



# BURLINGTON COUNTY WORKFORCE DEVELOPMENT BOARD BASIC EDUCATION AND LITERACY SERVICES POLICY

DATE: May 30, 2025

## PURPOSE

The Burlington County Workforce Development Board, as the Governor’s chosen administrative entity for the Workforce Innovation and Opportunity Act in Burlington County, is authorized to issue interpretations and exceptions as supported by applicable law, rules, and regulations of the Workforce Innovation and Opportunity Act (WIOA)

This policy provides an overview of the resources and programs that the Burlington County Workforce Development Board (BCWDB) will leverage to provide the most comprehensive adult education and literacy services and supports possible in the local public workforce system. **These services are available and offered to any individual demonstrating basic skills needs to support their career goals and connections to career pathways.**

## BACKGROUND

The Workforce Innovation and Opportunity (WIOA) provides universal access to career and training services through New Jersey’s One Stop Career Centers and partners. New Jersey’s One Stop system seeks to support all New Jersey residents, at all education skill levels, in connecting to education and employment opportunities that prepare them for advancement in existing career pathways and/or connection to new career pathways.

WIOA prioritizes supporting and serving Individuals who are English Language Learners and individuals who have low levels of literacy as part of WIOA Adult Priority of Service (per [20 CFR 680.600](#)). As the coordinators of their local public workforce systems, Local Workforce Development Boards are responsible for developing strategies and agreements that support One Stop Career Center staff in supporting basic skills and literacy needs as part of Individual Employment Plans (IEPs) and Individualized Service Strategies (ISS).

## POLICY

The Burlington County WDB has several different mechanisms through which to strengthen basic education and literacy services, including:

- Referrals to and co-enrollment with Title II programs
- Referrals to and connection with other community literacy programs
- Support of additional basic skill services and programs through Title I funds
- Securing additional government and philanthropic funding (including Adult Literacy Innovation

grants from NJDOL) to support additional basic education and literacy services through the One Stop system

The Burlington County WDB has established strategies and mechanisms for supporting adult education and literacy needs through the local WIOA planning process and has documented these strategies in its local WIOA plan. These strategies and mechanisms have been informed by community-level data about the needs of individuals that are English Language Learners and individuals with low literacy in the Burlington County Workforce Development Area (LWDA), as well as service data from across One Stop Career Center partners regarding delivery of adult education and literacy services and any potential service gaps.

The Burlington County WDB has further documented mechanisms for carrying out planned strategies through negotiation and development of agreements with partners as part of our Memorandum of Understanding (MOU) and Infrastructure Funding Agreement (IFA) development process.

Finally, any use of Title I funds to support basic education and literacy services is outlined in our local guidance, competitive procurement processes, and/or contracts with selected Title I providers.

### **Individualizing Support for Persons with Basic Skills Needs**

WIOA provides the flexibility to provide the unique and comprehensive set of supports that any individual needs to address barriers to employment and support connection and transition to high-quality jobs and careers. High-quality jobs and careers provide access to family-sustaining benefits and wages, skill development and advancement opportunities, and access to safe, healthy, and accessible workplaces.

The objective of the One Stop Career Center system is to support and maximize the services available to any one individual based on their interests, skills, and barriers to employment. Individuals who are basic skills deficient will not be denied service to occupational skills training. Rather, an Individual Employment Plan (IEP) or Individual Service Strategy (ISS) will reflect a comprehensive plan for providing the adult education and literacy skills support that will prepare an individual for connection to occupational skills training, work-based learning, and/or employment.

A Burlington County One Stop participant's individualized plan will include multiple services in concurrence or sequence if informed by and inclusive of appropriate eligibility documentation, labor market information reviews, assessments, and individualized coaching opportunities. There is an understanding that service and employment plans can change and shift as needed over the course of an individual's engagement.

In other words, all individuals with basic skills needs necessary for meeting their employment goals will have the opportunity to develop a unique and comprehensive employment plan based on their individual needs that may require support across multiple One Stop partner programs. The Burlington County WDB will ensure that services are not denied to any individuals based on basic skills deficiency and that access to services includes future access to occupational skills training and work-based learning opportunities, in addition to meeting immediate basic education needs.

Basic education and literacy services may include the following:

1. GED Testing and/or GED Preparatory classes
2. Adult Basic Education/Literacy Classes including Reading, Writing, Mathematics, and Basic Computer Literacy
3. English Language Learner (ELL) classes

### **Connection with Title II Programs**

New Jersey's Title II programs provide a center of adult education and literacy services for all local public workforce systems. NJDOL distributes Title II funding in every LWDA through a competitive process. A lead agency of a consortium or a sole provider is selected for each LWDA to support the implementation of Title II adult education and literacy programming as part of every local public workforce system. A list of current grantees is available on [NJDOL's website](#). Local grant allocations are based on American Community Survey data.

These selected providers serve as core partners in each LWDA. The details of service integration, referral mechanisms, and co-enrollment are established between the Burlington County WDB and Title II service provider through WIOA MOUs and IFAs. This is part of the LWDBs' core function related to coordinating activities with education and training providers in their local area, pursuant to [20 CFR 679.370](#). Referral activities must flow in both directions, from Title I programs to Title II programs, and from Title II programs to Title I programs.

The inclusion of Title II as a core partner in the Burlington County One Stop system provides opportunities for ensuring that individuals with low literacy have access to the full range of services and supports available through WIOA and One Stop Career Center partners.

In addition, WIOA regulations at [34 CFR 463.35-463.37](#) further clarify the opportunities for developing integrated education and training (IET) programs that incorporate both basic skills and occupational skills training. IETs have three required components:

1. Adult education and literacy activities
2. Workforce preparation activities
3. Workforce training

The regulations also require that providers must balance the proportion of instruction across the three components, deliver the components simultaneously, and use occupationally relevant instructional materials. The regulations also specify that IET programs must have a single set of learning objectives that identify specific adult education content, workforce preparation activities, and workforce training competencies.

Ideally, Title II providers, Title I providers, One Stop Operators, and the Burlington County Workforce Development Board will work together to develop and implement IET programs. These programs can leverage resources from across Title II and Title I funding streams to support the integration of basic skills and occupational skills training services for One Stop participants.

### **Connection with Community Programs**

In addition to connecting with Title II services, as part of local planning, the Burlington County WDB has built partnerships with Goodwill Industries of Southern NJ, which leads the Literacy Innovations program in our local area. There are also a variety of organizations that may offer adult education and literacy services in local communities. When appropriate, the Burlington County WDB will further develop and strengthen the Burlington County public workforce system by conducting scans to identify what additional partnerships and programs might offer adult education and literacy services and how the One Stop can connect to and leverage these services to support One Stop participants.

Assessment strategies and documentation will align with NJDOL's [One Stop Career Center Adult Basic Education and English Language Acquisition Testing and Intake Guidance](#).

## **Resources for Planning, Developing Agreements, and Establishing Competitive Contracts**

The strategies and mechanisms that the Burlington County WDB decides to put in place are documented in accordance with and in alignment with various local governance requirements, according to [20 CFR 679.550](#).

This includes the following:

- **Local plan** is updated in accordance with WIOA guidance.
- **MOUs and IFAs** are updated to reflect how partners will work together to support adult education and literacy supports as a local workforce system, including the roles and responsibilities of Title I, Title II, other One Stop partners, and any additional community partners. These updates must be developed in accordance with [MOU](#) and [IFA](#) guidance.
- **Competitive procurement and contracting processes** will be utilized to secure any new providers or establish any new service provision with existing Title I providers in accordance with NJDOL's [Competitive Procurement Guidance](#).
- **Local guidance** is in place to further establish any specific operational guidelines regarding basic education and literacy services in alignment with federal and state policy.

These resources help to ensure that all partners are clear regarding their roles, responsibilities, and contributions in supporting the adult education and literacy skill needs of Burlington County job seekers and workers.

### **SUMMARY:**

The Burlington County public workforce system serves as an important hub in serving the needs of individuals with low literacy levels and English Language Learners. With a focus on both building basic skills and preparing for additional occupational skills training and work-based learning, the Burlington County One Stop Career Center can ensure that these individuals have access to the full range of skill development to help them meet the labor market demands of industry and employers. By leveraging Title II services, other One Stop and local partner services, and Title I funding, the Burlington County WDBs can help to support comprehensive adult education and literacy services in our communities that lead to successful employment in high-quality job opportunities.

### **Embedded Resources List:**

#### **Electronic Code of Federal Regulations:**

- WIOA Priority of Service (20 CFR 680.600): <https://www.ecfr.gov/current/title-20/section-680.600>
- Local Workforce Development Board Functions (20 CFR 679.370): <https://www.ecfr.gov/current/title-20/chapter-V/part-679/subpart-C/section-679.370>
- Requirements for the Development of a Local Plan (20 CFR 679.550): <https://www.ecfr.gov/current/title-20/chapter-V/part-679/subpart-D/section-679.550>
- Integrated Education and Training (IET) Program (34 CFR 463.35): <https://www.ecfr.gov/current/title-34/part-463/section-463.35>
- IET Program Components (34 CFR 463.36): <https://www.ecfr.gov/current/title-34/part-463/section-463.36>
- Career Services (20 CFR 678.430): <https://www.ecfr.gov/current/title-20/part-678/section-678.430>

#### **State Guidance:**

- Title I Adult, Dislocated Worker, and Youth Eligibility (WD-PY24-11): <https://www.nj.gov/labor/assets/PDFs/WIOA/documents/resources/WIOA%20Eligibility%20Guideli>

[nes-WD-PY24-11%20Final.pdf](#)

- One Stop Career Center Adult Basic Education and English Language Acquisition Testing and Intake Guidance (WD-PY23-2): <https://www.nj.gov/labor/assets/PDFs/WIOA/documents/resources/WD-PY-23-2.pdf>
- New Jersey Memorandum of Understanding (MOU) and Infrastructure Funding Agreement (IFA) Guidance (Wd-PY22-4.2): <https://www.nj.gov/labor/assets/PDFs/WIOA/documents/resources/WD-PY22-4.pdf>
- Additional Infrastructure Funding Agreement (IFA) Guidance (WD-PY23-4): <https://www.nj.gov/labor/assets/PDFs/WIOA/documents/resources/WD-PY23-4%20PY23%20Infrastructure%20Funding%20Agreements.pdf>
- Competitive Procurement of Title I One Stop Operator, Career Services, and Youth Services (WD-PY22-5.1): <https://www.nj.gov/labor/assets/PDFs/WIOA/documents/resources/WD-PY22-5.1%20WIOA%20Competitive%20Procurement%20Policy.pdf>

**Other Resources:**

- Community Library Adult Literacy & Career Pathway Program Requirements Manual: <https://nj.gov/labor/assets/PDFs/Grants/FY24/CommunityLibraryGrantProgramRequirementsManual2024DBJ.pdf>

**Additional Resources:**

- Heldrich Center Process Evaluation of the Integration of Title I and Title II: [https://www.heldrich.rutgers.edu/sites/default/files/2022-06/Process\\_Evaluation\\_of\\_the\\_Integration\\_of\\_Title\\_I\\_and\\_Title\\_II.pdf](https://www.heldrich.rutgers.edu/sites/default/files/2022-06/Process_Evaluation_of_the_Integration_of_Title_I_and_Title_II.pdf)
- National Skills Coalitions' Integrated Education and Training Policy Toolkit: <https://nationalskillscoalition.org/wp-content/uploads/2021/01/Integrated-Education-and-Training-Policy-Toolkit-1.pdf>
- List of NJ Title II providers: <https://www.nj.gov/labor/research-info/wioa/wioadirectory.shtml>