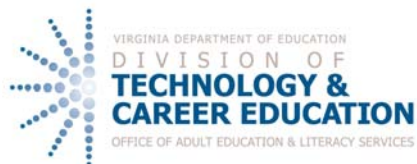




**Guidance for Local and Regional
Approved Adult Basic Education Programs**

**Development and Operation of
Virginia Workforce Network
Comprehensive One Stop Workforce Centers**

August 29, 2008



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Introduction

Governor Kaine's Executive Order 61, issued January 4, 2008, instructed numerous Secretaries and agency heads, including the Secretary of Education and the Superintendent of Public Instruction, to "enter into a State Memorandum of Understanding (MOU) with the [Chief Workforce Development] Officer, which sets forth the terms of agreement for cooperation and consultation with regard to the implementation of the workforce development system in Virginia and provides a model for local implementation of workforce systems and comprehensive integrated seamless One Stop workforce service delivery centers." The subsequent *State Memorandum of Instruction and Understandings: Comprehensive One Stop Workforce Centers*, issued March 13, 2008, outlines the vision for Virginia's one stop workforce development system and provides guidance as to how the development and implementation at the local level should proceed.

The Governor has identified six comprehensive one stop sites to be developed by 2010. These sites include South Boston, Roanoke, Harrisonburg, Wytheville, Danville, and Tri-Cities (Petersburg, Hopewell, and Colonial Heights). These locations are included in the *Business Model for Phase I – Development and Implementation Plan for Virginia's Comprehensive One Stop Centers*, issued subsequent to the MOU.

Adult basic education in Virginia is funded largely by federal monies under the *Adult Education and Family Literacy Act (AEFLA)*, Title II of the *Workforce Investment Act of 1998 (WIA)*. Therefore, adult education programs are one of several federally mandated partners on the local Workforce Investment Boards and in the one stop delivery system.

Together, Executive Order 61, the MOU, and the Business Model provide state agencies with the vision for a statewide, seamless workforce development system, as well as the general structure and individual agencies' responsibilities to realize that vision. One agency responsibility is to "issue policy guidance and direction ... regarding the integration of service delivery, customer referral, the allocation of costs for shared services and partner team management of the comprehensive One Stop Centers." This document is the first piece of that guidance that will be issued by the Virginia Department of Education, Office of Adult Education and Literacy (OAEL).

Central Obligations

The MOU states that local service providers shall be responsible for a variety of activities. Key among these are the following:

- Be a party to the local MOU
- Share responsibility for developing the local MOU
- Contribute a "fair share" for operation of the one stop center
- Participate in the management team
- Develop plans for the center

- Share responsibility for the management, security, and day-to-day administration and funding of the site
- Collaborate with the one stop operator
- Provide services at the site
- Participate in a referral process with the other site agencies and providers
- Fund applicable programs
- Agree on a methodology to allocate costs for electronic services offered at the center
- Participate in credentialing, staff capacity, and technical assistance opportunities

This document is organized in a topical manner to offer guidance related to each of these activities.

Local MOU

Pursuant to Section 121c, parts 1 and 2, of the WIA, as well as the guidelines of the state MOU, the local workforce investment boards must initiate a local MOU development process. It is OAEL's belief that the cornerstone of a successful partnership is the development of the local MOU. Through communication, negotiation, and direct but flexible language, successful development and delivery of services is possible for the region. The local MOU should represent the real and present needs of the partner agencies to effectively serve the student/client, and it should clearly define the roles and responsibilities of each agency that is party to the MOU. OAEL recommends development of the local MOU as the first step in the development process. A sample local MOU is included in the appendix of the state MOU.

Cost Sharing

Local superintendents overseeing adult education programs, the program managers, or a designee will participate in the development of the local MOU outlining partner responsibilities, as well as in the development of the one stop business plan. Part of this process will involve arriving at consensus on a cost-sharing formula that will guide how partners contribute funds to operate the center. Possible methods for establishing such a cost-sharing plan are offered in the state MOU and in the *Business Model for Phase I*. Local program staff should consult these documents, as well as their adult education grant awards and regulations when negotiating a cost-sharing plan with the other one stop partners. A collection of links to pertinent documents is included at the end of this document.

Each program that collocates at a one stop center will be required to provide a fair share of the expenses of the center's basic operation. Operational expenditures such as rent, utilities (e.g., electricity, telephone, internet, water/sewer), and common space (e.g., labs,

reception areas, meeting rooms) will be shared by programs based on cost principles that identify each specific program's share of use.

Regional ABE Cost-sharing

If a one stop will be staffed by more than one approved adult education program, programs are encouraged to develop a collaborative strategy to offset the financial and service requirements identified in the state MOU. The costs may be based on a percentage of use or anticipated use by each locality.

Local programs may need to use a combination of federal adult basic education (ABE) administrative and instructional funds to support operations at the one stop center. Local programs should use standard cost principles to identify the percentage of use for administrative functions versus instructional functions. Administrative costs are capped for local programs at 5 percent of the total approved allocation unless a waiver to a maximum of 20 percent has been approved. However, once awards are issued to approved programs, additional waivers will not be considered. Additionally, a local program is permitted to use local funds and report such use as match against the ABE funds.

Funding allocated by the local adult education program for the one stop operation may include federal ABE, state, or local funds, as long as the monies contributed fund allowable activities under the regulations of the individual funding streams. Programs that choose to use state funds that are used as match for the federal ABE funding should keep in mind that this funding is subject to the same regulations as federal ABE funds.

Collocation

Collocation refers to the physical presence of multiple agencies and providers at the one stop site. According to guidance from the Governor's Office for Workforce Development, collocation should be considered the presence of at least one adult education staff member on-site during all regular hours of operation of the one stop center. Staff may include paid staff and/or volunteers trained by the approved local program. This could include support staff, tutors, teachers, or administrators. Arrangements for evening or weekend hours, if needed, should be negotiated with the partners and should be included in the official local MOU.

For centers that serve multiple localities in which approved adult education programs operate, those programs may wish to consider a rotating schedule for staffing at the one stop center; in other words, no single program must provide all of the adult education staffing for the one stop center.

An approved program is not required to move its central operations to the one stop center. While this may be advantageous for some programs, the one stop may function more adequately as a satellite site.

When developing a local MOU and business plan, adult education programs should be sure to account for adequate space for instructional activities, as well as office space for administrative and data entry responsibilities. Depending on the format of the center, programs may also consider the inclusion of computer stations or labs for use with online or software-based instructional materials.

Should the partners wish to include on-site GED testing, adult education staff should work with the area's chief GED examiner and the state GED administrator to establish the one stop center as a certified addendum testing site.

Activities

The purpose of collocation of the mandated partners and anchor programs is to offer citizens who visit the one stop center the same core services as are available at the partners' independent locations. For adult education and literacy programs, potential activities that may occur at the one stop include, but may not be limited to, the following:

- Student intake
- Assessment of educational functioning with an approved assessment
- Identification of student goals
- Administration of official GED practice tests
- Administration of official GED Tests by the local Chief Examiner
- Counseling students
- Direct instruction (ABE, ASE, ESOL, or EL/Civics)
- Distance education (ABE, ASE, ESOL, or EL/Civics)
- Student follow up
- Data entry

Benefits

The establishment of one stop centers provides benefits to both one stop clients and the service providers who staff the center. For the client, obviously it is much more efficient and convenient to be able to receive services from multiple state agencies at a single location.

Potential benefits to the local adult education programs from participating in collocation include, but are not limited to, the following:

- New or improved partnerships/collaborations with community services
- New or improved partnerships/collaborations with other service agencies
- Access to the business community, including employers
- Access to support services
- Increased program performance

- Increased enrollments from referrals
- Access to postsecondary opportunities
- Access to grant opportunities
- A voice in workforce development in the region

Communication and Technical Assistance

Local managers and supervisors are encouraged to consult with Department of Education staff whenever questions arise. Additionally, for federal reporting and auditing purposes, local programs are asked to provide to the Office of Adult Education and Literacy copies of the local MOUs and any other documentation related to the delivery of services or expenditure of federal or state funding.

If you have any questions or concerns about this guidance document, please contact Randall Stamper, specialist, via e-mail at randall.stamper@doe.virginia.gov or by phone at 804-225-2836.

Applicable Statutes and Legislation

WORKFORCE INVESTMENT ACT OF 1998
Public Law 105-220 – Aug. 7, 1998 112 Stat. 936
Public Law 105-220
105th Congress

TITLE II – ADULT EDUCATION AND FAMILY LITERACY ACT
Subtitle A
Chapter 2 – State Provisions

SEC. 222. STATE DISTRIBUTION OF FUNDS; MATCHING REQUIREMENT; part (a), 1

SEC. 225. PROGRAMS FOR CORRECTIONS EDUCATION AND OTHER INSTITUTIONALIZED INDIVIDUALS; parts (a), (b), (c), and (d)

Chapter 3 – Local Provisions

SEC. 233. LOCAL ADMINISTRATIVE COST LIMITS; parts (a) and (b)

Pertinent Documents and Web sites Related to This Guidance

Governor's Executive Order #61

http://www.governor.virginia.gov/Initiatives/ExecutiveOrders/2008/EO_61.cfm

State Memorandum of Instruction and Understandings: Comprehensive One Stop Workforce Centers

<http://www.workforce.virginia.gov/StateMOU.pdf>

Also: <http://www.doe.virginia.gov/>

Comprehensive One Stop Center Business Model for Phase I – Development and Implementation Plan

http://www.workforce.virginia.gov/docs/Bus_Model_Phase_One_05-01-08.pdf

Web site of the Senior Advisor to the Governor for Workforce

<http://www.workforce.virginia.gov/>