
- | Plan, renew and pursue personal and career goals.
- | Learn new skills.

<sup>13</sup> Equipped for the Future Content Standards as found on the NIFL website <http://www.nifl.gov>.

What is apparent from this Role Map is that today's employers demand more from their workers than basic reading, writing and math competencies. They want to employ individuals who are flexible, willing to learn technical skills and perform whatever functions are needed as the company grows and changes.

## Who Needs Workplace Literacy and Basic Skills Development?

Any person who is having trouble performing effectively on the job or who is having trouble getting or keeping a job may need to increase basic skills and literacy functions. While there may be other reasons why there might be problems in performance on the job or getting and maintaining a job, literacy and basic skill enhancements are primary needs for most in such situations. While there really is no set of characteristics that can be applied to all learners, there are a set of literacy and basic skills required for most job assignments in order to be functionally literate. Each work setting requires a unique set of basic skills and varying levels of skill proficiency.

Entry-level and semi-skilled jobs require that workers function minimally at a second level of literacy. (See NALS Literacy Levels on p. 8.) Adults at Level Two can read and do simple math computations. As long as information is easily identifiable, they can draw conclusions from written materials though seldom can they make inferences to other situations beyond what is presented. Findings by the 1992 National Adult Literacy Survey estimate that nearly half of all adults have skills in the lowest two levels of literacy. For Lancaster and Chester counties, the proportions are higher. According to the Comprehensive Assessment System of Adult Students (CASAS), 30% of all adults in Chester County and 24% of all adults in Lancaster County function at Level One, or the lowest level of proficiency. Another 36% of Lancaster County adults and 38% of adults in Chester County function at Level Two.<sup>14</sup>

We expect that many illiterate adults are unemployed or marginally attached to the labor force, working part-time or at temporary jobs for short durations. Nationally, unemployment rates for those at the lowest literacy level are four to seven times higher than for adults in the highest skill category.<sup>15</sup> At the very least, between 30 to 45 percent of present-day workers in the Lancaster-Chester county area are functionally illiterate. Their low education and skills levels relegate them to routine and largely manual jobs. They earn a third less than the wages of workers with moderate literacy skills and less than half of the wages of those with high literacy skills. If they are the sole provider for their families, it is doubtful that their earnings are sufficient to meet basic needs or raise them above the poverty threshold.<sup>16</sup>

Older workers may not have needed a high school diploma or any technical skills for the jobs they were hired to fill ten to fifteen years ago. But jobs in the knowledge economy require some college or post-secondary education. The skills required for today's jobs in offices and healthcare settings are at or above Level 3 literacy. In the U.S., office jobs are the fastest-growing sector, making up "41 percent of the nation's 133 million jobs in 1997...by 2006, the number of U.S. office jobs are projected to grow by another 4.4 million."<sup>17</sup> Displaced workers in the older farm, factory and service sectors are up against keen competition for similar employment because job openings in these sectors have either been declining or remained constant. As a result of supply-side economics and other market dynamics (e.g., firms slow to transform, and rising immigrant and contingent labor), job seekers must upgrade their education and training or they can expect to earn less for work involving longer shifts with fewer or no benefits.

## Who Needs Workplace Literacy and Basic Skills Development?

CONTINUED

Younger workers seeking first-time jobs are experiencing greater difficulties securing permanent jobs in their careers than workers with long histories of employment. This is true for those with post-secondary degrees and whose technical know-how is more proficient. Perhaps employers place higher demands on young recruits because they want to hire persons capable of working in the high-performance workplace that they envision; they are looking for entry-level workers to fill the void in 21<sup>st</sup> century literacy skills within their current workforce. Employers acknowledge they are hesitant to invest in costly training programs when frequently it results in workers leaving for better salaries with companies that may be their competitors.

A national study followed two groups of young workers over time: the original sample entered the labor force from 1966 to 1981, and the second group from 1979 to 1994. It was discovered that the “odds of a job change are 34 percent higher for youth in the recent cohort as compared to the original cohort.” This held true even when adjustments were made for labor market factors and characteristics of the youth in terms of age, education and work experience.<sup>18</sup>

Another more troubling concern is that younger adults from age 21 to 25 have lower literacy skills than the same cohort group from an earlier decade. Young adults included in the last NALS scored lower in reading, document literacy and math skills than those surveyed ten years before.<sup>19</sup> Some researchers attribute the decline to the influx of non-English speaking immigrants; however, the same findings were found to be the case among young women on public assistance, which excludes immigrants.

Scores on the Palmetto Achievement Challenge Test (PACT) further document the academic achievement of South Carolina school children. By grade 8, only 10.3% of all children in Chester County and 16.2 % in Lancaster County scored “proficient” in reading and language arts. Sentences don’t start with numbers. 41.5% of the children in Lancaster County and 50% of all eighth graders in Chester County scored below the state average. PACT scores in math were also below average (42% in Lancaster County and 58.5% in Chester County).<sup>20</sup>

Currently in Lancaster and Chester counties the number of younger adults in literacy programs has dramatically increased. This is directly connected to the extremely high dropout rate in both counties. Lancaster County’s dropout rate stands at 29.3% while Chester County’s is 40.2% according to the 2001 Kids Count report. In both counties, adult education and literacy programs are quickly becoming an alternative school program for high school dropouts.

These students are, as one person put it, “buying time” until they can finish school and get a job.

## Why is Workplace Literacy Important?

Simply stated, workplace literacy is important because all workforce projections indicate that now and in the future there will continue to be a need for more highly skilled workers. No longer will workers be rewarded for merely showing up on the job and doing what they are told. Employers now recognize the fact that one of the principal threats to their future productivity and success is the education and training of their workers. Poor literacy skills have an economic cost. Poor literacy costs the companies that hire the workers, the workers themselves and, ultimately, they cost our nation.

### The Cost to Companies

According to a report from National Business Alliance, low levels of literacy and inadequate basic skills represent “a hidden cost, the drag on productivity and competitiveness.”<sup>21</sup> By 1991 it was clear to many employers that this drag was in large part due to basic skills problems. Three out of four companies surveyed by the National Association of Manufacturers reported that they had experienced difficulties in upgrading technology, improving productivity, reorganizing workplace practices and increasing employee involvement. These problems were directly linked to low literacy levels. Later analysis revealed a positive correlation between a firm’s ability to implement a change strategy and the basic skills of its workforce.<sup>22</sup>

### The Cost to Individuals

Literacy affects the lives of many individuals in our workforce. Although we may think that only certain groups are regarded as “functionally illiterate” (e.g., dropouts, the unemployed, those on public assistance), among those who scored at the lowest literacy level, nearly 25% had finished high school, approximately 30% had full-time jobs, 9% had part-time jobs and 5% had managerial, technical or professional jobs.<sup>23</sup> The earnings of workers at the lowest literacy levels averaged between \$230 and \$240 per week in 1996. The earnings of individuals at the highest literacy levels were three times greater during this time period. The consequences of low levels of literacy very often are: limited employment opportunities, lower earnings and an increased dependence on public resources.

## Why is Workplace Literacy Important? CONTINUED

### Warren's Story

“Warren was an African-American male in his early thirties when he first began working on his reading and math skills. Warren had dropped out of school as soon as he could at age 16 “to avoid the gangs” and had been employed for nearly five years at a fast food restaurant. His employer was impressed with his sense of “work ethic” and responsibility, and stated many times “Warren is the best employee that I’ve got.” When Warren found out that his wife was expecting their first child he wanted to improve his skills and “finally learn how to read and write.” The first night of instruction his wife had to help him read and fill out the registration form. Warren approached learning the same way he approached his job. He studied constantly, even taking vocabulary “flash cards” with him to study on his breaks at work. After only a few months, Warren received a promotion. He entered a GED program with the full support of his employer.

### The Cost to the Nation

Illiteracy and inadequate basic skills cost the American economy an estimated \$225 billion dollars annually.<sup>24</sup> The loss in the workplace is due to lost productivity, accidents and mistakes, and the cost of remedial education to employees. However, the biggest loss comes from the loss in potential buying power. Almost 20% of Americans scored at the lowest literacy levels. Full-time workers at the highest levels earn more than twice what those who are at the lowest levels earn. The earnings of individuals, hence their spending power, are diminished.

Poverty and reliance upon public assistance are also influenced by literacy. Between 40 and 45% of people at the lowest literacy level live in poverty and thus have a greater need for public assistance.<sup>25</sup>

# Workplace Literacy Helps to Bridge the Skills Gap

TABLE 7 | How Basic Skills Are Used in the Workplace

## Language is used at work in:

- | Group situations to solve work problems with each person contributing some part of the information needed
- | Connection with physical tools and equipment
  - | telephones, computers, calculators and occupation specific equipment
- | Problem solving that takes into account practical considerations and the physical environment
- | Communication with customers

## Workers use language for various reasons. They use language to:

- | Ask questions, check understanding, anchor key ideas in memory, and use information to plan and solve problems
- | Build a conceptual understanding of the work environment, to know reasons for job tasks, and to contribute to informal and formal problem-solving, planning and research

## Reading is used for work:

- | In training to learn information for future use
- | Especially by new workers
  - | most heavy job-related reading is performed by new workers who lack the background knowledge of experienced workers
- | Repetitively to do job tasks
- | Frequently to check technical references
- | Often to understand technical information
- | To check pictures and diagrams
- | To cross-check information related to a job task
- | To find relevant information
- | To communicate with the next shift
- | In trouble-shooting
  - | by technicians who often use diagrams to locate the source of a problem
- | To interpret symbols, abbreviations and numbers in non-text formats
- | To get information from production schedules, inventory sheets, payroll ledgers and tables
- | To fill in “downtime” or breaks
  - | reading newspapers and other literature

## Workers use reading skills for:

- | Understanding text containing complex grammar and jargon
- | Understanding informally written notes and memos that contain key information
- | Repeated reading, so that difficult material becomes familiar and routine
- | Acquiring an information base for future actions and evaluations
- | Sorting and prioritizing material
- | Looking for information
- | Understanding rights and benefits

TABLE 7 | CONTINUED

## Writing is used at work:

- | To fill out forms
- | To communicate informally
- | To edit as required for specific occupations
- | To market and promote goods and services
- | To perform specific tasks
  - | eg., marking products, composing blueprints
- | To label information
  - | using titles, abbreviations, symbols, etc.
- | To make notes for co-workers
  - | and self reminders
- | To record duties performed
- | To prepare signs
- | To prepare instructional manuals and materials
- | To modify standard forms and charts or to make information more accessible

## Math is used at work:

- | In reading numbers on documents
- | In combination with reading and writing, in tasks to complete and understand forms that involve counting and arithmetic
  - | inventory sheets, quality control documents
- | To understand relationships, logic, measurements and orders of magnitude, standard deviations and control charts
- | In a way that connects practical uses, intuition, and concepts relating to geometry and measurement, statistics and probability, patterns and functions, logic and numerical analysis
- | To understand graphs and charts
- | To understand pay stubs
- | To understand scheduling and pay rates
  - | using a time clock, overtime, vacation time and sick leave

Source: Carnevale, A. *Workplace Basics Training Manual*

## Workplace Literacy Helps to Bridge the Skills Gap CONTINUED

Workplace basic skills are the core skills that employees need to do their jobs. Chart 4 indicates the basic skills that are used in the workplace. They are the skills that are critical to success in both businesses and industries that are competing at a global level. They are also important in the public sector. Hospitals, schools and all sectors of government rely heavily on information technology. A highly educated and technically qualified workforce becomes essential in fueling our nation's economic growth and securing prosperity for every American worker. The U.S. ranked sixth among the seven countries included in the 1995 International Adult Literacy Survey.<sup>26</sup> The IALS found that labor force skill and economic growth are strongly connected. The study suggests that small increases in productivity lead to increased public revenue and a decrease in the costs of unemployment. Therefore, improvements in workers' skill levels (even if they increase by only a small amount) should have a large impact on the nation's economy. Increasing workplace literacy skills is a win-win situation. The employer wins because they maintain high-skilled workers. **TABLE 8** indicates the skills that employers want. Their pay-off comes in the form of increased productivity. The workers win because research has shown that a person's literacy skills almost always will determine his or her success in the labor market. "Workers with high levels of skills and a strong educational foundation are able to leverage their abilities into economic value."<sup>27</sup>

**TABLE 8** | The Skills Employers Want

- 1 | Foundation Skills | "Learning How to Learn"
- 2 | Competencies | Reading, Writing and Computation
- 3 | Communications | Listening and Oral Communication
- 4 | Adaptability | Creative Thinking and Problem Solving
- 5 | Personal Management | Self-Esteem, Motivation, Goal-Setting, Employability and Career Development
- 6 | Group Effectiveness | Interpersonal Skills, Negotiation, Teamwork
- 7 | Influence | Organizational Effectiveness and Leadership

Source: Carnevale, A. *Workplace Basics Training Manual*

## What do workplace literacy programs look like?

### Key Workplace Literacy Components

To develop a successful workplace literacy initiative, it is important to keep in mind that, as in most adult education programs, the adults “vote with their feet.” Enrollment in workplace programs is usually voluntary and open-entry, open-exit. High retention rates are one indicator of quality. Some key elements for a successful workplace literacy initiative are found in TABLE 9.

TABLE 9 | Principles/Premises of Effective Workplace Literacy Practice

**Models active and ongoing involvement by all project partners**

Education, business and other interested parties are supportive and actively involved in the workplace initiative. These partners typically provide classroom space, help monitor project services and provide financial support for project services. Involvement of both upper management and on-line supervisors is critical.

**Employees are actively involved in all aspects of programming on an ongoing basis**

Employees are involved in the project in numerous ways, including project planning, literacy task analysis, needs assessments and advisory panels.

**There is systematic analysis of on-the-job literacy requirements**

Some sort of analysis of job-based literacy skill requirements, either formal or informal, is done at the onset of the program. Information from work requirements is utilized to inform the design of the instructional services.

**Instructional materials are developed that relate to the specific literacy skills required on the job**

Instructional materials are related to each job’s literacy requirements. Materials can include corporate manuals, instructions for operating equipment and machinery, or forms, reports and other documents frequently used by employees. The core of workplace literacy is the knowledge requirements for the specific job area. It is basic skills instruction that uses the language, tasks and knowledge of the workplace.

**Literacy skills in the workplace are developed in relation to specific content and set in specific types of language forms**

e.g., memos, worker manuals, order forms

## Key Workplace Literacy Components CONTINUED

Workplace literacy programs come in a variety of forms from those that involve a single employer to those that involve many organizations in a network that might include private and public sector employers, adult educators, the local and national Department of Education, and other federal, state and local governmental agencies. Programs are often classified as basic, modified or customized programs. **TABLE 10**, provided by the U.S. Department of Education, illustrates these three workplace program options.<sup>28</sup>

Level 1, or Basic, programs are designed for companies or organizations that require workers who possess general workplace skills. The curriculum does not emphasize skills needed for specific jobs needed in the workplace. Level 2, or Modified, programs also emphasize general workplace skills, but customized modules are designed that focus on specific job-related skills. There is a stronger focus on the literacy skills (e.g. reading directions, basic math and communication/listening skills) that are needed in the company or organization. Level 3, or Customized, programs fully integrate literacy and basic skills into the workplace program. A literacy task analysis is used to determine what skills are needed and a specific program is designed for specific job tasks and roles.



TABLE 10 | Workplace Skills Program Options

Level One	BASIC PROGRAM	Level Two	MODIFIED PROGRAM	Level Three	CUSTOMIZED PROGRAM
<b>CURRICULUM</b>	General workplace skills	<b>CURRICULUM</b>	General workplace program with some customized modules	<b>CURRICULUM</b>	Customized workplace skills program for specific workplace needs
<b>LITERACY JOB ANALYSIS</b>	None	<b>LITERACY JOB ANALYSIS</b>	Abbreviated task analysis (review of materials, interviews with employers and management)	<b>LITERACY JOB ANALYSIS</b>	Literacy task analysis is completed to identify curriculum needs
<b>LITERACY NEEDS</b>	Minimal-literacy needs related to employment and benefit forms rather than performance of work	<b>LITERACY NEEDS</b>	Some literacy needs (e.g., team work, reading of directions, basic math, communications)	<b>LITERACY NEEDS</b>	Specific literacy needs correlated to site performance goals
<b>COMPANY INCENTIVES</b>	Generally a voluntary program with recognition of employee accomplishments through certificates and receptions	<b>COMPANY INCENTIVES</b>	Strong company support that includes some incentives (e.g., promotional materials, certificates and banquets)	<b>COMPANY INCENTIVES</b>	Full company support; incentives include work release time, shared work release, employee time paid for after work classes, cash bonuses for skill level change or class completion, job promotion
<b>ANTICIPATED PARTICIPANTS</b>	Self-motivated individuals who are looking for job advancement, GED or personal improvement; those who will attend classes after work hours	<b>ANTICIPATED PARTICIPANTS</b>	Self-motivated employees and those who respond to management and peer support and encouragement	<b>ANTICIPATED PARTICIPANTS</b>	Wider range of participants from the self-motivated to those with very low skills and educational barriers who are required to attend
<b>RECOMMENDATIONS</b>	This type of program is recommended for small companies with few literacy needs who would like to: 1   provide education as an employee benefit; 2   prepare for anticipated change in management style or technology	<b>RECOMMENDATIONS</b>	Recommended for small-to-medium-sized companies who: 1   have identified skill gaps; 2   predict expanded literacy needs; 3   wish to phase in a larger program	<b>RECOMMENDATIONS</b>	Recommended for high-performance companies that would like to incorporate permanent skills programs into the workplace

Source: U.S. Department of Education, Workplace Literacy: Reshaping the American Workforce, pages 45–46

The following section provides ideas of what has worked both in South Carolina and nationally.

## Basic Workplace Programs

Basic workplace programs are generally in-house programs. An employer might recognize that several employees might benefit from some type of educational program and many hire a “teacher” for the benefit of their employees only. Usually the teacher or tutor is part-time and comes in to serve those employees who voluntarily come in before or after their shift of work begins.

According to Joan Mason, director of the South Carolina Workplace Resource Center, today employers in business and industry have such specific needs that in most cases they have moved away from offering basic workplace programs. Most employers want the more customized programs that are available through the modified and customized workplace models.

## Modified Workplace Programs

Modified programs offer a combination of general workplace and literacy skills and customized learning modules.

### The Midlands Literacy Initiative

The Midlands Literacy Initiative (MLI) has worked with a number of businesses and industries in South Carolina. MLI staff along with staff from the South Carolina Literacy Resource Center developed a generic workplace curriculum that is in use in a number of Midlands businesses and industries. The generic curriculum focuses on workplace skills that are generic to most organizations. The curriculum can be enhanced with industry-specific skills. The curriculum is specifically designed to enhance the opportunities of adults whose job opportunities were often very limited and to meet the need of industry for skilled workers. For a summary of the workplace curriculum link to MLI on the United Way of the Midlands’ website [www.uway.org](http://www.uway.org).

The Midlands Literacy Initiative (MLI) is a business-driven, community initiative that is funded by the United Way of the Midlands. Founded in 1994, the mission of MLI is to promote systemic reform in the life-long learning system so that adults gain the skills they need to be successful and self-sufficient at work, at home and in the community. The Midlands Literacy Initiative’s success rests by and large on the working relationships that have been established with business and industry, education and public agencies. The focus of these relationships has been primarily in the development of a basic work skills curriculum for under-educated adults. Programs are custom designed to each employer’s specifications. Therefore the format, delivery system and timeline of the program will vary according to employers’ needs. Based on sound research, the MLI curriculum and classroom instruction model those skills that employers feel are most necessary. **Allied Signal, Louis Rich, Inc.** and **Family Dollar** are among the many businesses that have been served through the initiative and, as a result, MLI has improved the basic and workplace skills of more than 600 adults in the Midlands community.

**For more information contact:**

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[www.uway.org](http://www.uway.org)

## Modified Workplace Programs CONTINUED

### Great Oaks Workplace Literacy Program

The Great Oaks Workplace Literacy Program is located in the Greater Cincinnati area and is another example of a modified workplace model. This program is a nationally recognized program and was the recipient of the Secretary's Award in 1996 from the U.S. Department of Education. The Great Oaks program provides 55 hours of instruction at 12 worksites. All classes are funded by the businesses in which they are located. Current offerings include basic skills: reading; math; GED test preparation; communication skills; personal finance; blueprint reading; and English as a Second Language. One of the special features of the program is that it is based on the five key components of the Ohio statewide plan. These components are: development of stakeholder support; assessment of workplace skills; workplace program design; program implementation; and evaluation. Employers are asked to consider the purpose of their planned workplace literacy program, why they are choosing to provide the worksite training and where they hope it will lead the employees and the company. Workplace instructors then clearly understand each program's objectives and translate the company's goals and objectives into the employees' learning experiences. For other case studies, see [www.workplacebasicskills.com](http://www.workplacebasicskills.com).

**For more information contact:**  
Great Oaks Workplace Literacy Program  
Great Oaks Institute of Technology and Career Development  
3254 E. Kemper Road  
Cincinnati, Ohio 45241  
Contact Person: Arthur P. Ftacnik, (513) 771-8925

### British Petroleum/Amoco and Oconee County Adult Education

Since 1990, British Petroleum/Amoco has partnered with Oconee County Adult Education to provide basic skills and workplace instruction. Currently they are using WorkKeys to assess the skills of all employees and provide instruction to fill the skills gap. There are two certified teachers who work onsite. They have designed remedial courses in basic reading and math as well as GED preparation and computer training. The curriculum also includes specific workplace topics (eg., sexual harassment, communications in the workplace).

**For more information contact:**  
Charles Kennedy, Director  
Oconee County Adult Education  
615 N. Townville St.  
Seneca, SC 29678  
(864) 885-5014

## Customized Workplace Programs

Customized workplace programs are full-scale educational programs that are aimed at retooling and revitalizing the entire workforce. They require full company commitment and an incentive package that supports optimum participation.

### Milliken and Company

[www.milliken.com](http://www.milliken.com)

Milliken and Company is one of the world's largest privately held companies and a leader in education. The company is known as an innovative leader and has received international recognition including the coveted Malcolm Baldrige National Quality Award. In 2000, Milliken's educational arm, Milliken University, was recognized as the Corporate University of the Year. The Milliken University's guiding principle is "there is no saturation in education." Milliken associates must each complete 40 hours of training per year.

As part of its educational offerings, Milliken offers ongoing, voluntary skills enhancement programs at the continuing education centers housed at the main manufacturing facility in Spartanburg, South Carolina and at a satellite facility in Union, South Carolina. These continuing education centers offer programs for employees at every level, using computer-assisted technology. Certified teachers guide associates through courses designed to strengthen employees' reading, writing, math and critical thinking skills. GED preparation courses are offered as well.

### Georgetown Steel Corporation

[www.gscrods.com](http://www.gscrods.com)

Georgetown Steel Corporation has partnered with Horry-Georgetown Technical College since 1991 to offer Project LEAP (Literacy Education: Achieving Productivity). The project, now known as New Horizons, was funded in 1991 by the U.S. Department of Education. The mission was to provide on-site instruction to meet the identified workplace skill needs of the employees that included: reading; writing; math; communications skills; problem solving; decision-making; and time management. The training is available to any employee and is part of Georgetown Steel's commitment to continuous improvement. Georgetown Steel believes that: 1) Every employee has the ability to solve problems; 2) Innovation requires the contribution and growth of all employees; 3) Team building gives everyone a stake in quality. Georgetown Steel's commitment to team building is illustrated by the fact that they have underwritten the cost to have all employees participate in a one-week Adventure experience at Limestone College in Gaffney, SC. The employees are supported further through appropriate personal development activities, counseling and support services. Instruction takes place during work hours, employees are allowed release time for instruction and they are paid their regular wages. Classes are scheduled to accommodate all shifts.

**For more information on this program contact:**

Dr. Henry Nodes  
Director of Management Systems  
Georgetown Steel Corporation  
Georgetown, SC  
(843) 546-2525 ext. 113  
[DrHNodes@gscrods.com](mailto:DrHNodes@gscrods.com)

## Challenges to Developing Workplace Programs

There are challenges to developing a workplace literacy program statewide and in Lancaster and Chester counties. These challenges are reviewed below.

Nationwide adult literacy and basic skills programs confront a similar set of problems. Delivery of quality literacy and basic skills programs is hampered by a system that is fragmented and often ineffective in reaching the numbers of individuals who qualify for services. Funding for programs is sparsely dispersed to dozens of agencies and institutions. With the passage of the Workforce Investment Act (WIA), new guidelines were put into effect that are designed to eliminate some of the duplication and fragmentation through the development of one-stop agencies. These agencies in South Carolina are a part of the Employment Security Commission. However, it will take some time for every state to comply with WIA. Before full compliance can take place, there needs to be expanded and restructured services that are responsive to workplace literacy and to the continued demand by business and industry for workers who possess sound basic skills.

A study done by state and regional planners created a list of recommendations of what needs to be done at various levels to eliminate fragmentation and to create a more cohesive adult education and literacy system.<sup>29</sup> Hopefully, if these recommended steps are taken, it will ease the stress that comes with change.

### What the government might do

- | Provide technical assistance to service providers to design customized workplace programs
- | Provide technical assistance to business and industry to assess literacy requirements of jobs
- | Include technology in instruction including computers and video
- | Provide funds for research and innovative projects
- | Provide funds for service provider training
- | Provide funds for community-based literacy program operations
- | Provide funds for volunteer-based literacy program operations
- | Increase the number of full-time literacy professionals
- | Provide equalized reimbursement rates for adult basic education programs and other courses
- | Provide incentives to business and industry to contract with local service providers for assessment and instruction
- | Establish accountability measures
- | Establish federal- and state-legislated mechanisms to facilitate workplace literacy partnerships at the state or local levels

## Challenges to Developing Workplace Programs CONTINUED

### What service providers might do

26

- | Involve business and industry leaders in development of effective workplace literacy programs
- | Customize programs to meet the needs of specific industries
- | Offer English as a Second Language vocational programs
- | Provide workplace literacy services for employees of small businesses
- | Integrate basic skills and technical skills training in adult vocational education
- | Integrate basic skills training into job training independent of GED-track instruction

In this state several of the above recommendations have been accounted for under the South Carolina State Plan: Adult and Family Literacy in connection to the Workforce Investment Act of 1998 (individual state plans can be accessed through a web site established through the U.S. Department of Labor. See (<http://usworkforce.org>). The state plan includes a strategy for improving existing workplace literacy programs and building new programs. Under the plan, Governor Hodges designated the South Carolina Employment and Security Commission as the administrative agency for Title I-B (adult, youth and dislocated worker programs) of the Workforce Investment Act.

At the local level, South Carolina has designated 12 Service Delivery Areas (SDA). Lancaster and Chester counties along with York County are located in the Catawba SDA. Each SDA is charged to develop a one-stop delivery system with satellite locations in various counties. The one-stop system attempts to merge traditional employment and training services. Supervised by both state and local communities, one-stop centers provide a consolidated program that enables easy customer access to services. Under the one-stop system, key programs, resources and services such as unemployment insurance, state job services, public assistance, training programs and career services are housed in one central location.<sup>30</sup> Local adult education and community-based organizations will be trained and encouraged to develop partnerships with their local Workforce Investment Boards (<http://www.sces.org>) or Private Industry Councils. All eligible service providers are required to partner in one-stop delivery systems and are strongly encouraged to develop partnerships at the local level.<sup>31</sup>

The mandate for partnership is clear and yet the creation of a seamless delivery system has been sluggish at best, but there are several local one-stop centers that can serve as models.

### The Trident One-Stop Career Center

[www.toscc.org](http://www.toscc.org)

The Trident One-Stop Career Center was established in 1998. Trident Center serves the Greater Charleston community. Satellite centers are now operating in Berkeley and Dorchester counties. The mission of The Trident One-Stop Career Center is to provide “quick, quality and convenient workforce development services to employers and job seekers.”<sup>32</sup> The center offers a vast array of employment and training services to unemployed adults and youth (e.g. career counseling, GED preparation and high school diploma programs, professional résumé preparation and assessment testing). A variety of services are also offered to employers. These services include applicant screening for interviews, Work Keys profiling, customized training and curriculum development, and basic skills training for employees.

## Challenges to Developing Workplace Programs

CONTINUED

### Onestop: The Upstate Workplace Center

[www.spt.tec.sc.us](http://www.spt.tec.sc.us)

This center offers services to employers, adults and youth. There are programs that address the needs of a range of job seekers including the unemployed, the underemployed, displaced homemakers, welfare recipients and dislocated workers. With satellite offices in Gaffney and Union, South Carolina, Onestop has a number of resources (e.g., career reference library, computers, résumé programs, and electronic access to partner agencies) that are beneficial to individuals who are seeking employment.

Acquiring the basic and functional skills required for today and the future is a shared responsibility. Improving literacy outcomes is not a concern that our education system can address alone.

Nor can workplaces be expected to bear a large share of the burden of investing in the continuous education and training of their employees. The cost of equipping our U.S. workforce has risen sharply to an estimated \$815 billion a year. This represents a major sector of the U.S. economy, second only to healthcare expenditures. One reason for the escalating costs is that the 21<sup>st</sup> century workforce that employers will depend on to fill the jobs of the future is, in fact, already employed. This means that four out of five persons who are currently working must find ways to acquire additional skills while on the job or from sources that will allow them to remain connected to the workforce.<sup>33</sup>

Partnerships between schools, universities, industries and communities are being formed to build systems of workplace literacy and basic skills development that are sensitive to changes in labor markets nationally and internationally. The task of building skills to accommodate successive waves of technological advances is too complex for any single institution to undertake. Therefore, responsibility for creating learning environments must be shared by every individual and institution within a community.

## Better and Enhanced Training and Staff Development Is Needed

One of the challenges of creating a consistent workplace delivery system is the serious lack of training and professional development opportunities that are available for service providers. One authority states, “Few adult education programs have staff with experiences outside the realm of general literacy instruction, English as a Second Language and GED instruction ...they lacked the resources to develop and implement appropriate programs and lacked sufficiently trained instructors to accommodate work force needs.” The State of South Carolina Department of Education now requires that all instructors who teach classes in the workplace attend and successfully complete the workplace certification-training course. The course is provided by the Workplace Resource Center (<http://www.scwrc.org>). The Workplace Resource Center was established in 1998 to assist adult educators throughout the state in the delivery of quality workplace programs.

**For more information about workforce teacher certification contact:**

Joan Mason, Director  
South Carolina Workplace Resource Center  
400-A Church St.  
Laurens, SC 29360  
(864) 984-1928

Building a cohesive process for training professional development complements the state’s efforts to build a seamless system of delivery and support.

## Workplace Education Will Not Be Enough

Although adults frequently enroll in literacy and basic skills education for job-related reasons, adult education programs have always had broader goals. Adult learners when surveyed clearly saw the role of education as much broader than merely preparation for work. Even among those who value workplace education there is some belief that the emphasis that is being placed on getting people into employment will not result in self-sufficiency. Those who oppose the new policies argue that these “low-road” strategies merely expand the low-wage labor supply without attention to raising living standards through increasing opportunities for learning skills that are needed to find work, sustain employment and increase wage earning potential.<sup>36</sup>

The challenges for creating a system that meets the needs of the workplace as reviewed above mirror the challenges that were outlined in the report of the National Literacy Summit 2000 steering committee. (See **TABLE 11** for a summary of these challenges.) As a part of its process, the steering committee developed an “action agenda” built around three priorities. These priorities are as follows:

- 1 | **Resources** | Invest in new and existing resources – money, time and services to create access to high-quality adult education, language, literacy, and related services;
- 2 | **Access** | Provide all adults with maximum access to a well-defined system of adult education, language and literacy services;
- 3 | **Quality** | Create a system of high-quality education and support services that helps adults meet their goals as parents, workers and community members.<sup>37</sup>

TABLE 11 | Challenges to Creating a High-Quality Adult Literacy System

**CHALLENGE 1** |

As a result of higher standards in K–12 education and the phasing out of remedial courses at institutions of higher education, the number of youth seeking – and being pointed toward – adult education services will increase. This is likely to put more pressure on an already strained system.

**CHALLENGE 2** |

The changing demographic makeup of the United States is increasing the number of people who need adult education and literacy services. Access to services is a critical issue, in terms of both the growing need and the varying concerns of different populations.

**CHALLENGE 3** |

Adults need more opportunities to gain the skills and knowledge needed to meet changing job demands and to succeed in the workforce.

**CHALLENGE 4** |

Learning disabilities (LD) are increasingly recognized as a major factor in the low literacy of adults, but too little is known – even among practitioners – about the nature and scope of the problem, the ways it affects adult learning and how it should be addressed. Moreover, too few adults with LD are being identified and receiving appropriate instruction and accommodations.

**CHALLENGE 5** |

New technology is profoundly changing the way we live, work and learn. This technology both requires and facilitates lifelong learning. But the adult education and literacy field has not yet taken full advantage of the potential technology has for transforming adult learning.

**CHALLENGE 6** |

Public support for improving education for our nation’s youth is increasing, but we lack that same support for improving adult education and literacy programs. We need to create a better understanding of the importance of adult education and literacy to the nation’s (and Lancaster and Chester counties’) well-being.

**CHALLENGE 7** |

Providing high-quality, consistent services to adult learners is limited by a variety of critical programmatic factors. Among the most pressing are: a lack of consensus on goals; serious limitations of staff time and professional development opportunities; lack of research and information on best practices; mismatches between program structure and learners’ needs; and the lack of active attention to adult learners as whole people.

## Workplace Education Will Not Be Enough CONTINUED

These challenges are exacerbated by the fact that not all employers are convinced that meeting the literacy needs of their employees is their responsibility. Most employers would rather hire employees who come to the job with all of the necessary skills. In recent years, low unemployment has forced some employers to consider offering basic skills and literacy programs in order to bolster the pool of available workers; however, with the recent recession that motivation may be gone. Technological changes and the increased level of skill that technology requires has also encouraged employers to make new learning opportunities available to workers. In a world driven by the “bottom line,” employers now realize that it is better to keep employees for a longer time rather than having to continually hire and train new workers. Employers who have invested in training employees have seen a return on their investment.

See **TABLE 12** for some of the benefits employers have noted.

**TABLE 12 | Economic Benefits for Employers by Skill Category**

## Basic Skills

1   Improved capacity to solve problems	82%
2   Improved capacity to cope with change in the workplace	75%
3   Improved capacity to use new technology in the workplace	73%
4   Increased capacity to handle on-the-job training	

## Job-Specific Skills

1   More employees participating in job-specific training	73%
2   Improved results in job-specific training	56%
3   Quicker results in job-specific training	55%

## New Attitudes

1   Improved employee morale/self-esteem	87%
2   Better team performance	82%
3   Improved capacity to cope with change in the workplace	75%
4   Improved labor-management relations	65%
5   Reduced absenteeism	33%

## Working with Others

1   Better team performance	82%
2   Improved effectiveness of supervisors	69%

## Ability to Work Smarter & Better

1   Increased quality of work	82%
2   Increased output of products and services	65%
3   Reduced time per task	56%
4   Better health and safety record	51%
5   Reduced wastage in production of products and services	49%

## Improved Human Capital

1   Higher success rate in promoting employees within the organization	71%
2   Higher success rate in transferring employees within the organization	60%

## Bottom-Line Benefits

1   Increased profitability	56%
2   Better health and safety record	51%
3   Increased customer retention	42%
4   Increased retention of employees	

# How to develop a workplace program

Guidelines for developing a workplace literacy program have been developed by the Institute for the Study of Adult Literacy at the Pennsylvania State University. See **TABLE 13** for an overview and see their site for more details. [www.ed.psu.edu/isal](http://www.ed.psu.edu/isal)

There are five basic steps in the development process:

## Step One

The planners create community awareness. The program planning team is generally made up of representatives from management, employees and the educational consultant or local education provider. The goal is to create awareness and understanding in the community in order to gain community support for workplace literacy programs.

## Step Two

Develop readiness within the willing business. The goal is to build the understanding of the workplace literacy needs among those within the workplace and to communicate the business' ability and intent to deal with those needs.

## Step Three

Conduct a situational analysis to determine the business' needs and its capacity to address the literacy problems present. Three aspects of the business should be considered in this analysis: organizational needs; organizational climate; and organizational resources. In this step the goals are a) to determine if the problems identified have educational solutions and if the educational solutions have a literacy component; b) to identify organizational supports and potential obstacles to the development of workplace literacy interventions; and c) to obtain the business leaders' commitment to allocate resources to literacy services.

## Step Four

The planning team negotiates the workplace literacy intervention. The goal is to establish a plan and contract with the appropriate entity(ies) that will provide literacy services to meet the specified needs that have been identified within the business.

## Step Five

Establish a partnership for program planning and implement the workplace literacy program. The goal is to implement a program that meets the needs of the business and is perceived by employees to be worthwhile while at the same time establishing an agenda for future partnerships and program planning. Developing a successful workplace literacy program is always directly linked to the nature, culture and climate in the workplace. It is a complex task and one that is best undertaken with clearly established partnerships and systems of support.

TABLE 13 | Steps for Starting a Workplace Literacy Program

## Step One

In the community, create awareness by:

Engaging community representatives in a community partnership.

- | Recruit workplace literacy coalition or task force membership.
- | Solicit workplace literacy program sponsorship.
- | Present workplace literacy issues to the community.
- | Solicit the expertise of the business community.

Once you have captured the attention of business, there are questions that need to be answered in order to determine business and industry needs.

- | What are the concerns and problems of the business community?
- | Have there been changes in local business and industry (new industry, plant closings, layoffs)?
- | Have there been major changes in transportation routes, population characteristics?
- | What are the projected changes in the community that may produce new educational needs (new industry, plant closings)?
- | What are the existing educational services (specifically, the existing literacy services) in the community?
- | Do the existing educational services meet the needs of the local workforce?
- | Are there population segments with special needs that are not being met with existing educational services (eg., ESL programs, programs for disabled adults)?
- | Are members of the community using the educational services that are available?
- | Is the local workforce using educational services for literacy instruction or career development?
- | What are the other organizations in the community that are concerned or involved with workplace literacy?
- | What are the regional, state or national coalitions that are available for support and resources?

Use a variety of information sources to help determine the needs of business and industry in the community.

- | Perform community survey.
- | Perform community leader survey.
- | Study census information.
- | Review library materials and other pertinent literature.

TABLE 13 | Steps for Starting a Workplace Literacy Program CONTINUED

## Step Two

In the organization, develop readiness by:

Communicating within the organization the interest in and understanding of workplace literacy.

- | Determine the organization's definition of workplace literacy.
- | Determine the organization's perception of literacy services
- | Make a decision regarding the course of action to be taken to promote literacy services.
- | Investigate what has been done in the past in terms of educational programming.

Being prepared to talk with business in terms of the types and costs of appropriate workplace literacy programs.

- | Anticipate possible questions or problems and suggest options and possible solutions.
- | Provide information about literacy services, including costs, content and instructional methods.
- | Facilitate organization and management of literacy services.
- | Be prepared to aid in the preparation of promotional and recruitment activities and materials.
- | Assist with record keeping.
- | Suggest and design special presentations and materials.
- | Provide instructional equipment when possible.

## Step Three

Conduct a situational analysis

### ORGANIZATIONAL NEEDS

The organization provides information in response to the following questions:

What are the perceived needs at the organizational level?

- | Has the organization experienced changes or are there projected changes?
  - Are there new systems on the same job?
  - Are there new procedures for old systems?
  - Are there new responsibilities for the same job and same systems?
  - Are there new responsibilities for new jobs and new systems?
- | Is the organization concerned about current or potential performance problems?
  - Are there procedures not being fully or correctly utilized?
  - Are there problems in productivity?
  - Is the organization concerned with costliness of errors?
  - Is the organization concerned with costliness of waste?
  - Have there been accidents or legal liabilities?
- | Does the organization have a sufficient pool of qualified workers?

TABLE 13 | CONTINUED

## Step Three

What are the perceived needs at the job level?

- | Are there required professional standards or certifications?
- | Are there performance problems associated with specific job(s) or job clusters?
- | Are there projected changes in specific job(s) or job clusters?

What are the perceived needs at the employee/trainee level?

- | Are there employees or trainees unable to meet professional standards or certification requirements?
- | Are job level performance problems due to poor performance on the part of specific individuals?

### ORGANIZATIONAL CLIMATE

The organization takes into account the following factors to negotiate a successful program:

- | What is the:
  - Structure of the organization?
  - Chain of command?
  - Leadership style?
  - Type of contractual agreements?
  - Organization's view of education as essential to its mission?
  - Goals of the organization?
  - Conflicts within the organization (internal)?
  - Stressors on the organization (internal and external)?

### ORGANIZATIONAL RESOURCES

The organization's resources should be assessed in order to enhance workplace literacy program development. An assessment should answer the following questions:

- | What are the resources available for literacy services in terms of investments of time, space, funds, and expertise?
- | Who makes the decisions regarding allocations of resources?

CONTINUES NEXT PAGE

**TABLE 13** | Steps for Starting a Workplace Literacy Program CONTINUED

## Step Four

### Negotiate the Workplace Literacy Intervention

The agreement between the organization and the literacy service provider should address the following questions:

- | What are the current and projected skills and knowledge requirements (reading, writing, speaking, listening, math and content knowledge)?
- PROCESS** | Tour the organizational facilities and observe language and math used on the job. Interview job experts to understand skill requirements of specific tasks and use. Obtain related reading materials and evaluate difficulty level. Analyze literacy requirements in terms of importance and frequency.
- | Which employees have adequate literacy skills to meet those needs?
- PROCESS** | Obtain information regarding employees' educational backgrounds. Obtain information regarding employees' skill levels in relation to job skill requirements.
- | What is the role of the literacy provider in servicing skills and knowledge needs? To function as a clearinghouse of resources, to act as an educational consultant, to provide instruction or to provide assessment?
- | Determine occupational focus of instruction.
- PROCESS** | Determine the specific tasks or tests that require improved performance. Determine the knowledge requirements for job training.
- | What are the deliverables, in terms of number of hours of instruction and expected outcomes of instruction?
- | Who is responsible for what? What are the responsibilities of the business or industry, the union or the literacy service provider?
- | When does delivery take place? What is the planning and implementation time line?
- | Who gets what information, in terms of results of needs assessments, results of evaluation and results of program completion?
- | How much will the intervention cost (organizational resources, purchased services, contributions/gifts/in-kind donations, matching funds and cost reimbursement)?

**CONTINUES**

TABLE 13 | CONTINUED

## Step Five

### Program Planning

Establish partnership in program planning within the organization.

- | Gain support of top management.
- | Solicit input from management, labor, trainers and supervisors.
- | Form a joint planning committee.

Include goal setting and objectives in the partnership agenda.

- | Clarify the purpose, process and limits of goal-setting authority.
- | Set short- and long-term goals.
- | Set standards for accountability.

Include planning instruction in the partnership agenda

- | Identify learning objectives. Use a combination of standard and occupational-specific objectives.
- | Identify appropriate instructional methods.
- | Select instructional materials.
- | Design evaluation strategy.

## Evaluation of a workplace program

For many employers that “bottom line” for any workplace program is the extent to which the learning gains can be linked to improved performance on the job and more high-quality productivity. The real transfer of learning is often very difficult to determine, but one thing is for sure: no single assessment strategy is enough to measure overall learning. Many organizations have begun using multiple approaches (such as portfolio assessments, peer assessment, simulations and documentation of incidental learning, including the ability to perform other work-related tasks or solve problems more accurately on the job).<sup>38</sup>

## Evaluation of a Workplace Program CONTINUED

A process for workplace literacy evaluation includes the following tasks:<sup>39</sup>

There are five basic steps in the development process:

- | Conduct Needs Assessment. Evaluation begins with the needs assessment that determines the needs of the target population.
- | Set Program Goals and Outcomes.
- | Establish Program Objectives Based on the Goals and Outcomes.
- | Determine Methods or “Tools” for Assessment.
- | Establish a Timeline for Meeting the Goals and Outcomes.
- | Determine a Budget for Evaluation.
- | Identify Evaluators (Internal or External).
- | Determine an Evaluation Timeline.
- | Determine a Strategy for Using the Evaluation Results.
- | Disseminate the Evaluation Results.
- | Modify the Program Accordingly.

Evaluation should be a continuous process and should play an important role in program planning and modification. If results show that the program is not worth the cost, then it needs to be modified or dropped. The purpose of evaluating any program is to measure the effectiveness, but it should also help program planners make decisions about how to improve the program. What went right? What went wrong? Ultimately program evaluation will help literacy providers better serve employers and make better use of available resources within the community.

## Frequently asked questions and helpful tips for those who want to get started

There are some questions that are frequently asked by those who want to establish a workplace literacy program in their community or at their work site.

**What if my employees need to improve their workplace basic skills, but are not very receptive to the idea of a workplace education program?**

You can take action by first involving the employees in planning and designing your organization’s workplace education program. Open communication is also very important. Communicate in a non-threatening and non-judgmental way the nature of your organization’s workplace education program and how it will benefit them. The best workplace programs provide incentives for participation. Work release and linking participation to increased responsibility and pay are excellent examples of program incentives. Recognize and reward those employees who participate and are successful in the program. One way to do this is by linking employee participation in the workplace education program to their performance review.

## Frequently asked questions and helpful tips for those who want to get started CONTINUED

### What if my company is small and doesn't have a lot of money to spend?

There are several things that small business can do to take action. First, they can reduce expenses by involving the employees in the program development and delivery. Second, small companies can obtain sponsorship for their program or exchange in-kind services with a local literacy provider such as the literacy council. Another possibility would be to explore opportunities for government funding or to look for funds from other sources. If your business is located near a college or technical school you might look at the possibility of using students as instructors and tutors. A volunteer agency might also be a source for instructional support. Finally, local labor and governmental offices can be contacted for advice, help and information.

### Where can I go for expert help?

If you need expert, help start first by looking in your own backyard. There is probably help nearby. Form partnerships with nearby governmental agencies, community or technical colleges, high schools or other educational institutions. You can also contact other local employers who have already established a workplace education program. Ask them if they would be willing to send a representative to work with you and mentor you as you plan and develop your program. You might also contact your local Chamber of Commerce, economic development agency or employment office. These organizations collect data and information about demographic and employment trends that may be useful to your organization. Faculty and students from local universities, colleges and schools may also be a source of expert information and assistance.

# What workplace literacy resources are available?

Many resources have been identified throughout this report. Some additional resources are cited below. By going to these web sites an entire resource collection on workplace literacy is available to you. This listing is selective, but by accessing these sites other resource agencies can be identified and their resources accessed.

## General Information About Workplace Basic Skills Programs

- | For more information about the terms used in training and education, see:  
[www.alx.org/glossary.asp?usertype=learner](http://www.alx.org/glossary.asp?usertype=learner)
- | For more information about workplace basic skills and employability skills, see Workforce Learning System, Employability Skills: [www.casas.org](http://www.casas.org) or [www.nssb.org](http://www.nssb.org)
- | For an overview of workplace basic skills programs, see: [www.workplacebasicskills.com](http://www.workplacebasicskills.com)
- | For information about Manufacturing Skill Standards, see: [www.msscusa.org/publication/index.cfm](http://www.msscusa.org/publication/index.cfm)
- | For information about funding a workplace education program, see: <http://usworkforce.org>

## Agencies and Institutional Resources

**American Society for Training and Development**  
1640 King Street  
P.O. Box 1443  
Alexandria, Virginia 22313  
Phone: (703) 683-8100  
<http://www.astd.org>

ASTD is a professional association and leading resource on workplace learning and performance issues. They provide information, research, analysis and practical information derived from its own research, the knowledge and experience of its members, its conferences, expositions, seminars, publications, the coalitions and partnerships it has built through research and policy work.

**Employee Training Institute**  
3443 Camino del Rio South, Suite 308  
San Diego, CA 92108  
Phone: (619) 624-2272  
<http://www.workplace-eti.com>

Consulting, training and economic development services are available through ETI to individuals, businesses and government agencies. Services include basic skills training, customized training, seminars and workshops, web- and CD-based training.

**The Institute for the Study of Adult Literacy**  
Penn State University  
102 Rackley Building  
University Park, PA 16802-3202  
Phone: (814) 863-3777  
<http://www.ed.psu.edu/isal>

The Institute is internationally recognized for its work in literacy research, development and dissemination activities. The Institute's mission stresses the importance of connecting research to improve practice. The institute has a number of projects and publications that focus on workplace literacy.

## Resources CONTINUED

### Agencies and Institutional Resources

**National Institute for Literacy**  
800 Connecticut Avenue, N.W.  
Washington, D.C. 20202  
Phone: (202) 632-1500  
<http://www.nifl.gov>

NIFL was created in 1993 as a result of the National Literacy Act. NIFL is the core agency for regulating literacy initiatives. NIFL has a comprehensive collection of workforce education resources that focus on the basic skills and literacy needs of the workforce. Activities and links are exclusively related to workforce education.

**National Alliance of Business**  
1201 New York Avenue, N.W., Suite 700  
Washington, D.C. 20005  
Phone: (202) 289-2888  
<http://www.nab.com>

The National Alliance of Business is a national nonprofit business organization which serves as the voice of business to improve student performance at all levels – K–12, postsecondary and higher education. NAB's 5,000 members include companies of all sizes and industries, CEOs, senior executives, educators and business-led coalitions.

**The Conference Board**  
845 Third Avenue  
New York, NY 10022  
Phone: (212) 759-0900  
<http://www.conference-board.org>

The Conference Board is the premier business membership and research network worldwide. It links executives from different companies, industries and countries. Founded in 1916, the Conference Board has become the leader in helping executives build strong professional relationships, expand their business knowledge and find solutions to a wide range of business problems. The Conference Board's two-fold purposes are to improve the business enterprise system and to enhance the contribution of business to society. A not-for-profit, non-advocacy organization, The Conference Board's membership includes more than 3,000 companies and other organizations in 67 countries.

**21<sup>st</sup> Century Workforce Commission**  
1201 New York Avenue, N.W.  
Washington, D.C. 20005  
Phone: (202) 693-5082  
<http://www.workforce21.org>

The 21<sup>st</sup> Century Workforce Commission is an independent commission, appointed by the President and Congress. The Commission is charged with examining and reporting to the President, the Congress and the nation, what the knowledge and skills are that individuals must possess, and what educational and workforce development opportunities must be available to allow the greatest number of Americans to successfully participate in a 21<sup>st</sup> century information and technology workforce.

## Resources CONTINUED

### Agencies and Institutional Resources

**U.S. Dept. of Education, Office of Vocational and Adult Education (OVAE)**  
4090 MES  
400 Maryland Avenue, S.W.  
Washington, DC 20202  
Phone: (202) 205-5451  
<http://ed.gov/offices/OVAE/>

The Office of Vocational and Adult Education (OVAE) supports a wide range of programs and activities that help young people and adults obtain the knowledge and skills they need for successful careers and productive lives. Workplace literacy sources are coordinated through this division. This web site has extensive resources available to literacy educators and those business leaders who want to understand more about workplace literacy programs, what they are and how they work.

### South Carolina Agencies and Institutional Resources

**South Carolina Department of Education**  
Division/Office of Adult and Vocational Education  
1006 Rutledge Building, 9th floor  
1429 Senate Street  
Columbia, SC 29201  
(803) 734-8492  
[www.state.sc.us/sde/](http://www.state.sc.us/sde/)

**South Carolina Literacy Resource Center**  
1722 Main Street, Suite 104  
Columbia, SC 29201  
(803)929-2563 or Toll Free (SC only) 1-(800) 277-READ  
[SCLRC@aol.com](mailto:SCLRC@aol.com)

The South Carolina Literacy Resource Center is currently managed by the Department of Education, Division/Office of Adult and Vocational Education. Each state is required under the National Literacy Act to have such a center. See the National Institute for Literacy <http://www.nifl.org> LINCS system to see a listing of all the literacy resource centers and to find out what is going on in other states as related to workplace literacy.

**South Carolina Chamber of Commerce**  
1201 Main St. Suite 1810  
Columbia, SC 29201-3254  
(803) 799-4601  
[www.sccc.org](http://www.sccc.org)

The South Carolina Chamber of Commerce is the state's most prestigious and largest broad-based business trade association. Operating as a statewide, non-partisan, non-profit organization, the South Carolina Chamber represents businesses, industries, professions and associations of all sizes and types. The chamber is a source of information for all aspects of business and industry, including projections of future workplace trends and needs.

**South Carolina Workplace Resource Center**  
400-A Church St.  
Laurens, SC  
(864) 984-1928  
<http://www.scwrc.org>

The SC Workplace Resource Center (WRC) was established in 1998 in order to assist adult educators throughout the state of South Carolina in the delivery of quality workplace programs for business and industry. WRC is a program of the South Carolina Department of Education and is funded through the Office of Adult and Community Education.

# J. Marion Sims Foundation

ADULT LITERACY & BASIC SKILLS INITIATIVE

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<sup>3</sup> As reported by CASAS, Comprehensive Assessment System of Adult Students, <http://www.casas.org/>.

<sup>4</sup> CASAS, Comprehensive Assessment System of Adult Students, <http://www.casas.org/>.

<sup>5</sup> **Skills that Work** (2000). South Carolina Chamber of Commerce, p. 3.

<sup>6</sup> CASAS, Comprehensive Assessment System of Adult Students, <http://www.casas.org/>.

<sup>7</sup> The National Literacy Act (1991). Public Law 102-73, Section 3.

<sup>8</sup> Stein, S. (2000). **Equipped for the Future Content Standards**. National Institute for Literacy, p. 17. <http://www.nifl.gov>.

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<sup>10</sup> U.S. Department of Labor, (1991) The Secretary's Commission on Achieving Necessary Skills, **What Work Requires of Schools**, p. xv.

<sup>11</sup> U.S. Department of Education Office of Vocational and Adult Education (1992) **Workplace Literacy: Reshaping The American Workforce**.

<sup>12</sup> See <http://www.nifl.gov> to access the EFF report.

<sup>13</sup> Stein, S. (2000). **Equipped for the Future Content Standards**. National Institute for Literacy, p. 11.

<sup>14</sup> Adult Literacy Estimates (1996). CASAS-Portland State University [www.casas.org](http://www.casas.org)

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<sup>16</sup> For amplification of this point see Ott, Joyce with contributions by Elizabeth Peterson and Kathleen Wilson (2002). **Improving Workforce Literacy for 21<sup>st</sup> Century Jobs**. Clemson, SC: Clemson University, Institute on Family and Neighborhood Life, Winter.

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<sup>18</sup> Report of findings from the National Longitudinal Survey of Youth by Bernhardt, Morris, Handcock and Scott cited in Osterman, pp. 44-45.

<sup>19</sup> The 21<sup>st</sup> Century Workforce Commission (2000). **A Nation of Opportunity: Building America's 21<sup>st</sup> Century Workforce**. Washington, D.C.: The 21<sup>st</sup> Century Workforce Commission, p. 24.

<sup>20</sup> The Palmetto Achievement Challenge Test assesses reading, listening, speaking, writing, research and communication with technology. The first PACT assessment found a high percentage of Chester and Lancaster county students performing below standards and only a modest number above.

<sup>21</sup> National Business Alliance. (1996) "The Cost of Illiteracy" in **Work America: Workforce Economics**, vol. 2, no. 1, pp. 3-6.

<sup>22</sup> Ibid. p. 4.

<sup>23</sup> Ibid. p. 5

<sup>24</sup> Ibid. p. 5.

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- <sup>26</sup> Stein, S. (2000). **Equipped for the Future Content Standards**. National Institute for Literacy, p.4.
- <sup>27</sup> Massachusetts Institute for a New Commonwealth, (2000) “New Basic Skills for a New Economy,” **New Skills for a New Economy**. p. 6.
- <sup>28</sup> U.S. Department of Education Office of Vocational and Adult Education (1992) **Workplace literacy: Reshaping the American Workforce**. pp. 45–46.
- <sup>29</sup> Upgrading Basic Skills for the Workplace (1990). The Institute for the Study of Adult Literacy, Pennsylvania State University, pp. 1–9.
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- <sup>33</sup> U.S. Department of Labor Secretary’s 1992 Commission Report, citation from **Workplace Literacy: Literature Review, Trends and Models**. Doris Ivy, Sacramento County Office of Education.
- <sup>34</sup> Terdy, D., “Work Force Education: Staff Development Options.” **Adult Learning** vol. 7, no. 2 November/December 1995, p. 13.
- <sup>35</sup> Quigley, B. **Rethinking Literacy Education: The Critical Need for Practice-Based Change**. San Francisco: Jossey-Bass, 1997.
- <sup>36</sup> Imel, S. (1998) “Work Force Education or Literacy Development: Which Road Should Adult Education Take?” **ERIC Digest** No. 193.
- <sup>37</sup> The National Literacy Summit 2000 Steering Committee, **From the Margins to the Mainstream: An Action Agenda For Literacy**, pp. 3–9.
- <sup>38</sup> U.S. Department of Education Office of Vocational and Adult Education (1992) **Workplace Literacy: Reshaping The American Workforce**, p. 61.
- <sup>39</sup> The U.S. Department of Education provides helpful hints for those who are responsible for evaluating workplace literacy programs. See <http://www.workplacebasicskills.com> and link to Measuring Success.