

**California Adult Education
Survey of One Stop Partnerships**

November 2003

Executive Summary

In November 2002, the California Department of Education (CDE) Adult Education Office conducted a survey of adult schools and literacy providers regarding their partnership in California's One-Stop system. The survey is part of an ongoing project by the Adult Education Office to improve the partnerships between adult education and the One-Stop system.

The CDE Adult Education Office is the administrator of California's Workforce Investment Act (WIA) Title II grants for Adult Education and Family Literacy and oversees programs that provide direct services to over 1 million adults each year. Many adult education and literacy providers serve thousands of students at their sites. Adult education and literacy providers funded through WIA Title II are required partners in the One Stop system.

This survey captures the impressions, attitudes, and perspectives of the 65 adult education and literacy providers who responded, and can be considered a "snapshot in time." The report highlights the findings of the survey, as well as comments and recommendations from adult education and literacy providers. Recommendations contained in this report reflect the opinions of respondents, and do not necessarily reflect the policy of CDE. The Executive Summary highlights key findings, while the remainder of the report provides additional detail.

Literacy Services

Adult education and literacy providers funded under WIA Title II provide basic literacy services for One Stop participants as well as the general public. These education providers are considered part of the "core and intensive services" in the One Stop system, and are required partners in the system. The first section of the survey collected information about the variety of literacy services provided at the adult education site and at the One Stop site. The results are as follows:

- Virtually all respondents (98 percent) offered literacy assessments at their school or agency site (this included assessments, literacy screenings and tests, and transcript review). Students included both self-referred adult education students and those referred from a local One-Stop.
- Over half (58 percent) offered literacy assessments at the One Stop.
- All respondents offered literacy classes (English as a Second Language (ESL), adult basic education (ABE), high school diploma, and GED preparation) at the school or agency site.
- 32 percent of providers offered literacy classes at the One Stop.
- 24 percent of literacy providers were satisfied or very satisfied with One-Stop referrals to literacy classes; 54 percent were unsatisfied with referrals; 24 percent had no opinion.

Vocational Programs

Many adult education agencies funded under WIA Title II also partner with the One Stop system by offering vocational or pre-vocational classes. These classes are not funded by WIA Title II, but may be supported by other federal sources such as Carl D. Perkins or WIA Title I. Adult education vocational courses are part of the “training services” offered through the One Stop. Students in these programs include both One Stop participants as well as the general public. Survey respondents reported the following:

- 87 percent offered vocational or pre-vocational classes at school.
- 66 percent offered vocational or pre-vocational classes at the One Stop.
- 33 percent were satisfied with referrals for vocational classes; 48 percent were unsatisfied with referrals; 21 percent neutral.

Referrals

One Stops can refer participants to adult education and literacy providers for two different types of services. Some participants are referred for basic literacy services (core services) such as assessments and testing or for literacy classes (ESL, ABE, GED preparation or high school diploma programs). These classes are part of the “intensive services” offered at the One Stop. Other participants may be referred to an adult education provider for vocational training programs as part of a “training services” component. Agencies reported the following numbers of referrals:

- 68 percent of agencies received fewer than 50 referrals per year.
- 18 percent received from 50 to 100 referrals per years.
- 5 agencies received 100 to 250 referrals.
- 4 agencies received more than 250 referrals.

Memorandum of Understanding

Some adult education and literacy providers have a formal Memorandum of Understanding (MOU) with their local One Stop or local Workforce Investment Board (WIB) (MOUs are not required components of the One Stop partnership). The survey assessed the extent of MOUs among adult education and literacy providers. Agencies did not describe the scope of the MOU nor whether the MOU was with the local WIB or with the One Stop. Respondents reported the following:

- 70 percent had an MOU with the local WIB or One Stop.
- Of those who had an MOU, 86 percent of those “very satisfied with referrals” had an MOU; 85 percent of those “satisfied” had an MOU.

Represented on Board

WIA Title II funded adult education and literacy providers are required partners in the One Stop system and are required to be represented on the local WIB. The survey

assessed the extent of board representation among adult education and literacy providers, as follows:

- 45 percent of respondents had an official representative on the local WIB.
- Of those with representatives on the WIB, 50 percent were very satisfied with referrals, and 45 percent were satisfied with referrals.

Strengths and Weaknesses of the System

Respondents provided narrative comments on the strengths and weaknesses of the system. According to respondents, the following five key activities influenced effective partnerships at the local level:

- Creating formal liaisons or sharing staff improves relationships.
- One Stop and adult education agencies in close proximity or with shared locations are more effective.
- Agencies with prior working relationships (such as partnerships under the Job Training Partnership Act (JPTA)) have more referrals.
- Agencies with MOUs feel their partnership is more effective.
- Respondents feel that representation on the local WIB improves effectiveness.

Respondents noted the following barriers to effective local partnerships:

- One of the most frequently cited barriers was bureaucracy, including conflicting accountability requirements and inconsistent paperwork requirements from neighboring WIBs.
- Schools cited adult education “overload,” including full classes and waiting lists, “caps” on apportionment, and lack of classroom space as difficulties.
- Title II adult education and literacy providers have no specific funding to maintain the One Stop partnership.
- WIA Title II agencies and One Stops are perceived as having different missions and different service populations.
- Many agencies felt that One Stops preferred to partner with those agencies with which they have prior existing relationships to the exclusion of new partners.
- Many respondents felt One Stop staff did not respond quickly to requests for information or assistance.

Respondent Recommendations

Survey respondents recommended the following changes that they believed would improve the relationship between adult education and literacy providers and the One Stop system:

- Agencies and local WIBs or One Stops should establish local MOUs.
- Local WIBs should develop a comprehensive access and service plan that includes Title II.
- CDE and the California Workforce Investment Board (CWIB) should assure full representation at the local level.
- CDE should advocate for equitable funding levels for various types of adult education and literacy providers.
- CDE and CWIB should improve state level communications regarding Title II and the One Stop system.
- Rules or procedures should clarify fiscal operations and streamline procedures.
- Title I and Title II data and accountability systems should be compatible.

Policy Considerations

Survey respondents recommended several policy changes. These recommendations represent only the views of those surveyed; CDE has not developed a position on these issues.

- CDE and CWIB should more clearly articulate the role of adult education in the One Stop system.
- CDE should assist adult education and literacy providers to develop effective MOUs with their local WIBs and One Stops.
- CDE should work collaboratively with CWIB to support local efforts to include adult education representatives on the local WIB.
- CDE, the Employment Development Department (EDD), and CWIB should encourage training at a local level on the roles and services of the One Stop partners.
- CDE, EDD and CWIB should collaborate to streamline and standardize data collection and accountability systems, and develop the ability to share case management information and tracking of referrals.
- EDD should develop consistent systems used at all One Stops for referrals for training and should assure reciprocity of program lists, including referrals to public education agencies for both literacy and vocational programs through the One Stop.
- CDE should assist adult education and literacy providers to develop effective MOUs with their local One Stop.

Survey Results

Survey Instrument

The survey was designed to capture local perceptions of the working relationship between Adult Education and Family Literacy providers, as well as the relationship between California adult school vocational programs and the One-Stop system. The survey is composed of four key areas: (1) education services offered at the agency and at the One-Stop; (2) satisfaction with number of people referred from the One-Stop; (3) existence of a MOU between the agency and the local WIB or One-Stop; and (4) agency representation on the local WIB. An open-ended set of questions also asked for comments on effective partnerships, barriers, and state and local recommendations. A final section allowed respondents to list any additional comments they wished to include.

Survey Sample

The CDE Adult Education Office sent an online survey to all WIA Title II adult education and literacy providers, and to all adult schools offering vocational programs. The survey included the following two overlapping populations:

- California's 2002-03 WIA Title II funds support 225 adult education and literacy providers who are required partners in the One Stop system. They provide literacy classes for the adult population at large, as well as for adults referred for service through the One Stop system.
- Adult schools funded through California state apportionment can also offer short-term vocational classes. During 2002-03, 233 adult schools offered vocational programs. Some of these adult school vocational programs are authorized as eligible training providers and provide vocational training to the public at large, and to adults referred through the One-Stop system.

Not all adult education and literacy agencies provide services that trigger a relationship with the One Stop system. Some agencies offer literacy programs, but are not funded by Title II and therefore are not required partners. Some agencies offer vocational programs and have a relationship with the One Stop because of their provision of training services, but do not have a partnership as a literacy agency. Other agencies have both relationships.

Survey responses were voluntary and were representative only of those agencies that have an existing relationship with the One-Stop system (either through their WIA Title II adult education or literacy program or through their vocational programs). While there were a total of 292 agencies surveyed (Title II literacy providers as well as adult schools offering vocational programs), not all agencies chose to respond. The survey included responses from 65 agencies, or 22 percent, with at least one agency responding from each county, as shown in Figure 1.

**Figure 1. Number of Survey Respondents
by County**

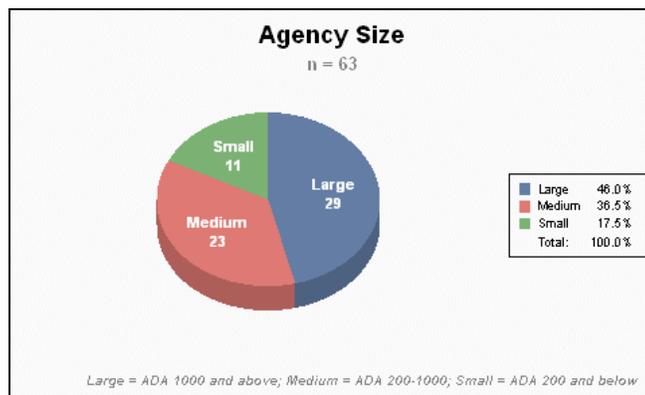
County	No. of Agencies Responding
Alameda	6
Butte	2
Contra Costa	1
El Dorado	1
Fresno	1
Glenn	1
Humboldt	1
Imperial	1
Kern	4
Lassen	1
Los Angeles	9
Marin	1
Mendocino	1
Merced	1
Modoc	1
Monterey	2
Napa	2
Orange	6
Placer	2
Riverside	3
Sacramento	3
San Bernardino	1
San Diego	2
San Joaquin	1
San Luis Obispo	1
San Mateo	3
Santa Cruz	1
Solano	1
Stanislaus	1
Tulare	3
Ventura	2

Total number of agencies = 65

Results

The One Stop Survey was posted online. CDE encouraged but did not require all WIA Title II funded agencies to participate. Results are based on responses from 65 agencies. Results include small, medium, and large education agencies. The sample also includes adult schools, community college non-credit programs, community based organizations (CBO), library literacy programs, and other volunteer tutoring programs.

Figure 2. Respondent Agency Size



Educational Services Offered at WIA Title II Funded Agencies and at the One-Stop

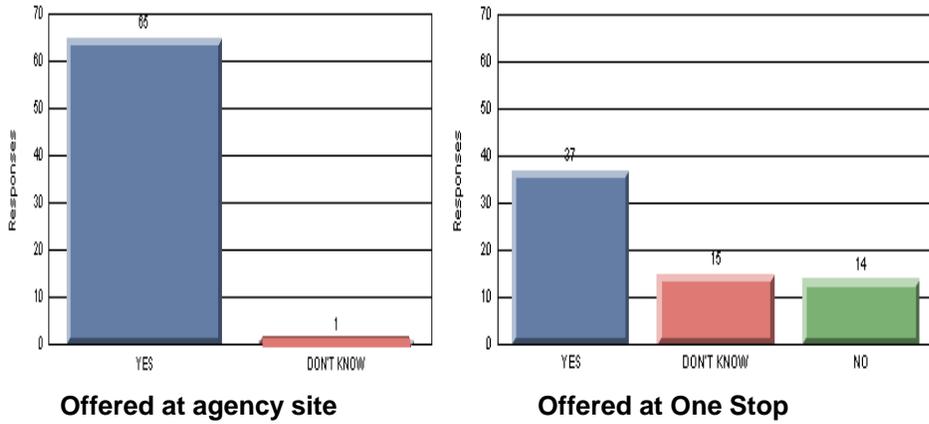
The first survey item collected information on the types of educational services offered at the agency and at the One-Stop. Educational services included:

- Educational assessments (testing, screenings, transcript review)
- Literacy classes (English as a Second Language (ESL), GED preparation, and high school diploma classes)
- Vocational or prevocational classes (including “soft skills”)

Literacy assessments, and provision of literacy and vocational classes are the primary business focus of the agencies surveyed, so response rates for providing these services at the agency’s own sites are high.

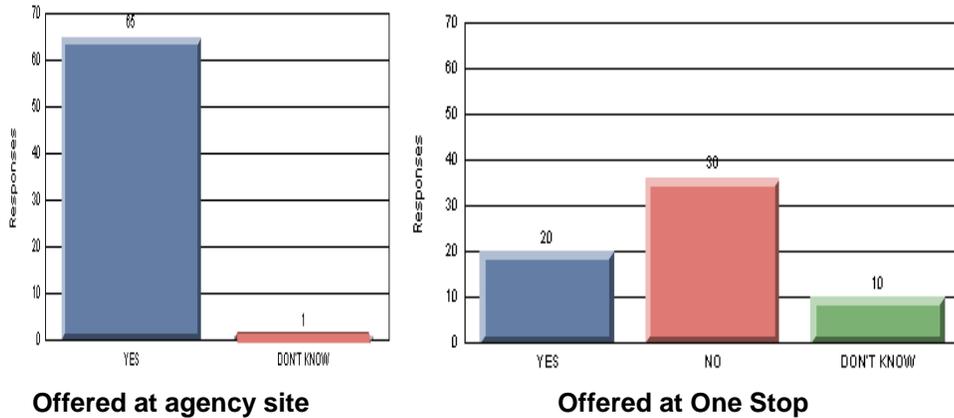
Virtually all respondents (98 percent) offered literacy assessments at their agency sites. Students served in these settings included both traditional adult education students and those referred from a local One-Stop. Over half (58 percent) of the agencies offered literacy assessments at the One Stop in addition to assessments at their own sites. The following graph shows the number of agencies offering educational assessments on-site or at the One Stop:

Figure 3. Respondents Offering Education Assessments On Site and at the One Stop Agency



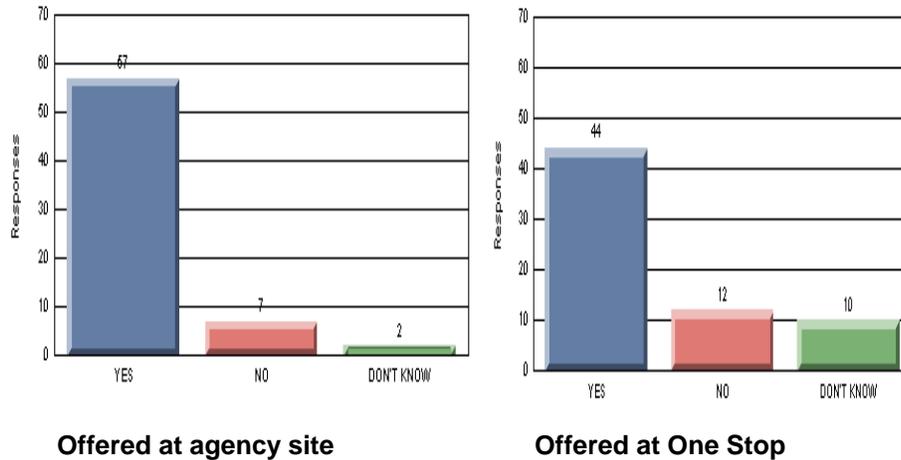
All respondents offered literacy classes (ESL, Adult Basic Education (ABE), High School Diploma, and GED preparation) at their agency sites. Thirty percent of these providers offered literacy classes at the One Stop in addition to their own sites. Information on referrals to literacy partners was also very low, indicating either that One Stop partners have few participants who need literacy services, or that One Stop partners are largely unaware of the need for literacy services for participants.

Figure 4. Respondents Offering Literacy Classes On Site and at the One Stop (ESL, ABE, GED Preparation or High School Diploma classes)



The survey also reviewed the level of vocational program activity related to the One Stop system. Most respondents (67 percent) offered vocational or pre-vocational classes at their site. Two thirds (66 percent) also offered vocational or pre-vocational classes at the One Stop. This is an indication that One Stops are more likely to be familiar with vocational programs (as part of the “training services” category).

Figure 5. Number of Respondents Offering Vocational or Prevocational Classes, including “soft skills”



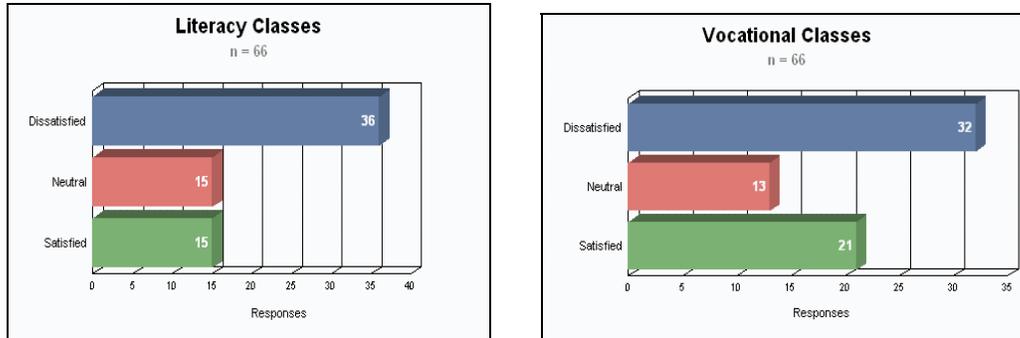
A few respondents (10) did not know whether their agency provided service at the One Stop site. This may represent lack of familiarity with their agencies’ own services. Alternately, it may reflect confusion with the variety of names used by One-Stops across the state. An agency may work with a particular local One-Stop (for instance, SonomaWorks or San Joaquin WorkNet) without realizing that the agency is a One-Stop.

Satisfaction with Number of Referrals from the One-Stop

The adult education system in California provides direct services to over 1 million adults each year. Many adult education and literacy providers serve thousands of students at their sites. Survey responses indicate that only a small proportion of those students are referred from the One Stop system.

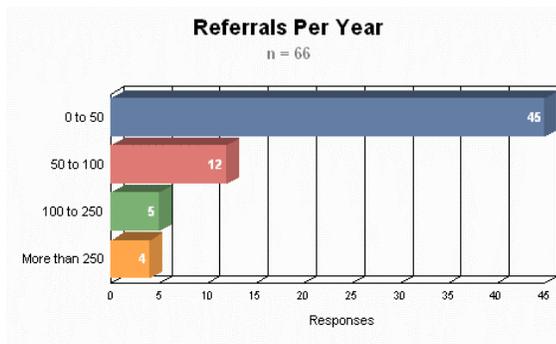
The largest proportion of respondents were dissatisfied with the number of referrals from One Stops to their schools or agencies. A large number of providers (54 percent) were dissatisfied with numbers of referrals for literacy services, with 23 percent of providers satisfied, and 23 percent neutral. Satisfaction with vocational referrals was slightly higher, but still reflected large dissatisfaction. Forty eight percent were dissatisfied with referrals for vocational programs. Twenty percent of providers were satisfied, and 32 percent were neutral.

Figure 6. Satisfaction with Referrals by Number of Respondents



Agencies noted the number of referrals they received per year for both vocational and literacy programs combined. The majority of agencies (68 percent) received fewer than 50 referrals per year, with 21 percent of those agencies receiving fewer than ten referrals per year. Eighteen percent of agencies received between 50 to 100 referrals, while 5 agencies (7 percent of respondents) received 100 to 250 referrals, and 4 agencies (6 percent of the total) received more than 250 referrals.

Figure 7. Referrals Per Year by Number of Respondents



Memorandum of Understanding

Even though most agencies were not satisfied with the number of referrals from the One Stop, many agencies appeared to work closely with their local One Stop. Seventy percent (70 percent) of all responding agencies indicated they had a MOU with the local One Stop or local WIB. Of those agencies that indicated they were satisfied or very satisfied with the numbers of referrals, the majority had MOUs in place. This supports a hypothesis that establishment of an MOU helps delineate partner roles and support referrals for literacy and vocational programs.

Figure 8. Respondents with MOUs

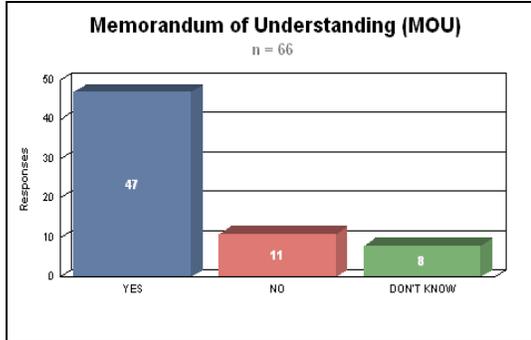
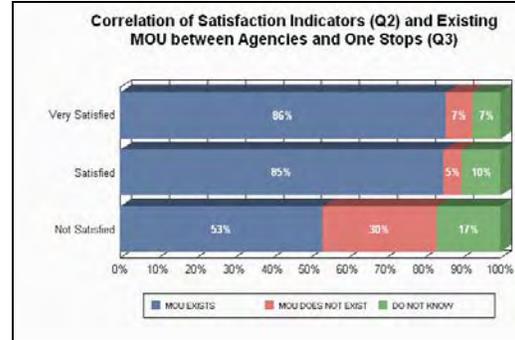


Figure 9. Correlation of Satisfaction Indicators and Existing MOUs



Representation on Local WIB

Less than half the agencies (45 percent) reported representation on the local WIB. Of those agencies who were represented on the local board, fewer agencies were satisfied with the number of referrals from the One Stop than was seen with agencies that had a local MOU. This implies that establishing a local MOU is a greater predictor of satisfaction than having representation on the local board.

Figure 10. Representation on WIBs by Number of Respondents

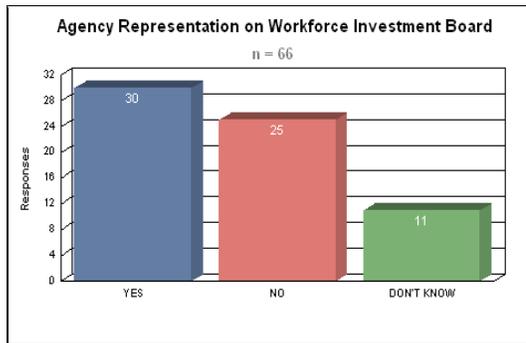
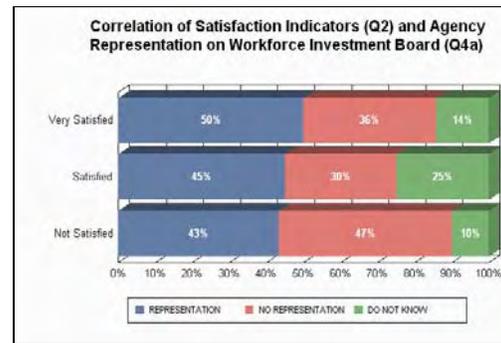


Figure 11. Correlation of Satisfaction Indicators and Agency Representation



Effective Partnerships

In narrative comments, agencies described the practices they believed contributed to the success of their local adult education/One Stop partnerships. The following summarizes the key points:

1. One Stop and adult education agencies in close proximity or with shared locations are more effective.
 - Physical proximity to the One Stop increases collaboration.
 - Placing satellite offices at the One Stop or One Stop satellites at the education site is effective.
 - Full One Stop services co-located at the education site, or administered by an education provider increases collaboration.
2. Creating formal liaisons or sharing staff improves relationships.
 - Locating education staff at the One Stop on a part-time or full-time basis contributes to effective partnerships.
 - Locating One Stop staff located at the education agency on a part-time or full-time basis is an effective practice.
 - Designating education staff as a liaison to the One Stop is also effective.
3. Agencies with prior working relationships (such as partnerships under JTPA) have more referrals.
 - Collaborative efforts frequently reflected long-standing relationships established prior to implementation of WIA.
4. Agencies with MOU feel their partnership is more effective.
 - Establishing an MOU requires discussion of the roles of both partners, the services each partner provides, and the value that each partner brings to the participants.
 - Agencies recommend developing a clear delineation of services and an understanding of cost-sharing agreements.
5. Respondents feel that representation on the local WIB improves effectiveness.
 - Having an adult education representative on the local WIB results in better understanding of the roles of each partner.
 - A formal or informal presentation to the other partner increases collaboration.
 - Establishing regular meetings to discuss issues of common concern is an effective practice.

Barriers to Effective Partnerships

Agencies also described the state and local barriers that prevent effective partnerships. These statements represent only the views of those surveyed; CDE does not have a position on these issues.

1. Bureaucracy is perceived as a barrier.
 - Accountability requirements for WIA Title I and WIA Title II are different and do not overlap.
 - Adult education and literacy providers do not receive funding for data collection for Title I.

- One Stops do not always provide referral slips for participants and, due to privacy concerns, are sometimes unwilling to share participant lists for data matching.
 - Some One Stops require public adult schools to be on the Eligible Training Provider List (ETPL) in order to receive vocational referrals, even though the schools do not charge fees for their programs.
 - Neighboring WIB regions have no reciprocity for training lists. Most expect full case management and data collection and may have varying requirements.
2. The adult school system is reaching capacity.
- Some adult schools noted they have more students than they can serve regardless of referrals from the One Stop system.
 - Adult schools have a “cap” on the amount of apportionment they are allowed to collect, and many schools have reached that cap.
 - Many schools have full classes and waiting lists.
 - Many have lost classroom space due to class size reduction in the K-12 system.
 - Rental space is expensive, so schools cannot afford to offer additional classes.
 - Many schools noted that they receive few if any referrals from their local One Stop, and receive no funds from WIB.
3. There is no funding specific to maintaining the One Stop partnership.
- Title II funds supplement existing literacy programs.
 - Funds are barely sufficient to cover the cost of data collection for Title II.
 - Title II grants do not pay enough to cover costs of establishing or maintaining a One Stop partnership.
 - Many schools note there is not enough money to hire a liaison, nor is there money for maintaining data on vocational students.
 - Case management and data collection activities require staff with skills different from teaching staff and are expensive to maintain.
4. Title I and Title II agencies have different missions and cultures.
- The mission of Title II is to improve literacy for people with the lowest literacy levels. Frequently these people have multiple barriers to employment and will not become employed quickly.
 - The mission of the One Stops is to provide services for populations specifically identified.
 - Because of the One Stop emphasis on finding work rather than improving skills, most adult education literacy programs see few referrals.
 - Adult Education vocational programs have seen tremendous drops in referrals. (One program noted they had 70 – 80 referrals annually under JTPA, but have had only one since November 2001. Their town still has a 15 percent unemployment rate.)

5. Old relationships influence current practice.
 - Current business practices reflect the partner relationships that existed under JTPA.
 - Education agencies note that some One Stops will only refer participants to adult schools or CBOs if the community college doesn't offer the class.
 - Some One Stops appear to refer participants only to for-profit job training programs.
6. Lack of understanding of partner constraints can be a barrier.
 - Some One Stops assume adult education providers should lease space at the One-Stop, however the number of referrals may not support the fiscal commitment or the rents may be unaffordable.
 - At some sites, staff turnover at the One Stop results in few staff that know the education program.

Recommendations for Improving Local Partnerships:

Respondents shared several recommendations for improving local partnerships. These recommendations represent only the views of those surveyed; CDE does not have a position on these issues.

1. Agencies should establish local MOUs.
 - Local WIB members, One Stop staff, and adult education providers should identify common goals and create a local MOU.
 - The MOU should provide a clear delineation of duties and services, and articulate cost sharing agreements.
2. State level agencies should assure education has full representation at the local level.
 - Adult literacy and vocational services should be represented on the local board.
 - Board members, and staff of the One Stop and the adult education provider should visit each other's sites, make presentations about their programs, and learn the key staff in each system.
 - Local agencies should hold regular monthly meetings of One Stop and education partners.
3. Local areas should develop a comprehensive access plan.
 - Agencies recommended using seed money to develop a comprehensive access plan (include transportation from remote areas) that serves both the One Stop and adult education.

Recommendations for Improving State Partnerships:

Respondents had several recommendations for improving partnerships at a statewide level. These recommendations represent only the views of those surveyed; CDE does not have a position on these issues.

1. State policy should create a level playing field.
 - Adult education is required to be a partner in the One Stop system, but the One Stop is not required to be a partner of adult education.
 - Control is currently vested in the One Stop system.
 - One Stops should be required partners in the WIA Title II adult education system.
 - Significant disparities between adult education and community college non-credit programs.
 - Adult education and community colleges should have equal funding levels.
 - CDE and the Chancellor's Office of the Community Colleges should equalize the rules regarding serving high school students.
 - State level agencies should assure or encourage articulation between adult education and community college courses.

2. State policy should make changes to the fiscal structure.
 - Title I funds should be specifically designated to support the One Stop system.
 - If Title II is expected to provide fiscal support to the One Stop system, local agencies should be granted additional allocations for that purpose.
 - Agencies recommend eliminating Individual Training Accounts (ITAs) and using the money to serve many people instead of one.
 - State policy should clarify the rules regarding training vouchers, and make provisions for local waivers of ITAs.
 - Agencies also recommend releasing money from specific categories and allowing local decisions on funding. ("If we have more adults than dislocated workers, let us serve more adults, not sit on the dislocated worker funds.")
 - All public adult education vocational programs should automatically be placed on the Eligible Training Provider (ETPL) list.
 - CDE should pursue legislation to create a funding mechanism so that adult schools that have reached their cap can continue to provide services.
 - State level agencies should develop fiscal incentives for other partners to work with adult education.

3. State level agencies must communicate more frequently and effectively.
 - Literacy programs and adult school vocational programs should be represented on the state WIB.
 - State policy should require local WIBs to have a Title II representative on the board.

- State level decision makers should visit more local agencies (including agencies having difficulties, not just model agencies).
 - State level agencies should assure increased dialogue among all stakeholders.
 - State level agencies should clearly define the roles of participant agencies at both the state and local level.
 - CDE and EDD should provide cross training at both the state and local level.
 - CDE should improve communication and coordination between the CDE Adult Education and the CDE Workforce Development Office
 - State level agencies should articulate a seamless system for participants that shows both the role of the One Stop and the role of the literacy provider.
 - CDE should address the role of adult education in providing services to participants with learning disabilities.
4. State level agencies should improve data and accountability systems.
- Computer domains should be made compatible in order to share student records, enrollment data, etc.
 - Common data collection and case management software should be used throughout the state.

Future Research Opportunities

- CDE should identify One Stop partnership “best practices” used by adult education and literacy providers.
- CDE and EDD should analyze the scope of MOUs between One Stops and adult education and literacy providers.
- CDE should compile cost information about adult education presence at One Stops.
- CDE and CWIB should collect anecdotal information about adult education and One Stop partnership success stories.

For more information about the California Adult Education One Stop Report, contact:

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