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California's Job Training, Employment, and Vocational Education Programs

By Alicia Bugarin

*Prepared at the request of
Senator Richard Alarcon*

NOVEMBER, 2001

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C A L I F O R N I A

R E S E A R C H B U R E A U

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By Alicia Bugarin

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Executive Summary

In 1995 and 1996, the California Research Bureau examined the state's job training (or "workforce development") programs and reported about their funding, clientele, services and outcome measurements. Senator Richard Alarcon, Chair of the Labor and Industrial Relations Committee, requested that we update this report.

California currently has over 39 job training, employment and vocational education programs administered by eleven different state departments. They provide services to approximately 7 million people at a cost of about \$5.6 billion in State Fiscal Year (FY) 2000/01. Table I on page 8 summarizes funding and enrollment data about each program. We then provide information about each program including a brief description of services, funding, population served, service delivery mechanisms and information about outcomes or effectiveness.

In the Workforce Investment Act of 1998 (WIA)^{*}, the federal government consolidated over 70 job training programs and gave states the flexibility to streamline their administrative structures and services. The goal of the Act is to reduce duplication of administrative functions, allocate resources in an efficient manner and meet the needs of job seekers and employers. Funds can be used to support an array of pre- and post- employment services. WIA also allows "states to engage in unified planning for a group of related federal employment and education programs." This flexibility offers California the opportunity to develop a unified planning structure for workforce development (education and training) and to reduce duplication of administrative functions and allocate resources more efficiently. California has not taken advantage of the opportunities offered in the WIA to consolidate state programs, but is moving to a "one-stop" service center with co-located services in many local areas.

Welfare reform has also afforded states with significant federal funds that can be used to "support a wide range of workforce development services."¹ Federal Temporary Assistance for Needy Families (CalWORKs in California) funds have regulatory flexibility that provides states with opportunities to "invest in job retention and advancement strategies."² Again, the state has the opportunity to reconsider its programs. The information provided in this report could assist state policy makers as they consider how the state might best plan for, create, and deliver important worker training and education services.

In California, millions of working adults need to upgrade their education and job skills in order to secure jobs that pay a living wage. Over 2.5 million workers, or nearly one of five adult workers, lack a high school degree.³ At the same time, according to employers, there is a growing need for a workforce that is skilled, knowledgeable and adaptable to the rapidly changing technological landscape. Assisting California workers to upgrade their skills and to find better paying jobs is essential in order for California to maintain its competitive advantage in an increasingly competitive global economy and for California's workers and families to thrive.

^{*} Public Law 105-220 (H.R. 1385)

Although millions of California's workers need to upgrade their skills, in State Fiscal Year 2000/01, One-Stop Centers only approved approximately 6,100 Individual Training Accounts (ITAs) or vouchers for training. California spent only 38.6 percent of the federal funds available for the WIA Youth, Adults and Dislocated Workers Programs.

Introduction

The goal of transforming a patchwork of employment and training programs into an accountable, integrated system, complete with performance and outcome measurements, motivated the passage of the federal Workforce Investment Act (WIA), which went into effect July 2000. WIA's key principles are "streamlining services, empowering individuals, universal access, increased accountability, integrated and coordinated services, state and local flexibility, and improved youth programs."⁴ The Act consolidated over 70 programs at the federal level and gave states the flexibility to streamline their administrative structures and services.

California anticipated the passage of the WIA by enacting the *Regional Workforce Preparation and Economic Development Act* (Chapter 990, Statutes of 1998). This Act's goal is to link the state's many workforce training and economic development programs. In principle, the idea of different organizations (economic development, employment development, social services, rehabilitation, community colleges, adult education and others), working in collaboration toward a common goal to create a coherent, integrated workforce development system makes sense. However, the devil is in the details.

As this report documents, California still has at least 39 different training programs, each of which serves a slightly different population (such as veterans, the disabled or TANF recipients), with a slightly different need based on status such as disability or income. These programs are run by separate agencies with historically different missions, and are evaluated based on different outcomes. The multiple federal and state categorical program requirements and regulations and diverse administrative structures continue to be a barrier to offering clients an accessible and systemic approach to job and skill training or workforce development.

As this report details, the State's job training planning and administrative structures have not changed much from its pre-WIA structure.⁵ There are some new names and participants. For example, the California Workforce Investment Board has replaced the State Job Training Coordinating Council. At the local level, Service Delivery Areas are now referred to as Workforce Investment Areas. The 52 Local Private Industry Councils are being replaced by 50 Local Workforce Investment Boards, composed of business representatives, educational entities, labor organizations, community-based organizations, economic development agencies and one-stop (co-located employment and training services) partners.

The primary goal of Local Workforce Investment Boards is to provide services through a "one-stop delivery system." The idea is to help businesses, job applicants, and workers seeking to upgrade their skills, access a broad array of public and private programs in one location.

Comprehensive One-Stop Centers provide access to a full range of services pertaining to employment, training and education activities, employer services, and referrals to other appropriate social services. Satellite One-Stop Centers provide specialized services in selected fields. While WIA requires One-Stop Centers to provide specific

services, local areas may design programs and provide services that reflect the unique needs of their region.⁶

There are over 200 One-Stop Service Centers located throughout California. They offer specialized services and targeted programs for adults, youth, and dislocated workers and provide referrals to employment services, adult education, postsecondary vocational education, vocational rehabilitation, veterans programs, trade adjustment re-training assistance and unemployment insurance. They may also offer optional programs such as School-to-Career, and CalWORKs (TANF).

However, local training providers continue to have to overcome the fragmentation of the state's job training and employment programs in order to meet the complex needs of their clients. Reporting and accounting requirements remain cumbersome. On a case-by-case basis, local training providers must bring together a diverse set of programs, funding streams and reporting requirements for each client. This is not an easy challenge, given that California's population and workforce is not only racially and ethnically diverse, but also diverse in terms of education and skill levels. In addition to challenges of the labor force, there are also the challenges of the regional economies, which are different, have different industry cluster drivers, base characteristics, and different workforce and business climate needs.

Some One-Stop Centers are further along than others in offering a range of programmatic services to serve specific clients. In some One-Stop Centers staff, although enthusiastic about the concept, are overwhelmed and uncertain about all the requirements. The strength of the local economy, the experience and training of the staff running the Center, and the degree of employer participation all contribute to whether a Center is successful or not.

California and other states have interpreted WIA as requiring a "work-first" approach. This means that an applicant is first referred to a job, and expected to obtain employment before receiving job training services.* Individuals are first provided with self-directed job search assistance, referred to as "core services." If they are unable to locate a job on their own, they are provided with "intensive services."⁷ These services typically include job readiness and job search seminars, or assistance with résumé preparation, interviewing skills, literacy classes and soft skills (such as timeliness and dress) classes. If these core and intensive services do not result in employment, than an individual is considered for "skills training."

Clients who are determined to need skills training are provided with individual training accounts (ITAs): "ITAs are a voucher-like form of payment secured by WIA funds that individuals may use to purchase training of their choice, subject to conditions."⁸

In State Fiscal Year 2000/01, One-Stop Centers only approved approximately 6,100 Individual Training Accounts (ITAs) or vouchers for training. California spent only 38.6 percent of the federal funds available for the WIA Youth, Adults and Dislocated Workers

* It is our understanding that the Department of Labor will be issuing a clarification letter advising that the new system is intended to be a "tier service system" and not a "work-first" system. In a tier service system, the full range of services, including training, is offered simultaneously.

Programs. The breakdown of expenditures, from July 1, 2000 to March 31, 2001, was as follows:

- WIA Dislocated Worker Activities; 31 percent federal funds expended.
- WIA Youth Activities; 39 percent federal funds expended.
- WIA Adult Activities; 51 percent federal funds expended.

There is a concern that the Welfare-to-Work and One-Stop Centers' focus on "work-first" may provide immediate results but not long-term income improvement, which generally requires workers to upgrade their skills in order to qualify for better jobs. For example, a local One-Stop Center refers individuals to seasonal produce-packing jobs. The referral results in a minimum wage job for a short period of time, usually three to four months. The One-Stop Center counts this type of referral as a "successful job placement," but in three to four months the individual will be jobless again. Meanwhile some job service and training providers state that they are receiving few referrals from the One-Stop Center for occupational training. This appears to be substantiated by the low state expenditure patterns noted above. One training provider contends that "less than ten percent" of the individuals being referred to the One-Stop Centers for assessment are receiving occupational training.*

The "work-first" approach may work in a tight labor market but in a recession or slower labor market, there may be few or no jobs for individuals who possess minimal job skills. Waiting to refer individuals to training also may result in fewer job training providers that are able to offer services, since many courses are fee-based or are provided by for-profit organizations. Meanwhile, employees may not be gaining the technical skills that employers are seeking. The balance between short term employment and successful long term outcomes is an important one that the state's new job training structure is still seeking. Eventually there will be evaluation data to assist policy makers, as "WIA asks states and localities to track longer-term employment retention and wage progression outcomes."⁹

Recent studies[†] examine the impact that different services and benefits have on the working poor, and provide insights into different strategies that might be most important in helping the working poor to improve their standard of living. Findings include:

Work-first: This strategy relies on job search services and not on other training or support activities. The evaluation finding by Public/Private Ventures is that: "Job search does not produce lasting effects because it typically does not help parents find better jobs than they would on their own. It also fails to help the most disadvantaged."¹⁰

* Telephone conversation with Carlos L. Lopez, Center for Employment and Training.

† These studies are Cancian and Meyer, 1997; Cancian and Meyer, 2000; and Rangarajan, Schochet and Chu, 1998. These studies tracked for five years a national sample of women in the labor market who had received welfare and compare various personal, family and work characteristics in the initial years after leaving welfare, with the women's economic well-being four or five years later.

Mixed strategies: “Successful mixed-strategy programs support a clear employment goal with a range of services, such as job search, work experience, and education and training.”¹¹ The evaluation studies indicate that access to training for this group may be a key ingredient required for success.

Work-based strategies: This strategy emphasizes on-the-job training. Public/Private Ventures evaluation found that “Supported work for the harder to employ, or on-the-job training for more employable workers, have been consistently effective in increasing employment and earnings.”¹² This strategy also helped workers find higher paying employment.

Another recent report by Manpower Demonstration Research Corporation found that “the most effective programs that were studied used a mix of job search activities and short-term education and training while maintaining a strong focus on the goal of employment.”¹³

The California Workforce Investment Board and the Employment Development (EDD) Department staff are in the process of surveying the State’s One-Stop Centers to evaluate their effectiveness. An annual report is due to the federal Department of Labor in December that, among other things, requests information on the “effectiveness of the One-Stop Center delivery system.” An important issue for policymakers concerns the type of performance measures being developed to evaluate how well the One-Stop Centers and job training and service providers are meeting their objectives. These performance measures should include both employment outcomes (placement related to training, earnings, and employment retention) and learning outcomes (achievement levels, degrees, credentials and certificates). This data could be used to measure cost effectiveness, or return on investment. Since California’s population is so diverse, it would also be helpful to measure the ability of diverse populations to gain access to, and receive, job training services. Finally, performance measures could also measure customer satisfaction, or how well the system is providing services and meeting the objectives of its clients.

In California, millions of working adults need to upgrade their education and job skills in order to secure jobs that pay a living wage. Over 2.5 million workers, or nearly one of five adult workers, lack a high school degree.¹³ At the same time, according to employers, there is a growing need for a workforce that is skilled, knowledgeable, and adaptable to the rapidly changing technological landscape. Assisting California workers to upgrade their skills and to find better paying jobs is essential in order for California to maintain its competitive advantage in an increasingly competitive global economy and for California’s workers and families to thrive.

Summary of Job Training Programs and Funding

Table I on the next page lists the state's 39 job training, employment, and vocational education programs, the department administering each program, the funding source, and the number of enrolled individuals. In State Fiscal Year 2000/01, California invested approximately \$5.6 billion for these programs (\$3.1 billion in State General Funds, \$2.2 billion in federal funds, and \$243 million from other funding sources), and provided services to about 7 million people.

We asked each department to provide for each of its major job training and education programs, a brief description of services, population served, service delivery mechanisms, and any information about outcomes of effectiveness. In some instances, information is not provided in the report because departments were unable to provide the information to us.

**Table I
Job Training Programs in California - FY 2000/01 Funding (In Millions)**

| State Agency | Program | Total Funding (millions) | State General Funds | Federal Funds | Other Fund Sources | Persons Enrolled (in whole numbers) ^(a) |
|---------------------------------------|---|--------------------------|---------------------|-------------------|----------------------|--|
| Dept. of Aging | Sr. Community Service Emp. | \$9.8 | \$0.9 | \$7.6 | \$1.3 ^(b) | 1,471 |
| CA Conservation Corps | Training & Work Program | 87.09 | 36.4 | .496 | 50.2 ^(c) | 5,777 |
| CA Youth Authority | Parole Services (job placement) | .417 | .417 | | | Not available. |
| | Free Venture (work experience) | .224 | .224 | | | Not available. |
| Dept. of Corrections | Inmate Employment/Training-- Vocational Education | 61.58 | 61.02 | .56 | | 16,500 |
| | Academic Education | 74.80 | 71.10 | 3.7 | | 17,000 |
| Employment Development Dept. | Job Agent Program | 2.7 | 2.7 | | | 2,364 |
| | Job Services - Labor Exchange-Wagner Peyser-90% | 105.7 | 1.2 | 80.1 | 24.4 ^(d) | 625,415 ^(e) |
| | Wagner Peyser-10% Governor's Discretionary Projects | 9.0 | | 9.0 | | Included in item e above. |
| | Workforce Investment Act | 801.4 | | 801.4 | - | Included in item e above. |
| | Intensive Services Program | 11.9 | | 8.4 | 3.5 ^(b) | 50,536 |
| | Special Veterans Services | 18.3 | | 18.3 | | Included in item e above. |
| | School-to-Career | 17.9 | | 17.9 | | Included in item e above. |
| | One-Stop Career Center System | 1.2 ^d | | 1.2 | | Included in item e above. |
| | Welfare-to-Work | .624 | | .624 | | Included in item e above. |
| | NAFTA | 4.7 | | 4.7 | - | 135 |
| | Trade Adjustment Assistance | 6.1 | | 6.1 | - | 1548 |
| Employ. Training Panel | Training & Economic Dev. Prog. | 97.2 | | | 97.2 ^(g) | 51,731 |
| Dept of Ind. Relations | Apprenticeship Training | 5 | 1.8 | .1 | 3.1 ^(h) | 66,000 ⁽ⁱ⁾ |
| Dept. of Rehabilitation | Rehabilitation Services | 316.9 | 46.1 | 259.7 | 11.1 | 76,516 |
| | Habilitation Services | 115.5 | 101.5 | 1.0 | 13.0 | 16,401 |
| Dept. of Social Services | Food Stamp Emp. & Training | 69.9 | 1.3 | 47.2 | 21.4 ^(j) | 162,091 |
| | CalWORKs | 890.1 | 152.2 | 735.1 | 2.8 ^(k) | 178,560 |
| | Refugee Assistance Services | 19.3 | | 19.3 | - | Not provided |
| CA Community Colleges | Vocational Education | 565 | 505 | 55 | 5 ^(l) | 2,502,159 |
| | Adult Education (Non Credit) | 279 | 279 | | | 341,192 |
| | CalWORKs | 81.76 | 73.389 | 8.389 | | 118,746 |
| | Economic Development | 45.172 | 45.172 | | | 114,172 |
| | Apprenticeship | 11.895 | 11.895 | | | 43,227 |
| Dept. of Education | Adult Education | 473.23 | 417.23 | 56.0 | | 796,167 |
| | Adult Vocational Education | 168.67 | 120.37 | 48.3 | | 423,248 |
| | High School Vocational Education | 788.389 | 739.546 | 48.843 | | 771,836 |
| | Reg. Occup. Centers & Programs | 343.260 | 337.4 | 5.86 | | 424,510 |
| | Agriculture Education | 3.975 | 3.975 | | | 53,797 |
| | Partnership Academies | 18.2 | 18.2 | | | 18,000 |
| | Apprenticeship | 13.9 | 13.9 | | | 62,000 |
| | CalWORKS | 46.69 | 36.69 | | 10 ^(m) | 52,731 |
| Workforce Investment Act | 7.02 | 7.02 | | | Data not available | |
| Office of the Secretary for Education | School-to-Career | 2.0 | 2.0 | | | Data not available |
| | TOTAL | \$5,575.46 | \$3,087.61 | \$2,244.85 | \$243 | 6,993,830 |

Source: California State Library, California Research Bureau

*See page 9 for footnote explanations

^a Enrollment data from FY 1999/2000

^b Local funds

^c \$306,000 California Environmental License Plate Fund, \$260,000 Public Resource Account, Cigarettes and Tobacco, \$28.63 million Collins-Dugan Fund (reimb.), \$6.27 million Energy Resources Account, \$11.7 million in Petroleum Violation Escrow Account, \$588,000 Park Bond, state operations, \$2.4 million in Park Bond, local assistance

^d EDD Contingent funds (penalties and interest on unemployment and disability insurance contribution and penalties and interest on personal income tax)

^e Number of people registered

^f Temporary Assistance for Needy Families (TANF) funds

^g Funded by a special employment training tax paid by all California employers

^h Employment Training Program Funds (Interest Impound Account)

ⁱ Number of people registered

^j County match

^k \$2.7 million in reimbursements and \$105,000 county share

^l Proposition 98 funds

^m Reimbursements

ⁿ 1,159,737 secondary students and 423,248 adult students were enrolled in vocational and technical education courses during 1998-99 program year

Job Training, Employment and Vocational Education Programs by Department

DEPARTMENT OF AGING

Senior Community Service Employment

| | |
|------------------------------|--|
| <i>Purpose</i> | Provides part-time subsidized training and employment in community service facilities for low-income senior citizens. |
| <i>Budget</i> | \$9.8 million in FY 2000/01. |
| <i>Funding Breakdown</i> | \$900,000 in General Funds and \$7.6 million in federal funds and \$1.3 million in local funds. Federal funds require a 10 percent local match. |
| <i>Clients</i> | Individuals 55 years and older. |
| <i>Service</i> | National contractors and state planning and service areas contract <i>Delivery</i> with community service agencies to place participants in a variety of employment assignments such as infant care, accountant trainees, nutrition aides, and community service trainees. |
| <i>Program Effectiveness</i> | 1,471 individuals participated in the program in FY 1999/2000. The Federal Department of Labor's goal is to place 20 percent of program participants in unsubsidized employment for at least 90 days. The Department of Aging exceeded that goal by placing 40 percent of program participants in unsubsidized employment in FY 1999/2000. |

CALIFORNIA CONSERVATION CORPS

Training and Work Program

| | |
|--------------------------|---|
| <i>Purpose</i> | Offers young adults a wide variety of work, public service, educational, cultural and personal growth experiences and a chance to make a difference for California's environment and communities. |
| <i>Budget</i> | \$87.1 million in FY 2000/01. |
| <i>Funding Breakdown</i> | \$36.415 million General Funds; \$496,000 federal funds; and \$50.219 million in other funds as follows: \$306,000 California Environmental License Plate Fund; \$260,000 Public Resources Account, Cigarettes and Tobacco; \$28.63 million in Collins-Dugan Fund (reimbursements); \$6.27 million Energy Resources Account; \$11.7 million in Petroleum Violation Escrow Account; \$588,000 Park Bond State Operations; and \$2.4 million in Park Bond Local Assistance. |
| <i>Clients</i> | Young men and women join when they are between the ages of 18 and 23; youth between the ages of 16-17 can participate during the summer in some locations; and individuals beyond the age of 23 can participate in some special programs. |
| <i>Service Delivery</i> | Statewide, the California Conservation Corps (CCC) operates 11 Service Districts, 17 residential locations, and 24 non-residential locations in urban and rural areas. Learning takes place both during and after work through an integrated "work/learn" approach. Corps members who have not completed high school are required to work toward their diploma and/or GED. The CCC fosters good work habits and attitudes including teamwork, responsibility, punctuality and self-discipline, and provides corps members with skills in areas such as tool use and safety, first aid, human relations, communications, problem-solving, leadership, wellness, nutrition, physical fitness, illness and injury prevention, goal setting, career preference, team building, flood fighting, emergency response, money management, personal hygiene, conflict resolution, peer counseling, and more. Specialized vocational training is provided in areas such as park maintenance, energy conservation, construction, and geographic information systems. Corps members can also attend community college courses and vocational training/courses to fulfill their educational requirements. |

*Program
Effectiveness*

- 5,777 young adults participated in the CCC during FY 1999/2000 (annualized FTE of 1,957). More than 300 corps members earned their high school diplomas or GED in June 2000.
- Survey results show that corps members believe their job skills, ability to get along with others, and conservation of resources increase as a result of their CCC experience.
- Young adults decrease their use of alcohol and drugs in the CCC.
- More than 85 percent of corps members achieve employment within 3 years of leaving the CCC.
- More than 30 percent of corps members attend community college within three years of leaving the CCC.
- Corps members who stay in the CCC for 12 or more months earn almost twice as much in post-CCC wages as corps members who separate in three months or less.

California Youth Authority

Youth Employment

Purpose To provide wards with basic academic and job preparation skills that will increase their employment prospects following release from the California Youth Authority (CYA).

Free Venture Program: This program allows the private sector to set up a worksite inside a CYA institution and provide work experience. The youthful offenders receive training for meaningful jobs, which aids in their post-release successful community placement. Twenty percent of net wages go toward room and board, 40 percent is placed in a savings account and 15 percent provides restitution for crimes victims. The budget allocation of \$224,000 is to administer the program.

Parole Services: This program provides job placement and other re-entry assistance by a parole agent and or an Employment Development Department (EDD) job specialist. The \$417,000 is budgeted for the administration of the program; services are provided through EDD and CYA funded employers.

Budget \$641,000 General Funds (GF).

| | | |
|--------------------------|----------------------------------|--------------|
| <i>Funding Breakdown</i> | Free Venture Program: | \$224,000 GF |
| | Parole Services (Job Placement): | \$417,000 GF |
| | Total: | \$641,000 GF |

Clients Youth offenders.

Service Delivery Services are provided on-site at CYA camps, institutions, and parole offices.

Program Effectiveness Data not available.

DEPARTMENT OF CORRECTIONS

Vocational Education for Inmates and Academic Education

| | |
|------------------------------|--|
| <i>Purpose</i> | To provide inmates with literacy instruction (basic skills) through high school completion, substance abuse, parenting and re-entry instruction, as well as entry-level vocational/job skills. Many inmates have unstable work records, poor academic skills and few marketable skills. |
| <i>Budget</i> | \$136.38 million in FY 2000/01. |
| <i>Funding Breakdown</i> | Vocational Education: \$61.02 million general funds and \$562,758 federal funds (Carl Perkins Act - Vocational and Technical Education Act). Academic Education: \$71.10 million general funds, \$3.7 million federal funds. |
| <i>Service Delivery</i> | State Prisons: Academic Education is provided in Adult Basic Education (ABE): ABE Arithmetic/Mathematics, ABE Language Skill Development, Life Skills Development, High School/General Education Diploma (GED), and Re-Entry Instruction. In addition literacy instruction is provided in computer literacy labs, library outreach programs and tutoring programs. The Vocational Education is provided through programs in 69 occupational areas, including apprenticeship training, licensure training and job development and placement programs. |
| <i>Program Effectiveness</i> | 33,500 inmates were served in FY 1999/2000 (17,000 in the academic education program and 16,500 in the vocational education program). Each program proposes to achieve the Standards formulated by the Secretary's Commission on Acquiring Necessary Skills (SCANS), issued by the U. S. Secretary of Labor in 1991. |

EMPLOYMENT DEVELOPMENT DEPARTMENT

Job Agent Program

| | |
|-------------------------|--|
| <i>Purpose</i> | The Job Agent Program provides employment-related services to economically disadvantaged individuals who have barriers to employment. |
| <i>Budget</i> | \$2.7 million in FY 2000/01. |
| <i>Funding Source</i> | General Funds. |
| <i>Clients</i> | Individuals with limited education, disability, lack of language skills, legal problems (and/or who have been incarcerated), and lack of job skills or experience. |
| <i>Service Delivery</i> | EDD has Job Agents located in 15 service centers throughout California. |

Services to Job Seekers:

- The Job Agent and client develop an individualized plan to overcome barriers to employment;
- Remedial education;
- Job referral;
- Referral to community organizations for services not available through EDD;
- Vocational counseling;
- Referral to job training; and
- Post employment follow-up

| | |
|------------------------------|---|
| <i>Program Effectiveness</i> | In FY 1999/2000, the Job Agent Program had 2,364 enrollments, and 1,522 persons completing employment related services. |
|------------------------------|---|

Job Services—Labor Exchange

| | |
|----------------|--|
| <i>Purpose</i> | Offers services that facilitate the match of qualified job seekers to employer job openings. |
| <i>Budget</i> | \$105.7 million in FY 2000/01. |
| <i>Funding</i> | \$1.2 million general fund, \$80.1 million federal (Wagner-Peyser) |

Source and \$24.4 million EDD contingent funds (penalties and interest on unemployment and disability insurance contribution and penalties and interest on personal income tax).

Clients California employers and unemployed/underemployed workers.

Service Delivery EDD has a statewide network of over 390 service points in various locations throughout California, performing the following functions:

Services to Employers:

- Re-employment assistance for employees whose employers are experiencing major worker reductions;
- National, state, and local area labor market information to help businesses plan for expansion, relocation, or future hiring and training needs;
- Focused recruitment campaigns for new business ventures or facilities needing a large number of specialized workers;
- Facilities and scheduling services to screen and interview applicants;
- Résumé searches to match employers' job openings;
- Facilitation of Employer Advisory Councils in local communities; and
- Assistance with job fairs and newsletters.

Services to Job Seekers:

- Job search workshops that teach skills needed to find and keep a job;
- Assistance with the CalJOBS system, an Internet-based system that matches qualified job seekers with employers' job openings; and
- Referral to training or educational providers and referral to supportive services.

Program Effectiveness In the 1999/2000 FY, 625,415 clients registered for employment services.

Governor's Discretionary Job Service Funds

| | |
|------------------------------|--|
| <i>Purpose</i> | Provides services to client groups with special needs, such as low-income youth and public assistance recipients. Develops and tests model systems for the delivery of job services. |
| <i>Budget</i> | \$9 million in FY 2000/01. |
| <i>Funding Breakdown</i> | \$9 million in federal funds. |
| <i>Clients</i> | Youth, disabled, low income persons, and persons affected by military base closures. |
| <i>Service Delivery</i> | <p>Federal law permits the Governor to use up to ten percent of the state's Wagner-Peyser job service grant for discretionary activities. State FY 2000/01 activities for the Governor's Discretionary Projects included:</p> <ul style="list-style-type: none">• California Work Opportunity and Responsibility to Kids (CalWORKs) Program, providing education, training and employment services at the local level to public assistance recipients to enable them to obtain employment and end dependency on public aid;• The Youth Employment Opportunity Program (YEOP), training at-risk youth to perform employment counseling, job placement assistance, peer advising, and community outreach for other youth;• The Deaf and Hard of Hearing Program (DHH), provides intensive job-related services, job search workshops, counseling, and interpretive services at EDD sites statewide;• Better Utilization of Individual Lifestyle Development (BUILD) Program, providing job development and placement services workshops for persons living in six Los Angeles public housing projects;• Base Closure, providing job placement and job search workshop services to persons directly and indirectly displaced because of military base closures or restructuring in California; and• Welfare to Work Job Retention & Advancement Program, providing basic educational skills training, English as a Second Language (ESL) training, job mentoring and post-employment skills upgrade training services. |
| <i>Program Effectiveness</i> | Department did not provide any information on effectiveness. |

Workforce Investment Act (WIA Title I)

| | |
|--------------------------|---|
| <i>Purpose</i> | The purpose of Title I of the Workforce Investment Act (WIA) is to provide workforce investment activities that increase the employment, occupational attainment, and retention and earnings of participants, which will improve the quality of the workforce, reduce welfare dependency, and enhance the productivity and competitiveness of the nation's economy. |
| <i>Budget</i> | \$801.4 million in FY 2000/01, (\$629.8 million in new federal funds and \$171.6 federal funds carry forward). |
| <i>Funding Breakdown</i> | The \$629.8 million in new federal funds for FY 2000/01 are for the following program categories: Adult training, \$160.7 million; Youth, \$171.4 million; and Dislocated Workers \$297.7 million. |
| <i>Clients</i> | Adult funds provide services to all adults, plus specialized training and other services to economically disadvantaged adults facing serious barriers to employment. Youth funds provide economically disadvantaged youth with training and other services to provide them with the skills necessary to obtain unsubsidized employment, complete secondary or post-secondary education, enter the military service, or enroll in a qualified apprenticeship program. Dislocated worker funds provide rapid response services to workers affected by plant closures and layoffs, industry retraining, and readjustment services. |
| <i>Service Delivery</i> | Title I of the WIA, provides the framework for delivery of workforce investment activities at the state and local levels to individuals who need those services, including job seekers, dislocated workers, youth, incumbent workers, new entrants to the workforce, veterans, persons with disabilities, and employers. The state's Governor is required to establish a State Board, to designate Local Workforce Investment Areas and oversee the creation of local boards and One-Stop service delivery systems in the State. |

Job Training Partnership Act (JTPA) Program

The JTPA program was replaced by the Workforce Investment Act program effective July 1, 2000.

1998/99 Enrollment Breakdown

| Program | Participants (persons who inquired or enrolled in the program) ^a | Terminations from Program (persons who dropped out of program or were employed before finishing the program) ^b | Entered Employment (persons who were placed in jobs) |
|---------------------------------------|---|--|--|
| Title IIA (Adult Training) | 36,260 | 18,229 | 13,335 |
| Title IIB (Summer Youth) | 60,676 | | 1,409 |
| Title IIC (Youth Training Program) | 16,109 | 11,332 | 5,389 |

^a no separate figures available on enrollment alone.

^b no separate figures available for persons dropped out and for persons employed.

Intensive Services Programs

Purpose To assist individuals who require intensive services to find employment or to enroll in training, education, or vocational rehabilitation programs.

Budget \$11.9 million in FY 2000/01.

Funding \$8.4 million in federal Wagner-Peyser funds and \$3.5 million in *Source* Temporary Assistance for Needy Families (TANF) funds.

Clients Long-term unemployed, public assistance recipients, individuals with disabilities, and others who need in-depth employment services. Priority of services is given to California Work Opportunity and Responsibility to Kids (CalWORKs) clients. The EDD case managers provide timely delivery of program services which include:

- Job referral;
- Labor market information;
- Job search workshops;

- Referral to other agencies for supportive services not available through EDD; and
- Conditional certification for employer tax credits.

Program Effectiveness For FY 1999/00, a total of 50,536 clients enrolled and 26,324 clients achieved a successful closure (client went to work within the 60-day enrollment period or began work on or before 120 days of case closure).

Special Veterans Services-Veterans’ Employment Program

Purpose To provide training opportunities and intensive employment/employability development services to veterans and disabled veterans with special needs and/or barriers to employment, and to promote employer interest in hiring veterans.

Budget \$18.3 million in state FY 2000/01.

Funding Breakdown \$18.3 million federal funds (U. S. Department of Labor, Veterans’ Employment Training Services).

Clients Veterans, with special emphasis placed on veterans who have service-connected disabilities.

Service Delivery Extended veterans services include:

- Local veterans employment representatives whose goal is to ensure that veterans receive priority for all job services (counseling, testing, identifying training, and employment opportunities). They also monitor the Federal Contractor Job-Listing to ensure that eligible veterans receive priority referrals to these jobs;
- Disabled Veterans Outreach Program specialists provide employment services with special emphasis to veterans who have service-connected disabilities; and
- The Transition Assistance Program assists military personnel in making the transition to the civilian job market. Classes are generally offered on military bases.

Program Effectiveness No information on program effectiveness provided.

School-to-Career (see School-to-Career under the Office of the Secretary for Education, page 46)

| | |
|------------------------------|---|
| <i>Purpose</i> | To develop a comprehensive educational system that includes the integration of school-based and work-based learning and offers students the opportunity to choose career-related coursework and workplace experiences. |
| <i>Budget</i> | \$17.9 million in FY 2000/01. |
| <i>Funding Source</i> | Federal funds. |
| <i>Clients</i> | All California students, K-16. |
| <i>Service Delivery</i> | <p>In 1999, California awarded School-to-Career (STC) implementation funds to 45 local partnerships in 12 designated regions statewide. The STC program supports the local partnerships' integration of the three basic components of the School-to-Work Opportunities Act, as described below:</p> <ul style="list-style-type: none">• School-based learning provides students with high-level academic and technical skills;• Work-based learning transforms the workplace into active learning sites for students, with on-the-worksites training and experience; and• Connecting activities provide a functional link between students' school and work activities, and between workplace partners, educators, community organizations, and other appropriate entities. |
| <i>Program Effectiveness</i> | The department was unable to provide a breakdown on the number of individuals served by this program. |

One-Stop Career Center System

| | |
|-----------------------|---|
| <i>Purpose</i> | One-Stop Career Centers offer integrated employment, training, and education services at one customer service site. Use of funds was directed to assist Local Service Delivery Areas to transition and meet the requirements of the Workforce Investment Act of 2000. |
| <i>Budget</i> | \$1.2 million in FY 2000/01. |
| <i>Funding Source</i> | The U.S. Department of Labor awarded California a federal grant over a three-year period to implement the One-Stop Career Center System. |
| <i>Clients</i> | California employers and job, education, and training seekers. |

*Service
Delivery*

The EDD allocated the majority of grant funds to Local Service Delivery areas for the following:

Planning, implementation, and training

- Partnership building to bring together stakeholders in an established region;
- Developing, expanding, and establishing procedures for training and tools for One-Stop staff; and
- Training for disability sensitivity and ADA requirements to ensure that One-Stop Career Centers and staff are accessible to disabled persons.

Technology

- Development of web sites, databases, and intranets;
- Purchase of adaptive technology to provide accessibility for disabled persons; and
- Purchase of computer equipment and kiosks.

*Program
Effectiveness*

The Department did not provide us with the number of individuals served by this program.

Welfare-to-Work Program

Purpose

The purpose of the Welfare-to-Work program is to provide services to hard-to-employ recipients of the TANF program. These services assist participants in obtaining and retaining employment, with a goal toward attaining self-sufficiency and reducing dependency on public assistance.

Budget

\$624,000 in federal funds.

*Funding
Breakdown*

Federal funds.

Clients

Both competitive and noncompetitive Welfare-to-Work grants are intended to benefit TANF recipients who are likely to have the most difficulty in finding long-term employment opportunities. At least 70 percent of funds received by states must target individuals who have received assistance for at least 30 months or will become ineligible for assistance within 12 months, and who face at least two of the following barriers to employment:

- Lack of a high school diploma or GED and low reading or math skills;

- A need for alcohol or drug treatment prior to employment; and
- A poor work history.

Targeted funds may also be used for TANF recipients or former recipients who have reached the federal or state lifetime limit on receipt of assistance and who meet the criteria listed above and also for the non-custodial parents of minors whose custodial parents meet the above criteria.

Up to 30 percent of Welfare-to-Work grants can be spent on recent recipients of TANF, or non-custodial parents of TANF children, who have characteristics associated with long-term welfare usage, such as school dropout, teen pregnancy, or poor work history. States can establish specific eligibility criteria for services.

Service Delivery

The Welfare-to-Work program serves all 58 counties in the state and is operated locally by county welfare departments or their contractors. The program includes job creation through wage subsidies, on-the-job training, job placement, and post-employment services to transition into full-time, permanent, unsubsidized employment.

Program Effectiveness

In the 1999/2000 State FY, 21,539 individuals enrolled in the program.

North American Free Trade Agreement

Purpose

The North American Free Trade Agreement (NAFTA) program provides retraining, job search and relocation assistance to workers who lost jobs in firms that were directly affected by imports or shifts in production to Mexico or Canada.

Budget

\$4.7 million in FY 2000/01.

Funding Source

Federal funds.

Clients

Eligible workers receive Trade Readjustment Allowances (TRA) during periods of unemployment. The program also assists workers to regain satisfactory employment through the use of a full range of employment services, and if needed, provides classroom and/or on-the-job training, job search assistance and relocation.

Job Search Allowances- provide cash assistance to seek a job. Payments reimburse 90 percent of travel, lodging and meal expenses while workers

attend job interviews outside their normal commuting area, but within the United States.

Relocation Allowances- provide cash assistance to move. Payments reimburse 90 percent of the costs of moving workers and their families if they find a job outside their normal commuting area, but within the United States. Expenses include travel, lodging and meals along with the cost of moving household goods.

Job Training- enables workers to re-enter the labor market pool with new and marketable skills. On-the-job training and classroom training are offered to eligible workers. Training opportunities are available from local employers, appropriate labor organizations, apprenticeship programs, and post-secondary institutions.

Service Delivery No information on the delivery of services was provided.

Program Effectiveness In the 1999/2000 FY, 245 employees of firms in California participated in the NAFTA program.

Trade Adjustment Assistance (TAA)

Purpose The TAA Program provides retraining, job search, and relocation assistance to workers in firms that are directly affected by imports from other countries.

Budget \$6.1 million in FY 2000/01.

Funding Source Federal funds.

Clients Eligible workers receive trade readjustment allowances during periods of unemployment. The program also assists workers to regain satisfactory employment through the use of a full range of employment services, and if needed, provides classroom and/or on-the-job training, job search assistance and relocation.

Job Search Allowances- provide cash assistance to seek a job. Payments reimburse 90 percent of travel, lodging, and meal expenses while workers attend job interviews outside their normal commuting area, but within the United States.

Relocation Allowances- provide cash assistance to move. Payments reimburse 90 percent of the costs of moving workers and their families if they find a job outside their normal commuting area, but within the United

States. Expenses include travel, lodging and meals along with the cost of moving household goods.

Job Training- enable workers to re-enter the labor market pool with new and marketable skills. On-the-job training and classroom training are offered to eligible workers. Training opportunities are available from local employers, appropriate labor organizations, apprenticeship programs, and post-secondary institutions.

Service Delivery No information on the delivery of services was provided.

Program Effectiveness In the 1999/2000 FY, 1,438 employees participated in the TAA program.

Employment Training Panel

Purpose Funds training for new hires and exiting employees, with the goals of assisting businesses in obtaining the skilled workers that they need to stay competitive, productive, and profitable. ETP grants can be used as a state match for federal defense conversion technology programs and are sometimes a component of an incentive package for new businesses. The ETP is a significant economic development tool for business attraction and business retention and works in partnership with business, labor and government.

Budget \$97.2 million in state funds in FY 2000/01.

Funding Breakdown Funded by a special employment training tax paid by all California employers.

Clients Unemployed workers and workers in need of training to retain current employment or to increase earnings potential. Approximately nine percent of the participants are under age 25. Services are delivered through contracts with businesses.

Service Delivery Services including vocational training, (both on-the-job and in the classroom), structured on-site training, industry-specific skill training, job-related literacy training, and retraining, are offered statewide at over 200 job sites.

In 1999/2000, researchers at California State University, Northridge, completed a two-year study on the effectiveness of the ETP program, focusing on the impact of the training on workers and businesses. The study showed that, for the period studied, ETP training increased workers'

earnings, reduced unemployment, helped increase the growth of California companies, and boosted economic expansion in the State.

The researchers studied the outcomes of the training on more than 57,000 ETP trainees who received training in FY 1994/95 and 1995/96, in comparison to a control group of workers who did not receive training. They also studied the effect of training services on participating businesses and on the California economy as a whole. Results indicated that both ETP new hires and retrainees appeared to benefit from training by having greater increases in earnings and more stable employment. Major findings included:

- Retrainees and new hires had wage gains of approximately \$3,600 over two years, whereas employees who did not receive ETP training had a \$3,000 gain. The difference was a \$600 wage gain for ETP trainees over the comparison group;
- Both new hires and retrainees were more likely to remain in the California labor force after ETP training than similar workers in the same industries;
- Total payroll for companies ETP served grew by almost 26 percent compared to a 10 percent gain by non-ETP served companies of a similar type;
- Employment in companies served by ETP grew more than 14 percent from the year before, compared to an employment decline of 0.8 percent for similar companies not served by ETP; and
- During FY 1995/96, the Panel spent approximately \$73 million which resulted in a more than \$400 million benefit to the state's economy (estimated in terms of unemployment insurance fund savings, increased worker earnings, company sales, and saved jobs), an approximate six-to-one return on investment.

| Table 2 | | | |
|--|------------------------|--------------------|-------------------------------|
| Persons Served by the Employment Training Panel State Fiscal Year 1999/2000 | | | |
| Trainee type | Number to Train | Dropped Out | Retained in Employment |
| Retrainees | 49,069 | 16,692 | 32,372 |
| New Hires | 2,662 | 268 | 2,394 |
| Total | 51,731 | 16,960 | 34,771 |

Source: ETP

ETP emphasizes service to small businesses, defined as firms with 250 or fewer employees. In State FY 1999/2000, ETP provided services to 2,963 small businesses, using nearly 79 percent of its funds (see Table 3 below).

| Table 3 | | | | |
|---|---------------------------------|-------------------|------------------|------------------------------------|
| ETP Trainees Employed by Business Size State Fiscal Year 1999/2000 | | | | |
| Business Size (No. of employees) | Number of Businesses | Retrainees | New Hires | \$ Earned (In Millions) |
| 1-50 | 1,976 | 3,011 | 1,104 | 10.7 |
| 51-100 | 438 | 1,671 | 366 | 3.9 |
| 101-250 | 547 | 3,584 | 358 | 5.8 |
| 251 and > | 776 | 24,111 | 566 | 29.3 |
| TOTAL | 3,739 | 32,377 | 2,394 | 49.7 |

Source: ETP

DEPARTMENT OF INDUSTRIAL RELATIONS

Apprenticeship Training (See also "Apprenticeship" under Community Colleges, page 36)

| | |
|------------------------------|--|
| <i>Purpose</i> | Provides apprenticeship programs and on-the-job training opportunities. |
| <i>Budget</i> | \$5.0 million in state FY 2000/01. |
| <i>Funding Breakdown</i> | \$1.8 million general fund, \$87,000 federal funds and \$3.1 million in ETP funds (Interest Impound Account). |
| <i>Clients</i> | Individuals 18 years and older with a high school degree or GED, women and minorities for selected trades, and ex-offenders. |
| <i>Service Delivery</i> | Participating employer sites are located around the state. |
| <i>Program Effectiveness</i> | 66,000 apprentices and trainees were registered as of June 30, 2000. |

DEPARTMENT OF REHABILITATION

Vocational Rehabilitation Services

| | |
|------------------------------|---|
| <i>Purpose</i> | Provides services to increase the independence, quality, quantity of employment outcomes for persons with disabilities. Department of Rehabilitation also provides services to adults with developmental disabilities to increase independence through the department's Habilitation Services Program. |
| <i>Budget</i> | \$316.9 million in FY 2000/01. |
| <i>Funding Breakdown</i> | Rehabilitation Services: \$316.9 million (\$259.7 million federal funds; \$46.1 million in general funds; and \$11.1 million in other funds). |
| <i>Clients</i> | Individuals with disabilities, with priority given to those with the most significant disabilities. |
| <i>Service Delivery</i> | Vocational rehabilitation counselors, located in district and branch offices throughout the state, deliver services to eligible clients. Services are also delivered through cooperative agreements and contracts with public and private agencies (educational, developmental, mental health, and welfare) to assure specialized services are provided to target groups within this population. Priority is given to persons with the most significant disabilities. |
| <i>Program Effectiveness</i> | In the 1999/2000 FY, 114,005 individuals were provided vocational rehabilitation services. Active enrollment (currently registered to receive some type of service) consisted of 76,516 individuals, of which 11,268 were successfully placed in jobs (minimum 90 days employment). |

The Habilitation Services Program

| | |
|--------------------------|---|
| <i>Purpose</i> | This program provides services to adults with developmental disabilities who are too significantly disabled to benefit from the vocational rehabilitation program, but who can benefit from vocational services that will increase their independence, work preparedness, vocational skills and social functioning. The goal is referral of clients to the vocational rehabilitation program for competitive employment services. |
| <i>Budget</i> | \$115.5 million for FY 2000/01. |
| <i>Funding Breakdown</i> | \$115.5 million (\$101.5 million general fund \$1.0 million federal funds; and \$13.0 million in other funds). |

| | |
|------------------------------|--|
| <i>Clients</i> | Adults with developmental disabilities who are too significantly disabled to benefit from the vocational rehabilitation program but who can benefit from vocational services. |
| <i>Service Delivery</i> | The Department purchases habilitation services from community-based rehabilitation facilities for significantly disabled persons, who are referred by the Department of Developmental Services regional center system. The department's counselors, located in district offices throughout the state, determine eligibility and provide and arrange for all services and assistance. Services are also delivered through cooperative agreements and contracts with public and private agencies which serve people with disabilities. |
| <i>Program Effectiveness</i> | 16,401 individuals were provided rehabilitation services. |

DEPARTMENT OF SOCIAL SERVICES

Food Stamp Employment and Training (FSET) Program

| | |
|------------------------------|--|
| <i>Purpose</i> | This employment and training program for non-cash assistance food stamp (NAFS) recipients is designed to improve their employability and basic job skills. NAFS recipients receive food stamps each month, but do not receive a monthly cash grant under the CalWORKs program or the Supplemental Security Income/State Supplementary Payment (SSI/SSP) program. Participation requirements may be met through various job search, community service, education, and training activities. |
| <i>Budget</i> | \$69.9 million for FY 2000/01. |
| <i>Funding Breakdown</i> | \$47.2 million federal funds, \$1.3 million general fund \$21.4 million county match. Counties may elect to participate in the program. |
| <i>Clients</i> | Non-cash assistance food stamp recipients. |
| <i>Service Delivery</i> | Counties that choose to participate in the FSET program can offer a variety of components to recipients including job search, workfare, vocational training, and education programs designed to improve a participant's basic skills or employability. |
| <i>Program Effectiveness</i> | The Department did not provide us with the number of individuals served by this program. The Department noted that "program evaluation standards are under development. Mathematica Policy Research Inc. is currently under contract with the federal government to conduct a research study of individual state policies and procedures on Food Stamp work requirements for NAFS recipients who are able-bodied adults without dependents. Previous national evaluations reported minimal effectiveness." |

California Work Opportunity and Responsibility to Kids (CalWORKs)

| | |
|----------------|--|
| <i>Purpose</i> | CalWORKs is California's largest cash assistance program for children and families, providing financial help to families to meet basic needs (shelter, food and clothing) when they are unable to meet those needs on their own. CalWORKs replaced the Aid to Families with Dependent Children (AFDC) program and places high value on recipients obtaining work while providing maximum county flexibility in the delivery of services and administration. Eligible families must include a child under 18 who lacks parental care and support due to the absence, death, incapacity or the unemployment of one or both parents. Assistance is time-limited. Most recipients are required to work or participate in other welfare-to-work activities designed to help them obtain employment for at |
|----------------|--|

least a minimum number of hours per week. Supportive services, including child care, are provided to ensure that employment is possible.

| | |
|------------------------------|---|
| <i>Budget</i> | \$890.1 million for FY 2000/01. |
| <i>Funding Breakdown</i> | \$152.2 million general fund; \$735.1 million federal funds; \$2.7 million in reimbursements and \$105,000 county share. |
| <i>Clients</i> | CalWORKs recipients. |
| <i>Service Delivery</i> | A number of different agencies and programs deliver services, such as community colleges, private contractors, non-profit organizations, and county social service agencies. EDD Department programs include Job Club, Job Services, and Welfare-to-Work grant providers. |
| <i>Program Effectiveness</i> | The CalWORKs program was implemented in January 1998. Since that time, the caseload has declined by 40 percent. In addition, 40 percent of those individuals currently receiving CalWORKs cash assistance are employed. The program is currently being evaluated by Manpower Demonstration Research Corporation (MDRC). |

Refugee Employment and Training Programs

| | |
|--------------------------|---|
| <i>Purpose</i> | This program is mandated by the Refugee Act of 1980 (Public Law 96-212). The Employment and Training Program services assist refugees, Cuban/Haitian entrants and asylees to become employed, self-sufficient and resettled in their communities. |
| <i>Budget</i> | \$19.3 million federal funds for State FY 2000/01. |
| <i>Funding Breakdown</i> | \$19.3 million federal funds. |
| <i>Clients</i> | This is a program for refugees, Cuban/Haitian entrants and asylees who have been in the U.S. for 60 months or less. Priority for services is given in the following order: 1) individuals during their first year in the U.S.; 2) individuals receiving cash assistance; 3) unemployed individuals who are not receiving cash assistance; and 4) employed individuals in need of services to retain employment or attain economic independence. |
| <i>Service</i> | The California Department of Social Services allocates Refugee |

Delivery Employment Social Services (RESS) and Targeted Assistance (TA) funds to ten refugee-impacted counties. These counties administer the programs either directly or through contracts with public and private nonprofit or for-profit agencies. The services include, but are not limited to; ESL, employment services, on-the-job training, and skills training. The services must be designed to assist participants to become employed within one year.

Program Effectiveness The Department did not provide us with the number of individuals served by this program

CALIFORNIA COMMUNITY COLLEGES

Vocational and Technical Education

| | |
|------------------------------|---|
| <i>Purpose</i> | Provides vocational and technical training/instruction for credit to interested students enrolled in local community colleges. |
| <i>Budget</i> | \$565 million for FY 2000/01. |
| <i>Funding Breakdown</i> | \$505 million in general fund local property tax revenues and student fees, \$55 million in federal Carl D. Perkins Vocational and Technical Education Act funds, and \$5 million in Proposition 98 funds (for workforce development instructional equipment). |
| <i>Clients</i> | General population. |
| <i>Service Delivery</i> | Local community colleges. |
| <i>Program Effectiveness</i> | <p>There were approximately 2.5 million student enrollments in credit vocational and technical education classes in FY 1999/2000.</p> <p>The community college tracks vocational students for the following:</p> <ul style="list-style-type: none">• course completion rates;• transfer, enlistment in military and attainment of certification/degree rates; and• post college job placement rates and earnings. |

Adult Education (Non-Credit Vocational and Technical Education)

| | |
|----------------|--|
| <i>Purpose</i> | <p>Community colleges provide non-credit and adult education instruction, including Basic Skills and ESL adult students enrolled in non-credit programs. Instruction is designed to improve literacy skills and employability for adults. Non-credit/Adult education instruction is aimed at:</p> <ul style="list-style-type: none">• Improving literacy including adult basic education, ESL;• Enabling persons seeking U.S. citizenship under the National Literacy Act to met English language and civics education requirements;• Furthering vocational preparation in a variety of occupational skills; and |
|----------------|--|

- Meeting job preparation needs for special populations including disabled persons, older workers, and public aid recipients.

| | |
|------------------------------|--|
| <i>Budget</i> | Approximately \$279 million budgeted for FY 2000/01 from the general fund, local property tax revenues and student fees. |
| <i>Clients</i> | General population. |
| <i>Service Delivery</i> | Local community colleges. |
| <i>Program Effectiveness</i> | There were approximately 341,000 student enrollments in non-credit vocational and technical education classes in FY 1999/2000. |

CalWorks (See also CalWORKs discussion under the Department of Social Services, pages 31-32)

| | |
|------------------------------|---|
| <i>Purpose</i> | The purpose of CalWORKs is to assist welfare-recipient students, and individuals in transition from welfare, to achieve long-term self-sufficiency through coordinated student services offered at community colleges, including: work study, job placement, child care, post-employment skills training, and instructional services. |
| <i>Budget</i> | Approximately \$81,790 million budgeted for FY 2000/01. |
| <i>Funding Breakdown</i> | \$73,389 million general fund, and \$8.389 million federal TANF funds. |
| <i>Clients</i> | Welfare recipients attending a community college as part of their welfare-to-work plan. |
| <i>Service Delivery</i> | Various community colleges. |
| <i>Program Effectiveness</i> | Community colleges serve 11 percent of the CalWorks caseload, including 9,176 students in workstudy programs. Supportive services were provided to 8,799 children, in addition 3,000 courses were redesigned or developed to serve this population. |

Economic Development

| | |
|----------------|---|
| <i>Purpose</i> | To advance California's economic growth and global competitiveness through quality education and services focusing on continuous workforce improvement and technology deployment and business development, consistent with the current needs of the state's regional economies. |
|----------------|---|

| | |
|------------------------------|---|
| <i>Budget</i> | Approximately \$45 million in general fund money that is distributed via a competitive grant process. College/districts are required to match the grant funds dollar for dollar with private business and industry funding. |
| <i>Clients</i> | General population. |
| <i>Service Delivery</i> | Local community colleges. Collaborate with other state and local agencies to deliver services that meet statewide and regional workforce, business development, technology transfer, and trade needs that attract, retain and expand business. |
| <i>Program Effectiveness</i> | <p>During FY 1998/99, 60 of 107 community colleges (in 48 of 72 districts) operated an economic development program. The estimated combined impacts associated with all economic development programs were:</p> <ul style="list-style-type: none"> • 8,448 jobs created (4,465 direct jobs and 3,983 indirect jobs); • \$195.5 million of wage and salary income created (\$114.8 million direct and \$81.1 indirect); • A benefit-cost ratio of 9.6; and • An annual fiscal return on community college economic development program spending of 19 to 35 percent. |

Apprenticeship (see also Apprenticeship Training under the Department of Industrial Relations, page 28)

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| <i>Purpose</i> | The apprenticeship program, and related supplemental instruction, supplements on-the-job training with classroom and laboratory instruction. The intent is to provide the apprentice with an understanding of the theoretical bases of the trade or craft and to develop the ancillary skills that could enable the apprentice to successfully practice the trade in the world at large. |
| <i>Budget</i> | Approximately \$11.8 million in general fund for FY 2000/01. |
| <i>Clients</i> | General population. |
| <i>Service Delivery</i> | Local community colleges. |

*Program
Effectiveness*

There were 43,227 student enrollments in apprenticeship credit and non-credit classes in 1999/2000. The community colleges track course completion rates for credit classes statewide in program areas that contain apprenticeship RSI credit classes, and attainment of certificates or degrees programs.

STATE DEPARTMENT OF EDUCATION

Adult Education

Purpose

The California Department of Education serves approximately 1.9 million adult learners annually by allocating state and federal funds through its provider network. Adult students are served by school districts, community colleges, community-based organizations, correctional facilities, state agencies, and local public libraries. Adult education programs offer open-entry, open-exit classroom instruction to provide adults (including CalWORKS recipients) with the entry-level and advanced skills and understandings needed for meaningful employment in occupations that do not require an advanced degree.

Adult programs include the following:

- Parent Education - this program centers on parents, prospective parents, and other individuals assuming parental roles. It seeks to develop parental skills and attitudes to promote the healthy development of children and high-quality family relationships.
- Elementary Basic Skills - adults enrolled in this program are taught basic skills such as mathematics, reading, history-social science, science, language arts, and other subjects at the elementary level.
- High School Basic Skills - adult learning centers offer a program of instruction in nearly 50 subjects for adults working toward a high school diploma or preparing for the General Educational Development (GED) examination.
- English as a Second Language (ESL) - in the ESL program, limited-English-proficient adults are instructed in listening, speaking, reading, and writing in English.
- Immigrants/Citizenship - program for immigrant adults provides instruction in citizenship, ESL, and classes needed for job-specific technical training.
- Short-term Vocational Programs with High Employment Potential- adult vocational education programs provide training for meaningful employment and skills improvement in career fields that do not require an advanced degree.
- Programs for Older Adults - programs for older adults are designed to help older adults remain fully functioning, contributing members of society.

- Programs for Adults with Disabilities - these classes serve the educational needs of adults with developmental learning disabilities.
- Home Economics Education - instruction in home economics education prepares individuals for entry-level or advanced training in home occupational jobs. It also helps individuals and families learn to manage the challenges of daily living and improve the quality of home and family life.
- Health and Safety Education - instruction in this program is related to prolonging life and adding to its quality. Classes focus on health and safety and on physical and mental well-being.
- Literacy for Homeless Adults - this program provides literacy life skills and vocational instruction for the homeless population.
- Literacy for Incarcerated Adults - this program provides instruction in elementary and secondary basic skills for adults in correctional facilities.

Budget

Adult education

\$473.23 million in FY 2000/01 for adult education.

Adult vocational education

\$168.67 million for adult vocational education.

*Funding
Breakdown*

Adult Education (\$473.23million)

\$417.23 million general fund and \$56 million federal funds.

Adult Vocational Education (\$168.67 million)

\$120.37 million general fund and \$48.3 federal funds.

Clients

Adults and out-of-school youth.

*Service
Delivery*

Public high school districts. Additionally some federal adult education funds are used to provide literacy and citizenship education through adult schools, community colleges, community-based organizations, public libraries, county jails, and several state agencies.

*Program
Effectiveness*

There were 796,167 students enrolled in these various instructional offerings and 423,248 adult students enrolled in vocational and technical education courses during the 1999/2000 program year.

High School Vocational Education

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| <i>Purpose</i> | To provide California's businesses with trained workers by fully developing the academic and occupational skills of all segments of the population. |
| <i>Budget</i> | \$788,389 million for FY 2000/01. |
| <i>Funding Breakdown</i> | \$739,546 million in general fund and \$48,843 million in federal funds. The \$739,546 million general fund for high school vocational and technical education programs administered by unified and union high school districts is based on \$5,749 per K-12 student (determined by dividing total State general funds for K-12, \$33.6 billion, by total K-12 enrollment of 5,844,111) multiplied by the reported number of 9-12 vocational education students, 128,639. |
| <i>Clients</i> | California residents. |
| <i>Service Delivery</i> | High school districts combine classroom instruction and work experience to provide occupational exploration, vocational and technical education, and career planning in 16 industry sector areas. |
| <i>Program Effectiveness</i> | <p>771,836 secondary students were enrolled in vocational and technical education courses during 1998/99 program year.</p> <p>Standards for the vocational and technical education programs administered by the high schools are based on a model curriculum standard developed and disseminated by the California Department of Education. Additional standards are provided in <i>the Core Indicators</i>, established for the Carl D. Perkins Vocational and Technical Education Act of 1998. The Core Indicators include minimum statewide standards for program completion, attainment of a high school diploma, placement of completers in the military, advanced training, or employment, and student participation in and completion of non-traditional courses and programs.</p> |

Regional Occupational Centers and Programs (ROCP)

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| <i>Purpose</i> | The 72 Regional Occupational Centers and Programs (RCOPs) prepare high school students and out-of-school youth and adults (including CalWORKS recipients) for specific occupations and advanced training in 16 industry sector areas. They extend regular high school vocational and technical education programs by offering specialized instruction and work-based learning across school district attendance areas. |
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| <i>Budget</i> | \$343.260 million for FY 2000/01. |
| <i>Funding Breakdown</i> | \$337.4 million in general funds and \$5.860 million in federal funds. |
| <i>Clients</i> | The clients of ROCPs include more than 424,500 students and over 53,000 business partners who offer internships and/or participate on local advisory committees to insure that ROCP curriculum meets current labor market demand. |
| <i>Service Delivery</i> | Education services are delivered by the 72 ROCPs on their site, at a local high school, or at local business sites through cooperative vocational education or community classroom instructional strategies. |
| <i>Program</i> | During FY 1999/2000, ROCP programs had approximately 424,500 enrollments with over 90 percent of the students either securing employment or pursuing further education. |

Agriculture Education

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| <i>Purpose</i> | To provide funding to schools who offer career technical programs to students in grades 9-12. |
| <i>Budget</i> | \$3.975 million in general fund for FY 2000/01. |
| <i>Funding Breakdown</i> | \$3.975 million in general funds. Local Educational Agencies (LEAs) can use the funds to purchase or lease equipment. Funds authorized under this program are required to be matched by the local school district unless a waiver is granted by the Superintendent of Public Instruction. |
| <i>Clients</i> | School Districts from 55 counties elected to take part in the Agriculture Education program. Three hundred and nine high schools in 228 districts were allocated Incentive Grant funds. |
| <i>Service Delivery</i> | Funds are distributed to districts for use in high schools with approved agricultural vocational education programs. The amount of funds that a school can apply is based on three factors: 1) size of the agriculture education staff; 2) number of students enrolled in the program as reported on the program enrollment data report; and 3) compliance of the school site in meeting the quality criteria as verified and approved by the regional supervisor of agricultural education. |
| <i>Program Effectiveness</i> | In FY 1999/2000, agriculture education programs had 52,427 students enrolled in secondary programs. According to the Department of Education, "Agriculture Incentive Grant funds have |

continued to have a positive effect upon high school agriculture programs.”

Partnership Academies

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| <i>Purpose</i> | The purpose of California Partnership Academies is to motivate at-risk students to complete academic courses that meet high school graduation and college entrance requirements by linking instruction with technical courses that focus on a career theme. Partnership Academies are “schools within schools” that provide a three-year program for at-risk students in grades 10 -12. Academy components include rigorous academics with a career focus, implemented by a team of teachers, and mentoring/internships with the active involvement of business and industry representatives. |
| <i>Budget</i> | \$18.2 million in general funds for FY 2000/01. |
| <i>Funding Breakdown</i> | \$18.2 million from the general fund for grants to 290 existing partnership academies. |
| <i>Clients</i> | Currently, 290 funded programs are in place in approximately 190 California high schools. There are 39 first year grants, 35 second year grants and 215 ongoing grants. These grants are targeted to partnership academies in high schools in eligible school districts that serve the highest proportions of economically disadvantaged pupils. |
| <i>Service Delivery</i> | The Partnership Academies operate in high schools in California that serve large numbers of students who are economically disadvantaged, demonstrate low motivation, poor attendance record, and underachievement. “Academies function as schools-within-schools and operate in grades 10 - 12. The Academies provide high school students with a mixture of academic and career preparation designed to prepare them for either work or additional education upon high school graduation.” ¹⁴ |
| <i>Program Effectiveness</i> | Partnership academies reduce dropout rates, improve attendance, increase academic course taking, and improve graduation rates, according to a report by the California Institute on Human Services in Sonoma State University on the effectiveness of California Partnership Academies. |

Apprenticeship Programs

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| <i>Purpose</i> | To provide Related and Supplemental Instruction (RSI) to meet the needs of registered apprentices in the over 800 apprenticeable |
|----------------|--|

occupations using curriculum tied to industry-supported standards. The California Department of Education provides technical assistance to ROCPs and adult schools, approves related and supplemental courses and programs for apprenticeship training, and apportions funds based on hours of instruction.

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|------------------------------|--|
| <i>Budget</i> | \$13.9 million general fund for FY 2000/01. |
| <i>Funding Breakdown</i> | \$13.9 million general fund. |
| <i>Clients</i> | 62,000 registered apprentices who are served in Adult Education and ROCP delivery systems. |
| <i>Service Delivery</i> | Related and Supplemental Instruction (RSI) is provided as an adjunct to the work and training each apprentice receives on-the-job. RSI is provided either at the Local Education Agency site or at an offsite dedicated classroom training facility. |
| <i>Program Effectiveness</i> | There are approximately 62,000 registered apprentices. There is no data regarding how many complete the program. |

CalWORKs Education Program (see other CalWORKs discussion on pages 31 and 35)

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|--------------------------|--|
| <i>Purpose</i> | To provide literacy and vocational training for welfare (CalWORKs) recipients. Adult education programs focus on improving literacy skills, including basic education, high school diploma or GED, English, job readiness and employability skills, and vocational skills. Regional Occupational Centers and Programs provide a wide variety of vocational programs to assist CalWORKs recipients to learn job and industry-specific skills. |
| <i>Budget</i> | \$46.69 million in state general funds for FY 2000/01. |
| <i>Funding Breakdown</i> | Adult schools and ROCPs can use up to \$36.69 million in general funds to exceed their Average Daily Attendance (ADA) cap in order to serve CalWORKs clients. An additional \$10 million in reimbursements provides support services for CalWORKs clients. |
| <i>Clients</i> | Over 50,000* CalWORKs recipients and CalWORKs eligible adults attended adult schools and ROCPs in 1999/2000. The average participant was female, 32 years old, with ten years prior education. |

* from the 1999-2000 data collected from adult schools and ROCPs.

Of the participants, 58 percent were deficient in English or basic education, with literacy skills below an eighth grade level.

*Service
Delivery*

Recipients have access to all aspects of adult education and ROCP curriculum at the program sites, as well as specialized courses developed to meet local employment needs. Sixty percent of CalWORKs education participants were referred primarily because of their literacy deficits. Students typically enroll part-time in a vocational program and part-time in a literacy program such as ESL, Adult Basic Education, and GED or High School diploma. CalWORKs students typically attend school 32 hours per week for a year.

Types of Services Provided: In addition to educational services, adult schools and ROCPs also provided assessment and counseling, personal development training, career development counseling, job development and job search assistance, on-the-job training, work experience, and pre-employment skills training.

Accountability System: CalWORKs legislation requires the Department of Education to collect, analyze, and report on program effectiveness. Adult schools and ROCPs use a standardized program for data collection, with uniform definitions and reporting functions. It provides accurate and consistent monitoring and is able to track students enrolled in multiple programs.

Learner Outcomes: A large majority of recipients (87 percent) completed their one-year educational assignment. Of those recipients who left the program prior to completion, over one-third did so because they obtained employment.

Workforce Investment Act

Purpose

To link education with implementation of the Workforce Investment Act (WIA), especially to support capacity-building activities related to youth services such as: supporting educational opportunities and development of career-technical skills, youth councils, One Stop Career Centers, building regional collaboratives, assessing student outcomes, student performance, retention and accountability. Priority goes to support of CalWORKs participants who are eligible for youth services.

Budget

\$7.02 million in state General Funds in fiscal year 2000-01.

*Funding
Breakdown*

One Stop Career Centers (\$3,750 million), Demonstration Projects (\$2,120 million), Regional Workforce Preparation and Economic Development Act (\$1 million), and Communities and Schools for Career Success (\$300,000).

One Stop Career Centers (\$3,750 million)

\$75,000 general funds to each of the 50 Local Workforce Investment Areas to support participation of Regional Occupational Centers and Programs (ROCPs) and adult schools in the One-Stop Career Center System. \$25,000 match required.

Demonstration Projects (2,120 million)

\$50,000 to \$100,000 to 30 Local Education Agencies in partnership with Local Workforce Investment Boards, to collaboratively conduct demonstration projects.

Regional Workforce Preparation and Economic Development Act (\$1,000,000).

To provide the California Department of Education's (CDE's) share of the third-year grants to six regional collaboratives.

Communities and Schools for Career Success (\$300,000)

\$300,000 in general funds to provide CDE's share of second year funding to three local sites participating in the Communities and Schools for Career Success (CS2) initiative that links community agencies, business and education to improve educational outcomes and workforce preparation for young people. These grants are part of a Memorandum of Understanding between CDE, New Ways to Work, and the LEAs.

Clients

Youth, especially CalWORKs eligible youth.

*Service
Delivery*

Primarily One-Stop Service Centers, also other methods depending on the project.

*Program
Effectiveness*

No information available at this time.

OFFICE OF THE SECRETARY FOR EDUCATION

School-to-Career (see School-to-Career under the Employment Development Department, page 21)

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|------------------------------|---|
| <i>Purpose</i> | To provide supplemental resources to school-to-career partnerships where federal school-to-career funding has terminated. This is a continuation of the Employment Development Department's (EDD's) School-to-Career program. EDD's federal funds are terminating and these funds are intended to continue supplementing school-to-career partnerships. These partnerships must demonstrate improved student academic achievement, effective work-based learning strategies and the ability to procure matching funds from local businesses and industries. |
| <i>Budget</i> | \$2 million in state General Funds in fiscal year 2000-01. |
| <i>Funding Breakdown</i> | \$2 million in General Funds (Proposition 98 funding). |
| <i>Clients</i> | California students, K-12. |
| <i>Service Delivery</i> | Funds are distributed through a competitive grant process to local school partnerships. The majority of these partnerships are operated by a county office of education. |
| <i>Program Effectiveness</i> | No information available at this time. |

Endnotes

¹ Carol Clymer, Brandon Roberts, and Julie Strawn, “States of Change”: Policies and Programs to Promote Low-Wage Workers.” *Public/Private Ventures*, May 2001, p.9.

² Ibid.

³ Elias Lopez Ph.D. *Less-Educated Workers in California: A Statistical Abstract*. (Sacramento: California Research Bureau, California State Library, 1999).

⁴ U.S. Department of Labor. *State Unified Plan Planning Guidance*, Washington, D.C. February 14, 2000.

⁵ Alicia Bugarin, *Restructuring Workforce Preparation Policy*. (Sacramento: California Research Bureau, California State Library, October 1995).

⁶ Employment Development Department, *Workforce Investment Act*. www.edd.cahwnet.gov/wiaindtx.htm, p.1.

⁷ Daniel O’Shea, and Christopher T. King, *The Workforce Investment Act of 1998: Restructuring Workforce Development Initiatives in States and Localities*. The Ray Marshall Center for the Study of Human Resources, (The University of Texas at Austin). The Nelson A. Rockefeller Institute of Government. Albany, New York, Report No. 12, April 2001.

⁸ Ibid.

⁹ Carol Clymer, Brandon Roberts, and Julie Strawn, “States of Change”: Policies and Programs to Promote Low-Wage Workers.” *Public/Private Ventures*, May 2001, p.9.

¹⁰ Carol Clymer, Brandon Roberts, and Julie Strawn, “States of Change”: Policies and Programs to Promote Low-Wage Workers.” *Public/Private Ventures*, May 2001, p. 7.

¹¹ Ibid.

¹² Ibid.

¹³ Dan Bloom and Charles Michalopoulos, “How Welfare and Work Policies Affect Employment and Income: A Synthesis of Research.” *Manpower Demonstration Research Corporation*, May 2001, p. vii.

¹³ Elias Lopez, Ph.D. *Less-Educated Workers in California: A Statistical Abstract*. (Sacramento: California Research Bureau, California State Library, 1999).

¹⁴ Warren, Eileen, Ph.D. *Four-Year Report on the Effectiveness of California Partnership Academies 1992-93--1995-96*. Report prepared for the California Department of Education. California Institute on Human Services, Sonoma State University, December 1998.