

LITERACY AND BASIC SKILLS

Service Provider Guidelines

November 2011

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1.0 Introduction

The purpose of the Literacy and Basic Skills (LBS) Program Service Provider Guidelines is to provide the required information and broad policy direction that is needed by service providers to deliver the LBS Program under their transfer payment agreement with the Ministry of Training, Colleges and Universities (the Ministry) under the Employment Ontario umbrella of programs and services.

The LBS Program has two broad functions: service delivery and service development. These Guidelines are for the service delivery function only. There are separate guidelines for the service development function entitled *LBS Support Organization Guidelines*. The LBS Program including Academic Upgrading (AU), has been updated in response to the feedback the Ministry has received from its service providers, clients and stakeholders.

The new Ontario Adult Literacy Curriculum Framework (OALCF) will be the cornerstone of Employment Ontario's Literacy and Basic Skills (LBS) Program, helping adults to achieve their goals of further education, work and independence. The OALCF uses common language of competencies, standard measures for learner progress and five goal paths.

Learning activity will now be described by five goal paths: employment, apprenticeship, secondary school credit, postsecondary and independence. These goal paths are described at three levels of task performance. This change shifts the focus from skill development to skill application as related to the learner's goal.

The postsecondary goal path and the apprenticeship goal path replace AU to describe the learning program which an LBS service provider uses to prepare learners for transition to college and apprenticeship. The employment goal path replaces AU when a learner requires a grade 12 equivalency for a job.

1.1 ***Context for the Literacy and Basic Skills Program***

Ministry Vision:

Ontario will have the most highly educated and skilled people in the world in order to build the province's competitive advantage and quality of life.

The Ministry invests in the knowledge and skills of Ontarians to ensure they have maximum opportunities for success.

The LBS Program is part of the overall Employment Ontario network. In 2007, Employment Ontario brought together employment and training services from the federal and provincial governments into one coherent and comprehensive service delivery system.

The Employment Ontario Service Promise:

- To ensure the highest quality of service and support to help individuals meet career or hiring goals;
- To provide opportunities to make it easier for individuals to improve their skills through education and training;
- To ensure that no matter which *Employment Ontario* office an individual walks into they will get the help they need;
- To work with employers and communities to build the highly skilled, highly educated workforce Ontario needs to be competitive.

The LBS Program was created in 1997 and contributes to the Employment Ontario Service Promise by providing opportunities to adults to improve their literacy and basic skills and by providing information about other Employment Ontario programs. The LBS Program's new Ontario Adult Literacy Curriculum Framework (OALCF) describes the literacy competencies adults need to pursue their goals of employment, further education (such as secondary school credit or postsecondary), training (such as apprenticeship or skills training) and increased independence. The OALCF links the LBS Program to the requirements of employers, educational and training providers and other community partners in an easy to understand way and furthers the EO promise of building a highly skilled, highly educated workforce in Ontario.

Without foundational literacy abilities, individuals are significantly disadvantaged in their efforts to pursue their goals of a career, maintaining current employment, participating in further education and training opportunities and increasing personal independence. The LBS Program provides adults with that foundation from which many doors can now be opened.

1.2 Employment Ontario Service Delivery Framework

There is an Employment Ontario Service Delivery Framework within which the LBS Program is to be delivered by a network of third-party service providers. It is based on the expectations individuals have for the delivery of services they will receive. Services are tailored to meet each individual's needs and can be provided one-on-one, in group format and/or through e-Channel distance delivery.

Individuals are satisfied when:

- they are served in a timely manner by knowledgeable and competent staff that go the extra mile, are courteous, treat them fairly and get them what they need
- services are accessible, individualized, of high quality, and effective
- services focus on client needs
- services are of the same high quality no matter how or where individuals access them.

Key principles guide all of Employment Ontario service delivery, including the LBS Program.

Accessibility – All Employment Ontario service providers will provide clients with clear, well-marked paths to the training and employment information and services they need. Employment Ontario provides reasonable and equitable access to services across the province, which includes accommodation for special needs.

Client-Centric - For each individual, employer or community, all Employment Ontario service providers deliver services tailored to their needs and address special requirements or circumstances (social, demographic, geographic or technological).

Quality - With every client contact across every channel, all Employment Ontario service providers deliver a helpful and positive client experience while maintaining confidentiality and ensuring privacy.

Integration - Service delivery goals, processes, infrastructure and technology are aligned across channels allowing all Employment Ontario service providers to meet client need and provide seamless service.

Cost-Effectiveness – All Employment Ontario service providers use technology, simplify business processes and leverage partnerships so as to invest public funds in ways that achieve the best results possible with the resources available.

Accountability - Performance is measured against program outcome and customer service standards so both government and its service providers are answerable for service delivery results.

Community-Based Coordination – All Employment Ontario service delivery is provided throughout the province by service providers that coordinate their work at the community level through participation in the local planning and coordination process.

1.3 Employment Ontario Customer Service Expectations

LBS service providers must have:

- a customer service charter that is posted and visible to customers
- a customer complaint and resolution process in place, and
- delivery site(s) and facilities and hours of operations that reflect customer need.

A customer service charter is a means of expressing the value a service provider places on service quality by encouraging and responding to client feedback. It outlines the process and timeframe for dealing with customer compliments and complaints. Service providers are free to write charters that include as many elements as they choose.

However, the following three elements must be included:

- the service provider believes in quality service
- the service provider encourages feedback (compliments or complaints)
- the service provider will follow up on this feedback in a prescribed manner and timeframe.

Delivery sites and facilities must reflect customer need, including but not limited to:

- accessible facilities or service provision at an accessible site
- itinerant and/or mobile services where local need is identified
- hours that include evenings and/or weekends based on identified need.

As part of the Performance Management System, service providers report to the Ministry on customer service, including a measure of customer satisfaction. Along with other LBS Program performance measures, the Ministry will phase in additional service delivery and customer service expectations over time. These are vital to ensuring accountability, consistency in quality, customer experience and service improvement.

1.4 Employment Ontario Information and Referral Network and Services

All Employment Ontario service providers must provide Ontarians with information on and referrals to all Employment Ontario employment and training programs and services, whether or not the service provider is contracted to deliver that program or service.

Each LBS service provider must:

- Have a process in place to identify each client's information and referral needs in an efficient and effective way
- Make information accessible to the client, in print, over the phone an/or electronically, about all Employment Ontario (EO) Services
- Ensure clients receive accurate and current information on the EO services relevant to their needs
- Help clients understand their program and service options from across the EO network
- Match clients with the service and provider that best meet their needs in the fewest possible steps, even if this means referring them to another provider when the referring provider also delivers the service
- Continually improve their information and referral service based on client feedback
- Ensure their contact information and service descriptions are accurate and up to date both on the Web and in any print materials they provide to customers or other EO service providers.

2.0 Literacy and Basic Skills Management Overview

Literacy is defined as:

The ability to read, write, calculate, speak, and understand, as well as sign (for the Deaf) and communicate in other forms of language, according to need. Literacy is a continuum of these skills necessary for everyday life in the home, at work, in education, and in the community.

Basic skills are the additional skills a learner needs to use their literacy skills, such as, digital technology, interpersonal skills, problem solving and critical thinking.

The objectives of the LBS Program are to:

- provide instruction to adults who lack the required literacy and basic skills to prepare them for successful transition to goals related to employment, further education and training, and independence
- provide learners with appropriate referrals to access additional supports they may need to achieve their goals
- coordinate literacy and other services to help move Ontario toward a seamless adult education and training system that supports an adult's life long learning
- provide learners with quality literacy services that meet their needs
- focus literacy services on those adults most in need of them
- ensure accountability to government, to the public, and to learners in the provision of literacy services that are effective, efficient and satisfy customers.

In addition to the key principles that apply to all EO services outlined in section 1.2, the LBS Program achieves these objectives by being:

- **Learner centred.** LBS service providers respect learners and provide a supportive learning environment. LBS service providers support learners in setting achievable learning goals and by developing a learner plan to achieve the learning goals.
- **Based on adult education principles.** LBS service providers provide adults with a range of learning experiences that helps learners make progress: they use varying methods of instruction; they respond to learner's gaps in knowledge; and they include learners in decisions that affect learners.
- **Transition oriented.** Literacy services support learners' successful transitions to their goals by providing goal-directed, contextualized programming, and coordinated learner supports and services.
- **Linked to the broader education and training system as well as to the labour force.** LBS service providers link learners to educational and training

opportunities provided through the Ministry of Training, Colleges and Universities, the Ministry of Education, the Ministry of Citizenship and Immigration, the Ministry of Community and Social Services, Human Resources and Skills Development Canada and employer organizations. The LBS Program does not duplicate but complements the broader education and training system.

The OALCF and the LBS Program

The OALCF is the cornerstone of the LBS Program and provides direction to service providers on how to deliver learner-centred, transition-oriented programming that is based on adult education principles. Through the curriculum framework, the OALCF provides the standards to link the LBS Program to the labour force and to the broader education and training system.

The OALCF is a broad term that refers to all the features of delivering a competency-based program. This includes the six competencies; the three task complexity levels for assessment purposes; descriptions of learner transitions to work, further education and training or independence; service coordination; and, culturally appropriate and goal-related learning and assessment tools and resources.

The term curriculum framework refers specifically to the six competencies described at three levels of task complexity and is the core of the OALCF. The curriculum framework's competency-based approach helps practitioners and learners clarify the connections between literacy development and the real-life tasks learners perform in work, learning, and community contexts.

The OALCF:

- supports the development of task-based programming
- helps practitioners focus on strengthening the learner's ability to integrate skills, knowledge and behaviours to perform authentic, goal-related tasks
- supports the development of contextualized programming that reflects the learner's culture, language and other features specific to a goal
- defines the scope of the LBS Program using five goal paths: employment, apprenticeship, secondary school credit, postsecondary and independence
- builds on current literacy practices and strengthens the links between the LBS Program and Ontario's employment, education and training system
- supports the LBS Program's new performance management framework.

Each LBS Program service provider is funded to provide learners with all five LBS services: Information and Referral, Assessment, Learner Plan Development, Training, and Follow up. The details of each service are provided in more detail in Section 3.

Everyone is welcome to enter an LBS Program delivery site but not everyone will need to use all the services provided by the service provider. For example, a client may only use the information and referral service. This person is called a client but once a client has been assessed for the purposes of placement and learner plan development, he or she becomes a learner and his or her relevant information is recorded in the LBS Service Plan.

The LBS Program focuses on adults who reside in Ontario and are unemployed, with special emphasis on people receiving income support (see definition in Glossary). The LBS Program is also open to employed Ontarians who need to improve their literacy and basic skills in order to maintain or upgrade their work skills.

The LBS Program serves Anglophone, Native, Francophone and Deaf learners. Service providers design programming to address the unique cultural and linguistic needs of learners as they apply to the learning requirements of each of the five goal paths.

The annual funding cycle begins with the LBS service providers in each community meeting to plan and coordinate literacy services for the next fiscal year. All service providers participate in the literacy services planning and coordination (LSPC) process in their community. Regional Networks facilitate the LSPC process to draft a plan of LBS service provision that addresses emerging community needs and ensures there is no duplication of service provision.

As a result of the literacy services planning and coordination process, LBS service providers recommend to the Ministry the provision of literacy services in their community. e-Channel service providers plan and coordinate the literacy services for their virtual community on a provincial basis.

Since the annual LBS Business Plan is matched to the results of the community planning and coordination process recommendation, it is drafted prior to the business planning process.

Business Planning

Business planning is an essential element of the LBS Program and an important component of the annual funding process. Improved service delivery results from the time and effort devoted to thoughtful business planning.

Developing a business plan creates an opportunity for service providers to review improvements, to reassess goals and set new targets and, to determine strategies for addressing challenges. Preparing annual business plans allows agencies to tailor and focus their services in response to changing needs in order to meet the directions and priorities of the Ministry.

A business plan describes the LBS service provider's capacity to deliver the LBS Program, service commitments, and improvements for the coming year. The business plan specifies the indicators that will show what progress will be achieved by what date toward the LBS service provider's targets and commitments. The Ministry is implementing a performance management system that is based on continuous improvement and that will allow the LBS Program to demonstrate the results of its efforts and improve service over time. The Ministry has developed measures and indicators in the areas of efficiency, effectiveness, and customer service (see 2.3 , Performance Management).

Under the transfer payment agreement with the Ministry, LBS service providers are required to provide reports. Activities are also monitored throughout the year by Ministry staff against the commitments that LBS service providers have made in their annual business plans.

Sites and locations are defined as follows:

Site: LBS service delivery organizations carry out LBS Program administration activities at *sites*. Administration includes an on-site administrator who is able to provide general information about literacy in response to enquiries from the public, potential learners and tutors. The site is legally accountable for meeting contracted deliverables to the Ministry as listed on the Schedule B of their agreement.

Locations: LBS service delivery organizations may also provide LBS services to learners at *locations*. Locations are associated with a site with program administration activities carried out at the site. For example, an organization may provide LBS services at multiple locations, but must administer the program from the site listed on their agreement.

2.1 Strategic Priorities

In 2012-13, the strategic priorities for the LBS Program will focus on the full implementation of the Ontario Adult Literacy Curriculum Framework (OALCF). The Ministry and the LBS Support Organizations are providing the necessary supports, including comprehensive training, to ensure that service providers have the necessary tools and capacity to implement the OALCF. The OALCF supporting tools and resources are available to service providers and the public through Employment Ontario Partners Gateway website <http://www.ontario.ca/eopg> .

2.2 Components of the Literacy and Basic Skills Program

Through the LBS Program, learners access five services that contribute to development of a learner plan. Service providers may focus on preparing learners for different goal paths but each learner regardless of the focus of the service provider's programming receives the same five services:

- Information and Referral
- Assessment
- Learner Plan Development
- Training
- Follow-up

The following graphic shows how each of these services contribute to the learner's transition to goals beyond the LBS Program.



The Information and Referral service ensures that information about the LBS service provider's literacy training opportunities, approaches and targeted clients is available to learners, potential learners, clients, volunteers, other interested individuals and referring organizations. Through the Literacy Services Planning

and Coordination (LSPC) process facilitated by the Regional Networks, a community wide marketing and promotion strategy is developed to communicate to the public that the LBS service providers are part of an integrated system of LBS service provision which in turn is integrated into the broader EO program provision. It is often at the stage of information and referral that a service provider conducts a very general literacy screening to a client to determine if the LBS Program would be appropriate.

LBS service providers also provide Ontarians entering their delivery site with information on and referrals to all Employment Ontario employment and training programs and services.

Assessment is any process or procedure that gathers information for making decisions about a learner's knowledge, skills, behaviours and abilities. It forms a critical part of everyday activities in a literacy program as decisions are made on how to best meet learners' needs. Assessment includes a wide range of approaches from informal procedures to formal standardized assessments or tests. LBS service providers conduct assessments at intake (upon registration and placement), during programming (as part of program delivery), and at exit (when learners complete the learner plan).

Learner Plan Development produces the learner plan which describes the goal path – that is, the learning or program elements that prepare learners for their next steps beyond the LBS Program. It includes the learner's goal, background information, assessment results, milestone tasks, culminating task, learning activities, program duration, additional supports required by the learner, and referral results.

Training. The focus of the LBS Program is the literacy instruction that LBS service providers deliver to adult learners to enable them to acquire the necessary skills and competencies to transition to their goal. All other LBS services support the training service. Learners not only acquire the skills, but also demonstrate the ability to use the newly acquired competencies for authentic and meaningful tasks.

Follow up. LBS service providers contact learners at exit and at three, six and twelve months after they leave the LBS Program in order to document their outcomes. This delivery service helps demonstrate the value and effectiveness of the four other delivery services in meeting the literacy needs of learners.

Literacy Services Planning and Coordination (LSCP) is a process facilitated by the Regional Networks in which all funded LBS service providers participate to recommend what complement of LBS services which have what goal path focus will best serve the needs of adult learners in a community. This process is focussed on the activities of the service providers and does not directly involve the clients or learners. The results of the LSPC process provide the Ministry with important evidence that the service providers have acted in a cooperative manner to eliminate duplication and to maximise value and access to learners. Service providers provide LBS services that focus on one or more goal paths according to the demonstrated success of learners being transition ready and moving on to

their selected goal.

Suitability criteria are more important than eligibility to the decision about access to LBS services. Section 3 outlines in detail the key considerations and indicators of suitability. In short they include:

- Learning performance: characteristics which may affect learning performance, such as, language, physical disability, education level.
- Motivation and study habits: characteristics which may result in motivational challenges or study habit issues, such as, length of time away from formal education, history of interrupted education.
- Demographics: characteristics which have been identified as barriers to learning such as age, level of education attained, source of income support.

The LSPC process helps to ensure that service providers analyse their program participant characteristics to determine if service provision reaches those who are most suitable to the LBS Program and who could benefit from participation.

2.2 Service Quality and Performance Management

The introduction of a Performance Management Framework (PMF) to the LBS Program aims at making the program more effective, efficient and customer-focused. With the expertise and local knowledge of service providers, the LBS Program provides the most appropriate service to clients and learners so that they can achieve the best outcomes.

To ensure this happens consistently throughout Ontario, the Ontario Public Service (OPS) relies on performance management systems that support high quality customer service and outcomes in a manner that is transparent and accountable.

Performance management systems evaluate service effectiveness, provide benchmarks to ensure consistent standard of service quality to all customers and support service providers to set targets to continuously improve service.

A transparent performance management system means that everyone involved - clients, communities, delivery organizations and the funder - understand what quality of service is expected, how it is measured, how the service system is performing and where there is room for improvement. The expectations related to service delivery and outcomes are clear and service quality standards and continuous improvement result in more satisfied clients, service deliverers and funders.

Simply put, the benefits to clients are improved service and results.

The benefits to the funder are improved results and value for money through high quality services for all Ontarians. The benefits to the service provider are:

- greater independence in determining delivery strategies and tactics as Ministry staff take on a more strategic consulting approach to the relationship
- increased influence locally and with the Ministry in discussing changes to service plans, program design and resource allocations because of clear, consistent performance measures, standards and continuous improvement expectations
- increased learning from best practices and insight into customer satisfaction
- more flexibility, efficiency and strategy in planning and resource allocation
- more productive conversations with Ministry staff because of clear and consistent measures and standards
- greater ability to respond to sudden external shifts (community, economic or social) through a more empowered, flexible and responsive model of business management.

Characteristics of Effective Performance Management Systems

The performance management system is a vital tool for both service providers and the Ministry for service planning, delivery and management. It will assist service providers to be even more effective, customer-focused and efficient in achieving a high standard of overall service quality.

Effective performance management systems:

- define three dimensions of service delivery success: customer service, effectiveness and efficiency
- identify four to eight inter-related core measures of performance
- establish measurable standards of performance in each service delivery dimension and in overall service quality, and incorporate indicators of organizational strength and capacity
- establish core measure standards based on what is (baseline), and targets based on what can be (continuous improvement)
- are based on consistent, reliable and verifiable data
- link funding to a consistent standard of overall service quality
- are transparent and clarify performance expectations and the relationship to funding
- focus on continuous improvement, flexibility, adaptability and constant evolution
- reward excellence and innovation.

A performance management system supports ongoing program design, development, innovation and decision-making. It sets out the core measures of performance that contribute to an overall service quality standard. It ensures that results are assessed on effectiveness, customer service and efficiency and that all three are balanced and evaluated as part of overall service quality.

Roles and Responsibilities

One of the key benefits of an effective performance management system is the clarification of roles and responsibilities between service providers and the Ministry.

The Ministry:

Defines the program and sets baseline standards for service delivery and quality. This includes:

- designing the program and setting program policy
- providing guidelines to service providers
- developing reporting requirements and tools
- clarifying service delivery and performance expectations
- providing a transparent service and funding decision matrix
- providing advice and guidance that clarifies Ministry expectations to organizations developing business and service plans.

Ensures transparency and accountability. This includes:

- service level and funding decisions consistent with the funding framework
- funding status decisions consistent with the Funding Decision Model (see 2.6.1)
- monitoring and evaluating delivery performance against agreement commitments
- monitoring agreement and guideline compliance.

Service Providers:

Deliver services in accordance with the agreement, service guidelines, performance and accountability requirements, standards and service provision agreements made through the literacy services planning and coordination process. This includes:

- planning, implementing and evaluating program delivery strategies and operational plans, including procedures to enable the timely identification of risks to the LBS Program and strategies to address the identified risks, to achieve agreement commitments
- implementing processes and procedures that support client and organization-level service decisions consistent with program design and policy and with the service provision agreements made through the literacy services planning and coordination process
- providing service approaches to accommodate the variable needs of regions, communities and clients
- providing Information and Referral to EO programs and services and/or to other programs and services offered in the community.

Manage resources. This includes:

- allocating funding to meet agreement commitments
- providing budget and financial oversight
- implementing effective financial and data reporting systems.

Manage business systems. This includes:

- developing, implementing and evaluating systems to effectively manage human resources, information, agency and community-level communications and customer service
- developing and sustaining organizational capacity to deliver the LBS Program
- maintaining current and relevant information to meet Information and Referral requirements for the EO network.

Shared Responsibilities:

- ongoing review and evaluation of service design, performance management framework and customer service expectations
- seeking to raise the level of service quality across the province so that all Ontarians have access to high quality services
- identifying leading edge and innovative practices in service design, delivery and performance management.

2.3 LBS Program Performance Management System

All Ontario Public Service performance management systems support high quality customer service and results in a manner that is transparent and accountable.

The LBS Program Performance Management System (LBS PMS) will assist service providers to be even more effective, customer-focused and efficient in achieving a high standard of overall service quality.

The LBS Program Performance Management System supports:

- priority setting (what gets measured gets improved)
- resource allocation (what gets measured gets funded)
- evidence-based problem solving and decision making
- continuous improvement based on data-driven decisions.

At its most basic, LBS PMS means that effectiveness and customer service results, in addition to efficiency results, are the elements being monitored and reported on. All three are balanced and evaluated as part of overall service quality.

Many EO service providers have already adopted customer service measurement systems based on results. Having a Performance Management System enables all components of service success to be evaluated in relation to each other and to overall service quality.

The components of LBS PMS will eventually include:

- Dimensions and Measures of Service Quality Success
- LBS Program Funding Decision Matrix (to be developed)
- LBS Program Funding Model (to be developed)
- Continuous Improvement in the Ministry's Business Planning Cycle.

Starting in 2012-13, the LBS Program will introduce interim measures of service quality success and an interim standard for each one of these measures.

2.4 Dimensions and Measures of Service Quality Success

The Employment Ontario LBS PMS clearly sets out three broad dimensions of service delivery success:

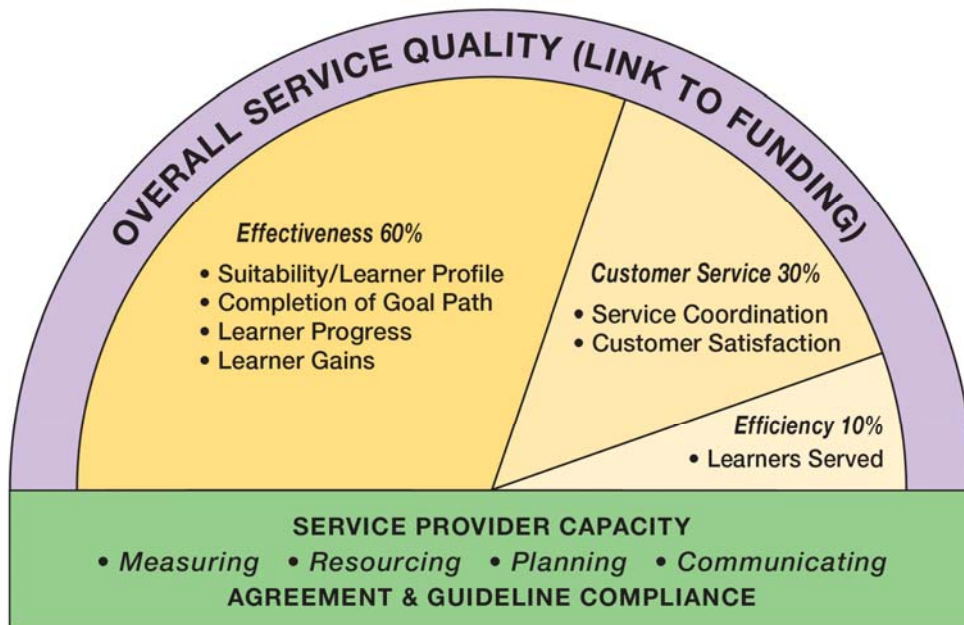
- Customer Service
- Effectiveness
- Efficiency

These three dimensions are weighted to indicate their value when combined to measure overall service quality. The weights identified are according to the mature system, expected to be implemented in 2014-15.

Within each dimension of service quality, core measures of performance are identified and weighted.

Literacy and Basic Skills Service Quality Dimensions, Measures, Weights

SERVICE QUALITY DIMENSIONS OF SUCCESS



Effectiveness: 60%

The dimension of **Effectiveness** measures who is being served by the LBS service provider – **Suitability/Learner Profile**, and what the services achieve for those learners – **Completion of Goal Path, Learner Progress, Learner Gains** (described under 2.3.2 Assessment).

Effectiveness is captured by four measures.

- **Suitability/Learner Profile (10%)** is a measure of who is being served. It examines and quantifies identified learner barriers to achieving learning goals related to employment, further education or training, and independence. This measure ensures that the service providers are providing services to clients who are most in need of LBS services. Suitability/Learner Profile in the LBS PMS is measured with multiple suitability indicators, such as education level, time out of training, age, etc.
- **Completion of Goal Path (20%)** is a measure of who successfully completes all elements of the learner plan.
- **Learner Progress (20%)** is a measure of the successful completion of the required milestones related to a learner's goal path.
- **Learner Gains (10%)** is a measure of the gains learners show using the IALSS 500 point scale in areas of prose and document literacy, and numeracy.

Customer Service: 30%

The Customer Service dimension includes two core performance measures - **Customer Satisfaction** which tells us how satisfied exited learners are with the service, and **Service Coordination** which tells us how integrated service providers are with other services in the community.

Customer Satisfaction (10%) is a measure of feedback from learners who exit the program about their satisfaction with the service they have received. Learners are asked by the service provider to indicate, on a scale of 1 to 5, how likely they are to recommend the LBS Program to someone looking for similar services.

Service Coordination (20%) is a measure of how the service provider's coordination, integration and supported access to and from other services are effectively incorporated into a client's LBS learner plan. It is an indicator of the support a service provider provides to help clients access and participate in education, training, and/or other types of community services either while they are engaged in the LBS Program or at exit from the LBS Program.

Service Coordination tracks how well a service provider works within the LBS and EO delivery system and in the community. It measures the percentage of learners in the LBS Program who experience effective, supported referrals into, during or at exit from the LBS Program. Indicators are listed under 4.1.8.

The measures of Customer Service contribute **30%** to the Ministry's evaluation of overall service quality.

Efficiency: 10%

Efficiency is the final dimension of service quality, and includes one core measure and one indicator. It measures the percentage of the targeted number of learners with an active learner plan who are served.

90% of the Overall Service Quality Standard will be based on Effectiveness and Customer Service, while 10% is on Efficiency.

Achieving the standard of overall service quality is key to stable and ongoing funding. The Ministry sets a provincial baseline for each core measure and weights their impact on overall service quality. Service provider performance is measured against this baseline and their contracted commitments. Funding is secure as long as their overall results meet the Provincial Service Quality Standard and they are in compliance with the Ministry agreement. Service providers must commit to improve performance on any of the core measures in which they have fallen below the provincial standard.

Service providers are able to plan the most appropriate activities to achieve that standard and to distribute and manage their resources accordingly.

Setting Performance Baselines

One of the characteristics of effective performance management systems *at maturity* is using real and verifiable data on actual performance to set baseline performance standards (for the LBS Program, this will happen in 2014-15). Performance commitments listed in the service provider's annual business plan must meet (or exceed) the provincial service quality standard (baseline), and commit to improvement in an organization's actual results.

Over time baseline standards are adjusted to reflect changes to system wide performance. Each year the Ministry will confirm the performance baselines for the following year as part of the annual business planning cycle.

Over time, performance measure definitions and data indicators may also change as real data becomes available for analysis and discussion with service providers and as our knowledge and understanding grows.

Organizational Capacity

The LBS PMS seeks to sustain and improve results over time. Its foundation and success is in the strength of the service provider in planning, measuring, resourcing and communicating. These are the components of organizational capacity. While they do not contribute directly to the measurable standard of overall service quality, they are key to the Ministry's service funding decisions.

Planning

The service provider is able to develop, implement, monitor, and modify action plans to achieve their contracted commitments with the Ministry.

Resourcing

The service provider is able to allocate and develop resources to achieve their contracted commitments with the Ministry.

Communicating

The service provider is able to interact with its staff, the Ministry, and with the community in terms of issues, policies and programs that affect clients and community.

Measuring

The service provider is able to evaluate its success against its business plan, the Ministry's program agreement, guidelines, service quality standards, documentation standards, and policies and procedures.

Organizational Capacity Indicators and Definitions

DIMENSIONS	ORGANIZATIONAL CAPACITY INDICATORS	DEFINITION
Planning	Demonstrated use of data	The service provider has evidence that data (non-financial), including local LMI, is analyzed and evaluated to make both short and long term programmatic/service changes that reflect local labour market and community needs.
Resourcing	Administrative Processes	The service provider has administrative systems in place (Admin, Finance, HR, IT) that support the organization's business commitments to customer service, quality and operational performance.
	Financial Performance Results	The service provider is able to demonstrate it has financial controls and processes in place to track and manage the efficient use of "annual" budget allocations in providing service throughout the fiscal year (period of time for which the budget is allocated). Reporting is accurate and timely.
Communicating	Community coordination	The service provider is able to demonstrate it seeks out and coordinates services with other agencies/organizations in their community including other EO service providers, school boards, Ontario Works, HRSDC Service Canada, employer associations and other service providers. The organization participates in local community planning processes.
	Governance	<p>The service provider has</p> <ul style="list-style-type: none"> • evidence of Annual General Meetings (AGMs) taking place in which the community is invited and/or involved, or • evidence of governance structure which has processes/policies in place to ensure accountability to funders, clients, community and its own staff • a mission and/or mandate consistent with Employment Ontario goals and objectives
Measuring	Customer Satisfaction and Results Management	<p>The service provider has a Customer Service Charter in place that commits to a Standard of Customer Service including a process for customer feedback and timely agency response.</p> <p>The organization has systems and processes in place to track performance against agreement commitments and standards.</p>
	Service Delivery	The service provider's mandate/objectives are aligned with the services provided.

2.5 Funding

Future Funding Decision Model

The LBS Program will implement a funding decision model that will be based on the Ministry's commitment to an effective, streamlined and cost-efficient training system. The model will support the program focus on provision of services to learners. It applies to all LBS funding for operating costs.

Provincial Distribution

In time, the Ministry will determine the appropriate provincial distribution of service delivery funding. The "negotiations" with each service provider and the determination of actual funding within the model will take into account:

- size of region's adult population
- years of education attained
- IALSS literacy levels
- labour market data (such as unemployment rates)
- population density (rural/urban)
- number of learners in LBS-funded agencies
- Francophone population density.

Funding Decision Process

Currently, individual site allocations are determined during the annual business planning process. Based on input from the Literacy Services Planning and Coordination (LSPC) Committee, business plans and on available funding, Ministry staff make funding recommendations. In order to determine the appropriate level of funding, the Ministry is guided by these important variables:

- quality of services and results achieved, as demonstrated by past performance
- compliance with the LBS Program Guidelines
- projected activity levels expressed as numbers of learners to be served
- business plan reflects an agreement of literacy services planning and coordination that the site participated in
- historic activity and funding levels
- geography (urban/small town/rural)
- accessibility of services to clients and learners
- proximity to like services and the need for stand-alone services
- labour market pressures
- growth or rationalisation of the agency or its services
- auxiliary services (access to library, labs)
- learner satisfaction results.

Funding Categories

The Audit and Accountability Requirements posted on the Employment Ontario Partners' Gateway website (<http://www.eopg.ca>) provide a full description of the LBS Program funding categories. The Audit and Accountability Requirements are amended on a yearly basis during the third-quarter for the following fiscal year starting on April 1st.

submit business plans for that year.

Please note that the timelines in this graphic only provide a general example for all programs. In the third quarter of each fiscal year, service providers will receive from the Ministry the revised business plan templates and instructions for the next fiscal year starting on April 1st.

Evaluation for Continuous Improvement

A quality Employment Ontario program evaluates its effectiveness annually. Evaluation of the LBS Program is a participatory and continuous process that includes input from all stakeholders, including clients and learners, staff, referring organizations, community partners, funders and goal path stakeholders. Evidence of continuous improvement to organizational capacity and performance is a key aspect of evaluation.

As a good business practice, LBS service providers may choose to develop an internal agency evaluation system that includes:

- monitoring and evaluation systems to ensure LBS Program activities and outcomes are consistent with those specified in the contract and the LBS Program Guidelines
- a management review of learner files
- a method for gathering other service delivery organization and stakeholder input and feedback
- a method for gathering learner input and feedback
- review and analysis of LBS service delivery organization statistics, either to adjust service delivery where appropriate, or to provide the rationale for variances between projected and actual results
- review and analysis of financial information, including expenditure patterns and any implications for ongoing programming.

3.0 Literacy and Basic Skills Program

Service delivery is the primary focus of the LBS Program. It encompasses a number of specific services that are provided directly to learners. These services range from outreach to adults who want to improve their literacy and basic skills through tailored training to follow-up upon completion of literacy service delivery to measure the impact of participation in the LBS Program. Service delivery is provided throughout the province by LBS service providers who co-ordinate the delivery of their services at the community level through participation in the literacy services planning and co-ordination process.

The LBS Program serves those without the literacy and basic skills necessary to find and keep a job, to successfully participate in further education, to succeed in the apprenticeship program or other skills training, or to meet everyday needs. The LBS Program helps to prepare learners for one of the following five goal paths: employment, apprenticeship or other skills training, postsecondary education, secondary school credit and, independence.

To accommodate individual learner needs and to optimize learner success, various training methodologies should be utilized. For example, e-Channel literacy is a web-based way to deliver literacy training that can either be used by a learner who is working independently or as programming that is blended with face to face instruction provided by an LBS service provider. Learners may also need to access group learning for some components of their learner plan and be individually tutored for others. Some learners could get started on earning credits towards an Ontario Secondary School Diploma in one subject area (e.g., English) while also participating in an LBS Program to gain foundation skills in another required area of competency (e.g., Understand and Use Numbers).

The LBS Program is delivered by colleges of applied arts and technology, school boards and community-based organizations. The community-based organizations must be incorporated as non-profit. All LBS service providers must demonstrate they have the organizational capacity to effectively and efficiently deliver the LBS Program and can meet LBS Program customer service expectations. Service provider organizational capacity includes planning, resourcing, communicating and measuring to demonstrate that appropriate processes and procedures are in place to support learners and the Ministry's accountability requirements. It also includes the establishment of policies on privacy protection and conflict of interest.

Program Services

The Ministry enters into transfer payment agreements with community-based organizations, school boards, and colleges of applied arts and technology throughout the province to provide the following services:

1. Information and Referral
2. Assessment
3. Learner Plan Development
4. Training
5. Follow-up

Together, these services constitute a cycle of learning which clearly lays out the requirements of the learner's goal and follows and evaluates the learner plan to achieve the goal.

Duration

There is no minimum or maximum length of time for a learner's program because of a range of variables unique to the individual learner, such as:

- rate of learner participation each week over a period of time
- the available modes of delivery
- the learner's goal
- the learner's profile.

However, the LBS Program is for those who can participate at a rate of intensity and duration that will lead to learner progress and goal path achievement and for learners who can progress within a reasonable period of time as outlined in the learner plan. An investment of 10 hours per week of learner effort may be required to make sufficient progress to maintain the motivation and persistence necessary to be transition ready.

The two LBS Program measures of learner progress and completion of goal path will be achieved when LBS service providers ensure that program duration and intensity support learner motivation and persistence.

Learner Eligibility and Suitability

The LBS Program focuses on adults who reside in Ontario and are unemployed, with special emphasis on people receiving income support (see 1.3 Definitions). The LBS Program is also open to employed Ontarians who need to improve their literacy and basic skills in order to maintain or upgrade their work skills. No fees are charged to clients and learners for LBS Program services.

The Ministry has established the following criteria for participation in the LBS Program.

LBS service providers must ensure each learner is:

- an Ontario resident
- an adult whose literacy and basic skills are assessed at intake as being less than end of Level 3 of the International Adult Literacy and Skills Survey (IALSS) or the OALCF
- at least 19 years old*; **on an exception only basis**, LBS service providers may serve young adults between ages 16 to 19 who demonstrate the maturity to benefit from adult education. However, returning to the regular school system should be the priority for these learners. LBS service providers may allow age exceptions, not exceeding ten percent of learners enrolled in a fiscal year. In all individual cases, there must be a documented rationale in the learner's file
- If non Canadian born, have demonstrated proficiency at or above Canadian Language Benchmark (CLB) level 6 for speaking and listening and less than CLB level 6 in reading and writing in English or French.

In addition to the above eligibility criteria, LBS service providers determine the suitability of the program for eligible clients based on identified barriers to learning. These barriers are described as Suitability/Learner Profile indicators under section 3.6.

3.1 Information and Referral

The Information and Referral service ensures that information about the LBS service provider's literacy training opportunities, approaches and targeted clients is available to learners, potential learners, clients, volunteers, other interested individuals and referring organizations.

LBS service providers also provide Ontarians entering their delivery site with information on and referrals to all Employment Ontario employment and training programs and services.

LBS service providers must:

- promote the LBS Program within the community as part of an integrated system of literacy service provision within Employment Ontario and with related programs and services provided by other ministries and other levels of government
- evaluate the effectiveness of the outreach strategy and activities and revise accordingly
- coordinate and integrate services to provide learners with supported access to other services that help learners achieve their goals
- ensure that the LBS service provider's information and referral services build on the results of the literacy services planning and coordination process and are complementary to other resources in the community
- implement a systematic approach to tracking, reporting, and analysing information and referral activity and follow-up.

3.2 Assessment

Assessment is any process or procedure that gathers information for making decisions about a learner's knowledge, skills, behaviours and abilities. It forms a critical part of everyday activities in a literacy program as decisions are made on how to best meet learners' needs. Assessment includes a wide range of approaches from informal procedures to formal standardized assessments or tests. LBS service providers conduct assessments at intake (upon registration and placement), during programming (as part of program delivery), and at exit (when learners complete the learner plan).

In the LBS Performance Management Framework (see Section 4, Accountability), there are three effectiveness measures that relate to learner assessment: learner progress, completion of goal path, and learner gains. The indicators of the measures will be required to be reported by LBS service providers to the Ministry.

Learner progress is indicated by the successful demonstration of the number of goal-related milestones identified in the learner plan.

Milestones are goal-related assessment activities that learners complete to demonstrate their ability to carry out goal-related tasks. They are aligned to the OALCF and are standard indicators of learner progress towards completion of goal path. Milestones answer the question, "Can learners apply the skills they are developing to purposeful tasks?"

Completion of goal path is indicated by the completion of the learner plan which includes:

- goal-related ***milestones***;
- goal-related ***culminating task***;
- goal-related ***learning activities***.

A *culminating task* is more complex than a milestone task and is also aligned to the curriculum framework. It reflects a task that a learner could expect to perform upon exiting the LBS Program. A culminating task answers the question, "Can the learner manage the expectations of the learning, training or work setting after leaving the LBS Program?"

The *learning activities* detailed in a learner plan include the competencies, skills and content a learner must develop to meet the requirements of the goal. A completed learner plan indicates a learner has completed their learning goal and is transition ready. The learner plan answers the question, "What does the learner need to achieve to be transition-ready?"

Learner gains assessment provides one indicator that the LBS Program supports the progress of learners. Learner gains are usually assessed by standardized tools that measure abilities in a general way. The learner gain score may provide information about increases in learner ability to use prose and document literacy and numeracy using the 500 point scale of the International Adult Literacy and Skills Survey (IALSS). Learner gains scores answer the question, "Do learners in Ontario increase their skills

as measured by a national standard as a result of participating in the LBS Program?”

LBS service providers must:

- confirm an individual's eligibility for LBS service
- determine an individual's primary service need and determine most appropriate referral if not appropriate for LBS service
- administer assessment to develop a learner plan, including assessment of learners':
 - strengths and gaps
 - learning style
 - milestone tasks
 - culminating task
 - learning activities
- use assessment tools that are appropriate, meaningful, and understandable to the learner and, are suitable for informing the learning activities outlined in the learner plan
- ensure that LBS service provider staff carrying out assessments have the appropriate skills and training to select, administer, interpret and track assessment results
- ensure that Milestone and culminating task assessment activities are kept secured and are used according to the administration instructions
- assess learners' achievements as they progress through and complete their training including milestone tasks, the culminating task and the learning activities
- administer MTCU approved learner gains test
- maintain up-to-date learner files that contain all required assessment information (see 2.4, Learner Files)
- ensure that assessment results can be understood by other LBS service providers and by key referral agencies, as agreed to through the literacy services planning and coordination process.

3.3 Learner Plan Development

The learner plan describes the goal path - the learning or program elements that prepare learners for their next steps beyond the LBS Program. It includes the learner's goal, background information, assessment results, milestone tasks, culminating task, learning activities, program duration, additional supports required by the learner, and referral results.

Information required by the Ministry at registration and recorded in EOIS CaMS generates the learner plan automatically. Service providers may want to gather more information than what is required by the Ministry. In this case, service providers can download the learner plan, convert to a compatible software application and include additional information relevant to the learner. This additional information cannot be added back into EOIS CaMS.

Learner plan development requires LBS service providers to work with the learner to identify and document the learning activities that will be undertaken by the learner to prepare for transition to their goal while at the LBS service provider. It ensures that learners understand the steps that are required to achieve their goal and that they have a clear understanding of the sequence for training and the time necessary to achieve the learning identified for their goal path.

The learner plan reflects the balance of skills, knowledge and behaviours a learner needs for their goal path and provides clear ways for learners to understand their progress towards completion of the goal path. By using the language of the OALCF competencies and levels for the milestone tasks and for culminating tasks, the learner plan will provide other stakeholders with easy-to-understand ways of knowing what a learner has achieved at the LBS Program.

The LBS Program offers learners the opportunity to develop the range of literacy and basic skills required for successful transition to the following goals:

- employment
- apprenticeship
- secondary school credit
- postsecondary education
- independence.

The **goal** is what the learner wants to achieve once leaving the Literacy and Basic Skills (LBS) Program. It is the next step to which the learner transitions after completing the LBS Program.

The **goal path** refers to the preparation required to exit LBS and transition to the goal and is delivered by an LBS service provider. The LBS Program has five goal paths:

- The **employment goal path** primarily prepares the learner for an activity for which an individual earns a wage or salary. Preparation for activities that model work, such as volunteering at a workplace, internships and community placements, are also included in the employment goal path.

- The **apprenticeship goal path** prepares learners for on-the-job workplace-based training programs for a career in the skilled trades. Preparation for specific vocational skills training is also included in the apprenticeship goal path.
- The **secondary school credit goal path** prepares learners for Ontario Ministry of Education secondary school credit courses leading to an Ontario Secondary School Diploma.
- The **postsecondary goal path** prepares learners for formal education opportunities at a college or university for which high school completion or its equivalency is the normal entrance requirement.
- The **independence goal path** prepares learners for the literacy and basic skills required in four functions that contribute to personal independence (managing basic needs, managing personal health, managing personal issues and relationships, and participating in the community).

The new OALCF uses the common language of goal paths to describe the scope of the LBS Program delivered by colleges, school boards and community-based organizations. For the purposes of describing learner outcomes for community literacy services planning and coordination, learner plan development, and the Ministry's business planning process, goal paths replace the terms LBS Levels 1 – 5 and Academic Upgrading for all learners.

The activity described previously as “academic upgrading” is now described more specifically as postsecondary goal path and the apprenticeship goal path and, in some cases when grade12 equivalency is required for a job, employment goal path.

LBS service providers must:

- work with learners to develop a learner plan that reflects what the learner needs for the goal path
- ensure that the learner plan
 - includes the background information gathered in the learner profile
 - identifies necessary referrals to be made after initial assessment, during or at program exit
 - identifies the learner's goal path
 - details the learning activities to be provided to prepare learners for their goal path
 - identifies milestone tasks related to the goal path that the learner needs to successfully demonstrate
 - identifies the culminating task
 - indicates which components of the learner plan will be fulfilled by the LBS service provider developing the learner plan and which components may be delivered by other organizations
 - indicates dates and establishes time lines (date the learner plan was developed, start date and projected end date for learner's program, estimated time per week learner commits to their LBS training which includes both supervised and independent study and, dates for the learner and LBS service provider staff to review progress)

- includes any other non-LBS requirements (certificates, courses, abilities) of the learner's goal path
- establish a process for regular and timely review of learner achievements including successfully demonstrated milestone and culminating tasks, and other assessment results which indicate progress towards completion of goal path. Periodic review of the learner plan ensures that the learner is on track with the learner's training objectives. If learner is not on track or if the learner's goal has changed, the learner plan is revised to reflect changes in learning activities and expected outcomes
- provide the learner with a copy of the learner plan and keep a copy on file. Learner files must be made available for review by Ministry staff.

3.4 Training

The focus of the LBS Program is the literacy instruction that LBS service providers deliver to adult learners to enable them to acquire the necessary skills and competencies to transition to their goal. All other LBS services support the training service. Learners not only acquire the skills and competencies, but also demonstrate the ability to use the newly acquired competencies for authentic and meaningful tasks.

The LBS Program uses competencies, broad generic categories of learners' abilities, to organize the full range of learning addressed in the LBS Program.

The competencies are:

- Find and use information
- Communicate ideas and information
- Understand and use numbers
- Use digital technology
- Manage learning
- Engage with others.

Taken together, the six competencies cover the full range of ways in which learners will need to use their abilities once they reach their goals.

The LBS Program's curriculum framework describes learner proficiency at three levels of performance and helps practitioners and learners clarify the connections between literacy development and the tasks learners perform in work, learning, and community settings. The curriculum framework extends literacy instruction beyond discrete skill building and focuses on the interaction of skills, knowledge, and behaviours that reflect learners' needs, goals and interests.

For more information about the OALCF and the related tools and resources available, please refer to the OALCF website: <http://www.tcu.gov.on.ca/eng/eopg/oalcf/>.

Different LBS service providers use different training approaches and methods to respond to the unique challenges of the learners and to reflect their learning requirements, but all training must lead to measurable results that include completion of goal path and learner progress.

The Ministry does not require a specific minimum number of hours per week of training. However, training must be provided frequently and intensively enough to produce measurable progress. It is advisable for the learner to commit a minimum of ten hours per week to their learning to make sufficient progress to maintain the motivation and persistence necessary to achieve their goal. This minimum of effort may be achieved in class or synchronous settings, through independent or asynchronous study, or through a combination of both supervised settings and independent study.

The Ministry does not prescribe content or curriculum but rather requires that

service providers demonstrate that LBS programming will prepare the learner with the skills and abilities for achieving a required credential, meeting the entry expectations of an external institution, or gaining other learning requirements for successful transition to their goals. For example, the Academic Career Entrance (ACE) curriculum and certificate are not prescribed features of the LBS Program but they do satisfy the entry requirements of Ontario's Colleges of Applied Arts and Technology and the ACE Certificate is recognized as one possible credential for registration as an apprentice. For the postsecondary and apprenticeship goal paths, ACE content would meet the criteria for a learner to be transition ready.

The value of knowing how to use digital technology is recognized by the Ministry as essential for success in employment, education and training and, independence. All learners must have the opportunity to develop competency in the use of digital technology, if they lack this ability, as all goals require proficiency in the use of digital technology.

The LBS Program funds the teaching of digital technology including computer skills and particular computer software applications to learners who have been assessed as LBS Program eligible and for whom these skills contribute to successful transition to the learner's goal.

LBS service providers must:

- provide learners with training in the competencies and content necessary for their goal path
- provide instruction appropriate to adult learners and their goal path as identified in their learner plan
- provide instruction that supports both the development of skills and knowledge as well as the ability to integrate and use competencies to demonstrate successful completion of meaningful and authentic tasks
- deliver instruction using materials appropriate to adults and support the diversity of learning approaches
- review and adjust training as needed
- support learners' transition to other education and training opportunities;
- report learner information to the Ministry
- coordinate learner's LBS training with other Employment Ontario services, as required.

3.4.1 e-Channel

e-Channel literacy is a web-based means of delivering literacy training that will broaden the delivery options and improve access for Ontarians. e-Channel serves learners in four cultural streams: Aboriginal, Francophone, Anglophone and Deaf. e-Channel services are also available for learners preparing for apprenticeship and postsecondary (ACE on-line) for whom being able to achieve a grade 12 equivalency is important. In particular, e-Channel will provide better access for persons with disabilities and those who live in rural and remote communities.

e-Channel literacy provides opportunity to reach Ontarians who choose or are in need

of self-directed or supported service. e-Channel literacy delivers self-directed and supported learning for those who may have barriers which restrict them from fully participating in current literacy face-to-face programs. e-Channel can also be accessed by learners who are already being served by face-to-face LBS programs, and who wish to supplement their learning online.

In order for learners to be successful in distance learning via e-Channel, some computer skill proficiency is required.

Designated LBS service providers deliver and administer e-Channel, as an alternate mode of delivering the LBS program. e-Channel service providers are able to help the learner determine if they have the skills necessary to benefit from e-Channel delivery.

In addition to all other requirements, e-Channel service providers must:

- provide increased access and supported e-channel literacy training for adults who reside in Ontario, including adults who:
 - choose e-learning
 - reside in rural and remote communities
 - have disabilities
 - also attend on-site or face-to-face literacy programs
- continuously improve and expand e-Channel learning materials and e-learning technology
- increase workforce and workplace related content for e-learners
- provide ongoing training to continuously improve the capacity of e-Channel instructors to deliver quality training
- increase the number of Ontario learners accessing literacy and basic skills through flexible delivery
- promote and raise awareness of e-Channel learning as an integral part of Employment Ontario services
- ensure that systems employed for collection of learner information have appropriate safeguards in place to protect learner privacy and that consent is obtained during online registration (see 5.2, Information Management Requirements)
- coordinate services and course offerings with all LBS service providers that provide e-Channel literacy and adult upgrading services
- continuously improve referral protocols with all LBS service providers to ensure service coordination across the LBS delivery network.

3.5 Follow-up

LBS service providers contact learners at exit and at three, six and twelve months after they leave the LBS Program in order to document their outcomes. This delivery service helps demonstrate the value and effectiveness of the four other delivery services in meeting the literacy needs of learners.

LBS service providers must:

- follow up with learners at three, six and twelve months after they leave the program to document their current status;
- ensure that information collection and recording makes follow-up convenient and effective;
- evaluate the effectiveness of the training activities, including learner feedback;
- establish and maintain a process for receiving ongoing feedback and information from other service providers in the community, from employers (where appropriate), and from learners.

3.6 LBS Program Performance Management Indicators

Effectiveness

The **effectiveness** of the LBS Program will be measured by who the service provider serves, **Suitability/Learner Profile**, and by what the LBS Program achieves for those learners through three measures: **Learner Progress**, **Completion of Goal Path** and **Learner Gains**.

Suitability/Learner Profile (10%) is a measure of who is being served. It examines and quantifies identified client barriers to learning. This measure ensures that the service providers are providing services to the clients who can most benefit from the LBS Program.

Service providers must serve clients who, **on average**, are experiencing at least 25% of identified suitability indicators (proposed standard at maturity). This does not mean that every single client must have 25% of the identified indicators (some clients may have more and some others may have fewer and the combination does not matter.) Suitability indicators are identified on the following page.

This information is collected at **entrance** to the LBS Program.

INDICATORS OF SUITABILITY	DEFINITION
Education level attained	The highest education level the individual has completed at service/program entrance is: <ul style="list-style-type: none"> • < grade 12.
Source of Income	The individual has indentified his/her source of income as one of the following: <ul style="list-style-type: none"> • Ontario Works (OW) • Ontario Disability Support Program (ODSP) • No source of income • Crown Ward extended care and maintenance
Time out of school, or training	The individual has been out of education or without being involved with training for 6 years or more
Age	The individual is: older than 45 years of age and under 65
History of interrupted education	The individual has identified that he/she has had a history of interrupted primary and secondary education.,
Person with Disability	The individual has self-identified as a person with a disability as defined by the Accessibility for Ontarians with Disabilities Act (AODA) and Ontario Human Rights Code definition Includes persons who have: <ul style="list-style-type: none"> • any degree of physical disability, infirmity, malformation or disfigurement that is caused by bodily injury, birth defect or illness and, without limiting the generality of the foregoing, includes diabetes mellitus, epilepsy, a brain injury, any degree of paralysis, amputation, lack of physical co-ordination, blindness or visual impediment, deafness or hearing impediment, muteness or speech impediment, or physical reliance on a guide dog or other animal or on a wheelchair or other remedial appliance or device; • a condition of mental impairment or a developmental disability; • a learning disability, or a dysfunction in one or more of the processes involved in understanding or using symbols or spoken language; • a mental disorder; or • an injury or disability for which benefits were claimed or received under the insurance plan established under the Workplace Safety and Insurance Act, 1997 (“handicap”).
Aboriginal Person	The constitutional and treaty rights of the Aboriginal peoples of Canada are recognized and affirmed in the Constitution Acts of 1867 and 1982 (section 35). Section 35(2) indicates that Aboriginal peoples of Canada include Indian (status or non-status), Inuit, and Métis, or a person of Aboriginal ancestry.
Deaf/Hearing Impaired	The individual has self-identified has having a hearing impairment.
Francophone	The individual has self-identified as a person whose first language is French.

Learner Progress (20%) measures **during service** and at **exit** the percentage of learners who successfully complete at least one required milestone related to their individual goal path (i.e., employment, apprenticeship, secondary school credit, post-secondary education, independence).

Completion of Goal Path (20%) measures **during service** and at **exit**:

- the percentage of learners who complete all goal-related milestones *
- the percentage of learners who complete a goal-related culminating task**
- the percentage of learners who complete all goal path requirements identified in the learner plan***

Notes:

* *A milestone task is related to the goal and aligned to the curriculum framework.*

** *A culminating task is more complex than milestones, is also related to the goal and is similarly aligned with the curriculum framework.*

*** *A Learner plan includes the milestone task, the culminating task and other learning activities required by the learner to successfully transition to their goal (employment, apprenticeship or other skills training, postsecondary education, secondary school credit and independence).*

Learner Gains (10%) measures at **entrance** and at **exit** the percentage of learners who show gain using the IALSS 500 point scale in prose literacy, document literacy and numeracy using an MTCU approved standardized test at entry and exit of learner program.

Effectiveness is worth **60%** of the overall Service Quality Target or Standard.

Customer Service

The Customer Service dimension includes two core performance measures:

- customer satisfaction which indicates how satisfied learners were with the LBS Program delivered by the service provider, and
- service coordination which tracks supported referrals into and out of the LBS Program

Customer Satisfaction (10%)

Customer Satisfaction is a measure of feedback from learners about their satisfaction with the LBS Program.

The service provider must achieve an overall satisfaction of 85% of exited learners who are surveyed.

At exit from service, service providers will ask the following question to learners participating in the LBS Program.

On a 1-5 scale, How likely are you to recommend the LBS Program to someone looking for similar services as those you received?

- 1 – strongly not recommended
- 2 – rather not recommend
- 3 – no general opinion
- 4 – generally recommend
- 5 – strongly recommend

Learners who respond to the question with a 4 or 5 satisfaction rating are considered satisfied.

Service Coordination (20%)

Service Coordination is a measure of how the service provider has coordinated and integrated supported access to other services to support the client's Service Plan and Learner Plan. Service Coordination tracks how well a service provider works within the Employment Ontario network and in the community.

Service Coordination measures the percentage of learners who experience effective, supported referrals into, during or at exit from the LBS Program.

A formalized referral (a planned, supported and co-ordinated arrangement) is made by the LBS Program service provider on behalf of the client to the other organization (employment/education/training/community services). It also recognizes formalized referrals made to the LBS Program service provider from another community organization on behalf of a client.

These indicators recognize, as part of a client's LBS Service Plan and Learner Plan development, the support an agency provides to help the individual access and participate in employment, education, training, and/or other types of community services while they are engaged in and at exit from LBS Program.

INDICATORS OF SERVICE COORDINATION	DEFINITION
Referred in from other organizations at entrance	The client has been formally referred, through a recognized referral process, not word of mouth, to LBS Program service provider from either another EO service provider or another community organizations and services, such as EO Action Centre, Ontario Works, other government training programs, language assessment centre, Ontario Disability Support Program, WSIB, Probation and Parole.
(Referred out) Registered in education at entrance, during and at exit	The client has confirmed that he/she is registered, as a result of the LBS Program service provider, in an education program that will provide them with a recognized high school or high school equivalent certification e.g. GED preparatory, ILC (Independent Learning Centre) - day or evening, high school, certificate program and post secondary education.
(Referred out) Registered/participating in training at entrance, during and at exit	The client has confirmed that he/she is registered or participating in training as a result of the LBS Program service provider: <ul style="list-style-type: none"> • EO training initiatives including pre-apprenticeship/ apprenticeship, Co-Op Diploma Apprenticeship Program, LBS Service Provider • Other training initiatives such as Language Services (e.g., ESL/FSL); MCI Bridge Training for Immigrants; other government training.
(Referred out) Registered or confirmed receiving services with Employment Service provider at entrance, during and at exit	The client has confirmed that he/she is registered with an ES service provider to receive or is receiving, as a result of the LBS Program service provider, one or more of the following types of supports – Employment Service, EO Action Centre.
(Referred out) Registered or confirmed receiving services with other community resources that support achievement of goals at entrance, during and at exit	The client has confirmed that he/she is registered to receive or is receiving, as a result of the LBS Program service provider, one or more of the following types of supports – childcare, educational/academic services, financial planning, health/counselling services, housing services, language services-assessment, legal services, newcomer services, regulatory bodies.

Efficiency

The Efficiency dimension of the LBS Program includes one measure.

Learners Served measures the percentage of learners with **an active learner plan** served against the LBS service provider's agreement activity target.

4.0 Administration

4.0 Introduction

While both the Service Delivery Framework and the LBS Program Performance Management System outline the Ministry's expectations of service providers, the administration guidelines provide further information, tools and resources needed by service providers to manage the LBS Program.

The administration guidelines describe the obligations service providers must meet to fulfill their agreement, information management, documentation and reporting requirements.

4.1 Service Provider Responsibilities

4.1.1 Agreement

Service providers delivering the LBS Program will be required to sign an agreement with the Ministry which details all the accountability and legal requirements. The legal agreement between the service provider and the Ministry specifies:

- the legal responsibilities of the service provider and the Ministry regarding the delivery of the LBS Program as outlined in the LBS, Service Provider Guidelines
- the Reporting, Accounting and Review requirements
- requirements regarding funding and carrying out the LBS Program.

The Schedule B of the agreement ties into the Ministry's annual business cycle requirements and reflects any updates or revisions resulting from the Performance Management Framework.

The Schedule B will:

- be negotiated annually
- be used for monitoring, evaluation and accountability purposes
- form part of the legal agreement.

The Schedule B outlines a service provider's:

- budget allocation
- commitments to efficiency, effectiveness and customer service results
- performance targets.

4.1.2 Program Facilities and Facilities Leases

The service provider must have the ability to deliver the contracted service in a facility that is readily accessible to participants, including persons with disabilities.

Where services are not fully accessible to the physically disabled, the service provider must have a plan to accommodate persons with physical disabilities by serving them in an accessible location and/or through partnership with another organization.

When appropriate, service providers can refer persons with disabilities to the services of the Ontario Disability Support Program (ODSP). ODSP helps individuals with their unique needs and provides a range of supports facilitating employment and independence, such as:

- Technological aids, supports, devices and personnel supports such as transcribing; and sign language interpretation.

Facility Leases

The Ministry recognizes the importance of co-location arrangements with community stakeholders such as Apprenticeship, other Employment Ontario programs, from other ministries (such as MNDM and MCI) and other community services as one of several service delivery options. These arrangements may be established to enhance good customer service, community access and cost efficiency.

Where the LBS Program is co-located with other programs and services, LBS funds must be used to cover only costs directly related to the delivery of the LBS Program.

In the event that relocation or revision of facility arrangements is required, the service provider must have prior written approval from the Ministry before agreements or financial commitments are made.

4.1.3 Accessibility for Ontarians with Disabilities, Act 2005

Through the AODA, Ontario is developing mandatory accessibility standards that will identify, remove and prevent barriers for people with disabilities in key areas of daily living. The standards are being developed to achieve real results in stages. The AODA is expected to be fully implemented by 2025. The areas addressed by the AODA standards will include: Customer Service; Employment; Information and communication; Transportation; and The Built Environment.

Additional information on the AODA is available at www.e-laws.gov.on.ca
(Frequently Accessed Law section)

Or through:

Publications Ontario
777 Bay Street
Toronto, Ontario
Tel: 1-800-668-9938, or in Toronto at (416) 326-5300

4.1.4 Access to Information and Protection of Privacy

Under the agreement with the Ministry, service providers agree to protect the personal information they collect, use and disclose in order to deliver and report on the LBS Program.

Privacy Policy and Privacy Training

The transfer payment agreement requires service providers to:

- establish and implement a publicly available privacy policy that complies with the *Personal Information Protection and Electronic Documents Act (PIPEDA)*, a federal statute that regulates how private-sector organizations collect, use and disclose personal information in the course of commercial activities, or the Canadian Standards Association's (CSA) *Code for the Protection of Personal Information*
- designate an official who will be responsible for ensuring compliance with the privacy protection provisions of the transfer payment agreement
- implement appropriate privacy protection training of employees and subcontractors who have access to personal information of individual learners.

Service providers must ensure that their employees, volunteers and contractors who need to have access to personal information of learners are aware of its privacy policy and the privacy protection provisions of the transfer payment agreement.

Not all LBS service providers will be subject to PIPEDA. LBS service providers may want to contact the federal Privacy Commissioner to help them to determine whether they are subject to PIPEDA.

If LBS service providers are not subject to PIPEDA, their privacy policy must be based on the 10 basic principles set out in the Canadian Standards Association (CSA) *Code for the Protection of Personal Information*.

PIPEDA is available at www.priv.gc.ca as well as a fact sheet on the application of PIPEDA to Charitable and Non-Profit Organizations.

The CSA *Code for the Protection of Personal Information* is available at www.csa.ca.

Ministry Access to Personal Information in the Custody or under the Control of the Service Provider

The Ministry does not have custody or control of an LBS service provider's records.

However, under the transfer payment agreement with the Ministry, the LBS service providers agree to make certain information, including pertinent limited personal information, available to the Ministry for the purpose of administering and financing the LBS Program. Administration includes:

- assessing service provider performance, this includes its effectiveness, efficiency and customer service results; monitoring, inspecting, investigating, auditing and

enforcing service provider compliance with the transfer payment agreement with the Ministry;

- planning, evaluating and monitoring the LBS Program, this includes conducting surveys; and conducting policy and statistical analysis and research related to all aspects of the LBS Program;
- promoting the LBS Program, may include public relations campaigns related to the LBS Program.

In order to comply with its obligations under the Freedom of Information and Protection of Privacy Act (FIPPA), the Ministry will need to obtain the consent of the affected individuals to the indirect collection of their limited personal information. In addition, the Ministry will need to give these individuals notice of the uses it proposes to make of their personal information. One of these uses is sharing an individual's personal information with external third parties such as other service providers and other government departments.

Section 9.3(e) of the transfer payment agreement with the Ministry requires the LBS service providers to obtain the consent of every learner to the indirect collection of personal information by the Ministry and to give notice of the uses the Ministry will make of their personal information. The consent and the notice is set out as a schedule to the transfer payment agreement and can also be found on the Employment Ontario Partners Gateway (www.eopg.ca).

4.1.5 Promotion, Communications and Graphic Standards

Any communication/message to the public about the LBS Program (printed or broadcast) including, but not limited to, news releases, posters, flyers, brochures, newspaper displays and classified advertising, radio and/or television advertising, billboards, transit shelters, and newsletter that are produced by service providers, must include the Employment Ontario logo and message.

Service providers must place prominently, in public view, any signs supplied by the Ministry and other signs that clearly identify Employment Ontario and/or the Literacy and Basic Skills Program.

Service providers are required to have the signage, issued by the Ministry, posted in public view at each funded site.

In the event that a service provider is involved in a joint marketing and communications campaign with programs funded by other sponsors, the Employment Ontario message must be placed in a prominent spot comparable in location and size to that of other sponsors. This guideline applies to the appearance of the logo and message in promotional materials, as well as signage displayed in the service provider's office.

Service providers must use official hard copy or digital master artwork when reproducing the Employment Ontario logo and may not alter or add to it in any way.

Detailed Employment Ontario Visibility Guidelines are available on the Employment Ontario Partners' Gateway website at <http://www.ontario.ca/eopg> .

Refer to the guide online at

http://www.tcu.gov.on.ca/eng/eopg/publications/visible_guidelines_delivery_partners_in_25.pdf .

4.2 LBS Program Documentation Requirements

4.2.1 Information Management Requirements

Personal information must be managed to ensure the respect of privacy and adherence to all contractual requirements and applicable laws.

LBS service providers may want to establish effective documentation, records, and systems as essential components of good service delivery and sound case management practice. LBS service providers need information management systems that enable them to demonstrate that services are being delivered according to the LBS Program Guidelines. Effective systems are also necessary to ensure that all legal and accountability requirements are met.

4.2.2 Learner files

LBS service providers maintain a file for each learner who uses LBS Program services. A file is not required for clients who use only the information and referral service. .

LBS service providers must ensure that each learner file includes:

- rationale for decisions made by the LBS service provider
- Participant Registration Form (see 5.1, Program Forms)
- a learner plan (see 2.3.3, Learner Plan Development)
- evidence of learner progress (see 2.3.2, Assessment)
- Training Support documentation, if applicable (see 2.6.7, Training Supports for Learners)
- Participant Exit Form (see 5.1, Program Forms).

All LBS service delivery organizations are eligible to apply for training support funding.

LBS service providers who administer Training Supports must:

- maintain supporting documentation for all training support disbursements, including learners' applications for training support, attendance records, original receipts, type of expense, and amounts paid out
- meet Revenue Canada requirements regarding taxable benefits.

Organizations will report on the number of learners who received training support and the total amount expended.

4.2.3 Organization Training Support Policies

To administer their training support funds, organizations are responsible for developing and implementing policies and procedures which include:

- eligibility criteria for learners and the documentation required to establish need and to verify expenses
- eligible child care providers (cannot be the learner's spouse or relatives living with the learner)
- eligible expenses, for example, maximum rates for child care, public transit,

- private cars, car pools and parking
- policy and procedures for payment including direct payment to learners; indirect payment to suppliers, where appropriate; and circumstances under which advance payment may be possible.

4.2.4 Program Forms

Some program forms have been developed for the delivery of the LBS Program. They are:

- LBS Participant Registration form
- LBS e-Channel Participant Registration form
- LBS Program Exit and Follow Up form

These forms are mandatory and CANNOT be altered by the LBS service provider.

The *LBS Program Participant Registration* and *LBS e-Channel Participant Registration form* include the learner's consent to the collection, use, disclosure and retention of personal information for use by the Ministry.

The use of these forms ensures:

- consistency in the administration of the programs and services
- that each service provider is collecting, using, disclosing and retaining the limited personal information that is necessary to complete the programs and services
- that the Ministry has obtained the consent of the program/service participants to the indirect collection of their personal information
- the provision of the notice of indirect collection of personal information that the Ministry is required to provide to program/service participants under the Freedom of Information and Protection of Privacy Act (FIPPA)
- the difference between the Ministry's indirect collection and use of personal information and the service provider's own collection and use of personal information for their purposes.

If a service provider needs additional consents or other documents in order to delineate their collection, use, disclosure and retention of personal information, or meet its legal obligations under the Personal Information Protection and Electronic Documents Act (Canada) or any other pertinent legislation, the service provider must develop a separate document for this purpose. **Note:** The Ministry's *LBS Program Participant Registration* form CANNOT be altered for these purposes.

NOTE: All LBS Program forms are available on the Employment Ontario Partners' Gateway (EOPG) site at <http://www.ontario.ca/eopg>.

GLOSSARY

Basic Skills - The additional skills a learner needs to use their literacy skills, such as, digital technology, interpersonal skills, problem solving and critical thinking.

Case Management System (CaMS) - EOIS-CaMS is a web-based, real-time software solution that supports the administration and management of clients participating in EO programs and services. Both ministry and service provider staff access the system, and the information inputted is accessible across the province to authorized users.

Clients - Adults who access Information and Referral or assessment services, but who will not be receiving LBS training services at your site.

Competencies – Competencies are broad, generic categories of learners' abilities that capture and organize the learning in a program.

Culminating Task - It serves as a key indicator of a learner's readiness to transition to the selected goal. A culminating task is more complex than a milestone task but is similarly aligned with the curriculum framework which is part of the Ontario Adult Literacy Curriculum Framework (OALCF).

Curriculum framework - Sets out the content of learning within a system, using an established set of organizing principles. Within the OALCF, the curriculum framework refers specifically to the six competencies that organize learning content and describe learning proficiency, using three levels of performance.

Goal - The **goal** is what the learner wants to achieve once leaving the Literacy and Basic Skills (LBS) Program. It is the next step to which the learner transitions after completing the LBS Program.

Goal Path - The **goal path** refers to the preparation required to exit LBS and transition to the goal and is delivered by an LBS service provider. The LBS Program has five goal paths: employment, apprenticeship, secondary school credit, postsecondary and independence.

IALSS - The International Adult Literacy and Skills Survey (IALSS) was conducted in Canada in 2003 and rated proficiency in four domains: prose literacy, document literacy, numeracy and problem-solving on the basis of levels one to five (lowest to highest). Level 3 is recognized internationally as the desired threshold for coping with the increasing skill demands of a knowledge society.

Income Support – Government payments to a learner or client which include Ontario Works (OW), Ontario Disability Support Program (ODSP), and Employment Insurance (EI).

Learner – an adult who receives LBS training services to achieve a milestone or learning activity and has a learner plan.

Learner Plan - describes the learning or program elements that prepare learners for

their goal beyond the LBS Program. It includes the learner's goal, background information, assessment results, milestone tasks, culminating task, learning activities, program duration, additional supports required by the learner and referral results.

Literacy - *The ability to read, write, calculate, speak, and understand, as well as sign (for the Deaf) and communicate in other forms of language, according to need. Literacy is a continuum of these skills necessary for everyday life in the home, at work, in education, and in the community.*

Literacy services planning and coordination - *The process, facilitated by the regional network, of ensuring all LBS services in a community are complementary, seamless, and meeting as many of the needs as resources allow.*

Milestone - *A goal-related assessment activity that learners complete to demonstrate their ability to carry out goal-related tasks and is aligned to the competencies and complexity levels found in the OALCF curriculum framework.*

Ontario Adult Literacy Curriculum Framework (OALCF) - *Refers to all the features of delivering a competency-based program, including competencies, assessment, learner transitions to work, further education and training or, independence, and learning materials.*

Performance Management Framework (PMF) - *A clear, strategic system that defines what is important and what is expected, and uses three Dimensions of Success (Customer Service, Effectiveness, and Efficiency)*

Support Organizations – *The LBS Program has 28 literacy support organizations that assist the front-line LBS service providers. These support organizations include: four learner stream organizations (Anglophone, Francophone, Deaf, Native); two provincial (Native and Francophone) organizations providing support services that are primarily the publishing of culture and language-specific resources; four service-provider sector organizations (college, school board, two community based); sixteen regional networks to support planning, research and development, and delivery network capacity; two provincial organizations that provide technology-specific support for programs in all streams, including e-Channel.*

Appendix 1

Interim Performance Management Framework and Provincial Service Quality Standard

The LBS Interim Performance Management Framework and the Service Quality Standard (SQS) will be implemented in two phases: in 2012-13 and in 2014-15.

Phase I will start in 2012-13 and continue in 2013-14. Data will be collected in 2012-13 and 2013-14 for all seven measures; however, for those two years of Phase I, service providers will only be held to standards set for three of the seven measures. Past results reported through IMS indicate a Customer Satisfaction rate of 85% is being achieved and will continue to be the standard. The standard for Learners Served will be set at 90%, consistent with the Employment Services Program. For Suitability/Learner Profile, the Information Management System (IMS) indicates in 2010/11 a standard of 29% for the two indicators already collected: Age (over 45 and under 65) and OW/ODSP recipient. Data will also be collected for ten (10) new Suitability/Learner Profile indicators (total 12), and four (4) new measures: Service Coordination, Completion of Goal Path, Learner Progress, and Learner Gains.

Phase I (2012-14)

DIMENSION	MEASURE	MINIMUM STANDARD	WEIGHT	SQS VALUE
Customer Service (33%)	1. Customer Satisfaction	85%	33.33%	2.83
Effectiveness (33%)	2. Suitability / Learner Profile <ul style="list-style-type: none"> • OW/ODSP • Age (>45 to <64) 	29%	33.33%	0.97
Efficiency (33%)	3. Learners Served	90%	33.33%	3.00
Service Quality Standard				6.80

Notes:

Past provincial results reported through the LBS IMS indicate:

- Customer Satisfaction: 85% (85% of learners indicate overall satisfaction with the LBS Program)
- Suitability / Learner Profile:
 - OW / ODSP: 34% (34% of learners are in receipt of OW/ODSP)
 - Age (>45 and <64): 24% (24% of learners are aged over 45 and under 64)
- Target Achievement: 90% (90% of the targeted number of learners on the Schedule B achieved).

The interim SQS for Phase I has been set at 6.80-.

Phase II (i.e., mature state) starts 2014-15. The Ministry will start implementing the LBS Performance Management Framework through the 2014-15 business planning process. At that time, the Ministry will have enough baseline data to set new as well as revised targets for ALL seven measures within the framework and establish a new SQS. This information will be communicated to LBS service providers in the 2014-2015 business planning process. These targets and standards will form the base of the performance commitments within Schedule B of the 2014-2015 transfer payment agreement.

Phase II (2014-15)

DIMENSION	MEASURE	STANDARD
Customer Service (30%)	1. Customer Satisfaction	85%
	2. Service Coordination	TBD
Effectiveness (60%)	3 – Suitability / Learner Profile (all 12 indicators)	TBD
	4. Learner Progress	TBD
	5. Completion of Goal Path	TBD
	6. Learner Gains	TBD
Efficiency (10%)	7. Learners Served	90%

Notes:

- The measure of Learner Profile will have to be redefined based on the full roster of indicators at mature state.
- The overall SQS (i.e. out of 10) will be determined based on analysis from data collection from Phase I.