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EXECUTIVE SUMMARY

The North Carolina Commission on Workforce Development is charged with preparing an inventory of the state's workforce development programs. This inventory, prepared in the spring of 2000, covers the two-year period from July 1, 1997 through June 30, 1999. During this time, much occurred that influenced the current and future state of North Carolina's workforce development system. In 1998, the federal Workforce Investment Act was signed into law. In 1999, the North Carolina legislature enacted House Bill 168. The impact of these pieces of legislation is described in the sections of the inventory entitled "The Commission on Workforce Development" and "Current Workforce Development Initiatives." In North Carolina, JobLink, the state's One-Stop Career Center System continues to grow while great progress was also made with the JobReady School-to-Work system. Welfare Reform continued to be a strong focus as Work First and other Welfare-to-Work efforts developed. Since these efforts are all predicated on intense collaboration and program integration, they all have implications for the individual programs outlined in this inventory. Many of the individual programs in this inventory were closely coordinated to make JobLink, JobReady and Work First successful. In reviewing the inventory, it should be noted that while programs are indeed independent with different funding sources, the above initiatives have been instrumental in "blurring" some of the program lines in the interest of improved client friendly service delivery.

This inventory displays information about 47 workforce development programs operating within seven state agencies and one independent organization. The agencies comprising the state's workforce development system include community colleges, the employment service, local departments of social services, the state Department of Labor, local Job Training Partnership Act entities, local areas on aging, the Commission on Indian Affairs, the public school system, vocational rehabilitation, community based organizations and Telamon, an independent organization that serves migrant and seasonal farmworkers. The training provided by workforce agencies is diverse and includes, occupational skill training, literacy training, youth employability training, adult retraining, apprenticeship and job search assistance. Programs also assist customers with obtaining childcare, transportation, medical assistance, personal counseling or other services that will enable them to obtain and maintain employment. Although many programs serve the general public, some focus on specific populations such as youth, economically disadvantaged, public assistance recipients, dislocated workers, migrant farmworkers, Native Americans, older workers or the disabled.

For the 1997-98 year, a total of \$1,342,085,131 in federal, state and local funds was spent across the state for workforce development. For 1998-99, \$1,445,201,581 were spent. The inventory includes the number of people served by each separate workforce program but does not include the total number of people served by the workforce system as a whole since such a figure would include substantial duplication and would thus be misleading.

For the first time, some basic performance/outcome data is included in the inventory. As the performance information shows, there is great variation across programs regarding what gets measured and how it gets measured and reported. Due to this variation, across program

comparisons are not advised. The performance data is useful, however, since it does document basic outcomes for workforce programs.

The inventory shows that North Carolina's workforce system provides a variety of training and services to the state's citizens. As emphasized previously and throughout the inventory, the recently implemented workforce development initiatives of JobReady, JobLink and Work First as well as the new state and federal legislation should be considered when reviewing the inventory.

THE COMMISSION ON WORKFORCE DEVELOPMENT

History

The North Carolina Commission on Workforce Development is established through both executive order and state legislation. In 1993, Governor Hunt issued Executive Order #4 that established the Governor's Commission on Workforce Preparedness. This Commission continued to build upon work started under Governor Martin's Commission on Workforce Preparedness. The new Commission was designated as the State's Human Resource Investment Council under the federal Job Training Partnership Act and assumed responsibilities formerly held by the State Job Training Coordinating Council; the State Advisory Council on Vocational and Technical Education, and the Council for Basic Skills. Following the enactment of the federal Workforce Investment Act in 1998, the Commission was designated as the State Workforce Investment Board for the purposes of carrying out responsibilities of that act.

In 1999, the North Carolina General Assembly enacted House Bill 168 (Chapter 143B-438) which established the North Carolina Commission on Workforce Development within the North Carolina Department of Commerce. The specific duties and responsibilities for the Commission, as designated in this legislation, are outlined in the next section.

Commission Mission and Responsibilities

The North Carolina Commission on Workforce Development is challenged with recommending policies and strategies that will enable the state's workforce to compete in the current and future global economy. The thirty-eight member Commission, led by a private sector chair, includes representatives from the business community, heads of state workforce agencies, educators, community leaders and representatives from organized labor. A list of current Commission members is included as Appendix 1. The Commission is charged with creating an effective, coherent, and comprehensive workforce system from the numerous workforce programs administered through various state and local agencies. The Commission's mission is:

“To establish and guide a world class workforce development system for North Carolina. This system will be comprehensive, integrated, relevant, and effective. It will produce well-educated, highly skilled workers who perform at high levels and work in economically viable enterprises that provide good jobs at good wages.”

Executive Order #4 outlined the following specific responsibilities:

- Advise the Governor, General Assembly, state agencies and private business about policies and programs which enhance the skill and expertise of the State's workforce
- Coordinate the activities of workforce preparedness programs
- Create a comprehensive workforce preparedness system that is market driven and customer-focused and includes: common definitions and assessment criteria, linking of data collection

systems, evaluation methods and procedures to assess the results of the system's workforce programs.

- Submit a biennial plan for workforce development
- Perform all council oversight duties and responsibilities under the laws relating to federal human resource programs.
- Establish an Interagency Coordinating Council to assist the Commission in its responsibilities.

The recently enacted state legislation (House Bill 168) outlines the following duties for the Commission:

- Develop strategies to produce a skilled, competitive workforce that meets the needs of the State's changing economy
- Advise the Governor, the General Assembly, State and local agencies, and the business sector regarding policies and programs to enhance the state's workforce
- Coordinate and develop strategies for cooperation between the academic, governmental and business sectors
- Establish, develop, and provide ongoing oversight of the 'One-Stop Delivery System' for employment and training services in the State
- Develop a unified State plan for workforce training and development
- Review the plans and programs of agencies, boards and organizations operating federally funded or state-funded workforce development programs for effectiveness, duplication, fiscal accountability and coordination
- Develop and continuously improve performance measures to assess the effectiveness of workforce training and employment in the State
- Submit to the Governor and General Assembly by April 1, 2000 and biennially thereafter, a comprehensive Workforce Development Plan
- Serve as the State's Workforce Investment Board for purposes of the federal Workforce Investment Act of 1998

The Commission focuses on three major workforce development areas: 1) retooling the existing workforce, 2) preparing the emerging workforce, and 3) developing the workforce system infrastructure. The Commission meets quarterly to fulfill the responsibilities outlined in the federal Workforce Investment Act of 1998, state legislation and specific responsibilities assigned by the Governor. Its work is structured through several active committees that examine specific workforce areas and make reports and recommendations to the full Commission. The current committees include the following:

- Executive Committee
- Legislative Committee
- State Workforce Programs Planning and Evaluation Committee
- Local Workforce Area Planning and Program Delivery Committee
- Strategic Workforce Initiatives Committee
- JobReady Council

The Commission's work is guided by its biennial Strategic Plan for Workforce Development. The Commission's 1995-1997 Strategic Plan "Building a High Performance Workforce" outlined specific strategies for reshaping and improving workforce programs to address the needs of the changing economy. The 1997-1999 Strategic Plan "Building a Highly Competitive Workforce" reviewed the progress made since the development of the 1995-1997 plan and identified additional strategies and recommendations for the next two years. Currently, as this inventory is being developed, the Commission is in the process of finalizing its next two-year plan that will provide direction for the near future.

CURRENT WORKFORCE DEVELOPMENT INITIATIVES: IMPACT ON INVENTORY PROGRAMS

This inventory includes relevant information about individual programs within North Carolina's workforce development system. To the extent possible, the inventory also attempts to look at North Carolina's workforce system as a whole. Although the program information and data which comprise this inventory is specific to individual workforce development programs, as reported by the individual programs, the various inventory tables and accompanying analysis do provide some understanding of the workforce system in its comprehensive form. The discussion in this section also provides insight into how recent legislation and initiatives are influencing the delivery of programs throughout the state's workforce system.

During the period covered by the inventory, July 1, 1997-June 30, 1999, considerable progress was made to move the state's workforce system away from a collection of independent, individually funded programs toward a more client focused/friendly, cost-effective workforce system. The following events and actions were significant in facilitating this approach toward integrated service delivery.

- Enactment of the federal Workforce Investment Act of 1998
- Enactment of House Bill 168
- Implementation of North Carolina's JobLink Career Center System, Work First, the state's welfare reform initiative and JobReady School-to-Work Transition System

Workforce Investment Act of 1998

In 1998, the federal Workforce Investment Act was signed into law. The new law required each state to designate a state workforce investment board and local areas to establish local workforce development boards. In North Carolina, Governor Hunt, after reviewing provisions of the new legislation, decided to retain the Commission on Workforce Development which had previously been established as the State Human Resource Investment Council under Title VII of the Job Training Partnership Act. The Commission became the State Workforce Investment Board under the Workforce Investment Act. The Commission continued its leadership in guiding the state's workforce development programs through an effective strategic planning process.

Beginning in November of 1998, the Commission established an aggressive timetable for state implementation of the new Workforce Investment Act. The Commission restructured its committees to respond to the requirements of the new law, held numerous educational sessions with state and local partners, recommended local areas to the Governor, and directed the development of a state Workforce Investment Plan. The plan development process involved extensive input from representatives of state and local workforce programs and included public hearings on the plan. Following the state planning process, the Commission and the Division of Employment and Training issued planning guidance to local areas to prepare for January 1, 2000 implementation.

Building on previous work, the Commission worked closely with the State Economic Development Board to identify goals to help ensure the employability of the state's workforce and competitiveness of the State's economy. These goals, which are outlined in detail in the Strategic Five Year Workforce Investment Plan for July 1, 2000-June 30, 2004, are summarized below:

- Goal 1. Improve and Expand the Delivery of Literacy Services to Adults in North Carolina
- Goal 2. Expand Flexible, Non-Degree Based Training Programs to Support Workers and Employers.
- Goal 3. Expand Access and Availability of Employer-Based Apprenticeship Programs
- Goal 4. Ensure that the Work First Welfare Reform Initiative Improves Skills and Employment of the Welfare Population.
- Goal 5. Build on the Success of JobReady by Expanding the System and Developing Key Components of the School-to-Work Approach.
- Goal 6. Support Education Reform Efforts in the K-12 Education System to Improve Student Achievement
- Goal 7. Expand JobLink Career Centers Across the State to Deliver Quality Services to Employers as well as Job and Training Seekers in a One-Stop Environment.
- Goal 8. Continue to Develop a Comprehensive Performance Management System.
- Goal 9. Expand Statewide Access to Technology to Improve Service Delivery and Accountability
- Goal 10. Establish an Employer-Led System of Skill Standards to Certify That Workers Have Technical Skills.
- Goal 11. Increase and Strengthen Business Leadership and Involvement in Workforce Development Programs.

The new law required the establishment of local areas for the delivery of workforce services. Because of North Carolina's previous steps to move forward and establish a one-stop career center system for the state, many local areas were already moving in the direction emphasized in the new Workforce Investment Act. In 1995, Governor Hunt issued Executive Order #90 that reconstituted Private Industry Councils established under the Job Training Partnership Act, into Workforce Development Boards. The boards formed partnerships for providing oversight and guidance for the emerging JobLink Career Center system. They were given the responsibility for coordinating local workforce policy and overseeing the local implementation of JobLink.

The Workforce Investment Act facilitates the continued movement of the state toward integrating services offered by many, if not all of the programs referred to in this inventory.

Enactment of House Bill 168

As stated above, House Bill 168 establishes the Commission on Workforce Development within the Department of Commerce and charges the Commission with the responsibilities already discussed above. The legislation outlines membership provisions for the Commission, which are consistent with the requirements in the federal Workforce Investment Act. House Bill 168 also includes important provisions for the local operation and delivery of workforce programs. It establishes Local Workforce Development Boards, which have majority of business members as well as representation from workforce development agencies. The powers and duties of Local Workforce Development Boards are detailed in Appendix 2.

House Bill 168 also establishes the Employment and Training Grant Program and directs that these funds be allocated to local Workforce Development Boards for the purposes of enabling local recipients to implement local employment and training programs in accordance with existing resources, local needs, local goals, and selected training occupations. House Bill 168 is included as Appendix 2.

Progress made with One-Stop, Work First, and Job Ready

During the 1997-1999 time period three specific yet closely intertwined initiatives strongly influenced North Carolina's workforce development system. The One-Stop Career Center Initiative, Work First Welfare Reform Initiative and the JobReady School to Work Initiative were all part of an overall effort to improve workforce development services.

One-Stop Career Center System

The One-Stop Career Center Initiative was instrumental in helping to consolidate local training and placement services to allow customers (job seekers and employers) improved access to needed services in a cost-effective, client friendly manner. Because the state's workforce development services have traditionally been delivered through a maze of funding streams and independent programs with varying purposes (as indicated on Table I of this inventory), customers often had to go from place to place to receive much needed workforce services. To address this problem and simplify service delivery, between 1995 and 1998, the state applied for and received \$8.9 million dollars in federal grants to build the JobLink Career Center System. JobLink Career Centers consolidate local training and placement services to create a single, clearly identifiable location that offers labor market and career development information, provides access to career training, and job placement services and serves as the connection between employers and qualified workers. Local centers are governed by Workforce Development Boards that are private sector led and comprised of employers and representatives of publicly funded employment and training entities.

In providing workforce development services, JobLink Career Centers coordinate many of the individual programs contained in the inventory. Although the inventory shows the programs according to their fund source and organizational delivery structure, in many areas of the state, these programs are coming together under the JobLink Career Center System. Key partners in the JobLink system include the Community College System, Employment Security Commission, current Job Training Partnership Act programs, JobReady, Vocational Rehabilitation and Work First.

At the time this inventory is written, there are 71 JobLink Career Centers across the state in 25 local workforce investment areas. As the Workforce Investment Act of 1998 is implemented in North Carolina, the state will strengthen its JobLink Career Center system with a continued focus on accountability, customer satisfaction and continuous improvement. .

JobReady School-to-Work Transition System

The purpose of the JobReady School-to-Work Transition System is to ensure that there are opportunities for all youth to transition effectively from school to the world of work with the skills that are needed for tomorrow's economy. Between 1995 and 2000, the US Department of Labor awarded \$30 million school-to-work transition grants to North Carolina to establish local partnerships that develop and implement strategies that engage all students in school-to-work activities. These include career guidance and counseling, the opportunity to choose a career major by grade eleven and a work-based learning experience before high school graduation. JobReady's success is a result of the strong link between the public school system, community colleges, human service agencies, and the local business community. Many of the programs incorporated into the JobReady effort are listed in this Inventory. At the time this inventory is prepared, there are 77 local JobReady partnerships. At the state level, JobReady receives policy guidance from the State JobReady Council that includes some members who also serve on the Commission on Workforce Development. Although federal funds for JobReady expire on December 31, 2001, it is expected that local JobReady efforts will be sustained with other resources.

Welfare Reform Initiatives: Work First and Welfare to Work

North Carolina's Work First Welfare Reform Initiative is the result of several months of work by Governor Hunt's Welfare Reform Task Force, a group of business and community leaders, legislators, state and local government representatives and welfare recipients who worked under the direction of the Commission. Work First, which was approved for operation in 1996, creates a welfare system that emphasizes work, personal responsibility, time limits, and the prevention of welfare dependency. Since the implementation of North Carolina's Work First initiative, Congress passed legislation that provides federal welfare dollars in a block grant to the state. The legislation removes the entitlement status of welfare benefits, places a five year lifetime limit on the receipt of welfare benefits, and imposes stringent work participation requirements on the state's welfare population. These changes provide additional challenges for the workforce system and further emphasize the need for many agencies to work together to ensure that Work First participants receive the education, training and employment services they need.

Although the primary responsibility for Work First rests with the Department of Health and Human Services, the Commission continues to receive progress reports and to facilitate cooperation among various workforce programs. The Commission recognizes that to succeed, Work First, like JobReady and JobLink, requires unprecedented cooperation among public workforce agencies and the private sector.

In addition to the Work First program, the state received a federal Welfare-to-Work grant administered by the Department of Commerce. Federal welfare to work funds are directed toward the most difficult to serve welfare recipients. Information about this new program is included in this inventory.

Other activities/changes

North Carolina's *Workforce Development Institute* provides staff development and training for the state's workforce development professionals. With direction from the Commission, the institute oversees the Workforce Development Partnership Conference, an annual conference that brings together state and local workforce development professionals. The institute also provides training for local workforce development professionals.

At the time this inventory is developed, the workforce system is undergoing considerable change, as the Workforce Investment Act of 1998 is in the process of being implemented. The Carl Perkins Vocational and Technical Education Act has also experienced changes since the previous inventory. The Carl Perkins Vocational and Technical Education Act of 1998 eliminated categorical funds for sex equity, single parents/displaced homemakers and community based organizations but continues emphasis and funding for tech prep. North Carolina's Work First program is fully implemented and has replaced the Job Opportunities and Basic Skills Program.

These changes influence the content of this inventory and will continue to impact the future workforce system.

INTRODUCTION TO THE INVENTORY

North Carolina's Workforce Development Inventory for 1997-1999 was prepared in spring 2000 by the North Carolina Commission on Workforce Development, under contract with an independent consultant. Its purpose is to collect, compile and display information about workforce development programs in the state. This inventory covers the 1997-1998 (July 1, 1997-June 30, 1998) and the 1998-1999 (July 1, 1998-June 30, 1999) years.

Methodology

To collect information for the inventory, the Executive Director of the Commission transmitted a questionnaire to the chief executives of state agencies and other organizations involved in workforce development. The request letter and questionnaire (Appendix 3) asked that program staff within agencies complete the questionnaire and update specific sections of the previous inventory. The letter included the appropriate tables from the 1998 inventory as well as definitions of some of the items requested in the inventory. The letter also included a list of suggested programs to be included in each agency's response; however agencies were asked to also include other appropriate federal or state workforce programs not on the list. For each workforce program, the following information was requested:

- Workforce program name and purpose
- Population groups the programs are required to serve
- Training and services provided
- Number of people served in each program
- Expenditures (federal, state, and local) for each program
- Performance/outcome data

Survey responses were reviewed for completeness and consistency and follow-up contacts were made to clarify questions and gather data that were omitted. Results are shown in the Inventory Tabulations Section of this report.

Scope and Limitations of Inventory

Like previous inventories, this inventory provides basic information about individual workforce development programs in operation in the state. When reviewing the inventory, the following limitations should be kept in mind:

The education, economic development and human services programs included in the inventory are limited to those that have a workforce development focus. The area of workforce development does not have clear-cut boundaries but rather crosses into separate but related areas of education, economic development and human services. However, for the purpose of this inventory, it was necessary to decide which programs to include as workforce development programs. The programs included in the inventory generally encompass both small and large

training and related programs under the direction of state government. Private workforce development programs funded through business and industry are not included unless those programs are represented as partnerships with a public program. This is not to diminish the importance of such programs but rather because there is not a standard way to collect such information given the time constraints for this report. Likewise, local workforce programs are not included, although in most cases, the information supplied at the state level encompasses a “roll-up” of what occurs at the local level. Independent local efforts-public or private-are not included.

For the purpose of this inventory, higher education programs administered through the state’s university system and private colleges are not included, although higher education clearly plays a major role in preparing individuals for the workplace. However, since higher education also has other purposes, it was determined that the higher education programs were beyond the scope of this inventory.

Similarly, while the link between economic development and workforce development is crucial, economic development includes such areas as infrastructure development and environmental issues that are beyond workforce development. Because of the difficulty in classifying how much of economic development is workforce development, economic development programs are generally not included. However, training programs offered through the community college system and other public entities whose purpose is to work with local economic development entities to train people for new and existing industry are, in fact, included.

The information in the inventory can not be used to draw conclusions of program effectiveness or cost effectiveness. The limited analysis that follows simply summarizes the responses to the inventory questionnaire. The inventory is a comprehensive account of workforce programs that are currently available, their stated purposes, specific client groups served, the type of training services available, the number of people served in each program and the amount of money spent. While some basic performance data is included for many programs, the purpose of such data is not for comparisons across programs nor is it an evaluation of the programs in the workforce system.

Lack of consistent definitions prevents comparisons across programs.

Although every effort was made to collect information consistently across programs, definitions still vary considerably. Terminology varies from program to program; even when similarity in terminology exists, definitions across programs are not consistent.

The inventory does not reflect how closely many workforce development programs work together to integrate and combine resources across programs to better serve the customers of workforce programs. The inventory is a snapshot of what occurred in the 1997/1998 and 1998/1999 years. It does not empirically show that clients are served by more than one program, even though experience shows that this regularly happens. When reviewing the inventory’s information, the interagency initiatives such as JobLink, JobReady and Work First described in the previous section should be kept in mind.

ANALYSIS OF INVENTORY RESPONSES

Workforce Program Purposes

The responses from the workforce development inventory survey indicate that North Carolina's Workforce Development System currently includes 47 programs administered by seven state agencies and one independent entity.

Table 1 provides a summary of program purposes, expenditures, people served, and program outcomes for those North Carolina's workforce development programs for which inventory questionnaires were completed. The table provides a brief description of each program. As the descriptions convey, program purposes include providing occupational training or literacy training, retraining, job search counseling and assistance, apprenticeship training, employability training and supporting business development. Program purposes are commonly derived directly from state or federal statutes and are influenced by the specific population the program seeks to serve. For example, some programs have purposes related to providing skill training, literacy training or job search assistance for adults while others seek to equip youth with basic work habits and behavior necessary for the workplace. Still others focus on retraining adults whose technical skills have become obsolete in today's work environment. Some have a specific focus such as Native Americans, public assistance recipients, older individuals or youth.

It should be noted that from the standpoint of this inventory, a workforce development program could actually be a "sub-component" of a large program or piece of legislation. For example, the Job Training Partnership Act and the Carl Perkins Vocational and Applied Technology Education Act each have many program sub-components since each sub-component has a unique purpose or serves a specific group. Examples of specialized "sub-programs" include the JTPA older workers program and the Carl Perkins programs for sex equity and displaced homemakers. The Carl Perkins programs administered by the Community College System are shown as sub-programs of the Associate Program since the Perkins funds are not stand alone programs but rather supplement the overall Associate Degree programs.

The inventory includes some entities that technically are not programs but are shown because they provide a contribution to the state's workforce development system. A few of these, such as the State Occupational Information Coordinating Committee and Labor Market Information Programs do not serve people directly but rather provide technical information and analysis which in turn assists other programs to strengthen service delivery. The Commission on Workforce Development is listed as a program although the Commission is actually a policy making board with the responsibility of integrating the other programs in the inventory.

Required Populations Served

Some of the state's workforce development programs listed in the inventory serve the general population while others are directed to serve specific target groups. As Table 2 reflects, more than half of the state's workforce development programs are directed to serve one or more specific target groups while sixteen indicate that they serve the general population. Table 2 shows the populations required to be served for each program. "Required population to be served" refers to specific population groups (economically disadvantaged, disabled, older workers) served by the particular program due to state or federal mandate. If a program serves individuals with one or more of the characteristics listed at the top of Table 2, but is not required to do so, that population will not necessarily be indicated as a required population for that program. For example, many programs may actually serve displaced homemakers, but not be required to focus on that group. The "displaced homemaker" column would only be checked if the program was required to serve displaced homemakers.

Due to variations in programs, the characteristics listed at the top of Table 2 are often defined differently across programs. For example, "economically disadvantaged" and "youth" are defined differently for different programs. While some attempt has been made to simplify cross-program reporting, there are still not common definitions for many of the terms, including the population categories, included in the inventory.

As Table 2 shows, North Carolina's workforce development programs serve a wide range of specific target groups as well as the general population.

Type of Training Provided

North Carolina's workforce development programs offer a wide range of training options for people in need of assistance. For the purpose of this inventory, training is classified according to five major training categories, each with specific sub-categories of training: basic education, pre-employment skills training, occupational generic training, occupational specific training and work based learning. An attachment to Appendix 3 shows the training definitions that were provided to agencies to assist them in classifying the type of training provided by the program. However, even with definitions for these training categories, differences still remain regarding the way the terms are defined across programs.

Inventory responses, summarized on Table 3, show that the most common training offerings are: occupational skill training, basic education (which includes GED training, literacy, high school diploma programs, and remedial education), pre-employment skills training (which includes those essential skills as thinking skills and development of personal qualities necessary for success on the job), apprenticeship training, adult retraining and job search assistance. As mentioned previously, the type of training provided is often a reflection of the purpose of the program and the particular group served.

The inventory also provides general information on training arrangements. Programs were asked to indicate whether the specific training provided was offered directly by the local entity for the program listed, provided through contractual arrangements between the local entity and another local agency, or provided simply by referral to another local agency. A variety of arrangements were reported. Many programs provide the training directly. For example, community college training, vocational education offered in the public schools, apprenticeship training and the job search and placement services provided by the public employment service are provided directly by the local entity for the workforce program indicated. Other programs, such as the Temporary Assistance to Needy Families (TANF) and the Job Training Partnership Act program, serve as “brokers” for certain population groups such as the economically disadvantaged, dislocated workers, or public assistance recipients and contract with other local providers to access the needed training services. A number of programs use a mixed approach of delivering job training services with some training provided directly, some provided through purchase of service and some by simply referring clients to other agencies.

Because specific arrangements may vary significantly from one geographic area to another, a program may indicate that a certain type of training is generally available although it may not be universally available statewide. As JobLink centers are established statewide, a core of workforce development services are becoming increasingly available.

Type of Services Provided

In addition to the specific types of training detailed in the previous section, North Carolina’s workforce development programs offer a range of related services to help people who need assistance in preparing for work. For the inventory, services were categorized into three major areas: employability, supportive and economic development services. These major areas and their sub areas are defined on an attachment to Appendix 4. Generally, employability services include one-to-one assistance in career planning or job seeking skills. Supportive services included those services that help to remove barriers to employment or training and thus enable an individual to pursue training or employment. For example, lack of transportation and lack of day care are commonly cited as barriers to education and employment.

Economic development services include efforts to work with the local business community, such as the local chamber of commerce or other groups to ensure that training and employment opportunities are available to trainees and to make sure that training meets the needs of the business community. Fostering this public/private partnership is important to enlist and maintain support from the business community for public education and training efforts. As noted previously, while this report includes some information about the economic development services provided by specific workforce programs, the inventory does not attempt to capture the full range of economic development activities underway in the state.

Table 4 shows the types of employability, supportive and economic development services provided by North Carolina’s workforce development programs. As with training, respondents were asked to indicate whether the services listed are provided directly by the local entity,

provided through contractual arrangements or through referrals to another appropriated local agency. Again, the responses indicate diversity in the delivery of services. For example, many indicated that services such as day care or housing are provided directly while others indicated that this type of assistance is provided through referral to other appropriate agencies. As with training arrangements, specific arrangements for delivering the services shown at the top of Table 4, vary tremendously across and within programs and are influenced by such factors as the local economic climate, and the number and type of local providers and services available.

As Table 4 indicates, all workforce programs do not necessarily provide services as defined for this section. If a program does not show services provided in this section, it is likely that the program provides training only, as described in the previous section.

Expenditure Data

Inventory responses show that a total of \$1,342,085,131 in federal, state, and local funds were expended in 1997-1988 while \$1,445,201,581 were spent in 1998-1999. Tables 1, 5A and 5B show past federal, state and local expenditures of both program/non-administrative funds and administrative funds for the 1997-98 and 1998-99 years. Data is reported according to the state fiscal year and federal program year which begins July 1 and ends June 30. Although a few programs generally report data according to the federal fiscal year (October 1-September 30), the most common reporting period and the one used for this inventory is the July 1-June 30 time period.

The dollar amounts in the “total” sections of Tables 5A, and 5B show the total administrative funds, the total program/non administrative funds and the overall total expenditures for each workforce development program. When reviewing Tables 5-A and 5-B, it should be kept in mind that the definition of administrative costs varies tremendously across workforce programs. Programs were asked to supply expenditure and projected expenditure information based on the definitions currently in place for their particular programs. They were also asked to briefly describe the types of expenditures included in administrative funds. A summary of these descriptions is included as Appendix 4. As Appendix 4 reflects, there is tremendous variation in how administrative costs are defined across programs. For this reason, no comparisons can be made across programs regarding levels of administrative costs based on information in this inventory.

Of the \$1,342,085,131 spent in 1997-98, \$538,053,601 were federal funds, \$739,254,935 were state funds and \$64,776,595 were local funds. For the 1998-99 year, a total of \$1,445,201,581 was spent. Of this amount \$548,837,959 were federal funds, \$800,832,708 were state funds and \$95,530,914 were local.

Number of people served

Table 1 shows the number of people served for the 1997-98 and 1998-99 years with numbers reported according to the year that begins on July 1 and ends on June 30th.

For each workforce program listed, respondents were asked to provide an unduplicated number of people served. For example, if a person enrolled in a particular program, then left the program and re-enrolled within the same July 1-June 30 year, the individual is counted only once. The inventory does control for **within program duplication**. However, it is not possible to control for multiple service across workforce programs either for those programs within the same agency or programs in different agencies.

Because people are currently served by more than one program, it would be misleading to total the “people served” information in Table 1. At the present time, it is not possible to provide an unduplicated count of people served by North Carolina’s workforce system.

It must also be emphasized that the existence or the extent of duplication cannot be inferred from the inventory. The inventory does not show how many people are served in more than one program. Further, the fact that a person is served in more than one program does not necessarily mean duplication since individuals often need more than one service from more than one agency. For example, if one program provides day care, another skills training and still another job counseling and placement, duplication is not occurring. Rather, resources are being used wisely to provide the combination of training and services needed. On the other hand, if the same person is receiving the same service from the two different programs, duplication may, in fact, be occurring. Again, the inventory itself does not provide data to lead to any conclusions about duplication.

Although not shown empirically in this inventory, experience has shown that programs regularly coordinate to provide needed services. The initiatives underway to integrate workforce development service delivery are addressing program collaboration and integration in a highly systematic manner. JobLink, JobReady, Work First, and new state and federal legislation require extensive collaboration among multiple workforce programs and agencies.

Finally, it should be noted that some workforce programs are administrative in nature and do not serve clients directly but rather provide a service to the professionals that do serve clients. For this reason, some programs will not show any clients served on Table 1.

Program Outcomes/Performance

For the first time, limited performance/outcome data is included in this inventory. As part of the inventory questionnaire, programs were asked to provide information about individual program outcomes as collected by existing requirements. Since outcomes vary considerably across the system, the inventory requested that each program provide information on the number of people served each year, the number continuing to the next year and the number “terminating” from the program during each of the two year periods. In addition, the survey asked that programs report on program specific outcomes such as the number of people becoming employed, retaining jobs, completing education, or other related outcomes. Because of the diversity in outcomes and how outcomes are defined, programs were asked to provide definitions of each outcome. These definitions are important in understanding the outcomes since the same outcome (for example, getting a job) may mean one thing for one program and something different for another.

Table 1 shows outcome data as reported by workforce programs. As the Table indicates, some programs did not submit performance data. Attempts were made to follow up to collect omitted data; however some gaps still remain. If information is not provided, it is because it is not collected, not available or not provided. Appendix 5 provides the outcome definitions supplied by some of the programs that submitted outcome data.

As expected, outcomes for workforce programs are diverse including employment, wage at placement, employment retention, educational attainment, welfare reduction, and employability enhancements. In some cases, performance data is presented as performance related to individual local entities such as how well a local school system or community college met the planned goal.

Because of the diversity in outcomes and definitions, comparisons across programs should be avoided.

SUMMARY

As mentioned extensively throughout this document, the inventory's contents should be viewed in the context of major systemic changes that are occurring throughout the state's workforce system. Training, services and populations served continue to be influenced by state and federal statute. As the Workforce Investment Act and House Bill 168 are fully implemented over the next few years, continued progress will be made to integrate the delivery of workforce services so that the system is more easily accessible for both the workforce clients and employers needing trained, prepared individuals.