

	<b>New Jersey Workforce Innovation Notice</b>		<b>WD-PY25-5</b>
	<b>Issued By:</b>	Workforce Development Division of Career Services	
	<b>Approved By:</b>	Dr. Yolanda Allen, Assistant Commissioner Workforce Development	
	<b>Issued Date:</b>	September 26, 2025	

**SUBJECT:** Supporting Basic Education and Literacy Services in New Jersey’s One Stop Career Centers

**EFFECTIVE DATE:** This NJWIN is effective **Immediately**.

**POLICY RESCISSIONS:** None

**FOR MORE INFORMATION:** Questions about this policy may be directed to [WIOAPOLICY@dol.nj.gov](mailto:WIOAPOLICY@dol.nj.gov).

**PURPOSE:**

This policy provides an overview of the resources and programs that Local Workforce Development Boards (LWDBs) must leverage to provide the most comprehensive adult education and literacy services and supports possible in their local public workforce systems. **These services must be available and offered to any individual demonstrating basic skills needs to support their career goals and connections to career pathways.**

**OVERVIEW:**

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).

LWDBs have several different mechanisms through which to strengthen basic education and literacy services, these include:

- 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

LWDBs establish strategies and mechanisms for supporting adult education and literacy needs through their local WIOA planning process and must document these strategies in the local WIOA plans. These decisions should be informed by community-level data about the needs of individuals that are English Language Learners and individuals with low literacy in their Local Workforce Development Areas (LWDAs), 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.

LWDBs further document mechanisms for carrying out planned strategies through negotiation and development of agreements with partners as part of their Memorandum of Understanding (MOU) and Infrastructure Funding Agreement (IFA) development processes.

Finally, any use of Title I funds to support basic education and literacy services must be outlined in 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 that are basic skills deficient must not be denied service to occupational skills training. Rather, an IEP or ISS must 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 One Stop participant's individualized plan can 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. NJDOL encourages local areas to consider the development of comprehensive IEPs and ISSs that include a multitude of services, with the 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 must have the opportunity to develop unique and comprehensive employment plans based on their individual needs that may require support across multiple One Stop partner programs. LWDBs must ensure that services are not denied to any individuals based on basic skills deficiency and that access to services includes access to occupational skills training and work-based learning opportunities, in addition to meeting immediate basic education needs. One Stop staff may place participants into adult education and literacy activities at the same time as most occupational training programs, as per 20 CFR 680.200. The only training services that are not allowed under this paragraph are transitional jobs, job readiness, and customized training.

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 consortia or a sole provider are 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 must be established between the LWDB 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 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 identifies specific adult education content, workforce preparation activities, and workforce training competencies.<sup>1</sup>

Ideally, Title II providers, Title I providers, One Stop Operators, and Local Workforce Development Boards work together to develop and implement IET programs. These programs can leverage resources in the local area including Title I, Title II, and non-Title II literacy services 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, LWDBs can develop and build partnerships with other local organizations and institutions. A variety of organizations may offer adult

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<sup>1</sup> More information about developing IET programs is available in the 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>.

education and literacy services in local communities. LWDBs can further develop and strengthen local public workforce systems 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.

For example, community libraries often serve as a hub for supporting local literacy efforts. In some cases, local libraries are recipients of funding from NJDOL through the [Community Libraries initiative](#). Additionally, local libraries may receive funding from other public agencies or philanthropic organizations to deliver similar services. Integrating these community services with One Stop services offers opportunities for expanding the reach of existing adult education and literacy services.

### **Supporting Additional Services with Title I and Other Funds**

In addition to Title II program and services and connection to other local, community programs, LWDBs may decide to utilize Title I funding and/or secure additional outside grants to augment and increase the availability of basic education and literacy services through One Stop Career Centers. Individuals with high school degrees that are basic skills deficient are not eligible for Title II services and alternative pathways of support must be established for these individuals.

Title I funding specifically may be allocated for basic skills training when no other services are available to support an individual. [20 CFR 678.430](#) specifically highlights English language acquisition and integrated education and training programs as individualized career services. The level of service and cost of service allowable for supporting adult education and literacy services for a single individual must not exceed current New Jersey Title II levels (\$3,000).

Title I funds are intended to fill gaps when no other partners can provide a specific service for an individual. LWDBs may choose to invest in group contracts with local providers through competitive procurement, and/or issue individual contracts similar to Individualized Training Accounts (ITAs) to support individuals in connecting with other local programs/partners providing aligned basic skills training. To support planning for additional basic skills services, NJDOL is requiring that LWDBs include a basic skills line item in their annual WIOA budgets to support and detail these service strategies.

Individuals receiving these services through Title I funds must be enrolled in a Title I program and relevant assessments and individualized plans must be in place to support these individuals. (See [NJDOL's Title I Eligibility guidance](#) for details regarding eligibility.) In addition, case managers must continue to support and track the progress of individuals receiving basic skills support through Title I funds, in order to support their success, and ultimately help them transition to additional career and training services as needed.

Assessment strategies and documentation must 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**

Whatever strategies and mechanisms an LWDB decides to put in place must be documented in accordance and alignment with various local governance requirements, according to [20 CFR 679.550](#).

This includes the following:

- **Local plans** must be updated in accordance with WIOA guidance.
- **MOUs and IFAs** must be 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** must 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** must be put in place to further establish any specific operational guidelines regarding basic education and literacy services in alignment with federal and state policy, for example to establish local limits for individual contracts or details regarding the development of IET programs.

The development of these resources helps to ensure that all partners are clear regarding their roles, responsibilities, and contributions in supporting the adult education and literacy skill needs of jobs seekers and workers in their local public workforce systems.

### **SUMMARY:**

Our local public workforce systems serve as important hubs 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, our One Stop Career Centers 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, LWDBs can help to support comprehensive adult education and literacy services in their 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%20Guidelines-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%20Evaluation%20of%20the%20Integration%20of%20Title%20I%20and%20Title%20II.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>