

**A 10-year, Results-Based  
National Literacy Action Plan  
2006-2016**

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in consultation with six other National Literacy Organizations:**

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## Executive Summary

Canada's current "system" for adult literacy is best described as an uneven, under-resourced patchwork that reaches only 1% to 2% of the approximately 9 million less-literate working age Canadians who do not have the literacy skills necessary to fully benefit from, and contribute to, the economic and social development of their communities and our country<sup>1</sup>. This shortfall is unacceptable and it is time to develop a concerted, national plan to address the serious literacy challenges in Canada. This fact was recognized in the February 2005 federal budget which clearly expresses the government's commitment to action on literacy.

This document outlines a 10-year National Literacy Action Plan (2006 to 2016) to begin addressing Canada's literacy challenges. It builds on the federal, provincial and territorial governments' expressed recognition of the literacy challenges; on the National Literacy Action Agenda widely endorsed by the literacy community in 2002-03<sup>2</sup>, on the all-party parliamentary Standing Committee 2003 report on *Raising Adult Literacy Skills: The need for a Pan-Canadian Response*; and on Minister Bradshaw's current pan-Canadian round of consultations on literacy.

The overarching vision for the National Literacy Action Plan is that in 2016, Canadians across the country will have access to free, high quality literacy training and upgrading to high-school completion, regardless of age. Success requires:

1. Reaching more learners by building on the quality programs that do exist and immediately increasing funding for the delivery of programs;
2. Developing a quality adult literacy/basic education system that is analogous to other pan-Canadian social systems, such as other education systems and the child care system;
3. Building a society that is inclusive of less-literate Canadians, for example, enabling less literate Canadians to more easily access understandable health information, avoid workplace injury, exercise their voting rights; and increase their knowledge and skills in a variety of ways whether or not they choose to attend formal programs;
4. Deepening our knowledge about literacy challenges and solutions, and transferring that knowledge into programming and delivery; and
5. Engaging all sectors in building a more literate, more inclusive society, in particular those whose work brings them into contact with less-literate Canadians.

We suggest that Canada attempt to raise the literacy skills of 1 million learners over the 10 years of the Plan, and that the incremental funding necessary to achieve this is in the range of \$5 Billion. This document proposes a results-based Action Plan for the application of these funds and the ensuing results and contributions to the improvement of societal outcomes.

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<sup>1</sup> Adult Literacy and Life Skills Survey (ALL) 2003

<sup>2</sup> National Literacy Action Agenda <http://www.literacy.ca/govrel/agenda.htm>

## 1. Introduction and Recommendation

Canada's literacy community has been working for over 25 years to advance literacy in Canada and to make the issue a priority for policy development and action. In recent years, the federal government, provincial and territorial governments, and representatives from business, labour and the community sector have all identified literacy advances as an important and necessary Canadian priority. In the 2001 and 2002 Speeches from the Throne, the federal government made a commitment to work with the provinces and territories and the voluntary sector to develop a national literacy strategy, as part of a comprehensive Innovation Agenda. In June 2003, an all-party parliamentary Standing Committee released *Raising Adult Literacy Skills: The need for a Pan-Canadian Response*. The February 2005 federal budget clearly expresses the government's commitment to action on the issue of literacy.

The National Literacy Organizations recommend that the Government of Canada build on this Action Plan as the cornerstone for a more literate and productive society.

## 2. The Need for Action

We have serious literacy challenges in Canada: according to Statistics Canada, 15% of Canadians aged 16 to 65 (3.2 million) do not read well, and an additional 27% (5.8 million) do not have the literacy skills necessary to fully benefit from, and contribute to, the economic and social development of their communities and our country<sup>3</sup>. In total, this represents 9 million working-age Canadians.

Only a small percentage of these Canadians are in training programs to improve their skills. There are huge gaps in learner reach and program capacity, and Canada's current literacy infrastructure is not equipped to fill these gaps. As a result, access to literacy services varies widely depending on location and personal circumstances. This is unacceptable in a nation that prides itself on its quality of life and its belief in social equity.

Traditionally, the literacy community has been left to address the literacy challenges alone, with insufficient, short-term funding and too few professional supports; and without the benefit of a coordinated national vision and strategy<sup>4</sup>. As a society, we can no longer afford to ignore this urgent reality. Addressing Canada's literacy challenges will pay off in terms of the most pressing issues of our time: the labour market and the economy<sup>5</sup>, children's outcomes, population health, community development and safety, immigrant settlement, social cohesion, and more.

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<sup>3</sup> *Learning a Living: First Results of the Adult Literacy and Life Skills Survey*, Statistics Canada / OECD, 2005

<sup>4</sup> According to the Canadian Council on Learning (Lessons in Learning series, September 2005: *Raising the Score: Promoting Adult Literacy in Canada*), "Perhaps most limiting of all are organizational factors, the paucity of adult learning resources and the absence of a coherent and cohesive system of adult learning."

<sup>5</sup> According to the C.D. Howe Institute (Commentary No. 217, October 2005: *Public Investment in Skills: Are Canadian Governments Doing Enough?*), "...a country's literacy skills rising by one percent ... is associated with an eventual 2.5% rise in labour productivity and a 1.5% rise in GDP per head. ... Moreover, the results indicate that raising literacy and numeracy for people at the bottom of the skills distribution is more important to economic growth than producing more highly skilled graduates."

### **3. The Purpose and Scope of this Action Plan**

The National Literacy Action Plan spans 10 years (2006 to 2016). It recommends activities to be undertaken in the initial three years (2006 to 2008) of the Plan and describes the results that will be achieved over the duration of the Plan as a consequence of those activities. It is assumed that the initial activities, based on performance results, will evolve in accordance with a planned adjustment strategy that will allow for the application of lessons learned and innovative improvements to the Action Plan over time. It also assumes that delivery services will remain on an ongoing basis throughout the Plan (2006 to 2016). Hence any references to costs associated with the Plan are inclusive of activities that would occur over the ten years. These actions will lead to measurable improvements in literacy levels and contribute to the improvement of societal indicators over the next ten years and beyond.

The scope of the Action Plan includes:

1. Organizing and administering a more robust and streamlined pan-Canadian literacy governance infrastructure;
2. Building sustainable delivery capacity and capability;
3. Delivering more and more appropriate literacy services to more learners; and
4. Activities designed to improve social inclusion of Canadians with literacy barriers.

This plan does not provide details about the way in which services should be delivered to learners. The specificities of delivery will vary from jurisdiction to jurisdiction, and even from community to community. However, the federal government has a pivotal role in investing in and supporting provincial/territorial delivery systems that build on the foundations that already exist, though under-resourced – at the community level. In addition, the federal government can develop "literacy-friendly" policies in areas of federal jurisdiction that impact less-literate Canadians – for example within the Employment Insurance system. We believe that the pan-Canadian literacy infrastructure we propose will contribute to the strengthening of a quality adult/basic literacy education system that is essential to meet our country's literacy challenges.

## **4. Overview of the National Literacy Action Plan**

### **4.1 Defining Literacy**

Adult literacy programs have existed in Canada for more than a century, yet the issue was virtually invisible before the first Canadian literacy survey in 1987. A century ago, literacy was understood as the simple ability to read and write. The majority did not attend high school, yet most were nonetheless able to make a living, raise their families and participate in community life.

Nowadays literacy has a much more relative definition. For example, the International Adult Literacy Survey defined literacy as "the ability to understand and use printed information at home, at work and in the community, to achieve one's goals, and to develop one's knowledge and potential". Obviously the degree of ability needed to "achieve one's goals, and to develop one's knowledge and potential" today differs from what it was a century - and even a decade - ago.

By the most up-to-date measures we have, 15% of working age Canadians are at the lowest literacy skill level (level 1), and 27% are at level 2; with level 3 being the minimum skill level considered necessary to succeed in today's economy. In other words, a total of 42% of working age Canadians are at risk of falling behind. The range of skill level, learning needs, and personal circumstances in this 42% is enormous.

In today's world, the scope of literacy training that can realistically be accomplished through a "charity" model is not enough to meet the needs either of individuals or of our economy. As noted above, the delivery system is neither far-reaching enough, nor adequately resourced, to meet the current need. We need a range of solutions, from informal one-to-one tutoring at the learner's own pace; to community-based programs that integrate literacy development with parental support, employment preparation, life skills, etc.; to high school upgrading; to "bridging" to further training in the formal systems. This is what "adult literacy" means today.

### **4.2 Vision**

“In 2016, Canadians across the country have access to free, high quality literacy training and upgrading to high-school completion, regardless of age.”

Specifically:

- The literacy infrastructure has become a recognized, organized, and adequately-resourced system, building on the values of grassroots and popular learning and other elements already in place;
- National standards of governance, reach, quality and accessibility exist and are embedded in F-P-T agreements and accountability frameworks; and
- Governments are committed to providing literacy services and training in the English, French, and Aboriginal languages.

### **4.3 Overarching Principles**

All priorities, goals and activities forming the National Literacy Action Plan are subject to a set of overarching principles. These principles might also form part of the foundation for inter-governmental accords negotiated between the federal, provincial and territorial governments.

#### ***Broad view of literacy***

Literacy / basic education services are available to any adult who needs them to achieve the goals they set for themselves at work, at home, and in the community. Our definition of literacy ranges from the most basic reading and writing skills to high school completion, and a range of options is available, from informal, community-based services to formal, credentialed systems. Our strategies include addressing other social issues that impact on literacy development.

#### ***Community solutions***

Communities are supported to identify their own literacy needs and define their own solutions. Aboriginal governments are involved in developing literacy strategies for their peoples.

***Respect for culture and language***

Governments are committed to providing literacy services and training in the English, French, and Aboriginal languages. Wherever possible, learners have opportunities to become literate in their mother tongue, and programming is sensitive to the culture and realities of the learner.

***Prevention***

Family and intergenerational literacy programs are widely available to help ensure that children's chances in life are not limited by their parents' literacy barriers.

***Stakeholder involvement***

Policies at national, provincial, and local levels are developed and implemented in consultation with literacy learners and educators among other stakeholders.

**4.4 Contribution to Societal Outcomes**

The National Literacy Action Plan will contribute to the following societal outcomes.

By 2012 there will be a sustainable, diverse, and thriving adult literacy / basic education system. This will be evidenced by number and range of programs, stability of funding; lower turnover in the literacy profession; increased participation rates in adult literacy programs; and increased learner retention and graduation rates.

By 2014, as an outcome of this successful system, society will have become more literate. This will be evidenced by improved literacy survey results; increased use of Internet and communication technologies; and increased rates of enrolment in post-secondary education and other training. Other factors possibly influencing the achievement of these outcomes include development in rural communities, advancements in the Internet and communications infrastructures; and the cost of higher education.

Between 2014 and 2016, higher literacy rates will contribute to creating a more productive society. This will be supported by using evidence of established causality between levels of education and income, employability, employment, and crime. Additionally, the GDP can be influenced over time by higher literacy, education and employment rates<sup>6</sup>.

Between 2014 and 2016, higher literacy rates will contribute to creating a healthier society. Education and net income have been established as clear determinants of health and it is on this basis that this outcome will be measured.

Between 2014 and 2016, Canada will be recognized worldwide as a premier learning country. This will be evidenced by Canada being ranked by the OECD on par with a benchmark country, such as Sweden. Leading indicators will include the coverage and integration of literacy-related programs and services within all sectors of society.

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<sup>6</sup> Source: *Literacy scores, human capital and growth across fourteen OECD countries*. Organization for Economic Cooperation and Development, Statistics Canada 2004

## 5. Strategic Pillars

In order to contribute to these societal outcomes, the Action Plan proposes four strategic pillars:

1. Developing a Quality Adult Literacy/Basic Education System;
2. Addressing Barriers to Learning and Social Inclusion;
3. Developing and Transferring Knowledge; and
4. Developing Partnerships.

### 5.1 Developing a Quality Adult / Basic Literacy Education System

This pillar aims to build a Canada-wide system of high quality adult literacy/basic education services. Like the K-12 and post secondary education systems, the adult literacy system will have strong infrastructure and financial support. At the same time, it will be flexible enough to allow provinces/territories and communities to define their own needs and solutions.

One key to this system is an intergovernmental accord between the federal government and each of the provinces and territories, which establishes priorities, standards, and increased investments for the provision and support of literacy services. In particular, the federal funding envelope must be large enough to ensure that all jurisdictions are motivated to come to the table, and agree to common principles, standards, and accountability frameworks that enhance provincial and territorial literacy delivery. Overarching principles outlined in section 4.3 could provide the underpinnings for the intergovernmental agreements.

Activities will focus on:

1. Ensuring the viability of a strong federal literacy agency that has the capacity, resources, and mandate necessary to administer and provide strategic direction for the National Literacy Action Plan, across jurisdictions and federal departments<sup>7</sup> - YEAR 1 and ongoing;
2. Developing and securing intergovernmental accords and funding frameworks -YEARS 1, 2, 3;
3. Developing system governance (system purpose, design, roles and responsibilities) – YEARS 1 and 2;
4. Building system infrastructure and operational viability (support for existing delivery and infrastructure organizations, development of targeted literacy strategies, evaluation measures) – YEARS 1, 2 and 3, and then ensuring implementation and ongoing sustainability;
5. Increasing awareness of and access to the system (public awareness and outreach strategies, reducing barriers, articulation and bridging) YEARS 2 and 3, and beyond.

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<sup>7</sup> A revitalized National Literacy Secretariat with the mandate to work beyond HRSDC should be the nucleus for this new agency.

## **5.2 Addressing Barriers to Learning and Social Inclusion**

It is a fact that for various reasons some Canadians are not able to, or choose not to, attend literacy training programs. These people still have the rights to vote and to have a voice and a role in their communities, and the needs to provide financial and other support for their children, and to take care of their families' health. However, our society operates in ways that create unnecessary barriers to their exercising their rights and responsibilities. This pillar aims to remove systemic barriers that prevent less-literate Canadians from contributing to and benefiting from Canadian society. Key to this pillar is creating a federal policy mix - and a system of interdepartmental cooperation - that supports both social inclusion and access to learning.

Activities will focus on:

1. Removing systemic barriers from all federal government policies and programs (implementing recommendation #2 of the Standing Committee Report) - YEARS 1, 2 and 3; and
2. Working with other sectors to integrate literacy with other social issues - YEARS 1, 2 and 3 and beyond.

## **5.3 Developing and Transferring Knowledge**

This pillar aims to sustain the development and transfer of a range of knowledge that build our understanding of adult and family literacy challenges, needs, and solutions. To be useful, research findings must be clear, accessible, linked to the realities of practice, and integrated in the development of policies and practices.

Activities will focus on:

1. Building the research infrastructure (research purpose, needs, roles and responsibilities) – YEARS 1 and 2;
2. Building a dynamic research agenda (priorities, intelligence, resources, stakeholders) – YEARS 1, 2 and 3 and beyond;
3. Disseminating knowledge (delivery channels and media) – YEARS 2 and 3, and beyond.

## **5.4 Developing Partnerships**

This pillar aims to engage increasing numbers of organizations and institutions beyond the literacy community in becoming committed to addressing adult and family literacy and to building a learning-society.

Activities will focus on:

1. Renewing the federal partnership policy (vision, action, protocols) – YEARS 1, 2 and 3;
2. Working with other sectors to integrate literacy with other social issues, as in Pillar 2 - YEARS 1, 2 and 3, and beyond.

## **6. Logical Links Between Activities-Outputs-Outcomes**

The progression between activities, outputs and outcomes over time is presented in **Annex 1**. Indicators for measuring success are presented as well. It is premature and inappropriate at this time to propose targets for most of these indicators because current benchmark information is not available.

## **7. Resources**

As there is currently no common definition or funding framework for literacy in Canada, it is next to impossible to compile pan-Canadian expenditures on literacy infrastructure and delivery. This lack of robust financial information is an example of literacy information shortfalls that speak to the need for a National Literacy Action Agenda and Plan.

Our Action Plan calls for an injection of funds in each strategic pillar; ongoing funding for sustaining these pillars; and funding for the delivery of literacy services to raise literacy levels in Canada. The Plan does not go into great detail about the precise level of funding required, but it does recommend that a federal funding envelope be assigned that would drive progress on Federal-Provincial-Territorial Accords and multi-year Funding Frameworks, which are key activities planned in Years 1 and 2.

For some guidance around the level of investment necessary, we can look to the Government of England's<sup>8</sup> national strategy for improving adult literacy, launched in 2001. That strategy aimed to improve skills in 750,000 adults with an investment of £1.5 billion over three years. The strategy was then enriched by a further £1.6 billion over five years to reach an additional 750,000 learners. Canada's bilingual, aboriginal and multi-cultural profile is different than England's and impacts on the costs of developing and delivering targeted literacy strategies across this vast land. As our challenges are greater, we might project somewhat higher costs over the long term. As a start, we suggest an initial campaign targeting one million learners with an investment of at least \$5 Billion over 10 years.

If the government of Canada chooses to make a significant investment of this order, the benefits will be exponential. Literacy gains of individuals have social and economic benefits for them, their extended families, their communities and our economy. We know from international comparisons that countries with stronger "learning cultures" are also more prosperous and more equitable.

It is important to emphasize that much of the investment must be dedicated to strengthening delivery capacity and increasing access to literacy services across Canada. Significantly increased support for front line delivery is essential to creating a more literate Canada.

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<sup>8</sup> Skills for Life: The national strategy for improving adult literacy and numeracy skills" launched in 2001.

## **8. Stakeholders**

The feasibility of the Action Plan is contingent upon important contributions by various literacy stakeholders. All sectors of society will benefit from enhanced literacy and should therefore be engaged in its development and/or implementation. Please see **Annex 2** for a preliminary (but not exhaustive) list of literacy players and stakeholders.

## **9. Next Steps**

This Action Plan has been developed from the perspective of the national literacy organizations, based on the National Literacy Action Agenda endorsed by the wider literacy community in 2002-03. As key stakeholders, literacy community members are committed and ready for ongoing engagement in defining needs and creating solutions.

Literacy is a very complex issue, interconnected with a range of other social, economic, and educational issues, and solutions will need to be adjusted as we go along. There are no quick fixes! We look forward to working with the government and other stakeholders as together we refine and implement a successful pan-Canadian literacy action campaign.

Strategic Pillars	Activities Years 1 to 3 (2006-2009)	Outputs Years 1 to 3 (2006-2009)	Contribution to Infrastructure Outcomes Years 1 to 3 (2006-2009)	Contribution to Behavioural and Attitudinal Outcomes Years 4 to 5 (2010-2011)	Contribution to Societal Outcomes Years 6 to 10 (2012-2016)
<b>1. Developing a quality adult literacy/basic education system</b>					
1.1 Developing System Governance	<p><b>YEAR 1:</b> Ensure that a strong central federal literacy agency is in place (i.e., a strengthened NLS)</p> <p>Engage provinces and territories in order to lay foundations for intergovernmental cooperation and intergovernmental accord(s) on literacy (multilateral or bilateral)</p> <p>Support engagement of literacy community, including umbrella groups, front line workers and adult learners, in providing advice around guiding principles etc. for accords</p> <p>Develop terms of reference (including guiding principles, roles and responsibilities, funding formulae, accountability frameworks, etc.) for accord(s)</p> <p>Create a funding envelope to support accord(s)</p> <p>Develop and sign accord(s) with provinces and territories</p> <p><b>YEARS 2 and 3:</b> Continue to develop and sign accord(s) with provinces and territories. <b>Make adjustments if needed based on learnings from year 1.</b></p>	<p>Intergovernmental accord(s), including multi-Year F-P-T funding framework with commitment for ongoing adequate financial support for programs (indicators: F-P-T accords signed; funding plans in place in each P-T).</p> <p>Federal literacy agency mandate (terms and conditions, and funding envelope in place)</p> <p>Additional intergovernmental accords, (indicators: F-P-T accords signed; funding plans in place in each P-T).</p>	<p><u>Inter-governmental</u> cooperation around literacy (indicator: progress in accord implementation).</p> <p>Federal government <u>inter-departmental</u> cooperation around literacy (indicators: coverage and depth of literacy integration in departmental priorities).</p> <p>Funders/government consult with and involve literacy stakeholders on a timely basis (indicator: timely involvement ratio).</p> <p>Channels for input into policy and program development from learners and literacy practitioners are established and effective (indicators: timely integration of literacy-friendly mechanisms in government programs).</p> <p>Canada meets its commitment under the United Nations Literacy Decade (indicator: report results).</p>	<p>Availability and use of a full range of programs across rural and urban Canada (indicators: database shows that programs exist, programs are funded, publicized and used by increasing numbers of learners)</p>	<p>A sustainable, diverse, and thriving adult basic education system (indicators: stable funding; practitioner turnover rate; literacy program participation and retention rates; graduation rate).</p> <p>A more literate society (indicators: IALS results; book and newspaper sales; internet access in homes; library circulation; university and college enrolment).</p> <p>A healthier society (indicators: education as health determinant; cost-burden on the health system).</p> <p>A more productive society (indicators: education as predictor of employability; cost burden on social net; cost-burden on the judicial system; annual income per capita; GDP; voter turnout).</p>
1.2 Building Capacity and Quality in the System	<p><b>YEARS 1 and 2:</b> Through new accords, increase funding for existing delivery agencies and initiatives</p> <p>Literacy delivery stakeholders (provinces / territories and literacy community) develop comprehensive targeted literacy action plans for:</p>	<p>Increased funding</p>			<p style="text-align: center;">↓</p>

**National Literacy Action Plan  
Logic Model**

Strategic Pillars	Activities Years 1 to 3 (2006-2009)	Outputs Years 1 to 3 (2006-2009)	Contribution to Infrastructure Outcomes Years 1 to 3 (2006-2009)	Contribution to Behavioural and Attitudinal Outcomes Years 4 to 5 (2010-2011)	Contribution to Societal Outcomes Years 6 to 10 (2012-2016)
	<ul style="list-style-type: none"> <li>- family literacy</li> <li>- workplace / workforce literacy</li> <li>- Aboriginal literacy, Francophone literacy, and literacy for New Canadians</li> <li>- special needs groups (eg youth, seniors, people with disabilities)</li> <li>- ICT and literacy</li> <li>- articulation and bridging from adult basic literacy to secondary school credentials to skills training</li> <li>- "Literate cities", "Learning communities", etc."</li> </ul> <p><i>(please note that some of these strategies may already be in place or in development, and should be built on)</i></p> <p>Literacy delivery stakeholders (provinces / territories and literacy community) develop professional development strategies</p> <p>Literacy agencies, with the Central Agency and delivery stakeholders develop a comprehensive evaluation plan</p> <p><b>YEARS 2 and 3:</b> Governments support roll-out of action plans developed in year 1</p> <p>Implement targeted action plans (may involve creating new initiatives to fill gaps)</p> <p>Literacy infrastructure groups play coordinating and other supporting roles in roll-out of action plans</p> <p>Literacy delivery stakeholders develop comprehensive action plans for targeted public awareness / outreach (once adequate programming is in place to meet new demands)</p> <p>Develop data collection strategies and mechanisms and collect baseline data</p> <p><b>Review results to adjust strategies if needed and develop action plans for next 3 years.</b></p>	<p>Strategies / Action plans (indicator: coverage and relevance of action plans).</p> <p>Professional development program (indicator: endorsement of program).</p> <p>Evaluation plan (indicator: endorsement of plan).</p> <p>Action Plans designed, enabling material developed, delivery channels established and resourced (indicator: P-T program gap coverage ratio).</p> <p>Public awareness strategy and capacity (indicators: targeted audience coverage ratio).</p> <p>Promotional events and publications that reach out to target audiences (indicator: actual audience coverage ratio).</p> <p>Training and support services delivered to more learners (indicator: number of new learners in existing programs).</p> <p>Baseline data gathered for indicators (indicator: baseline data coverage ratio).</p> <p><b>Adjusted and/or new action plans at end of year 3</b></p>	<p>see above</p> <p>Learners are being reached and make use of programs and services (indicators: learner expression of interest in increasing their level of literacy; learner enrolment levels).</p> <p>Literacy workers have the capacity and capability to meet program administration and delivery requirements (indicators: capacity coverage ratio and competency ratio).</p> <p>Qualitative and quantitative data on learning outcomes are tracked and documented (indicators: increased timeliness and quantity of data; evidence-based impact statement; better snapshot of literacy).</p>	<p>see above</p> <p>Effective use of a full range of programs across urban and rural Canada (indicators: eligible learner enrolment ratio; practitioner and learner program satisfaction index; literacy level; literacy coverage).</p>	<p>see above</p> <p>see above</p>

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1.3 Strengthening Access to the Adult Literacy System	<p>Devise mechanisms to ensure that learners have access to a range of programs from adult basic literacy to secondary school credentials to skills training, and are able to access the learning they need when they need it</p> <p>Devise 'articulation' mechanisms and supports to help learners bridge from one "system" to another</p> <p>Also see Strategic Pillar 2, below</p>	Map of adult learning pathways, gaps and articulation mechanisms needed (indicator: endorsed map)		Clear and functional literacy/basic adult education progression path (indicators: use of PLAR; use of pathing tools; reported synergy between learning systems).	see above
<b>2. Addressing Barriers to Learning and Social Inclusion</b>					
<p>2.1 Removing systemic barriers</p> <p>2.2 Working with other sectors to integrate literacy with other social issues</p>	<p><b>YEAR 1:</b> Develop a federal literacy policy applicable to all federal departments and agencies (see Rec. 2 from the HRDC Standing Committee report)</p> <p><b>YEARS 2 and 3:</b> Develop a government clear communication policy.</p> <p>Every federal and provincial department reviews public policies and programs through a literacy lens, departments cooperate around literacy issues</p> <p><b>YEARS 1 and 2:</b> Liaise with other fields/sectors that interface with less-literate Canadians to build awareness and co-identify needs. (also see Strategic Pillar 4)</p> <p>Develop plan for advancing inclusion of literacy considerations in community development initiatives</p> <p><b>YEAR 3:</b> Roll out support for intersectoral literacy-related initiatives</p> <p><b>Review results to adjust strategies if needed and develop action plans for next 3 years.</b></p>	<p>Implementation plan for literacy policy (indicator: endorsed plan).</p> <p>Government policies at all levels relating to income security, social and family services, health, employment, etc. take literacy issues into consideration (indicators: coverage of review; progress in policy implementation).</p> <p>Events, plan, funding for community development initiatives that address literacy in a social context (indicators: community coverage ratio; funding level commitment).</p> <p>Events and needs identification (indicators: field/sector coverage ratio; expressed commitment to addressing needs).</p> <p>Intersectoral literacy-related initiatives underway (indicators: number of initiatives; dollar value of support, participant reach; satisfaction index).</p>	<p>Public information is accessible, in clear language, in alternative formats, to people who speak English, French, and Aboriginal languages (indicators: need coverage; satisfaction index).</p> <p>Inclusion of literacy within community mapping and development (indicator: need coverage; satisfaction index).</p> <p>Literacy awareness is integrated in professional development in other fields of practice that interact with less-literate Canadians (indicators: relevancy index).</p>	<p>Learners receive the enabling support they need (e.g., E-I; childcare, transportation) to take advantage of learning opportunities (indicators: % of programs that provide enabling support; % of eligible learners accessing support).</p> <p>Government-sponsored social processes and venues are more inclusive of less-literate Canadian, e.g., Elections Canada; Income Tax Returns, Museums (indicators: process and venue coverage ratio; sponsor and citizen satisfaction index).</p> <p>Sensitization of helping professionals leads to more Canadians choosing to improve their literacy skills and/or community participation (indicator: enrolment in literacy programs, other activities).</p>	<p>A learning culture (indicator: Canada tied to Sweden in OECD index).</p> <p><i>Contribution to other societal outcomes presented in this logic model.</i></p>

**National Literacy Action Plan  
Logic Model**

Strategic Pillars	Activities Years 1 to 3 (2006-2009)	Outputs Years 1 to 3 (2006-2009)	Contribution to Infrastructure Outcomes Years 1 to 3 (2006-2009)	Contribution to Behavioural and Attitudinal Outcomes Years 4 to 5 (2010-2011)	Contribution to Societal Outcomes Years 6 to 10 (2012-2016)
<b>3. Developing and transferring knowledge</b>					
3.1 Infrastructure	<b>YEARS 1 and 2:</b> Build an infrastructure for research.	Research infrastructure (indicator: endorsement by literacy community and F-P-T governments).	Lessons learned from research are applied to policy development (indicator: events attended by policy writers; policy gap coverage ratio).	More effective practice based on knowledge (indicators: learner retention; progression between levels of literacy).	<i>Contribution to other societal outcomes presented in this logic model.</i>
3.2 Agenda	Build a dynamic research agenda with literacy groups.	Process or mechanism generates research agenda (indicator: endorsement of research agenda by literacy community and F-P-T governments).	Practitioners use and integrate lessons learned from research (indicators: enrolment in professional development deriving from research; renewal of programs based on research evidence).		
3.3 Dissemination and application	<b>YEARS 2 and 3:</b> Disseminate research results, highlighting relevance for practitioners (e.g., via workshops, relevancy in practice). <i>NOTE: The undertaking of research is excluded from the scope of this Action Plan.</i>	Events, information dissemination (indicators: representative attendance and participation; credibility and relevancy of research).			
<b>4. Developing Partnerships</b>					
4.1 Renewing the federal partnership strategy	<b>YEARS 1, 2, and 3</b>  Build on the National Literacy Secretariat's partnership model to renew the partnership strategy and engage in discussions with provincial and territorial lead ministries, national and provincial / territorial literacy groups, the formal education system, ESL/FSL systems, business and labour, voluntary sector partners, etc.  (See also activities under Strategic Pillar 2, above)  <b>Review results to adjust strategies if needed and develop action plans for next 3 years.</b>	<b>YEARS 2 and 3:</b>  Engagement plan to help other societal partners learn more about adult literacy, and how they can benefit and contribute (indicator: extent of endorsement).  Protocol between basic adult education and professional education system (indicators: gap coverage index; extent of endorsement).	A wide range of organizations and institutions become aware of the benefits of addressing adult literacy (indicator: literacy action undertaken by these partners, i.e., labour, church and faith groups, small and medium businesses).  Employers provide and pay for literacy programs on-site as part of the job (indicator: action undertaken by employers).	All sectors become committed stakeholders in building a learning society (indicators: very large number of actions; evidence of literacy-related programs and services).  Models are in use for including literacy in social development (indicators: literacy is embedded in other social issues, e.g., health, justice, poverty, Aboriginal peoples, youth, seniors).	<i>Contribution to other societal outcomes presented in this logic model.</i>

## **National Literacy Action Plan Preliminary List of Adult Literacy Stakeholders**

## **Annex 2**

This list of stakeholders is not exhaustive, and we apologize if any key players are left out. The National Adult Literacy Database ([www.nald.ca](http://www.nald.ca)) has links to Canadian national, provincial / territorial and local literacy organizations as well as many other stakeholder organizations.

### Government

- Federal Government
- Provincial and Territorial Governments
- Municipal Governments
- Council of Ministers of Education Canada
- Forum of Labour Market Ministers of Canada

### National Literacy orgs

- ABC CANADA Literacy Foundation
- Fédération canadienne pour l'alphabétisation en français (FCAF)
- Frontier College
- Laubach Literacy of Canada
- Movement for Canadian Literacy (MCL)
- National Adult Literacy Database (NALD)
- National Indigenous Literacy Association (NILA)

### Provincial and Territorial Literacy organizations

- AlphaPlus Centre (Ontario)
- Coalition francophone pour l'alphabétisation et la formation de base en Ontario
- GOAL: Ontario Literacy for Deaf People
- Labrador Literacy Information & Action Network
- Literacy Alberta
- Literacy BC
- Literacy Coalition of New Brunswick
- Literacy Network Ad-hoc Group of Newfoundland and Labrador
- Literacy Nova Scotia
- Literacy Partners of Manitoba
- Literacy Partners of Quebec
- Nunavut Literacy Council
- NWT Literacy Council
- Ontario Literacy Coalition
- Ontario Native Literacy Coalition
- PEI Literacy Alliance
- Quebec English Literacy Alliance
- Regroupement des groupes populaires en alphabétisation du Quebec
- Saskatchewan Literacy Network
- The Centre for Family Literacy (Alberta)
- The Centre for Literacy of Quebec
- Yukon Literacy Coalition

### Literacy delivery settings

Literacy is delivered in a range of settings, including:

- Community-based organizations
- Community colleges
- School Boards
- Workplace (Union-led, Employer-led, joint leadership)
- Non-literacy NGOs (see below)

### Non-literacy NGOs with literacy-related initiatives (current and past)

Canadian Association of Family Resource Centres  
Canadian Association Of Independent Living Centres  
Canadian Association of Municipal Administrators  
Canadian Council on Social Development (CCSD)  
Canadian Language and Literacy Research Network  
Canadian National Institute for the Blind (CNIB)  
Canadian Policy Research Networks (CPRN)  
Canadian Public Health Association  
Centre for Canadian Language Benchmarks  
Consumer Association of Canada  
John Howard Society  
Learning Disabilities Association of Canada  
Neil Squire Society  
REACH Canada  
TESL Canada (Teaching English as a Second Language)  
United Way of Canada  
YMCA Canada  
YWCA of/du Canada

### National education stakeholder groups

Association of Canadian Community Colleges  
Canadian Association for Prior Learning Assessment  
Canadian Education Association  
Canadian Teachers Federation  
National Association of Career Colleges  
Canadian Association for Community Education  
Canadian Association for the Study of Adult Education (CASAE)

### Providers of education / training for literacy workers

AlphaPlus Centre  
Community Colleges  
Various Universities with courses for Adult Literacy Educators

### Business / Labour Partners with an expressed interest in literacy

Canadian Business and Labour Centre (CLBC)

The Alliance of Sector Councils

Labour Partners

Canadian Business and Labour Centre (CLBC)

Canadian Labour Congress (CLC)

Canadian Union of Public Employees (CUPE)

Business Partners

Conference Board of Canada

Canadian Chamber of Commerce

Federal Agencies with literacy-related activities

Elections Canada

Canada Post Corporation

Canadian Commission for UNESCO

Canadian Council on Learning